Comprehensive Plan 2012

Madison County, Virginia

PREPARED BY THE MADISON COUNTY PLANNING COMMISSION

Final Draft

Authored by: Planning Commission Members

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MADISON COUNTY, VIRGINIA
COMPREHENSIVE PLAN

(2012)

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Vision Statement

In our county we value our scenic natural setting, abundant open space and farms, historic resources, a warm and friendly atmosphere, good jobs and a balanced economy, a quality educational system, and a modest amount of growth. We value the benefits of planning and of citizens working together through their government to guide change within the community. The six elements of our community vision, which we share with the other members of our Planning District, are:

• We visualize our community as consisting of **places of character**—rural areas that retain their character as predominately green and open, with villages that are centers for living and non-farm employment.

• We visualize our community as consisting of **places of beauty**—vistas of rural farms, orchards, historic places and unspoiled scenic beauty, as well as protected habitats and areas of natural resources for retreat, discovery and recreation.

• We desire our community to be a **place of learning** with excellent education for our youth and a skilled workforce that attracts clean, high-technology industry.

• We visualize our community as a **place of service** where transportation and utilities support the needs, goals, and values of the county without compromising its natural resources or rural, aesthetic character.

• We desire our community to be a **place of opportunity** boasting a healthy economy that offers balanced employment opportunities ranging from high-paying jobs to reduce the need for commuting; to farm and forestry-related jobs; to clean industries such as tourism and high-technology; as well as jobs that can retain skilled young people.

• We visualize our community as a **place of empowerment**, with a local government that is responsive to citizen needs and interests and that is skilled at balancing differences and providing leadership in planning for the future.

COMPREHENSIVE PLAN 2012

Madison County, Virginia

Introduction

Each Virginia locality is required to adopt and periodically review a Comprehensive Plan. A Comprehensive Plan serves as a guide for the physical development of the territory within the county's jurisdiction. Specifically, the purpose of a community's Comprehensive Plan is to guide and accomplish a coordinated, adjusted and harmonious level of development that will, in accordance with present and probable future needs and resources, "*best promote the health, safety, morals, order, convenience, prosperity and general welfare of the County's inhabitants*." See Virginia Code, Section 15.2-2223.

The Comprehensive Plan is general in nature, in that it is required to designate the general or approximate location, character and extent of each feature shown on the plan, and to indicate where existing lands or facilities are contemplated to be extended, widened, removed, relocated, vacated, narrowed, abandoned or changed in use, as the case may be. Each Plan, with accompanying maps, plats, charts and descriptive information, must show the locality's long-range recommendations for general development.

In order to be effective, any general, long-range plan should, on its face, attempt to balance the needs of various sectors of the stakeholders and territory to which it applies. It is geared toward the social, economic, fiscal and environmental considerations that are of great concern today, yet it contributes to a reasonable balance of all uses, anticipating future changes. Its objectives will be achieved through the zoning, subdivision, site plan, erosion control, and other related ordinances. These ordinances will be revised and updated as necessary to achieve planning objectives. The plan should be viewed as the initial step taken toward the future, serving as a basis for decision-making in the following areas:

- Individual development proposals (applications for approval of site plans and subdivision plats), the quality of which can be viewed in light of the objectives of the Plan.
- Zoning applications, such as applications for approval of special use permits, zoning map amendments (rezonings), zoning text amendments (zoning ordinance changes), where

decisions may be made based on whether a particular proposal will further the objectives of the Comprehensive Plan .

- Programs for public expenditures, which can be planned and undertaken in a more logical and cost-effective way when based on formally adopted goals and objectives set forth in the Comprehensive Plan.
- Planning for a variety of housing, employment and recreational opportunities, based on awareness of community values as expressed in the Comprehensive Plan.
- Identifying the most likely opportunities, through public or private means, to promote conservation of natural resources, scenic vistas, recreation areas, floodplains, and features of historical and architectural significance.

Background

Madison County, named for the family of James Madison, was formed in 1792 from Culpeper County. It was originally settled in 1725 and its background is agricultural.

Located just north of Virginia's geographic center, the County displays the best of the Piedmont's character along with the magnificent backdrop of the Blue Ridge Mountains. Madison County lies approximately 30 miles north of Charlottesville, 80 miles northwest of Richmond, 90 miles southwest of Washington, D.C. and 28 miles east of Harrisonburg. It lies in the center of a quadrangle formed by I-66 to the north, I-64 to the south, I-95 to the east, and I-81 to the west.

With an area of 327 square miles (209,280 acres), the County ranges in elevation from 298 feet in the east to over 4,000 feet in the mountains at the western border. Its economy is primarily agricultural. Vineyards and wineries are additions to this sector of the economy. Industry is represented by manufacturing of wood products, particularly furniture and finished lumber.

Recreation and tourism have become increasingly important to the area's economy, and are certain to increase over the coming years. These activities offer direct economic benefits and a strong incentive to protect the beauty of the natural environment. The desire to protect the natural environment and the rural way of life, while recognizing the need to accept growth and change led to early efforts to formulate a comprehensive plan. Rapid growth in the 1960's indicated the necessity of guiding and coordinating future development. More recently, the negative impact of uncontrolled growth, the pressure to develop the U.S. Route 29 corridor, concern for the natural environment, and critical problems in housing have focused the attention of the County Planning Commission on the updating of the plan.

As early as 1966, Madison County recognized the necessity of providing sewer and water studies to identify sources, impoundment sites, flows, and tentative system service areas. Madison, Orange and Greene Counties formed a Regional Service Authority to prepare a study of these issues.

Upon receipt of a Farmer's Home Administration grant-in-aid, the counties hired the engineering firm of Martin, Clifford and Associates to prepare the study. In October of 1967, the study was published. It resulted in the establishment of the Rapidan Service Authority (RSA), formed between the three counties in June 1969. RSA has installed a water intake, storage, filtration, and distribution facility on the Madison-Greene line at the Rapidan River. This facility serves Stanardsville, Ruckersville and Madison County from Route 621 to the Greene County line. The White Oak Lake water treatment system serves the Town of Madison and contiguous areas.

In October 1967, with assistance from the Virginia Division of Planning and Community Affairs, the County adopted its first subdivision ordinance. In August of 1971, nearly four years later, the County adopted its first zoning ordinance, again assisted by the Commonwealth.

During the latter part of 1971, all of 1972 and the first part of 1973, the County faced development pressures of varying types and degrees. During this time the County had the opportunity to test its newly adopted ordinances. Experience in this period indicated several deficiencies that required early attention:

1. Coordination of subdivisions and comprehensive area solutions were difficult to achieve without an overall plan to guide policy.

2. The ordinances did not adequately cover administration, processing, graphic standards, site plan elements, design review, definitions, and criteria for cluster-type development.

3. Because the zoning ordinance was a standard “Euclidean” model, its sections dealing with height, bulk, density, coverage, and setbacks were not adequate for Madison County's terrain and transportation network.

4. The issues of mobile and modular homes were not adequately covered in the ordinances.

5. A new statewide building code went into effect in September 1973, requiring revisions to the zoning ordinance.

6. Sedimentation and erosion control laws needed to be drafted to implement site plan and subdivision review procedures in anticipation of a state law to take effect in 1975.

The above referenced problems were compounded during early 1973, resulting in a moratorium on further subdivisions until the immediate problems could be solved and a comprehensive plan adopted. Accordingly, in November 1973, the firm of Rosser H. Payne, Jr. and Associates was hired to undertake both efforts. Since the moratorium was to expire on December 31, 1973, emergency efforts were directed to the development of subdivision control and zoning ordinances. The subdivision ordinance was adopted on March 29, 1974. The zoning ordinance, which was intended to reflect current zoning practice, was adopted as an interim ordinance, expiring on September 29, 1975. This interim zoning ordinance provided time to prepare a

Comprehensive Plan and incorporate its objectives into the permanent ordinance, which took effect on September 30, 1975.

In February 1974, Madison County joined the newly formed Rappahannock-Rapidan Planning District Commission (PD 9) covering at that time seven jurisdictions: Culpeper, Fauquier, Madison, Orange and Rappahannock Counties and the Towns of Culpeper and Warrenton. This effort was undertaken to provide regional planning services in the areas of criminal justice, aging, water quality management, solid waste management and other problems of regional scope or impact.

During 1974 and the early part of 1975, the Madison County Planning Commission developed its first Comprehensive Plan. Simultaneously, the Commission and Board developed, with the assistance of a consultant, a site plan control ordinance which was adopted in March of 1975. Also, the Culpeper Soil and Water Conservation District assisted the Planning Commission in preparing and reviewing a soil erosion and sedimentation control ordinance. That document was adopted and approved by the Commonwealth of Virginia prior to July 1, 1975, in accordance with the state statute.

The Planning Commission conducted five public meetings between November 1974 and April 1975 in order to establish goals and objectives for Madison County. The County news media offered their services and support in providing accurate information for the public discussions. The Comprehensive Plan was presented at public hearings in 1976. Following discussions and alterations, the Plan was adopted in April 1977.

Madison County has not remained static since the plan's adoption. New issues and growth pressures have necessitated progress in the County's planning process. In 1980, the Madison County Route 29 Corridor Study was completed by the Rappahannock Rapidan Planning District Commission. This study analyzed existing physical characteristics along this major route and suggested optimum future land uses. It was adopted as part of the Comprehensive Plan in November 1980. Also in 1980, the County's Zoning Ordinance was revised and adopted. In 1982, the County's Site Development Plan, Subdivision and Soil Erosion and Sedimentation Control Ordinances were revised and adopted.

In 1981, work began on a five-year review of the 1977 Comprehensive Plan, as required by state law. The updated Plan was adopted in 1983, and subsequent updates have been approved every five years, as required by the Commonwealth of Virginia.

The Physical Environment

Physiography, Geology and Drainage

(Source: Soil Survey of Madison County, Virginia, USDA/VPI (1975))

Madison County lies within the Piedmont and the Blue Ridge physiographic provinces. Elevations range from 298 feet at the junction of the Robinson and Rapidan Rivers to 4,049 feet at the summit of Hawksbill Mountain.

The Piedmont province makes up about 70 percent of the county. It is well dissected by many small streams and rivers that flow in narrow, meandering valleys. The landscape is mostly gently sloping to strongly sloping, but in places is steep. Outlying mountains, such as Thoroughfare, Lost Banks, Gaar, Mitchell, Dulaney and Carpenter, as well as Blakey and German Ridges, break the usual pattern of slopes in the Piedmont. Most of the soils are well drained, but a few poorly drained soils occur along streams, on toe slopes, and in a few saddles. Elevations range from about 300 feet to approximately 1,000 feet.

The Blue Ridge province makes up most of the western part of the county and about 30 percent of the total land area. It is strongly dissected by many intermittent and permanent streams that have cut deep, narrow valleys bordered by steep rocky slopes and narrow ridges. Slopes are moderately steep to very steep. Elevations range from about 1,000 feet to approximately 4,000 feet. The soils are rocky, shallow to deep, and mostly well drained.

The rocks of Madison County are igneous, sedimentary and metamorphic. Seven major geologic formations occur in the county. These formations, from west to east, are: the Catoctin (greenstone basalt and schist); the Pedlar (granodiorite, granite and granite gneiss); the Old Rag, a coarse-grained granite; the Lovingston (dark-colored biotie granite and gneiss); the Robinson River (a light-colored, acidic granite); the Lunchburg (mica schist and greywacke sandstone); and the Newark Group (Triassic conglomerate, sandstone and shale). There are also intrusions of diabase, greenstone and other basic rocks. Rocks in the Piedmont province are dominantly metamorphosed rocks of igneous and sedimentary origin. They are largely granite gneiss, mica, schist and phyllite and partly greenstone schist, sandstone, conglomerate and shale. Rocks in the Blue Ridge province are dominantly metamorphosed rocks of igneous origin, dominantly greenstone schist, granodiorite, granite, and granit gneiss. There are small inclusions of sandstone.

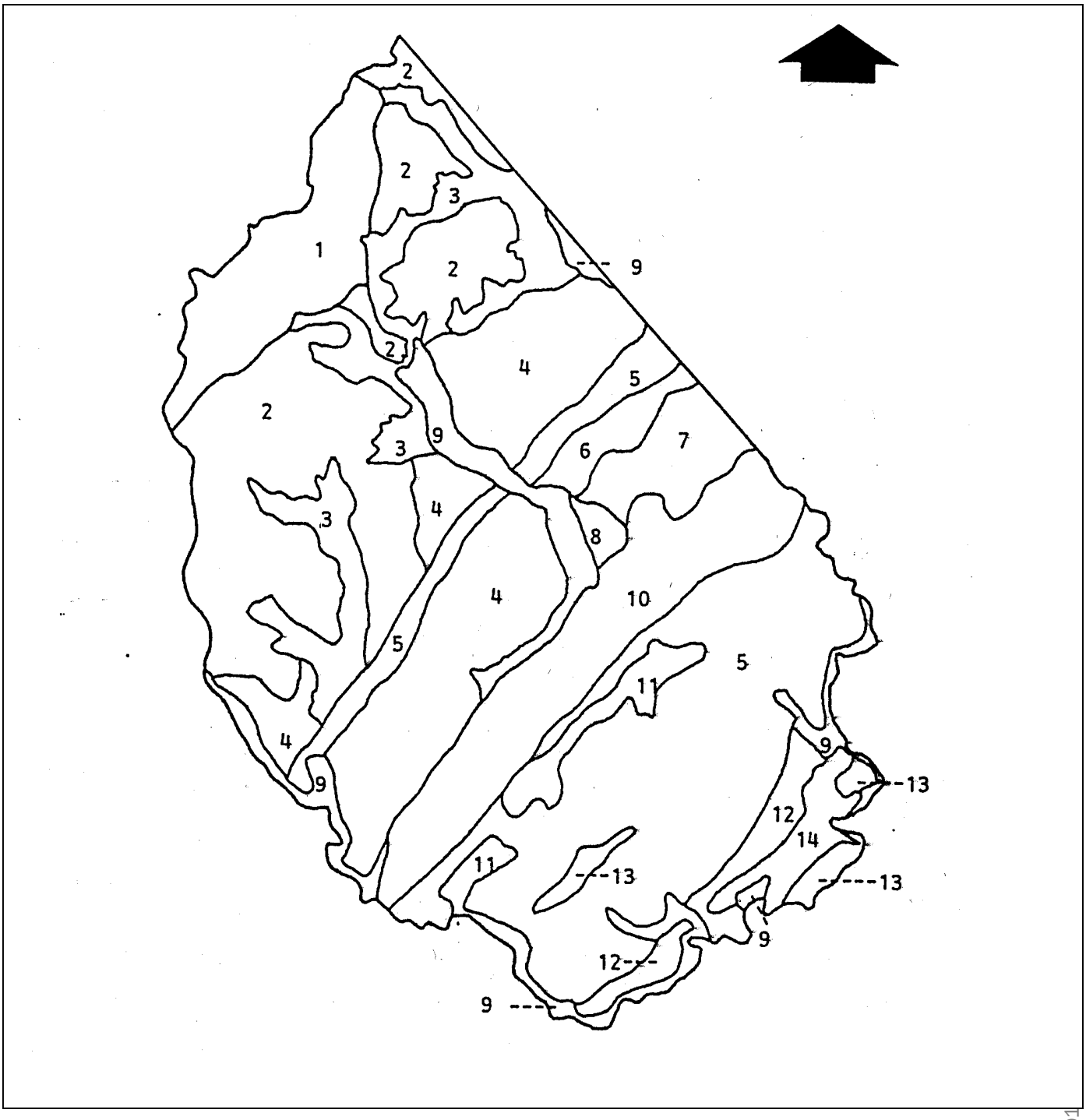
On August 23, 2011 an earthquake occurred in the Piedmont region of Virginia. The epicenter of the earthquake was Mineral, Virginia (Louisa County). The occurrence was an intraplate earthquake with a magnitude of 5.8. Several aftershocks, ranging in magnitude up to 4.5, occurred following the main event.

Earthquakes such as this 2011 event are rare and are not basic considerations during the current planning and building process. This recent event reminds us that seismic activity may be a natural influence to consider during future building plans. The Central Virginia Seismic Zone has produced small and moderate earthquakes since at least the 18th century. A substantial earthquake in this zone occurred previously in 1875, before the use of modern seismographs, and a magnitude 4.5 earthquake occurred in 2003 that produced minor damage.

Soils

The many soils of Madison County have been grouped for analysis into 14 soil associations. While the individual soils within an association may differ greatly, the characteristics of each association are relatively constant. Individual soils have been analyzed and mapped, and that information is available through the Madison County Extension Office. The soil associations have been rated and mapped according to their suitability for different uses. Soil suitability is an important guide to optimum land use. For example, productive farmlands should not be developed where less valuable farmland is available. Also, intensive development should not take place in areas where the soil has low bearing capacity.

The following illustration shows the soil type (individually numbered) by location of each major category of soil. The chart on the following page identifies each soil, by numbered classification, and indicates its suitability for various activities. .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Key to Soils Map:

Soil Association Name	Number	Building	Farming	Forest
Rock land/Myersville/Catoctin	1	Fair	Poor	Fair
Porters/Rock land	2	Fair	Poor	Fair
Tusquitee/Colluvial/Unison	3	Fair	Fair	Good
Brandywine/Eubanks/Lloyd	4	Good	Fair	Good
Elioak/Hazel/Meadowville	5	Good	Fair	Good
Brandywine/Eubanks	6	Fair	Fair	Good
Brandywine/Chester/Meadowville	7	Good	Good	Good
Hiwasee/Wickham/Roanoke	8	Fair	Good	Good
Chewacla/Congaree/Codorus	9	Poor	Good	Good
Cecil/Lloyd/Louisburg	10	Fair	Fair	Poor
Lloyd/Hazel/Elioak	11	Good	Good	Good
Fauquier/Catoctin	12	Good	Good	Good
Davidson/Bremo/Zion	13	Fair	Good	Good
Rapidan/Penn/Bucks	14	Good	Good	Good

Virginia allows each locality to adopt a program of assessing agricultural, horticultural, forestry, and/or open-space lands based on the value of what the lands produce (use value) instead of their market value. The use value of agricultural land is defined as the amount one could expect to receive from crops (e.g., corn, alfalfa, and wheat) grown on the land, with the use value of horticultural land defined as the amount one could expect to receive from tree fruit (e.g., apple, peach, and pear). The State Land Evaluation Advisory Council (SLEAC) is the state agency that is charged with estimating the use value of eligible land for each jurisdiction. Although the formula and method that SLEAC uses to set the value of these lands each year is complicated, it is significant that the values that they assign in their report each year are set forth according to soil classification. There are eight classes of soils, Class I being best suited for cultivation and Class VIII having such restrictions that they are not suited for commercial plant production. For

Tax Year 2011 the Agricultural Use Value (Income Approach, Without Risk) for Class I Soils in Madison County was set by SLEAC at $390 per acre.

Mineral Resources

Most of the mineral resources developed in Madison County have been for building materials: granite, soapstone, sand and gravel, and clays are all used in the construction of roads and buildings. Sand and gravel are especially useful in construction and exist in numerous places adjacent to streams and their floodplains. Upland terrace deposits are a major source of sand and gravel. Soapstone exists in a narrow strip from Radiant Post Office to Culpeper County. It has been used locally for dimension and paving stone.

Non-construction minerals present in Madison County include pyrite, copper ores, unakite, and titanium-bearing materials. Copper was mined in Madison earlier this century but proved unprofitable. Unakite is of special interest to gem and rock collectors. Composed of pink feldspar, green epidote, and blue or gray quartz, it is used in polished slabs and ornamental jewelry. The bulk of the stone is within the National park; smaller deposits may be found along the floodplains of the County's main streams.

Slopes

The slopes of Madison County have been divided into three categories: 0-14%, 15-24%, and 25% or greater. Slopes of 0-14% are intrinsically best suited for most development, whether agricultural or urban. Slopes in the 15-24% range will support low-density residential development with careful attention to erosion problems. Slopes greater than 25% are best suited to passive recreation or permanent woodland cover, in order to avoid severe erosion problems.

In the Piedmont, slopes are generally less than 15%, with some 15-24% slopes adjacent to streams and rivers. There is a concentration of 25% and greater slopes along the fault ridge on which the Town of Madison stands and around the smaller mountains in the Piedmont. Most of these steep slopes are presently in forest cover, their most appropriate use. There is a delicate balance between soil, forest cover, and weather on the 25% slopes such that the removal of any large amount of tree cover could cause serious erosion and landslides.

Floodplains

Maps showing the major floodplains according to the Federal Emergency Management Agency (FEMA) are available for viewing in the Office of the Zoning Administrator. These are 100-year floodplains, which means that in any one given year there is a 1% chance that a flood covering those areas will occur. Floods are natural events and they deposit fine soils that enrich the soil fertility of floodplain land. Since the 100-year floodplain refers to probability, it is also statistically possible, though not likely, that there could be more than one 100-year flood in any given year.

The flood that stands out in the minds of most County residents is the 2000-year Flood of June 1995. On June 27, 1995 a severe storm affected an area of about fifty square miles in Madison County. Extreme landslides occurred in Graves Mill and Criglersville. Over a period of sixteen hours, thirty inches of rain fell. Some areas experienced twenty-five inches of rain over just five hours. This resulted in soil slides and slumps and rock slides over massive areas of hillsides, with debris flows that took out entire forests. As these materials came to rest in stream valleys, flash floods resulted, destroying houses, roads, utilities, livestock, and crops.[1]

Following this great storm the U.S. Department of Interior and the U.S. Geological Survey mapped debris flow hazard areas, and this map is available at the Madison County Zoning Office. Madison County does restrict some development on steep slopes through its conservation zoning, but as yet there has been no local analysis through mapping to compare the areas in Conservation Zoning to the mapped debris flow hazard areas. The County currently has a floodplain ordinance that restricts development in floodplain areas to structures that are flood-proofed.

Water Resources

Groundwater

Groundwater is the primary source of water in Madison County. A few subdivisions and residential institutions are served by community water systems (CWS)[2]. A number of public water systems (PWS) serve commercial and other uses. As a result of the federal Safe Drinking Water Act Amendments of 1996 (P.L.104-182), the Commonwealth of Virginia developed a Wellhead Protection Program. On May 26, 2005 EPA granted final approval to the Program, and the state Office of Drinking Water (ODW) conducted Source Water Assessments of various existing waterworks across the Commonwealth. The SWAP Susceptibility Results, dated February 15, 2006, are available on the ODW website. A number of the CWS and PWS within Madison County have been identified as having a susceptibility rating of "high". The Commonwealth encourages localities which have source waters identified as highly susceptible to develop source water protection programs. Source water protection programs are voluntary; however, the Commonwealth offers technical assistance and a limited amount of financial assistance to small water systems, for the purpose of preparing and implementing site-specific wellhead protection plans.

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[1] Source: Morgan, B.A., Wieczorek, G.F., Campbell, R.H., and Gori, P., USGS Open File Report 97-438, L. 1997).

[2] **Community Water System (CWS):** A CWS is defined by the state (see 9VAC25-780-30) as a waterworks that serves at least 15 service connections used by year-round residents or regularly serves at least 25 year-round residents, and is regulated by the Virginia Department of Health Waterworks Regulation.

In 2011 the Town and County, acting jointly as a "regional" planning entity, will submit a Water Supply Plan to the Commonwealth, as required by the state's Local and Regional Water Supply Planning Regulations set forth in 9VAC25-780. The purposes of the state regulations include ensuring that residents are adequately provided safe drinking water; encouraging beneficial uses of water sources; and encouraging alternative water sources.

It has been estimated that fifteen percent of the total precipitation in the Piedmont province of Virginia finds its way into the groundwater system. For Madison County that means infiltration in the order of 39 billion gallons annually, based on an average rainfall of 45 inches.

Surface Water and Watersheds

Madison County lies within the Rappahannock River Basin and all but a small portion of the County is within the headwaters of the Rapidan River. The Rapidan River, which forms the County's southern boundary, is fed by the Robinson River, the Conway River, Garth Run, Great Run, Beautiful Run and several smaller tributaries. The Hughes River, a tributary of the Thornton River, drains a small part of the County to the northeast.

Three hundred miles of rivers and streams are located in Madison County. Our major river systems consist of the Rapidan (35.40% of the county), the Robinson (54.62% of the county) and the Upper Hughes (9.98 % of the county). The Shenandoah National Park contains the headwaters of the county's main rivers.

Watershed	Acres	Miles
Robinson	112,464	175.72
Rapidan	72,889	113.89
Hughes	20,549	32.11

Clean Water Act and TMDL

The Virginia Department of Environmental Quality (DEQ) is responsible for monitoring and reporting on the water quality of streams in Virginia. The state's 305(b) report provides the status of streams across the commonwealth as required under the Clean Water Act. Standards must be as strict as federal requirements, but they may be made more stringent at the state level. The DEQ monitors and evaluates streams within each major watershed in Virginia to ensure that each meets its assigned standard, such as for drinking water use, contact recreation, or supporting aquatic life.

Streams that fail to meet the assigned standards are placed on the State's 303(d) Impaired Waters list. In Madison County, most of the impairments are for fecal coliform, generally measured as escheria coli (or e-coli as an abbreviation). Madison County is currently utilizing 100% of its funding through the Federal Conservation Reserve Enhancement Program (CREP), a voluntary land conservation program that provides a 50% cost share fund to restore stream buffers by fencing cattle from streams and providing alternative water sources. Land restricted to protected

stream buffer uses can be offset by an annual rental payment. Present demand for this CREP program exceeds the availability of funds in Madison County; however, other sources of funding are available.

Over the past several years the DEQ has expanded its monitoring program and, predictably, this has added to the list of known impairments in the Commonwealth. There are currently eight streams in Madison County on the impaired list: Beautiful Run, Finks Run, Leathers Run, White Oak Run, an unnamed tributary of the Rapidan River, Little Dark Run, and various sections of the Rapidan and Robinson Rivers. In 2008, Virginia proposed several additional segments to add to the impaired waters list for the county:

- Hughes River segment (between Route 707 and Route 231)
- Additional segment of Little Dark Run (Headwaters to unnamed tributary)
- Deep Run segment (between Muddy Run and confluence with Robinson)
- Great Run segment (headwaters to Robinson)
- Crooked Run segment (confluence with Little Crooked Run to confluence with Robinson)

Once streams are placed on the State's 303(d) Impaired Waters list, they require preparation of a TMDL (Total Maximum Daily Load), which is an analysis of the maximum amount of pollution a stream can receive and still meet the assigned standard (including a margin of safety), as well as a plan for allocating that load to various sources to ensure the maximum is not exceeded. A TMDL plan is also required for all streams listed as impaired. Although the state develops the TMDL and bears the cost of doing so, there are additional costs associated with development of implementation plans and monitoring to ensure the effectiveness of those plans. An approved TMDL plan is in place for Little Dark Run, but the cleanup implementation plan has not yet been developed. Draft TMDLs are underway for the upper Rappahannock basins which will encompass some, but not all, of Madison's impaired waterways. The DEQ has developed a total maximum daily load calculation for bacterial contamination in the Upper Rappahannock TMDL for portions of Marsh Run and the Rapidan River. The other impaired streams are scheduled for development of TMDL plans by 2018.

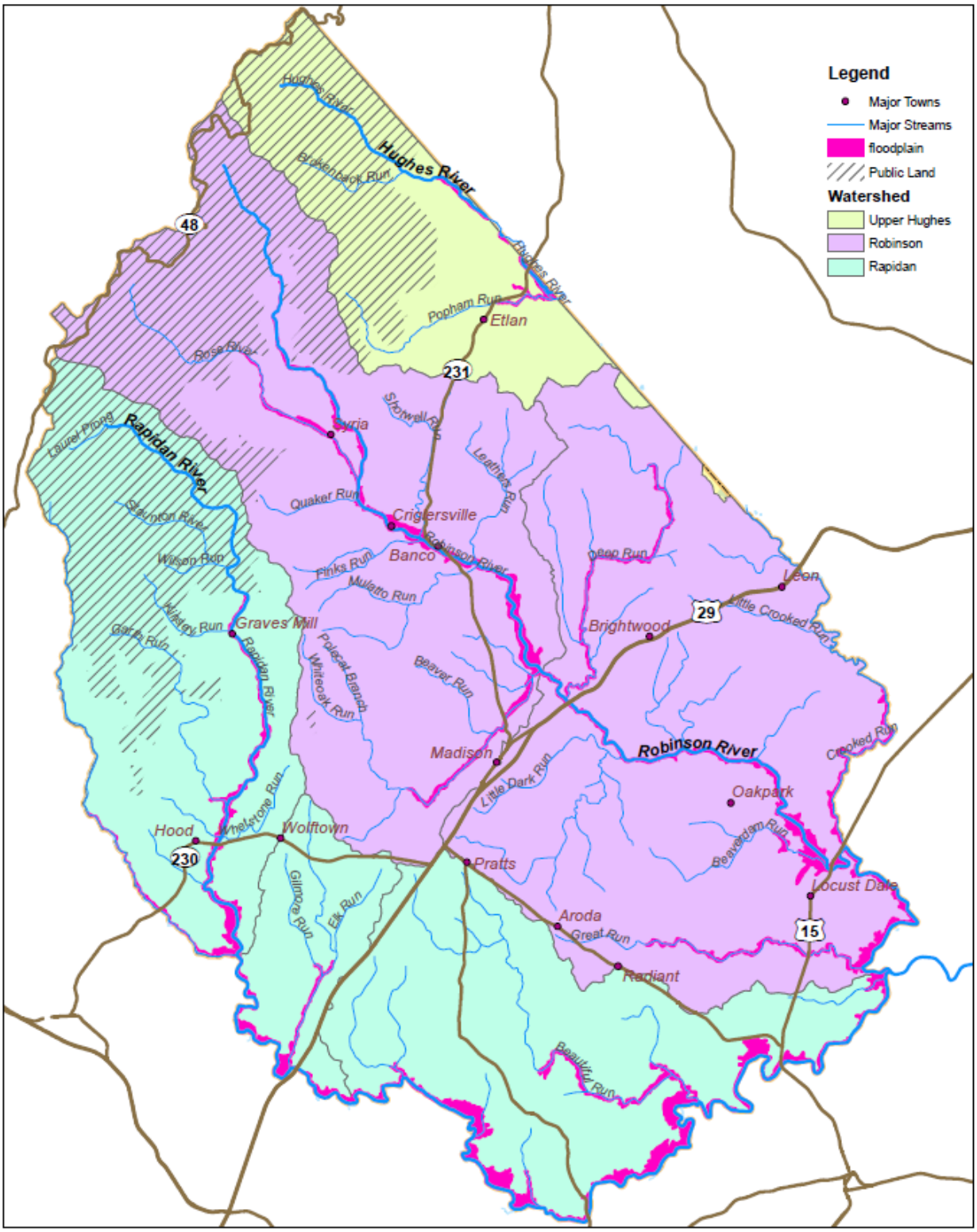
Table 1. Water Resources (county staff map)

Madison County:
Water Resources

Date: October, 2011

0 0.5 1 2 3 4 Miles

Table 2. Watersheds and Water Resources (county staff map)



Madison County:
Water Resources

Date: October, 2011

0 0.5 1 2 3 4 Miles

Climate

Madison County has warm summers, moderate winters and generally adequate rainfall. At the higher elevations in and near the Shenandoah National Park, winters are considerably colder, summers are cooler and precipitation is somewhat more plentiful. The County is well inland from the ocean, but is in the path of warm, moist air currents moving northward, and cold, dry air currents moving southeastward. These alternating air currents frequently bring sharp changes in the weather and add to the variations in climate from one season to another.

Temperature. The altitude causes a significant difference in temperatures. Temperatures drop approximately three degrees per thousand feet increase in altitude and vary by as much as ten degrees across the County. The mean annual temperature varies slightly from year to year, but is commonly 54 to 59 degrees at the lower elevations and 45 to 50 degrees along Skyline Drive. Temperatures above 95 degrees or below 0 degrees are infrequent and prolonged periods of very warm or very cold weather are unusual. Some mild spells occur in winter and occasional periods of dry, mild weather relieve stretches of warm, humid weather in summer.

Growing Season. The growing season, defined as the period between the average dates of the last freezing temperature in the spring and the first of the fall, is 184 days. It is long enough to allow proper maturation of a large variety of crops. The pasture season is slightly longer, but the winter months are cold enough that feed and shelter are needed for livestock. Freezing temperatures ordinarily occur later in spring and earlier in the fall at the higher elevations than at the lower elevations.

Precipitation. Annual precipitation ranges from about 42 inches in the southeastern part of the County to more than 51 inches atop the Blue Ridge Mountains; however, actual amounts vary greatly from one year to the next. Monthly precipitation ranges from more than 4 inches in summer to about 3 inches in fall. Rainfall tends to be higher in the mountains. The amount varies greatly from year to year for any given month. Rainfall is occasionally very light in all months of the year and occasionally it is excessive. Although rainfall is heaviest in summer, it is often insufficient because the need for moisture is greatest and evaporation is highest. In summer, rainfall occurs mainly as thundershowers, some of which are heavy and result in considerable runoff. The heaviest rains, usually lasting two to three days, are associated with hurricanes that pass inland across the Atlantic or Gulf coasts. Prolonged dry spells occur in many years with the result that soil moisture is insufficient at one or more times during the growing season. Occasionally, several dry years occur in succession, and drought is serious. This happened in the early 1930's, the 1960's, the mid-1980's and more recently in 2002.

Severe storms. Severe storms have been infrequent in Madison County. Six tornadoes have been reported in the County. They have caused some personal injuries and destroyed some homes and damaged properties. Minor windstorms, often associated with thunderstorms, cause scattered local damage a few times each year. The worst storm recorded was on June 27, 1995, reaching levels of 30 inches of rainfall, which resulted in severe flooding and damage. This was said to be

a 2,000 year storm. Thunderstorms occur about 40 days per year and sometimes cause minor lightning damage. Damaging hailstorms occur infrequently. Hurricanes that reach the County have diminished wind velocities and cause little damage but can cause torrential rainfall. Heavy snowstorms occur every few years causing some damage.

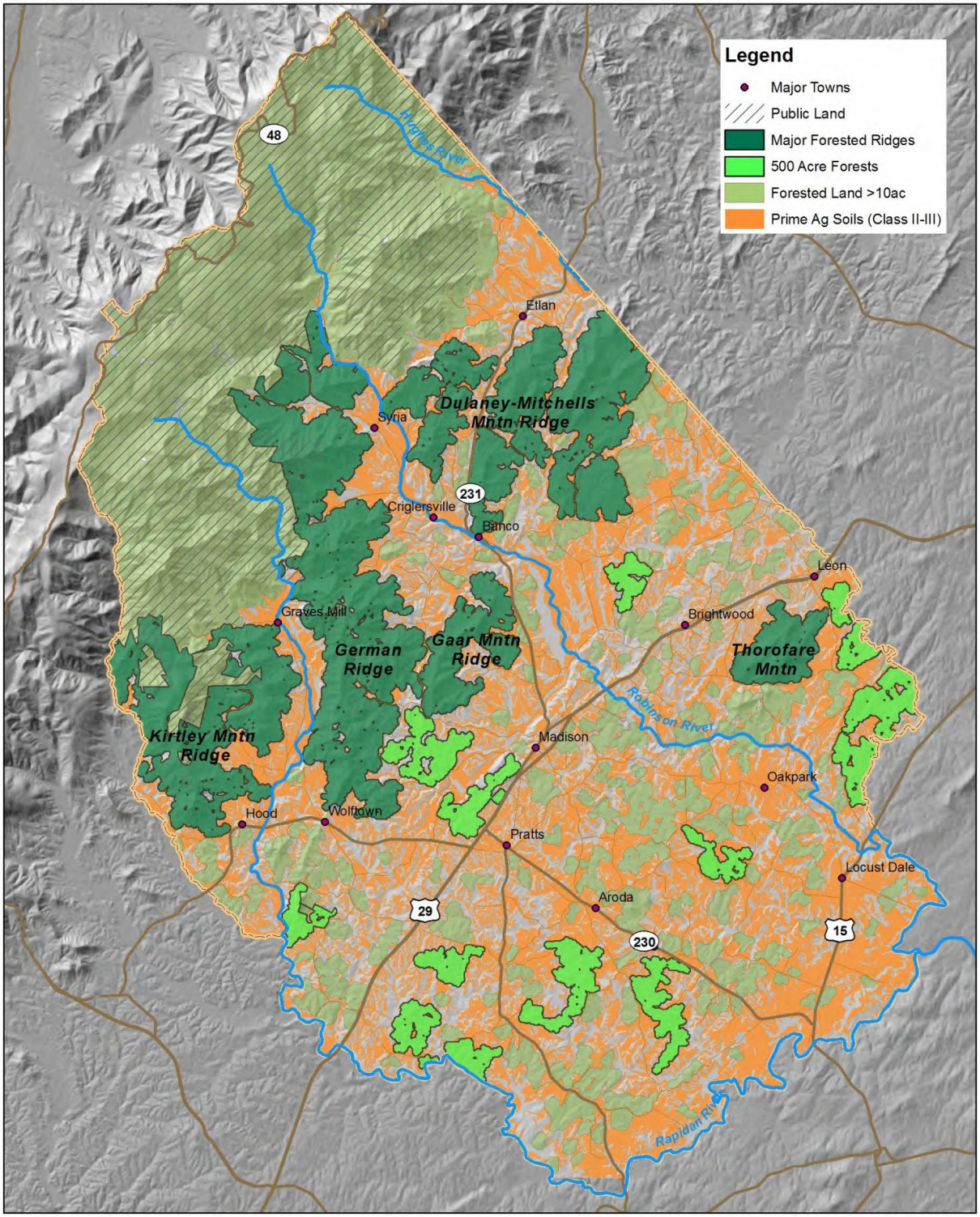
Humidity and Wind. The average annual relative humidity in Madison County, estimated from surrounding weather stations, is approximately 65 to 70 percent. Average monthly relative humidity ranges from about 60 percent in spring to about 75 percent late in summer. In general, southerly and northwesterly winds are about equally frequent over the County. Northwesterly winds prevail in the winter and southerly winds in summer. The average monthly wind speed ranges from about 7 miles per hour in August to about 11 miles per hour in March. Winds are usually lightest early in the morning and strongest early in the afternoon.

Forests

According to 2009 data published by the Virginia Department of Forestry (VDOF) forest land in Madison County generated $358,936 in direct timber sales to Madison County Land Owners. In 2010 VDOF was notified of 52 timber harvests in Madison County. These harvests occurred on over 1500 acres of private forestland in the county. In addition to the importance of forestland to Madison County's economy, forested land helps to protect watersheds from erosion and sedimentation. Forested land provides long-term carbon sequestration through forest management, which contributes to clean air and enhances our quality of life. Finally forests provide important social benefits including attractive sites for homes, scenic beauty, wildlife habitat, a draw for visitors and potential new residents.

The total acres of forestland has remained constant during the last 10 years. As **Table 6** illustrates, total forestland has been at a constant level of approximately 93,000 acres, this Represents 48% of the total acreage of Madison County.

Table 3. Forest Assets and Prime Agricultural Soils (county staff map)

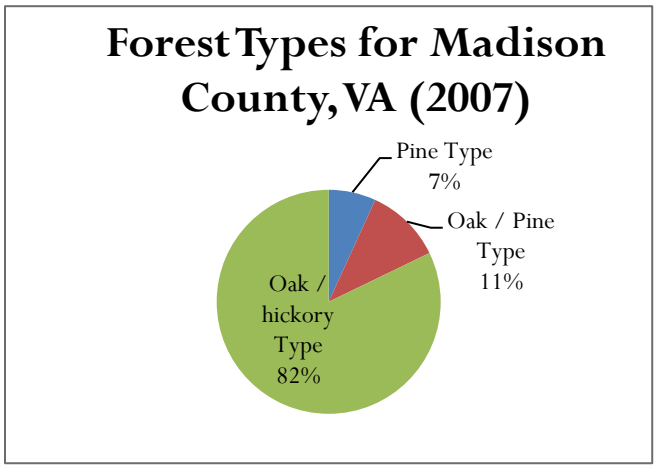


Madison County:
Forest Assets and Prime Agricultural Soils

September 2008

0.8 0 Miles 3.2

Table 4. Types of Timber (Virginia Department of Forestry Inventory, 2010)



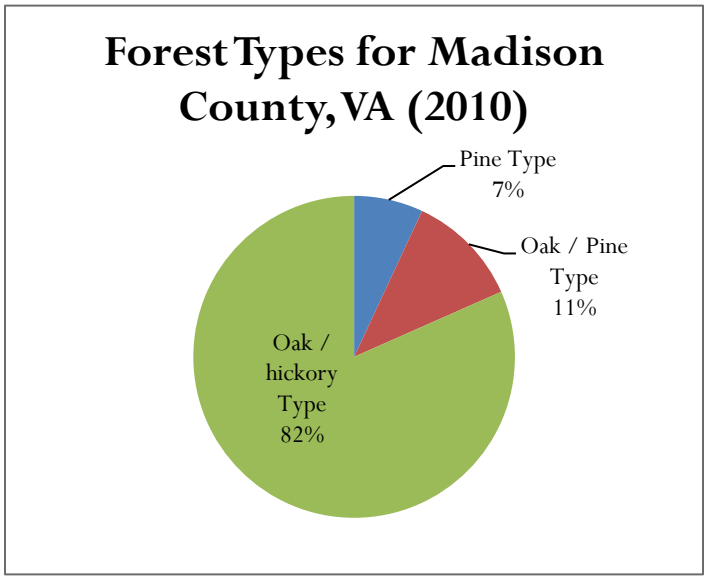


Table 5. Ownership of Timber (Virginia Department of Forestry Inventory, 2010)

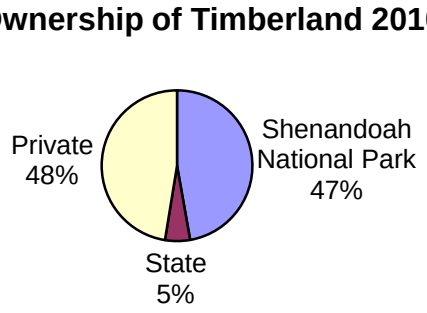
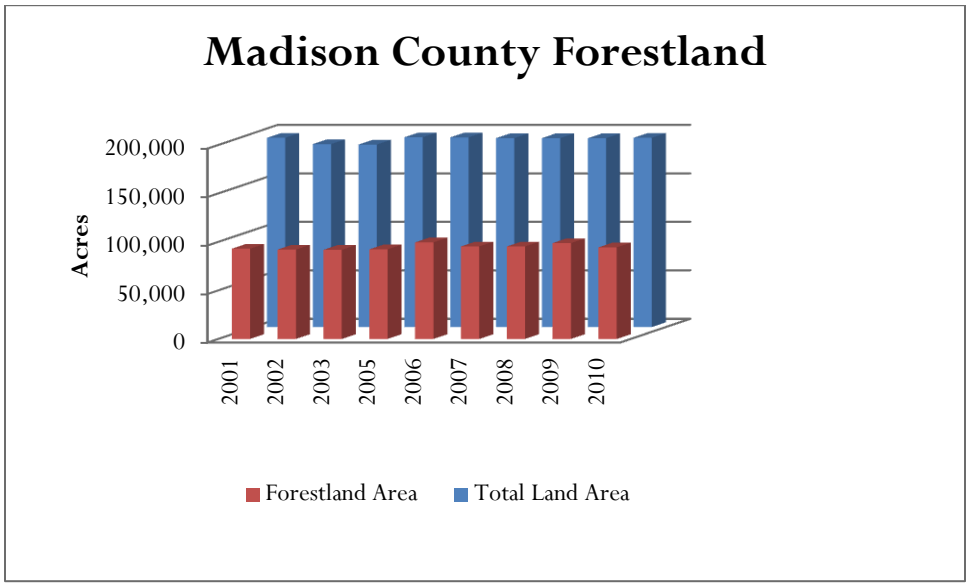


Table 6. U.S. Forest Service FIA data 1992-2010 (data provided by local forester)



Demographics

Population

According to the 2010 U.S. Census the population of Madison County is 13,308, representing a 6.3% increase from 2000. The 2010 population of the Town of Madison (U.S. Census) is 229, representing a 9% increase from 2000.

Historical Trends

Tables 7 through 13 analyze the population trends within Madison County from 1960 to the present.

Table 7. Population Madison Town and County (prepared by PD9)

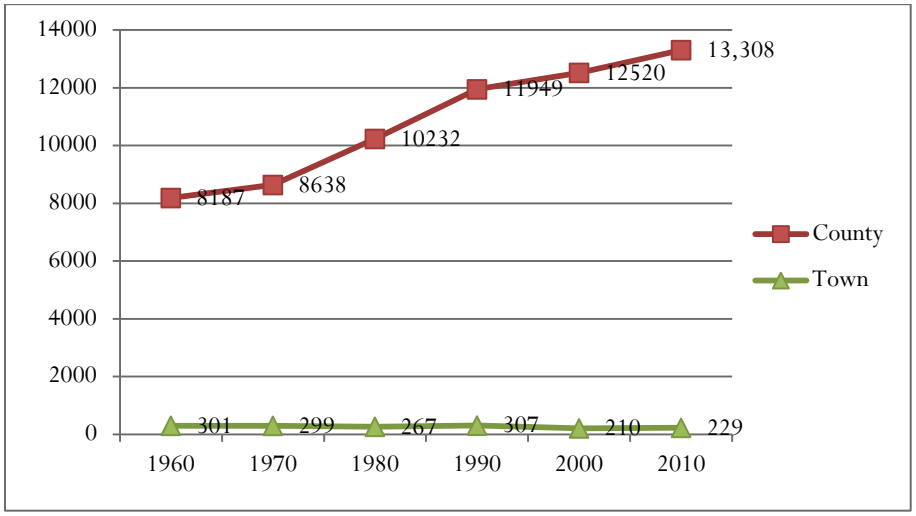
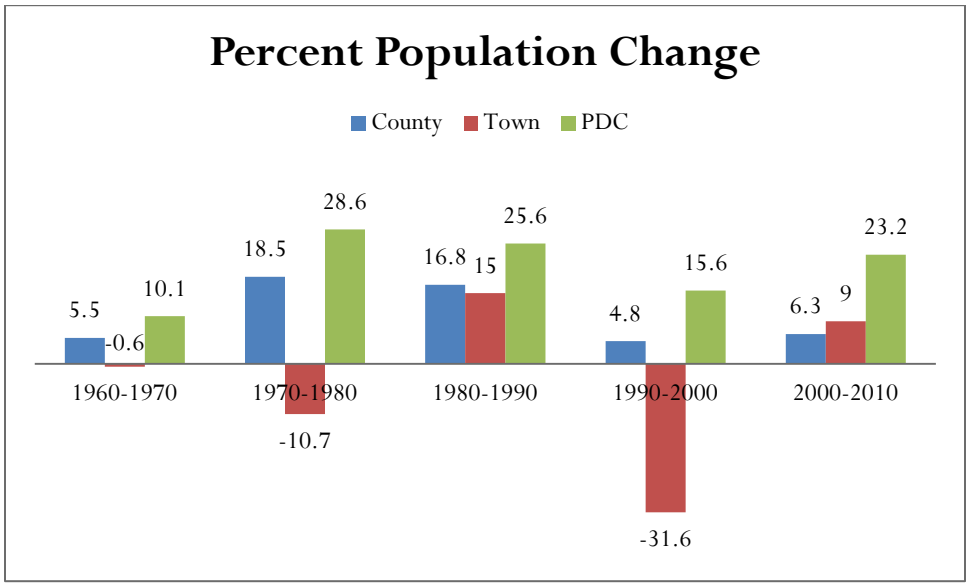


Table 8. Percent Population Change (prepared by PD9)



Density and Concentrations

According to the U.S. Census (2010) the current population density of the County is 41.3 persons per square mile. Historical density calculations are shown in **Table 9**. **Table 21** shows the concentrations of occupied structures within the County as of 2008.

Table 9. Population density (prepared by PD9)

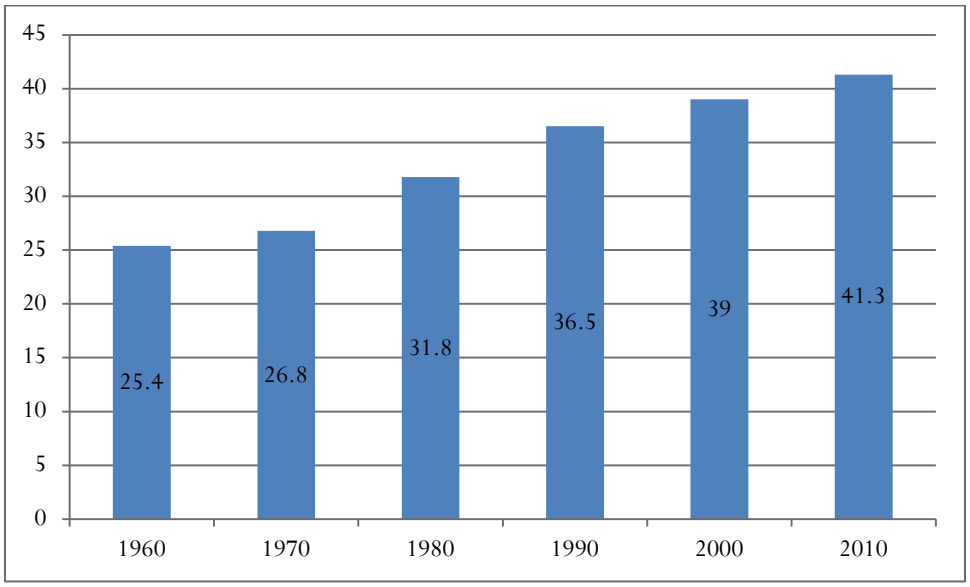


Table 10. Age Groups as Percent of Total (prepared by PD9)

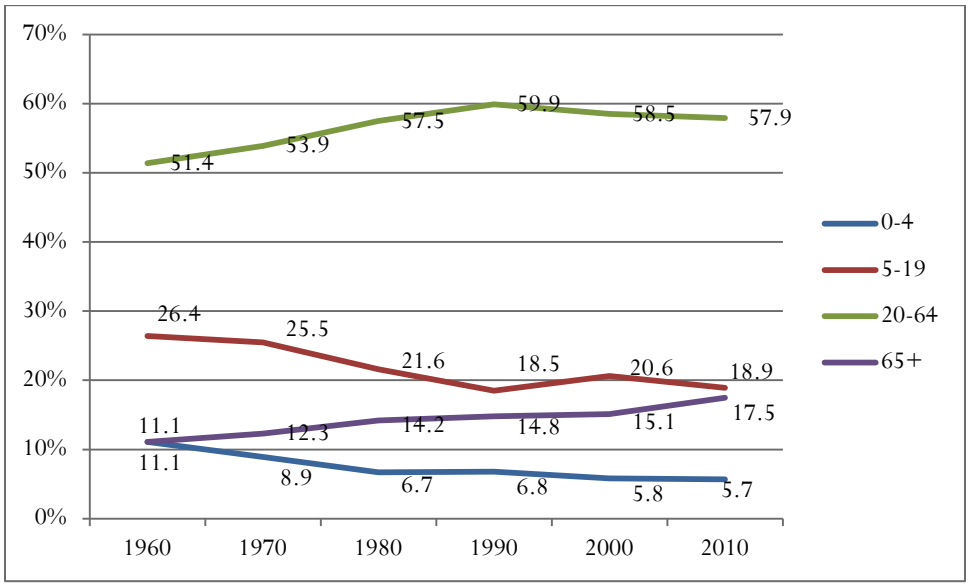


Table 11. Median age of population (prepared by PD9)

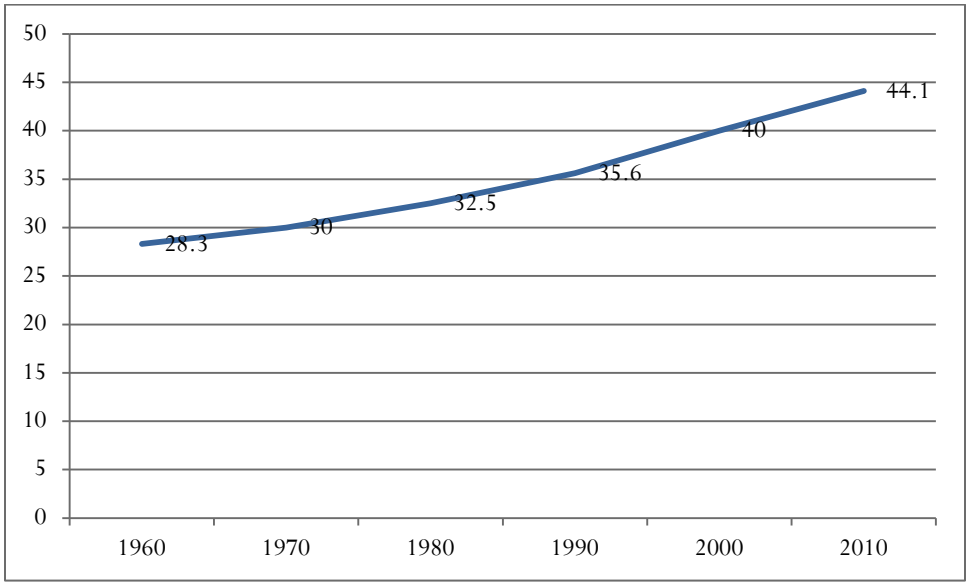
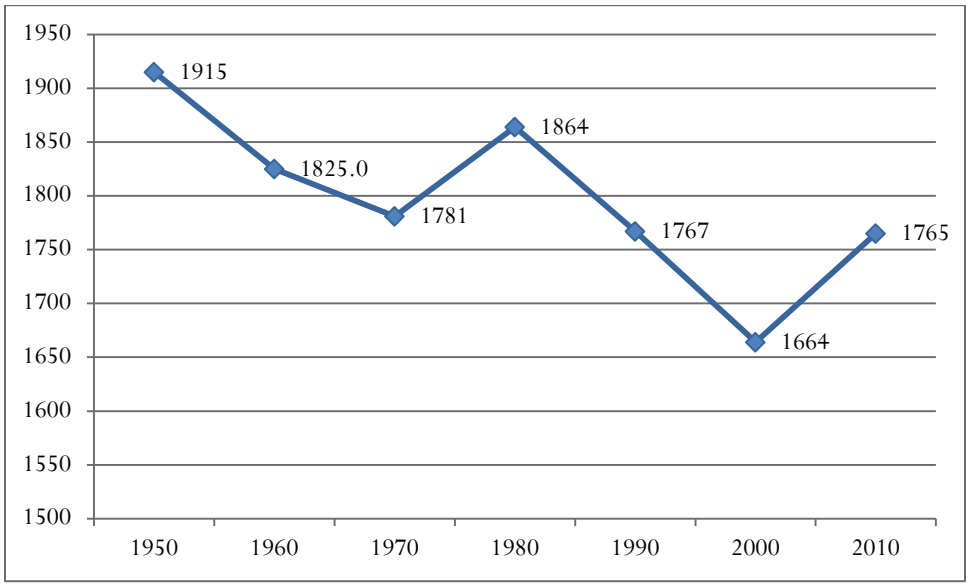


Table 12. Non-white population (prepared by PD9)



Population Analysis

Madison County is a modestly-growing community with an overall excellent quality of life. According to the U.S. Census (2010) the County's population increased by 6.3% percent from 2000 to 2010. This is less than the population growth for our Planning District (23.2% for the decade); however, among the counties in our regional planning district (Culpeper, Fauquier, Madison, Orange, and Rappahannock) Madison experienced less population growth than any county other than Rappahannock.

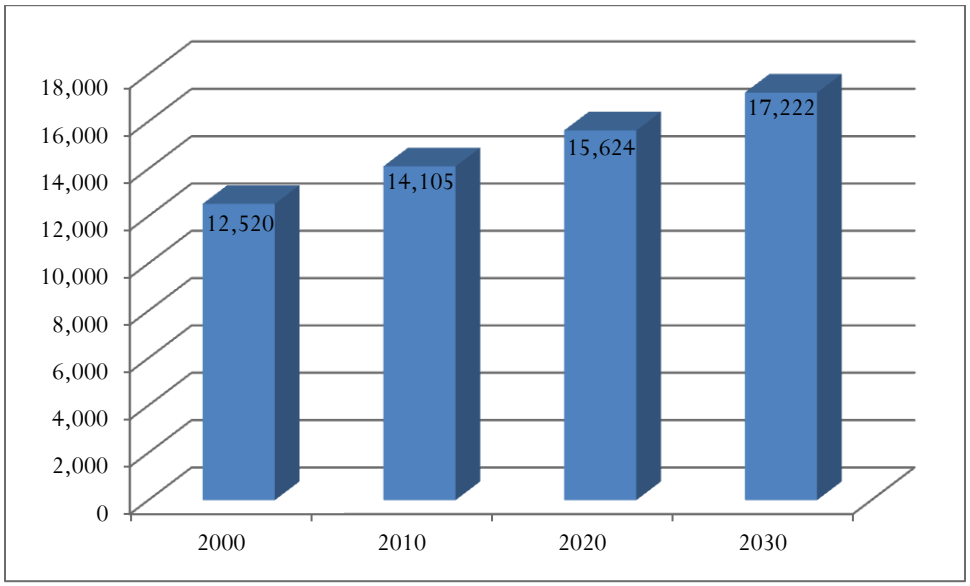
For specific analysis of current population trends, see **Tables 7 through 13**

Over the thirty-year period from 1970 to 2000, the most important demographic trend in the County has been in-migration.This general in-migration has certain implications for the County. These new residents require services from the County. If there is no growth in the County's tax base, such as through new employers, then such services must be paid for with revenue from residential property taxes.

Projected Trends

Current population projections estimate that the County's population will grow by a very modest 1.1% per year, through 2030. See **Table 13**.

Table 13. Population, 10-year projections (prepared by PD9)



Housing

Historical Trends

For statistics showing housing trends over the past several decades, see **Tables 14 through 21**.

Table 14. Total housing units (prepared by PD9)

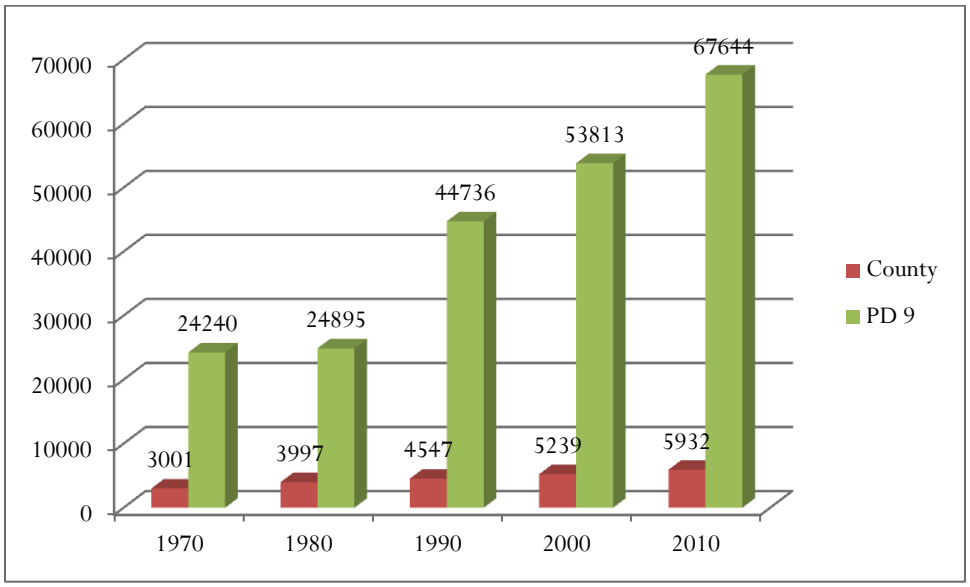


Table 15. Year-round housing units (prepared by PD9)

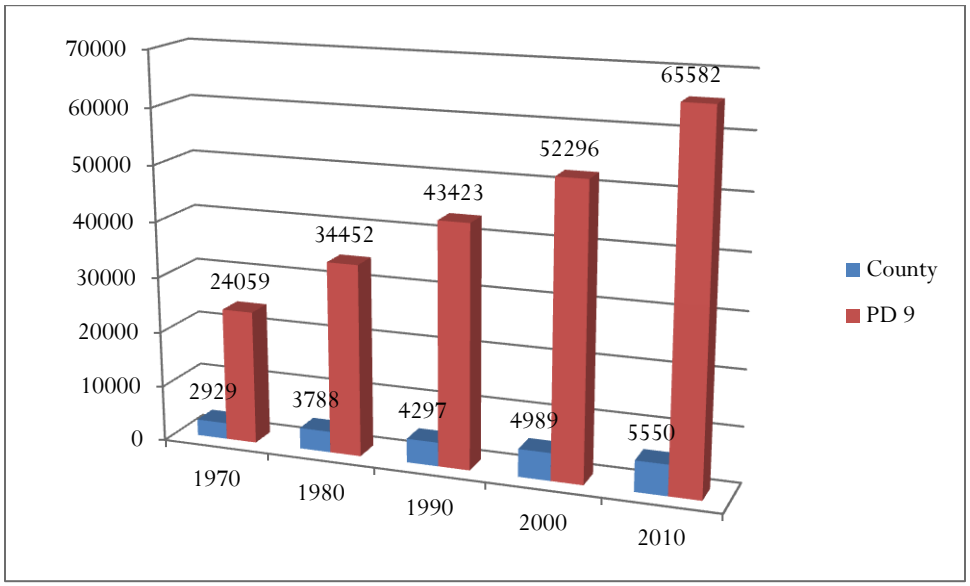


Table 16. Average household size (prepared by PD9)

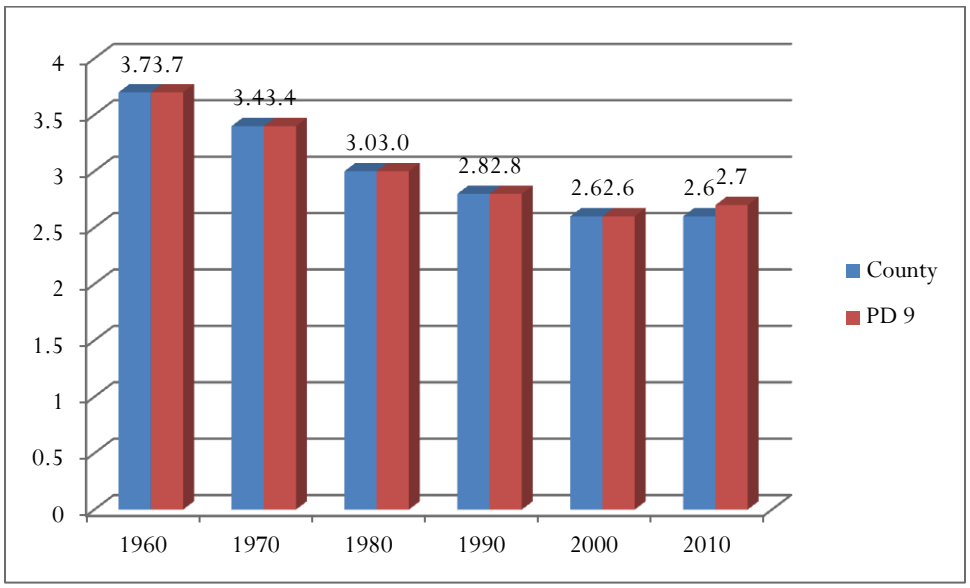
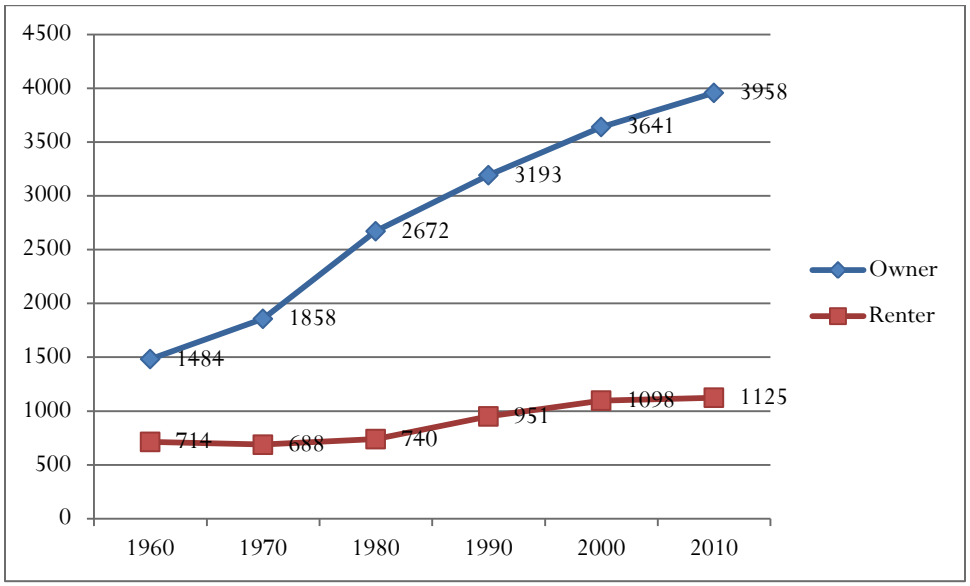


Table 17. Owner and renter occupied units (prepared by PD9)



Housing Availability

See **Table 18** illustrating vacancy rates for both owner- and renter occupied housing units. Vacancy rates remain substantially lower in Madison County than in the planning district and in Virginia generally.

Table 18. Percentage of vacancy (prepared by PD9)

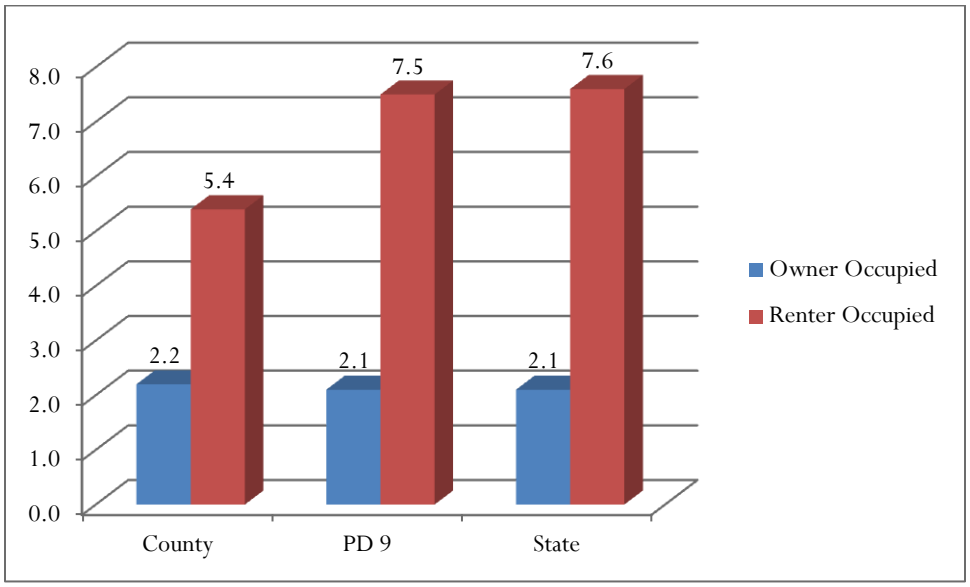
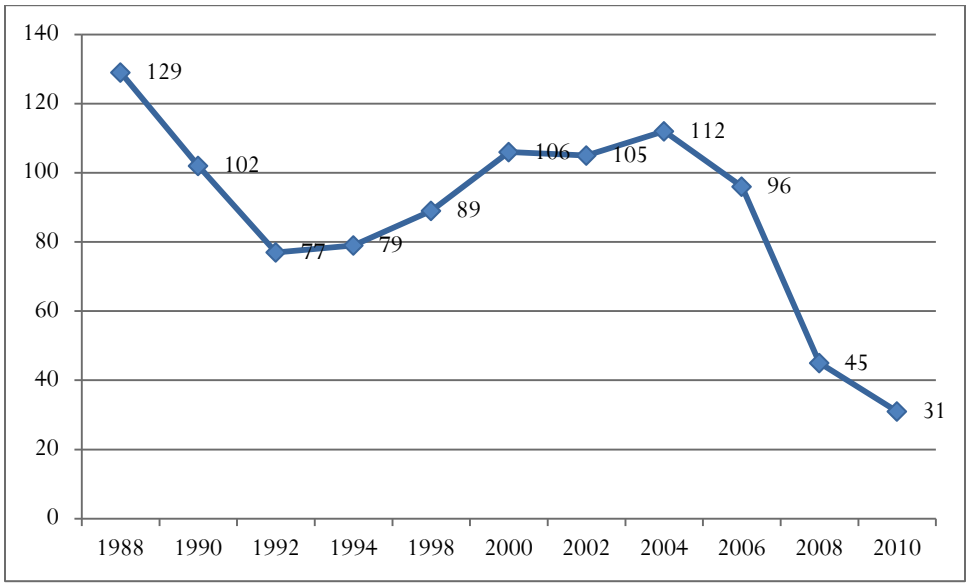


Table 19. Building permits, single-family units (prepared by PD9)



Housing Types

Table 20 illustrates the distribution of housing types. Single family dwellings remained, by far, the largest segment of the year round housing market.

Table 20. Dwelling units by type (prepared by PD9)

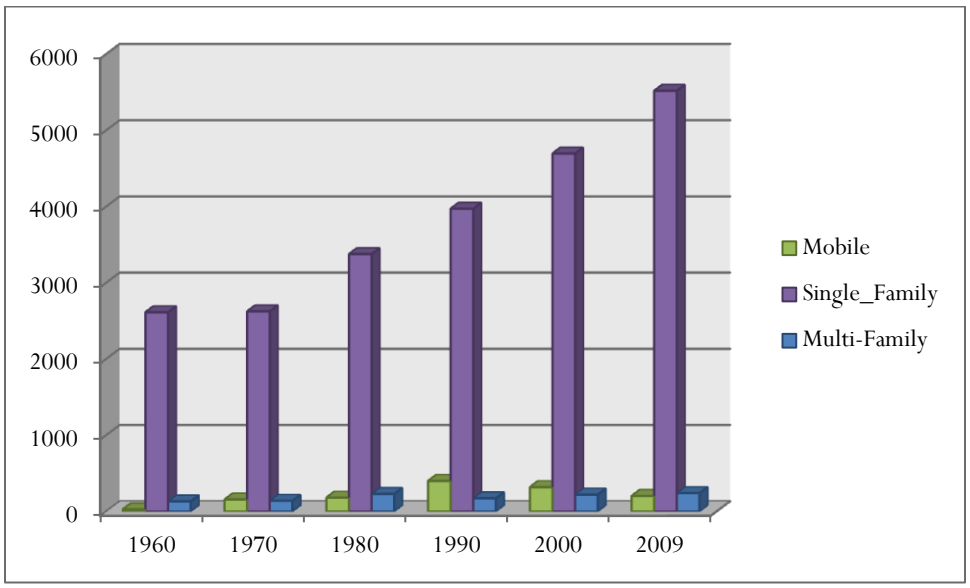
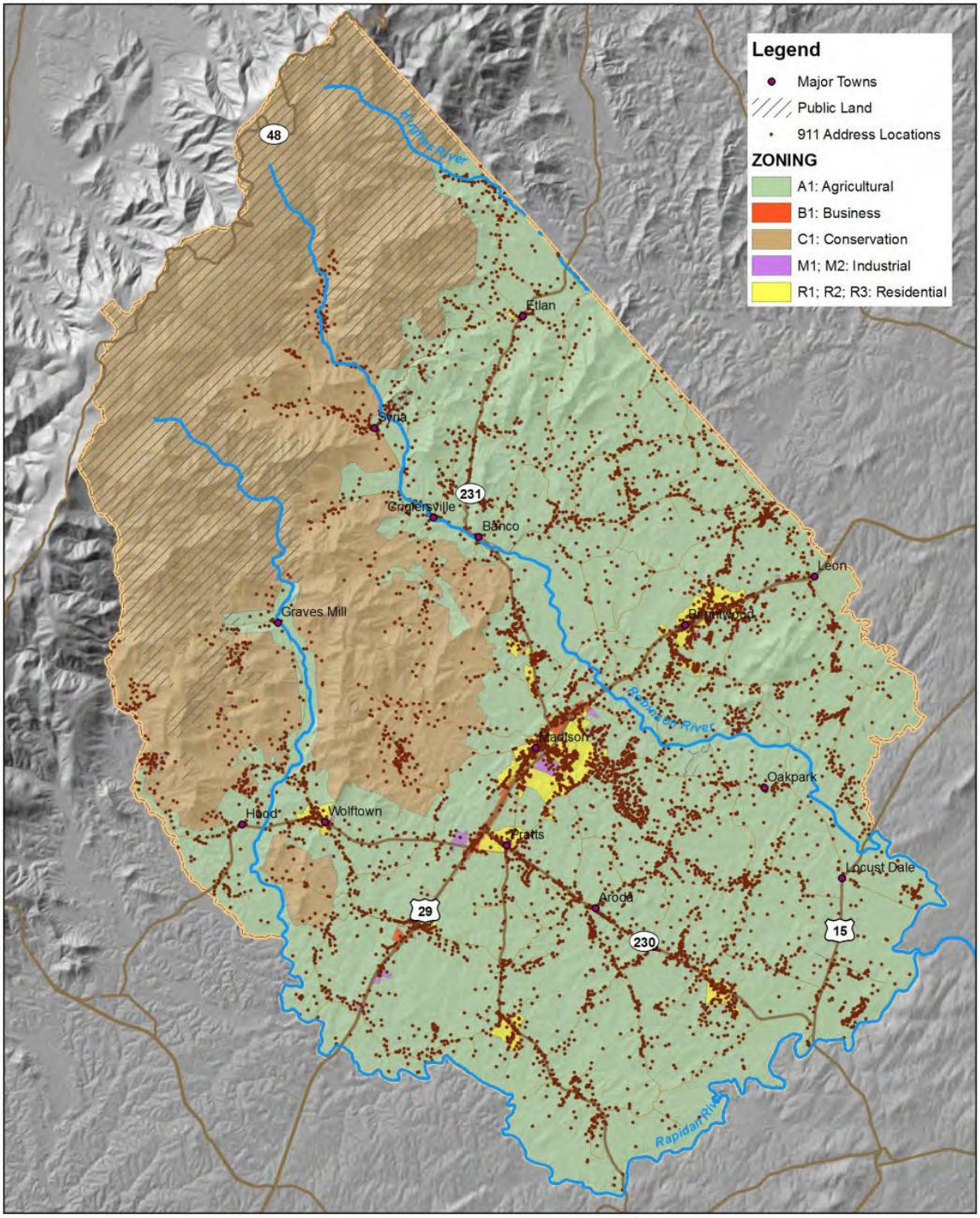


Table 21. Existing occupied structures and zoning (county staff map)



Madison County:
Existing Occupied Structures and Zoning

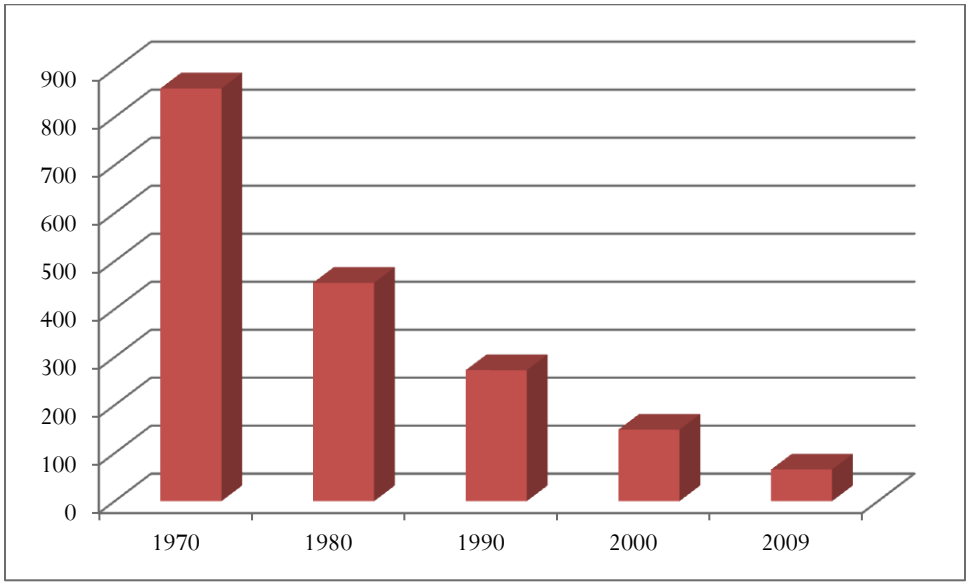
September 2008

0.8 0 Miles 3.2

Housing Condition

See **Table 22** for historical trends in substandard housing units. The U.S. Census tabulates two indicators of substandard housing—units lacking complete plumbing for exclusive use and units with 1.01 or more persons per room. Between 1980 and the present the number of units lacking complete plumbing decreased significantly.

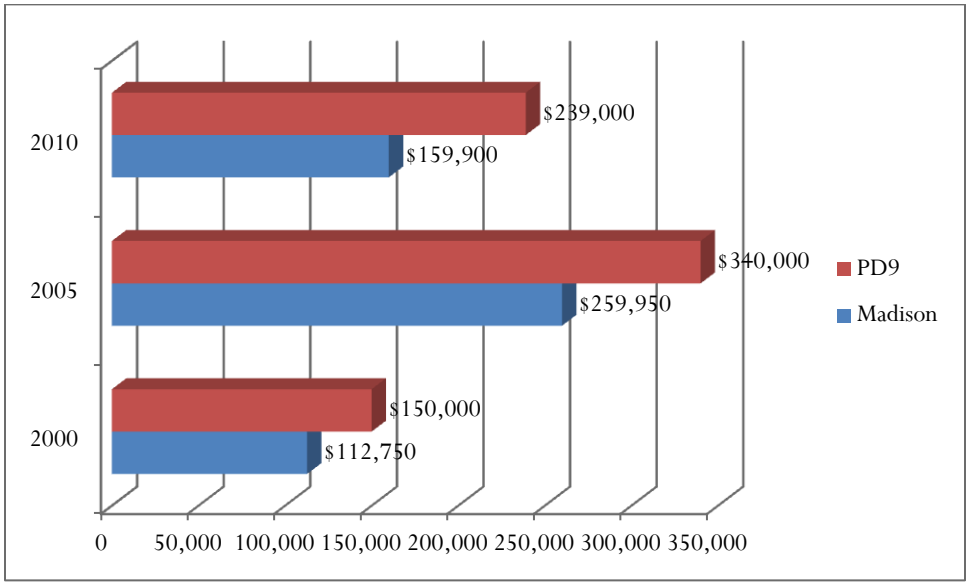
Table 22. Substandard housing units (prepared by PD9)



Housing Cost

See **Tables 23** for trends in median home value, sales prices and rentals.

Table 23. Median home sales prices (prepared by PD9)



Housing Projections

(*Source: "Virginia Housing Trends," published by the Virginia Housing Development Authority*)

According to the Virginia Housing Development Authority, the single most influential factor in housing trends over the next decade will be the age of an area's population. Housing demand results from both new household formation, as well as shifts in residence that occur as households age through stages of life in which housing needs and available resources change. These life stages can be categorized into four broad age groups, each with different housing needs:

1. Young households (under age 35). Most of this age group has moderate income and are predominately renters or first-time homebuyers in need of affordable starter homes.
2. Middle-age households (ages 35-54). This age group is mainly made up of larger households that need more space. Many have gained sufficient income to "trade up" to larger homes.
3. Empty-nesters and early retirees (ages 55-74). This age group is predominately homeowners who mostly choose to age in place, in their current homes.
4. Older seniors (age 75 and older). For this age group, maintaining their existing homes may become burdensome and, if so, they may seek alternative senior housing options.

Tables 10 and 11 show the current age group distribution of the County's population (2010) and trends for the past several decades. The 2010 median age of the County's population is 44 years, indicating that over the next ten years it is likely that the housing trends in our community will continue to be driven by the housing needs of middle-age and retirement-age persons. In our community, currently about 55% of the population is over age 40, about 10% are ages 30-39 and about 12% are ages 20-29 (2009).

According to VHDA Baby Boomers have now, for the most part, completed the purchase of their "trade-up" homes, and have entered a phase of life marked by low rates of household mobility. Mobility is high among young households, but declines steadily with age, reaching a low point among households aged 44 to 75, before rising moderately again among older seniors as increasing frailty leads to consideration of alternate housing choices. For a number of years there has been anticipation of increasing housing market demand to be generated by the large contingent of retiring Baby Boomers. It was assumed they would be financially able to trade down to new homes with less upkeep, or to purchase second homes for future retirement living—due to relatively high incomes and substantial built-up home equity. Although Madison seems to have in fact experienced this trend somewhat to date, the severity of the current housing downturn and its negative impact on home equity, now call into question these assumptions.

Nationwide, between 2005 and 2020 the projected increase in households age 55 to 74 is more than three and a half times the projected increase in households under age 35. When different mobility rates are factored in, and consideration given to the fact that the Baby Boomers are

already adequately housed to meet their needs, the likely largest net increase in housing demand will come from young households. Although less numerous than the preceding generation, the members of this young-households will be completing college, entering the workforce and forming new independent households over the next two decades. In Virginia, households under age 35 declined by 33,100 in the 1990-2005 housing cycle, but they are expected to increase by 110,400 between 2005 and 2020. Likewise, the number of households headed by people age 75 and older was projected to increase in the 1990-2005 housing cycle (and did increase) and is projected to increase from 82,700 to 106,700 from 2005-2020.

Most likely due to economic factors, Madison's trends in households under age 35 are somewhat lower than the state's overall. Nevertheless, as employment opportunities expand to the north and south of us along Route 29, it is anticipated that Madison could see some increased demand for starter homes and apartments. (Whereas middle-age households are overwhelmingly homeowners, young households remain predominantly renters). As a result of the significant tightening of credit standards and down payment requirements resulting from the recent subprime lending bust, many young households will need to delay home purchase. That may either increase rental housing demand for 10-15% of the county's population, or it may encourage the out-migration of younger households to jurisdictions where the supply of rentals is more plentiful.

Economic Factors

Overview

Private Sector

Madison County's economy maintains an agricultural base but has several strong non-farm business sectors including services, trade, manufacturing and construction. The County is centrally located between Charlottesville and Culpeper where many of its residents work and obtain services.

The County's labor force has the following characteristics:

Labor Force, Madison County (2010)[3]:	7,421
Live and work in Madison County (2000)[4]:	2,518
Commute into Madison County (2000):	1,039
Commute out of Madison County (2000):	3,539

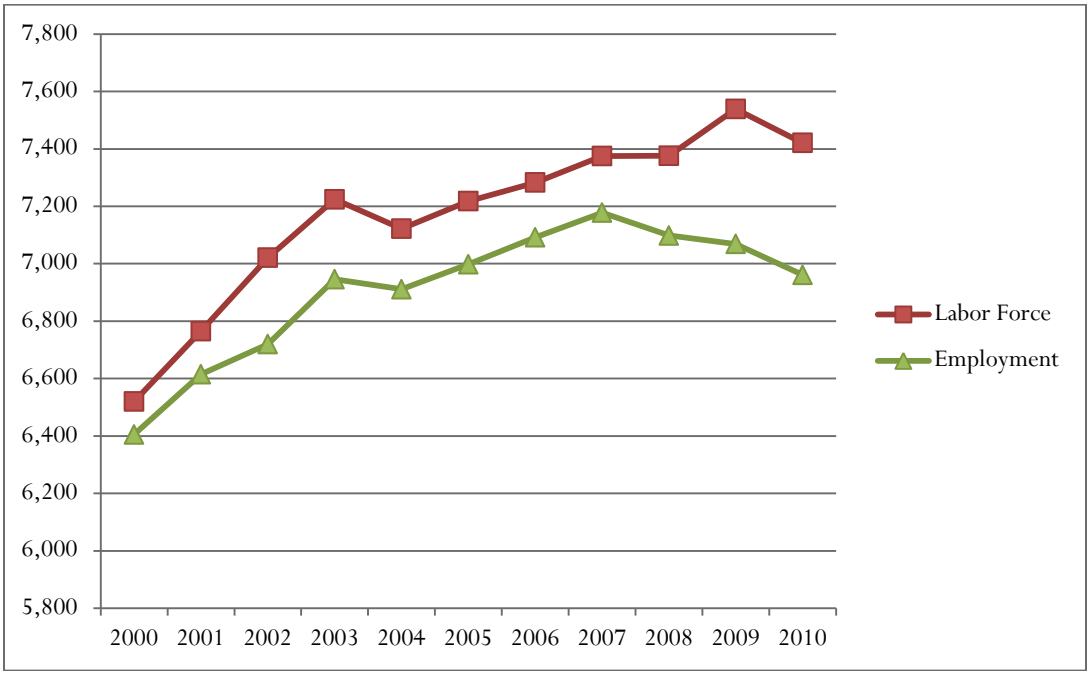
Based on an informal inventory assembled by the County in 2011, approximately 700 businesses operated from within Madison County (2009-2010). Most County businesses are small

[3] From VEDP Community Profile for Madison County (2010)
[4] 2000 Census Data—2010 census data on these items was not available as of September 2011

businesses employing from 1-9 people. Approximately 4% of these County businesses employ 10-19 individuals. Approximately 3% of County businesses employ 20+ individuals. Most of the county's established businesses are engaged in the provision of some type of service:

- 35% of businesses provide a non-automotive service (personal, financial, food, financial and managerial consulting, cleaning, beauty, landscaping, etc.)
- 25% of businesses are engaged in a trade (general contractors, electricians, plumbers, etc.)
- 18% of businesses are engaged in non-automotive Sales activity (retail or wholesale)
- 6% of businesses are engaged in automotive activities (sales and/or service)
- 6% of businesses are engaged in agricultural or related operations
- 5% of businesses offer lodging (transient accommodations). The county has approximately 15 bed-and-breakfasts (fewer than 10 rooms, each). Two tourist-focused accommodations offer 10 or more rooms each (Graves Mountain Lodge and the Inn at Meander). Two major campground or cabin facilities (Big Meadows and Shenandoah Hills KOA Campground) offer more than 50 units/spaces. The remaining accommodations are single-cabin rentals or recreational youth camps.
- 2% of businesses are restaurants
- 2% of businesses are engaged in "traditional" manufacturing

Table 24. Labor force and employment (prepared by PD9)



Agricultural Sector

Traditional Agriculture

A large portion of Madison County's economic base has traditionally been agricultural.

Farm Acreage. Over half of the total County acreage was in farms until recently. After peaking at 53.4% in 1978, the amount decreased to 52.4% in 1982, to 50.9% in 1987 and to 48.1% in 1992 and increased slightly to 48.7% in 1997 and 48.9% in 2002. According to the 2007 Census of Agriculture, the total acreage of land in farms is 102,757 (49.1%), representing a gain.

Number of Farms. The number of farms in the County increased steadily from 1974 to 1982, but decreased slightly from 1982 to 1987 and again from 1987 to 1997. A slight increase occurred between 1997 and 2002. According to the 2007 Census of Agriculture, there are 564 farms in Madison County, an increase of 33 (6%) since 2002. Of these farms, 120 (21%) reported sales of less than $1,000; 43.7% reported sales of $1,000-$9,999. Sixty-nine (69) farms (12%) reported sales of $50,000 or more; 253 (44.8%) of the farms' principal operators identify farming as their primary occupation.

Table 25. Number of farms (prepared by PD9)

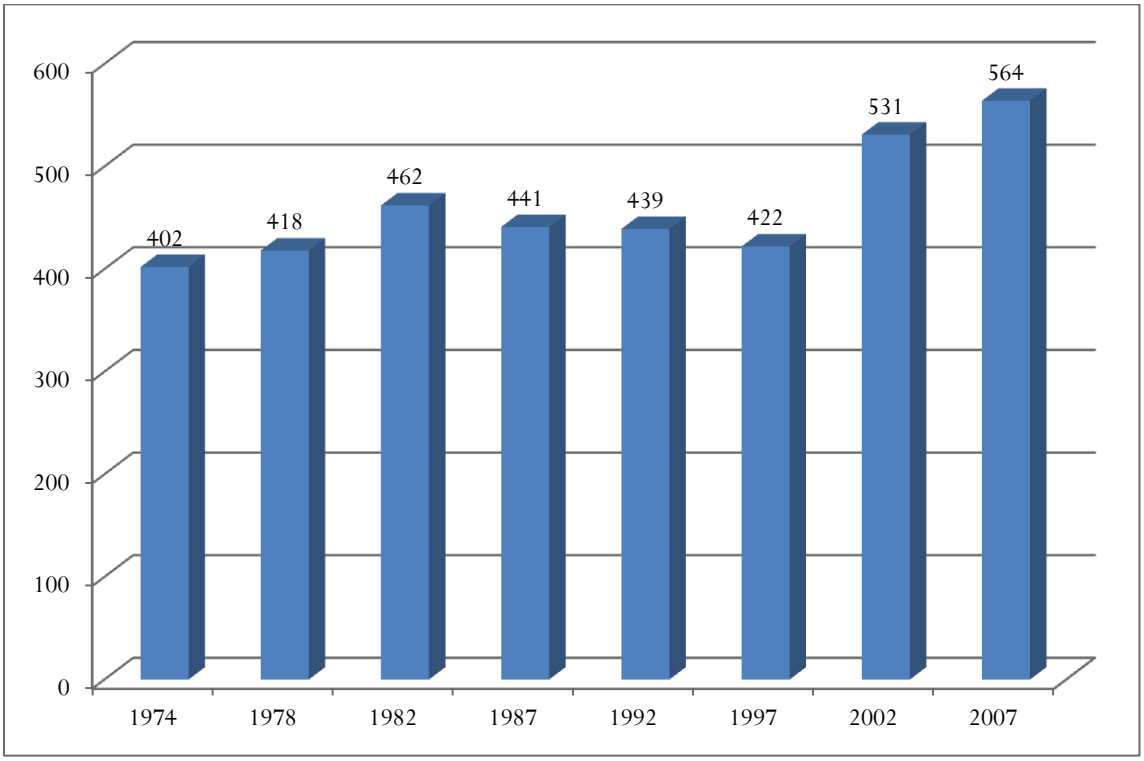
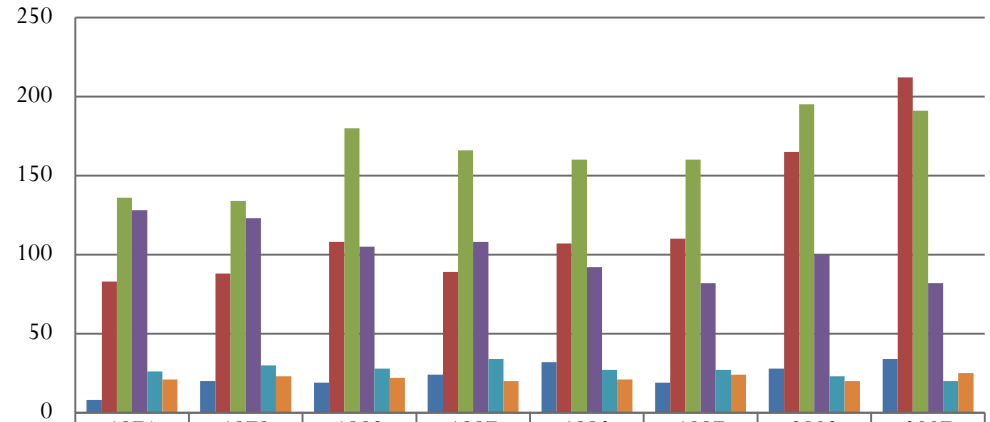


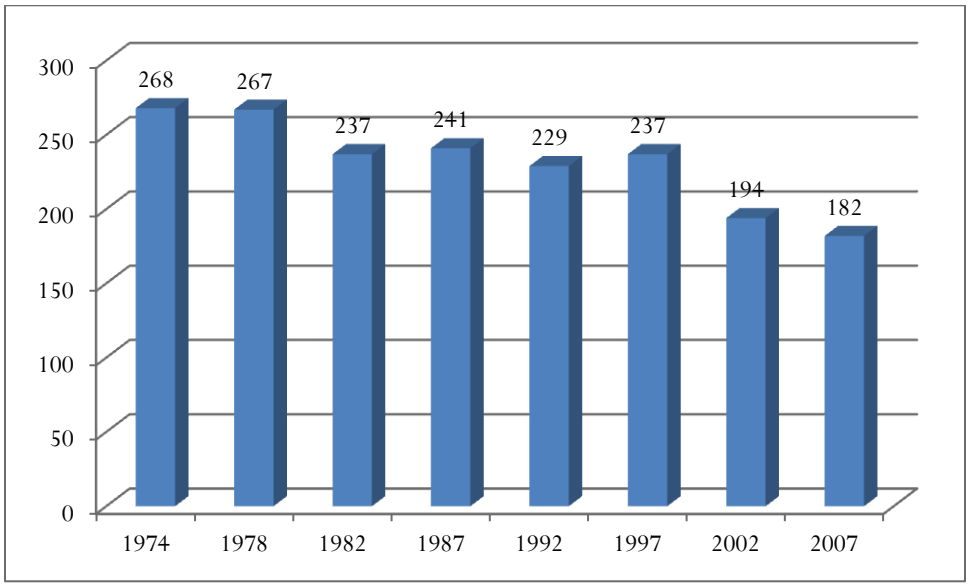
Table 26. Number of farms (prepared by PD9)



	1974	1978	1982	1987	1992	1997	2002	2007
1 to 9	8	20	19	24	32	19	28	34
10 to 49	83	88	108	89	107	110	165	212
50 to 179	136	134	180	166	160	160	195	191
180 to 499	128	123	105	108	92	82	100	82
500 to 999	26	30	28	34	27	27	23	20
1000+	21	23	22	20	21	24	20	25

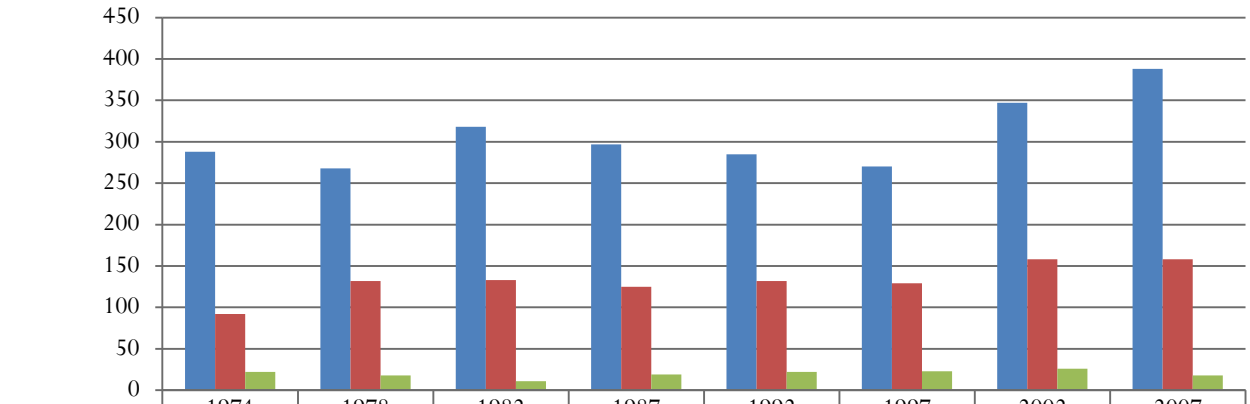
Average Farm Size. The average size of Madison County farms decreased between 1974 and 1982, increased slightly from 1982 to 1987 and then decreased again from 1987 to 1992 and again from 1997 to 2002. Average farm size was 267 acres in 1978, 241 acres in 1987, 237 acres in 1997 and 194 in 2002. This was due primarily to the decrease in the number of farms of 500 to 999 acres and of more than 1000 acres. The 2007 Agricultural Census states that the average farm size in 2007 is 182 acres, a decrease of 12 acres (6%) since 2002.

Table 27. Average size of farms (prepared by PD9)



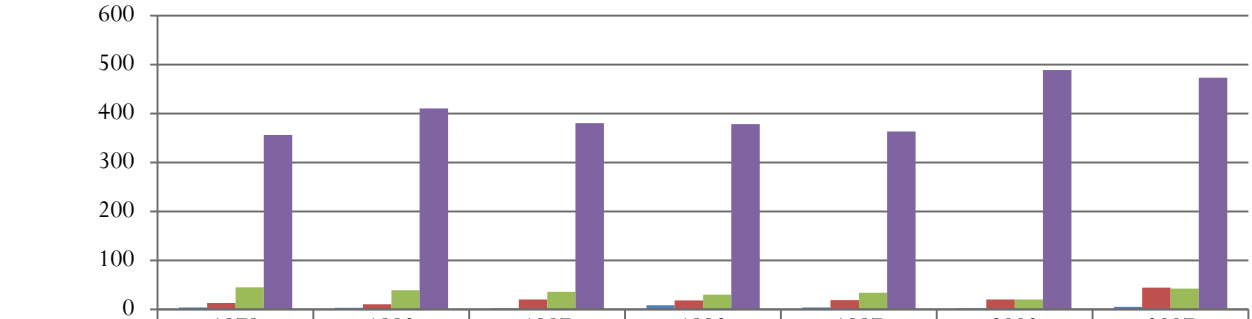
Full owners have dominated the operator characteristics of Madison County farms. However, the trend has shifted back and forth from full owners to part owners and tenants for the last two decades. Family farms declined slightly from 1987 to 1997, but jumped back up in 2002 and overwhelmingly dominated the type of ownership. The market value of agricultural products sold in Madison County increased by nearly $3 million from 1987 to 1992, but decreased in 1997 and remained at the 1997 level in 2002. The market value of products sold, as reported by the 2007 Agricultural Census, is $20,223,000, an increase of 12% since 2002. Crop sales made up 28 percent of this figure; livestock sales, 72 percent.

Table 28. Operator characteristics of farms (prepared by PD9)



	1974	1978	1982	1987	1992	1997	2002	2007
Full Owner	288	268	318	297	285	270	347	388
Part Owner	92	132	133	125	132	129	158	158
Tenant	22	18	11	19	22	23	26	18

Table 29. Type of farm ownership (prepared by PD9)



	1978	1982	1987	1992	1997	2002	2007
Other	4	3	2	8	4	2	5
Corporate	13	10	20	18	19	20	44
Partnership	45	39	36	30	34	20	42
Family	356	410	380	378	363	489	473

Table 30. Value of agricultural products sold (prepared by PD9)

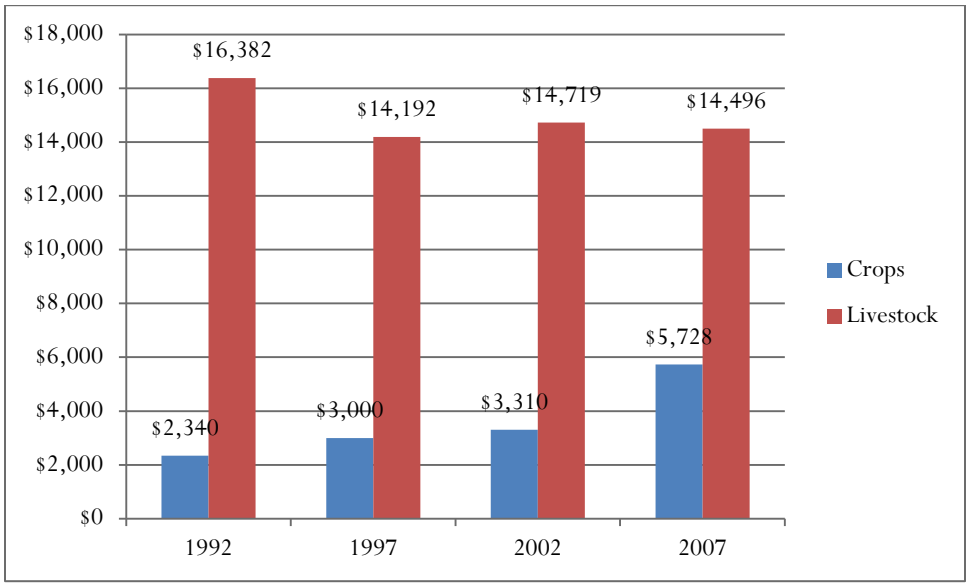


Table 31. Market value of agricultural products sold (prepared by PD9)

	1987	1992	1997	2002	2007
County	$35,915	$42,647	$33,661	$33,954	$35,857
Planning District	$32,169	$40,551	$34,508	$42,867	$52,838
State	$35,464	$48,694	$48,511	$49,593	$61,334

Wine Growing and Production

Madison County is located in the Central Virginia Wine Region, within the American Viticultural Area (AVA) known as the Monticello AVA. The eastern slopes of the Blue Ridge and the rolling countryside to the east offer excellent topography, fertile granite-based clay soil and a growing season of over 200 days. This combination yields grapes with a rich and multilayered old world flavor. Madison's current six vineyards and wineries are: (1) Brightwood Vineyard and Farm; (2) Castle Gruen Vineyards and Winery; (3) Neala Estate Vineyards (not yet open to the public); (4) Sweely Estate Winery; (5) DuCard Vineyards; and (6) Prince Michel Vineyards and Winery.

The wine industry in Madison, and in Virginia generally, continues to struggle for recognition and commercial success. In 1979, Virginia had just six wineries and only 286 acres devoted to wine grape production. Twenty-five years later, Virginia boasted 87 wineries and 2,380 acres growing wine grapes. By 2007, this remarkable growth rate translated into more than 130 wineries and almost 3,000 acres of vineyards; and annual production was 5,600 tons of wine grapes and 350,000 cases of wine. In 2007 Virginia ranked 8th nationally in commercial grape production and 8th for bearing acreage. Virginia bearing acreage saw a 14 percent increase from 2,100 acres in 2006 to 2,400 acres in 2007. Those 2,400 acres produced cash receipts of $7,560,000.

One of the biggest challenges for wine producers, like other farmers, is the cost of distributing their product. By 1980 the General Assembly had adopted the necessary statutes to give wineries the right to bypass the three-tier system (manufacturer, wholesaler, retailer) that regulates most alcoholic beverage commerce. The law allowed a farm winery to self-distribute. This was a boon for Virginia's many small, family-owned enterprises, because it allowed wineries to cart their bottles to nearby restaurants and retail outlets, paving the way for growth. However, an adverse federal court opinion in 2005 ended self distribution. The U.S. District Court called Virginia's earlier law unconstitutional on the grounds that it granted privileges to Virginia wineries that weren't extended to out-of-state wineries. Self-distribution became illegal on July 1, 2006, dealing a major blow to smaller winemakers who can't afford wholesale distributors. In 2007 the General Assembly came up with an alternative. It passed legislation allowing the Virginia Department of Agriculture and Consumer Services to serve as a wholesaler to small wineries. The nonprofit Virginia Winery Distribution Co. opened in April of this year and can make direct sales to stores and restaurants. The limit for wineries is 3,000 cases per year.

Retail Sector

During the period 1990 to 2002, the dollar value of retail sales in Madison County grew by 102%. Growth during this period was higher than the growth experienced by the planning district and Virginia. The automotive, food and furniture sectors all contributed to this

expansion. From 2002 to 2005 local sales tax receipts: grew from $675,055 to a peak in 2007 ($945,452). In 2010 local sales tax receipts were $776,952.

Table 32. Taxable sales (prepared by PD9)

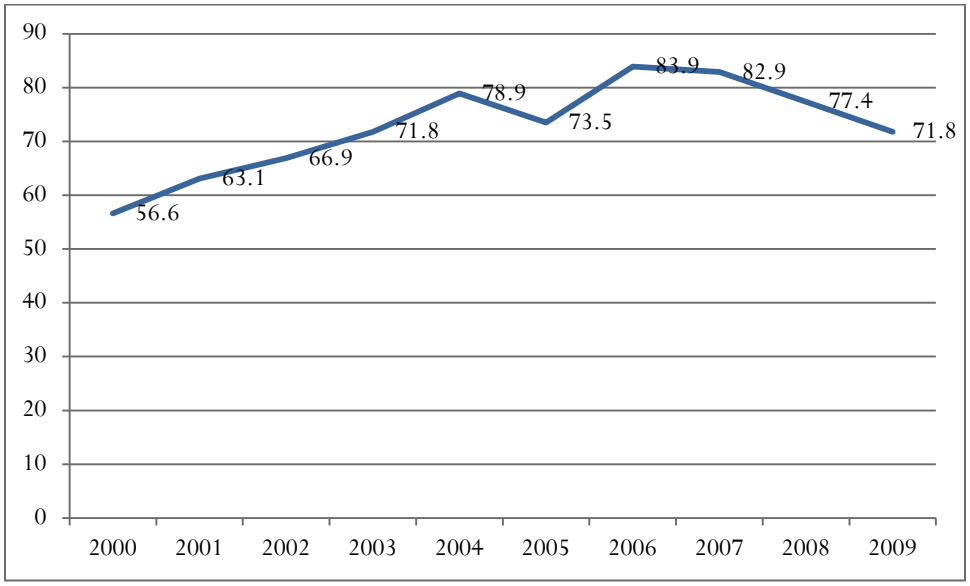
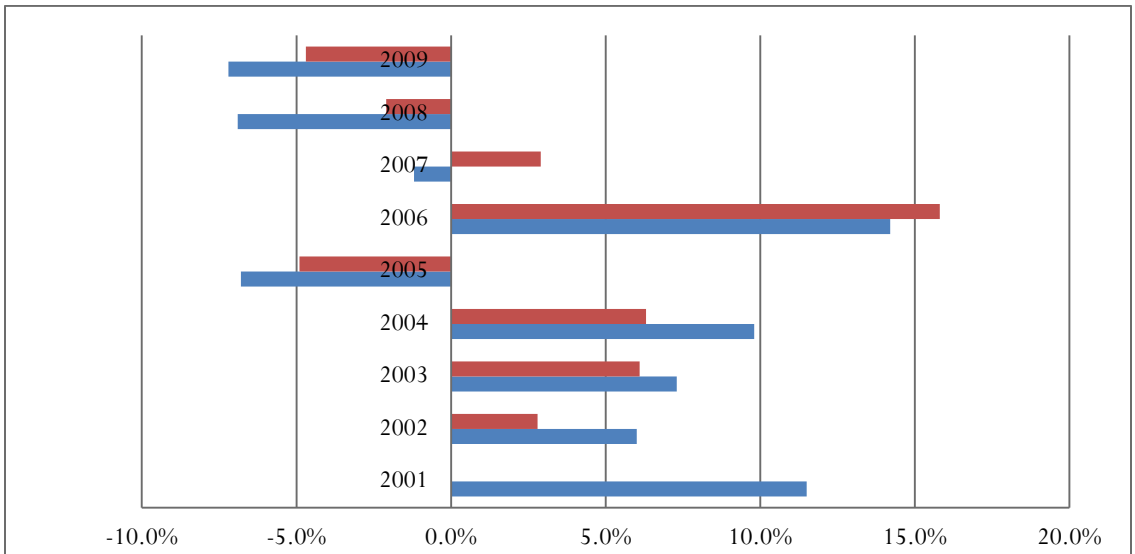


Table 33. Taxable sales growth rates (prepared by PD9)



	2001	2002	2003	2004	2005	2006	2007	2008	2009
State	0.0%	2.8%	6.1%	6.3%	-4.9%	15.8%	2.9%	-2.1%	-4.7%
County	11.5%	6.0%	7.3%	9.8%	-6.8%	14.2%	-1.2%	-6.9%	-7.2%

Financial Sector

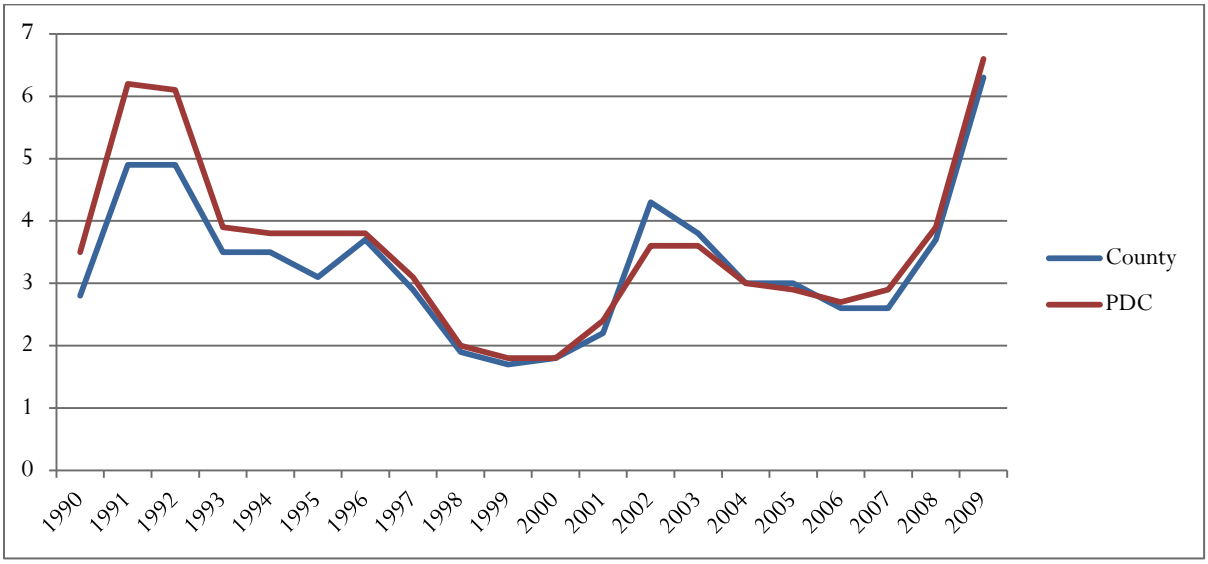
The total deposits in Madison County financial institutions remained relatively stable between the years 1999 and 2002, with 4% growth between those years. However, interestingly, deposits in Madison County financial institutions "spiked" during the years of 2000 and 2001, more than 100% above historical levels. This is compared to more dramatic growth found at the PD 9 (41%) and state (48%) levels. In 2010 bank stock taxes received by the County were $75,649, a substantial increase from the 2006 receipts ($48,546), Since 2005, the five-year average of these receipts has been $58,174 per year.

Employment

Most of the workers living and working in the private sector in Madison County are employed in the service, manufacturing, trade and construction sectors.[5] Construction jobs in the area continue to be a major source of employment, but they are especially vulnerable to downturns in the economy.

The largest five employers in Madison County are: the Plow and Hearth, followed by the Madison County School Board, Woodberry Forest School, the County of Madison and the Autumn Corporation. There is some concentration of employment in wood-related industries in the County, especially manufacturing high-quality furniture. However, by far, most employers in the County are small businesses which have fewer than 10 employees each, and the largest industry, by number of employees is Retail Trade, followed by government, health care and food services.

Table 34. Unemployment rates (prepared by PD9)



[5] Source: VEDP Community Profile for Madison County (2010)

Income

For information as to trends in per-capita income and median household income, see **Tables 35 and 36**. Madison's per-capita income tends to be lower than in the rest of our Planning District, and significantly lower than statewide. On the other hand, our median household income is similar to statewide numbers; even though significantly lower than our Planning District.

Table 35. Per-capita personal income (prepared by PD9)

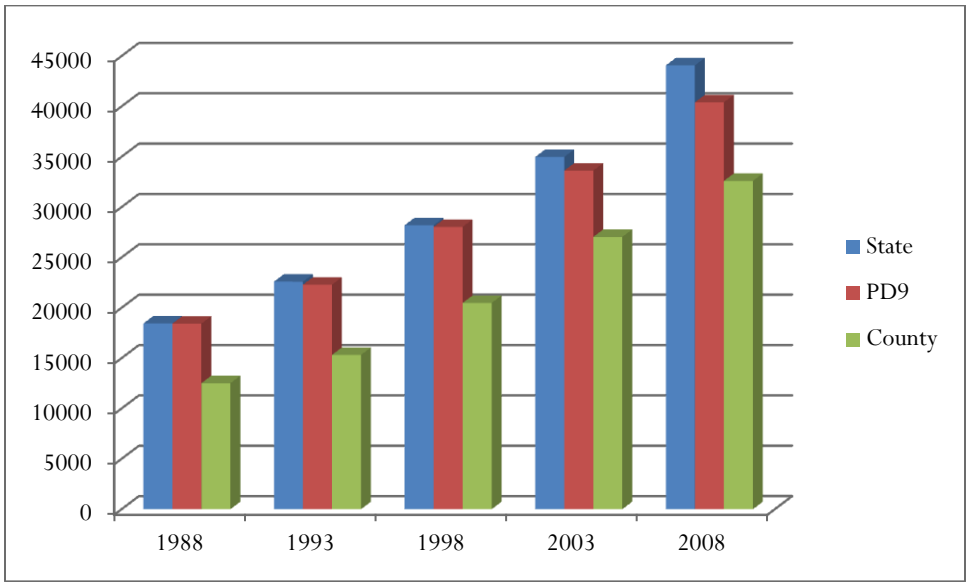


Table 36. Median adjusted gross income (prepared by PD9)

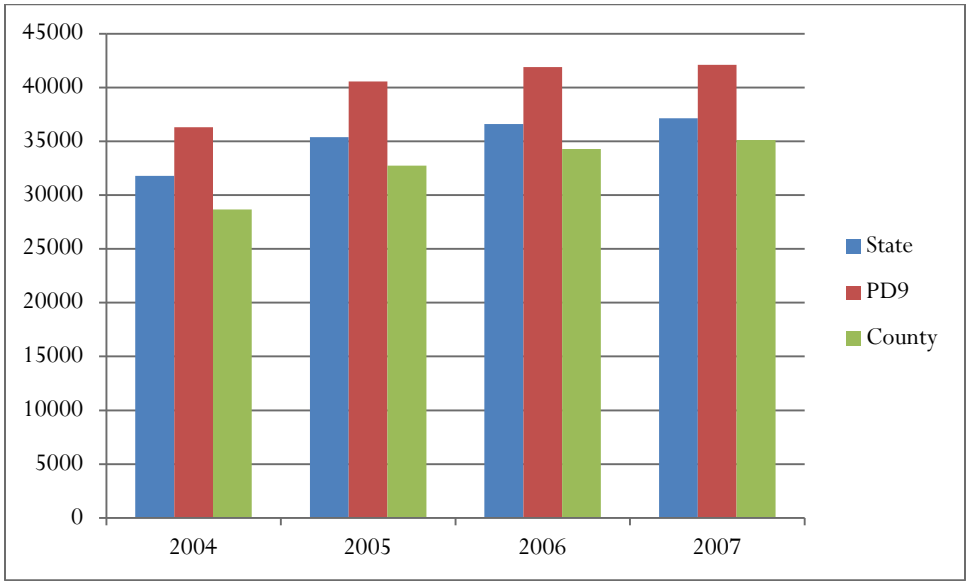
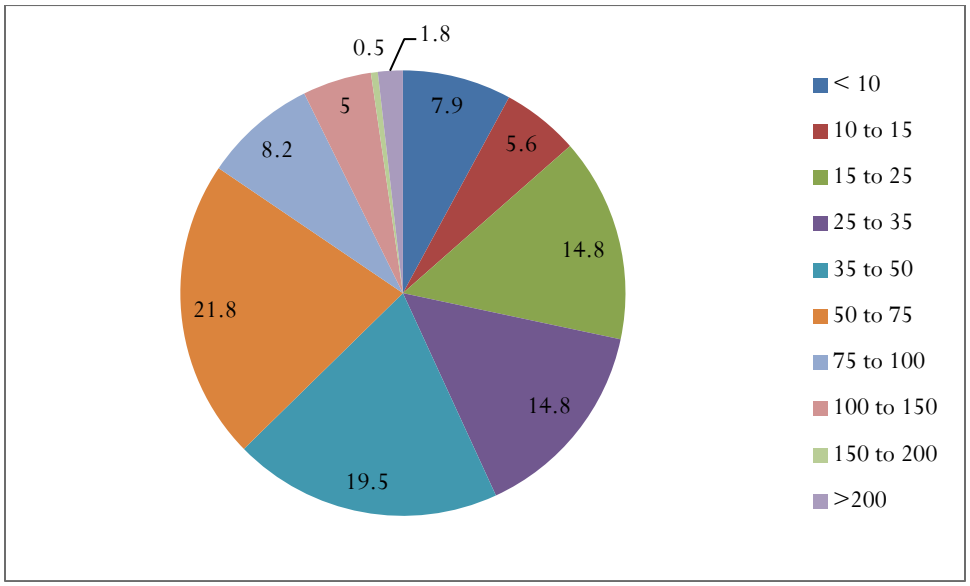


Table 37. Household income distribution (prepared by PD9)



Public Sector–Local Government

Among Madison County's local revenue sources, property taxes provide the bulk of revenue.

Local Revenues. The real property tax is the predominant source of revenue in Madison County, followed by personal property taxes, including Personal Property Tax Relief Act (PPTRA) reimbursement received from the Commonwealth each year. The two components of the real property tax are (i) the assessment and (ii) the tax rate per $100 of assessment. The tax rate per $100 in Madison County was $0.76 per $100 in 2004 (see Table 43) and $0.59 per $100 in 2005 and 2006. For Tax Year 2011 the tax rate has been set at $0.50 per $100. In 2005 revenues from real estate tax collections were $6,296,652; in 2010 real estate revenues were $8,670,437. In 2005, personal property revenues were $2,445,630; in 2010, $3,471,656.

Table 38. Local revenue sources (prepared by PD9)

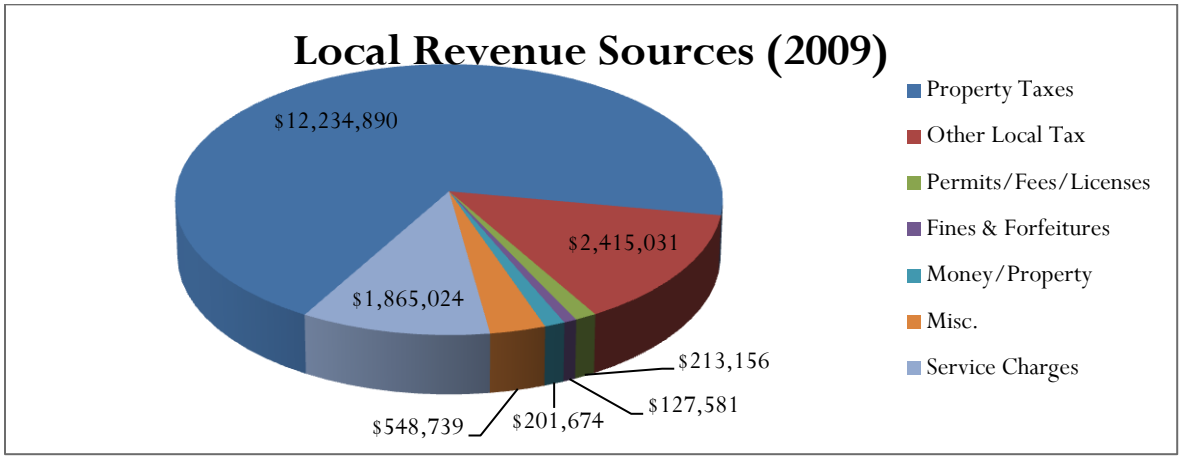
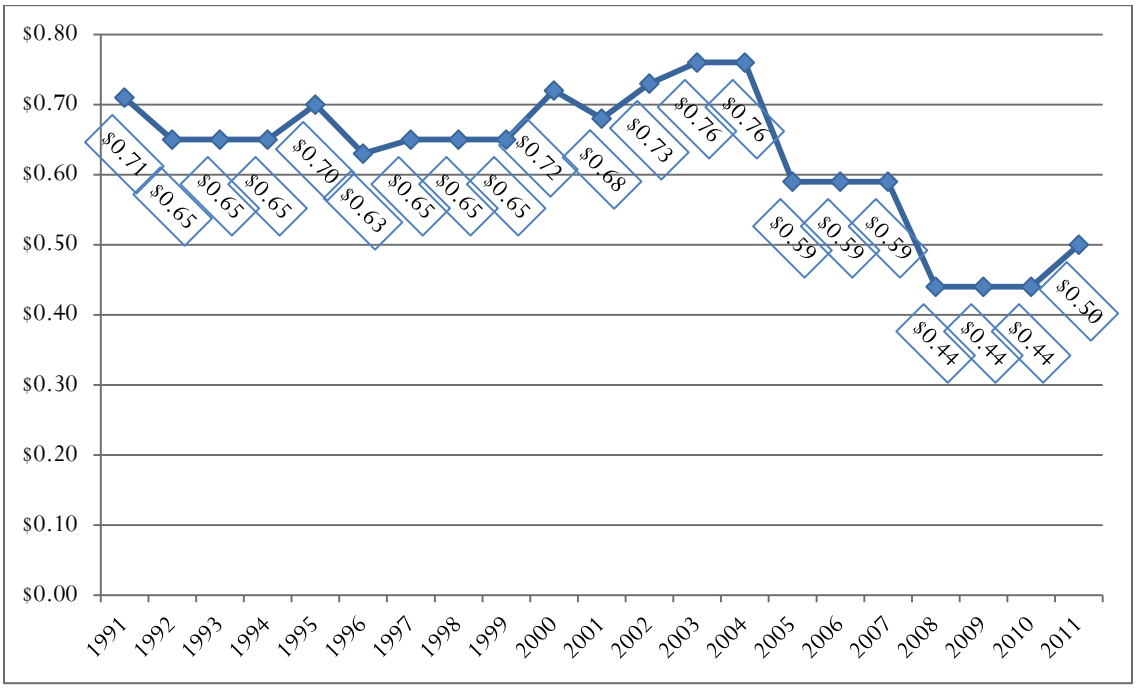


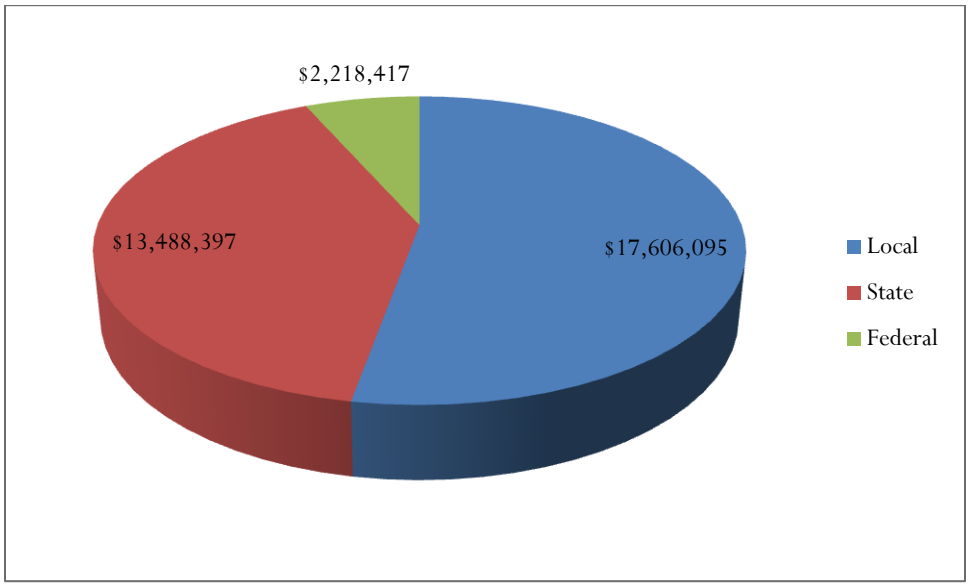
Table 39. Real estate property tax rates (prepared by PD9)



Local Government Expenditures. In order of magnitude, the largest local government expenditures are in the areas of education (54% of the approved budget for FY2011), general government (25% for FY2011), public safety (13% for FY2011), social services and Comprehensive Services Act (8% for FY2011).

The balance between revenues and expenditures is of critical importance to the future of any locality. Decisions on the growth and development of Madison County must weigh the potential for generated revenue against the need for additional County expenditures. Growth in the educational, public safety and social welfare service needs of the community have driven the need for additional governmental revenues. While the County has been able to maintain a relatively low tax rate, compared to most other Virginia jurisdictions, it also has relied on state and federal sources to provide significant revenue support (for FY2011, 18% state revenues and 3.7% federal revenues, compared with overall general fund revenues of $19,424,697). The future of funds from these two levels is somewhat uncertain and the County must be prepared to face the difficult issue of funding its services if revenue from other sources is decreased.

Table 40. Revenue sources, all (prepared by PD9)



Community Facilities

Schools

(Contributed by School Superintendent Eberhardt)

Madison County boasts excellent schools that are locally, statewide, nationally and internationally recognized. Public, private and religious schooling corner the foundations of our community's opportunities for children. In all, Madison is known not so much by "schools" as by educational families—students surrounded by caring, thoughtful parents and community members who expect graduates to have earned a top-notch education. Students attend Virginia's and the nation's top schools and enter the workforce exceptionally well-prepared. This great feat is accomplished by caring communities centered on what we call "Madison Pride"—the drive to provide children an absolutely remarkable education and a plethora of opportunities.

For nearly two decades, student enrollment has hovered around 2,000 students in four schools: Madison Primary School (PK-2), Waverly Yowell Elementary School (3-5), William H. Wetsel Middle School (6-8), and Madison County High School (9-12). Madison Primary was built in 1977, and expanded in 1981. Waverly Yowell Elementary School built in 1938, expanded in 1947, 1968 and renovated in 2000. Wetsel Middle School was built in 1968 as the high school annex and renovated and expanded in 1992 to a middle school. Madison County High School built in 1955, expanded in 1959 and 1968 with portions renovated in 1992.

Madison County Public Schools, a student-centered and community-supported school division, insures a superior education in a changing world. Our public school system focuses on traditional methods and progressive programs in a never-ending cycle of improvement. Responding to community, parent, and workforce expectations, the County's school system aims to educate children to be prepared for good citizenry and life-long learning. Twenty-first century skills require that tomorrow's workforce be technologically adept, excellent communicators, responsible employees, and physically fit and active. Secondary school students are offered programs such as Dual Enrollment, Advanced Placement, and Industry Certification prior to graduation as well as a foreign language.

The School system aims to provide world awareness through foreign language, instruction that includes reference to current events, classes in culture and diversity, as well as division-wide studies on a central question. Enrichment experiences are encouraged for all students to engage them with the world beyond Madison and to develop national and international connections through virtual exchanges with sister schools.

Each of Madison County's schools is fully accredited by the Commonwealth of Virginia with test scores demonstrating that all students are expected to succeed. Over the course of academic careers, beginning in kindergarten, students excel in academic competitions. As of 2011, Madison has won the prestigious Wachovia Cup 17 times in 18 years. Winners of the Wachovia Cup are determined by a point system based on performance in Virginia High School League state competitions. Schools earn academic activity points for outstanding participation in scholastic bowl, creative writing, theatre, forensics, debate, newspaper, yearbook and magazine. The Virginia High School League named Madison "a traditional powerhouse school" in claiming top honors in the 2010-2011 Wachovia Cup race for year-long success.

Additionally, athletic competition is a tradition in Madison with numerous district, regional, and state championships. The most recent were the 2010 Boys State Basketball Championship and a student-athlete, runner, winning four state championships by 2011 – a remarkable accomplishment anywhere in all Virginia's competition history.

In 2011, the School Board approved the 2017 Long-Range Plan. The 2017 Long-Range Plan focuses on four areas:

CITIZENSHIP & COMMUNITY. Expanded opportunities for all members of the educational families to demonstrate care and responsibility toward the ultimate goal of good citizenship.

1.1 Each school will have a Citizenship and Character Development Curriculum which promotes schools as a community, demands consistency and high expectations for behavior, and promotes social values of volunteerism and responsibility.
1.2 Explore modes of local, national and world news dissemination.
1.3 Establish community partnerships that foster service work and facilitate community involvement.

CURRICULA & ACHIEVEMENT. Rigorous and rich curricula and instructional programs that meet the diverse needs of all learners.

2.1 Encourage second languages.
2.2 Enhance student communication opportunities.
2.3 Encourage global perspective.
2.4 Encourage problem solving.
2.5 Expect excellence for post-secondary work or college.
2.6 Focus on (Science, Technology, Engineering & Math) STEM.

SAFETY & HEALTH. Wellness in a nurturing and drug-free, safe environment.

3.1 Establish and promote physical activities/after school activities.
3.2 Promote good nutrition and wellness education for all students in grades K-12.
3.3 Expand Family Outreach.
3.4 Focus on safety.

STAFF & STAFF DEVELOPMENT. Maintain a competitive edge by recruiting, developing, and retaining a solid-gold staff.

4.1 Offer competitive salaries and benefits to assist in recruiting and retaining high quality staff.
4.2 Define and develop professional plans that expand employee knowledge and enhance expertise.

Private. Woodberry Forest School is one of the nation's premier independent boarding schools. Located on 1200 beautiful acres in Madison, Woodberry is an all-residential school. In 2011, it enrolls some 400 students in grades nine through twelve from twenty-eight states, the District of Columbia, and seventeen other countries. The eighty-three faculty members, almost all of whom live on campus, are men and women with significant academic backgrounds and many years of classroom experience. Since its founding in 1889, Woodberry Forest has become recognized internationally as a leader in the education of boys.

A Woodberry education, centered on a century-old, student-run honor system, is characterized by intellectual thoroughness, moral integrity, reverence for things sacred, and good sportsmanship. Woodberry places great emphasis on international experience, offering students summer programs in China, Costa Rica, England (Oxford), France, Mexico, Nicaragua, Scotland, Spain, and South Africa. An important component of the outdoor-oriented, experiential leadership education program is an on-campus high ropes course.

All Woodberry Forest graduates pursue higher education at some of the nation's most selective colleges and universities. Alumni are leaders in business, public service, and nonprofit endeavors worldwide. At Woodberry Forest School, the mission is to develop in students, under Christian principles, a high sense of honor and moral integrity, a deep respect for sound scholarship, a full acceptance of responsibility, a love of excellence, and a desire to be of service to others. The

school aims to help students become leaders and active contributors to society. It also intends to prepare them to enter the best colleges and universities consistent with their potential. Woodberry is committed to ensuring students' growth by providing them a broad range of experiences to balance their academic, artistic, physical, and spiritual development. By offering students well-conceived challenges--together with support and encouragement--Woodberry instills in them self-confidence and a desire to achieve excellence throughout their lives.

Private Religious School. The Oak Grove Mennonite School offers religious and academic instruction to students in grades 1 through 11. Cornerstone Christian School offers religious and academic instruction to students in pre-school through grade 5.

Home Schooling. Some students are provided home instruction in lieu of public or private school attendance. Virginia law allows families to provide this instruction at home if the parent (i) holds a high school diploma; or (ii) is a teacher of qualifications prescribed by the Board of Education; or (iii) provides a program of study or curriculum which may be delivered through a correspondence course or distance learning program or in any other manner; or (iv) provides evidence that he is able to provide an adequate education for the child. Between 2008 and 2012, the average annual number of students who received home instruction was 76. Additionally, these students may elect to attend a partial day in the public school or an educational program.

Libraries

The Madison County Library is located in the Town of Madison, adjacent to the Kemper Mansion and the County offices. In the 1980's, the county expanded its library resources significantly, in terms of both space and materials. A 1,944 square foot wing was added to the original 1,000 square foot building. The addition was designed to complement the architectural style of the original building, an antebellum home. Access for the handicapped was provided and improvements were made to the heating and air conditioning of the entire facility. In 2003-2004 a new addition was added, increasing the available space by 6,000 square feet. Because of the great generosity of the local population of Madison County, through money raising projects and donations, the debt was paid in full in a short amount of time. Also, the library has been brought up to date with computer automated circulation and has several computers available to the public for internet use as well as word processing. The book collection has grown from 12,414 to well over 30,000 books, video tapes, DVD's, magazines and books on tape and CD. There are nearly 500 visits a week by the patrons.

Parks, Recreation and Cultural Resources

There are approximately 46,315 acres of parks and recreation land in Madison County, the majority of which is in the Shenandoah National Park (32,382 acres). Of this total, 68 acres are water surface and the rest is land.

Federal land. The Shenandoah National Park provides a wealth of leisure and recreational opportunities in and near Madison County, including Skyline Drive, the Appalachian Trail, foot trails, overlooks, campgrounds and picnic areas. Tourist accommodations are provided along Skyline Drive at Skyland, Big Meadows and Lewis Mountain, all in or adjacent to Madison County.

State land. The state-owned Rapidan Wildlife Management Area, near Fletcher on the Conway River, is a major hunting and fishing attraction.

Local areas:

Hoover Ridge Park. Hoover Ridge Park is a unique and beautiful public facility. Purchased by the County Board of Supervisors from the Clore family in 2002, this 182-acre property holds historical significance as a community gathering space. In 1929 ten thousand people convened on the site to attend Madison County Day, at which President and Mrs. Herbert Hoover were officially welcomed following their purchase of land within Madison County.

In 2005 a committee of fifteen citizens, local government staff and school representatives conducted an organizational meeting and then commenced a series of planning sessions guided by Virginia Tech's School of Architecture, to develop a Master Plan for the site. The 2006 Master Plan is a general guide for use of the property, which contemplates a broad range of community, recreational and agriculture-related activities. In 2007 construction of several new sports playing fields commenced the beginning phase of a longer-range plan to achieve the vision reflected in the Master Plan. Hoover Ridge Park (2011) includes the following facilities:

- Walking/running trails: a rustic path has been cleared in the wooded area of Hoover Ridge Park, suitable for use as a walking trail and cross-country running trail. Four path segments are marked with signs and named, and together all segments form a 1-mile circuit.
- Camp/outdoor amphitheater: "Camp Crockett" is situated at the edge of the wooded area of Hoover Ridge Park, in the area where the walking/running trails begin. The area consists of a small stage area; a fire pit; raised camp sites; tables and benches. For information about reserving this area for events or activities, contact the Director of Facilities, at 948-6887.
- Farmer's Market: Hoover Ridge is the site for the County's outdoor Farmer's Market, held outdoors from May through October each year.
- Pond suitable for use by groups such as 4-H and scouting programs for fishing and water safety programs.
- Sports playing fields: the County's various youth sports programs utilize facilities at Hoover Ridge for football, soccer, baseball and soccer games. Soccer and football programs serve approximately 500 children in Spring and Fall seasons, and the baseball and softball programs serve approximately 300 children during the Spring. In 2007 the County completed construction of five new baseball and softball playing fields and four

new multipurpose playing fields (each of the four multipurpose fields accommodates at least two practice and playing areas).

Park and Recreation Authority. Madison County has established a County Park and Recreation Authority to coordinate and expand recreational opportunities and activities. At present, however, recreational programs are limited to informal activities sponsored by local and civic groups. The Park and Recreation Authority owns the property comprising the Madison Recreation Center, adjacent to the American Legion. The Authority also owns undeveloped land at Middle River, acquired in the 1990s after the great flood, purchased with federal grant money as part of a stabilization project. The Madison County Recreation Authority operates a variety of adult/youth programs, including youth baseball, softball, soccer, football, and roller hockey programs, and owns the picnic shelter at the Madison Recreation Center, located in the Town of Madison. The grounds and facilities of the Recreation Center are available for use by other youth and adult groups for a fee. Individual organizations sponsor, fund and direct youth sports programs in baseball, football, soccer, basketball, girls softball and roller hockey. The Park and Recreation Authority assists the individual organizations by providing a process and framework for management of individual programs and the County government assists the Park and Recreation Authority by offering bookkeeping and accounting services and by maintaining facilities owned by the Authority.

Other prominent recreational facilities in the county include Graves Mountain Lodge and Rose River Farm in Syria, and the track, field, and other facilities of the Madison County public schools and the track, field, swimming and golf facilities of Woodberry Forest School.

The following organizations sponsor and coordinate recreational activities that are commonly available in Madison County:

- The Madison Cooperative Extension Service, a combined effort of the 4-H and Virginia Polytechnic Institute & State University, assists youth in identifying interest and talents, attempts to link youth with appropriate activities. These services are free to youths 9 to l9 years of age. Three Extension Homemaker Clubs (Located in Madison, Aroda, and Brightwood) also provide homemaking, arts, crafts and social activities to youth.
- The Boy Scouts of America and Girl Scouts of America each have troops in Madison County providing the usual camping, crafts and council work sponsored by these organizations
- The Women's Club provides the following opportunities for youth in Madison: a scholarship, a delegate to Camp Easter Seal.
- The Boys and Girls Club of Madison was established in 2008. The Club has partnered with the Madison County Schools to meet a wide range of needs and services for the children of our community. Staff and volunteers there provide after-school care, recreation, homework support, mentorships, one-on-one tutoring, and they serve as role models for our children. The Madison Club focuses on after-school and summer

programming for students in grades 3 to 8. The Club's junior volunteer program also makes the Club accessible to service-oriented high school students.

Public Safety Services and Facilities

Emergency Medical Services

Madison County's public Emergency Medical Services are provided by a combination of volunteer and paid staff. The paid staff covers daytime hours, and some evening coverage and support, and the volunteer staff covers evening hours.

The Madison County Volunteer Rescue Squad was organized in October 1963. It is housed north of the Waverly-Yowell School on Business Route 29 outside the Town of Madison. All volunteers are certified as Emergency Medical Technicians providing Basic Life Support Services (BLS). Some volunteers are certified to provide Advanced Life Support Services (ALS) The Squad provides several ambulances, one crash truck, one boat and several pieces of specialized equipment. The Squad leases its ambulances to the County for use by paid staff during the hours covered by them. In 2011 MCRS purchased 12.570 acres of land just north of the Town of Madison as a site for a future building.

Madison County Emergency Medical Services (MEMS) is a County career department providing emergency medical care to the citizens of Madison County since January of 2000. MEMS personnel provide coverage seven days a week from 5 a.m. to 6 p.m. Every staff member holds an ALS certification, as well as vehicle rescue certification. Additionally, most are trained in at least one technical rescue discipline. Madison County EMS is one of the most progressive services in the country. Under the direction of consultant physicians at the University of Virginia Medical Center, MEMS providers perform paramedic interpreted twelve-lead EKG's, rapid sequence induction (RSI), surgical cricothyrotomy, Quicktrac airway access and numerous other advanced procedures on standing orders. MEMS medics have dozens of different medications that can be administered on standing orders. MEMS utilizes Madison County Rescue Squad ambulances and equipment for patient transport and maintains a first response ALS vehicle and a Mass Casualty Incident Van equipped to treat multiple patients at a single accident.

Fire Services

Public firefighting services are provided in Madison County by an all-volunteer fire company serving the entire county. The department facility is located just north of the Town of Madison. The company has 50 volunteers, three attack pumpers, two brush trucks, one tanker, one salvage truck and one utility vehicle.

Law Enforcement

Law enforcement services are provided by the Madison County's elected Sheriff, an independent Constitutional officer, and a staff consisting of one chief deputy, seventeen full-time deputies,

and a staff of part-time deputies. The department operates 20-25 county-owned patrol cars, SUVs, under-cover vehicles and other supporting vehicles. Additionally, Virginia State Police troopers assigned to Madison County provide law enforcement services, primarily for highway patrol. Madison County shares jail facilities with Orange, Greene, Fluvanna and Louisa Counties at the Central Virginia Regional Jail. The Central Virginia Regional Jail is located in Orange, Virginia, and is operated by an independent Authority consisting of the Sheriffs and other appointed officials from each member jurisdiction. Funding for the Regional Jail is provided by each member jurisdiction according to a formula, based on the average number of prisoner days utilized over a specified period of time.

Emergency Communications

Madison County has Enhanced 911 for emergency calls. Incoming 911 calls from landlines provide name and address for emergency purposes. The 911 center can track calls from cellular phones that are GPS compatible and map them within the county boundaries. The 911 Center is co-located with the Sheriff's offices on Church Street in Town. The 911 Center has twelve full-time dispatchers, as well as a 911 Coordinator. The 911 Center dispatches law enforcement and fire and rescue, and handles all emergency communications for the county.

Transportation Facilities

Primary and Secondary Road System

There are presently four primary highways traversing Madison County, two federal and two state. U.S. 29 is a four-lane divided highway running roughly north-south through the county. It is a major arterial for vehicles traveling between Charlottesville and the Washington, D.C. metropolitan area. U.S. 15 is a north-south route crossing the eastern tip of the county that provides access to Culpeper and Orange. State Route 230 runs from U.S. 15 across the county south of the Town of Madison to U.S. 33 in Stanardsville. State Route 231 connects Madison County with Gordonsville to the south and Rappahannock County to the north.

The most heavily traveled sections of primary roads in Madison County are shown in **Table 41**, below. The busiest route is U.S. 29. The most heavily traveled section of that highway is from Route 230 to Route 230/231 south of the Town of Madison.

Table 41. Annual average daily traffic on selected primary highways (table based on VDOT data)

Route	Segment	2000	2004	2009	% Change from 2004 to 2009	% Change from 2000 to 2009
29	Greene Co. Line to Rt. 230	13,800	15,000	15,000	0%	9%
29	Rt. 230 Wolftown-Hood Rd to Rt. 230/231 Orange Road	18,900	21,100	21,000	-0.5%	11%
29	Rt. 230/231 Orange Rd to Bus US 29 South of Madison	17,900	19,100	20,000	5%	12%
29 Bypass	Bus US 29 South of Madison to Bus US 29 North of Madison	17,000	17,400	17,000	-2%	0%
29	Bus US 29 North of Madison to Culpeper Co. Line	14,500	14,500	16,500	14%	14%
29 Bus. (Main St)	Madison SCL to NCL	3,200	4,300	3,850	-10%	20%
230	Greene Co. Line to US 29 S. Seminole Trail	2,800	3,300	3,000	-9%	7%
230	US 29 S. Seminole Trail to Rt. 231 S. Blue Ridge Turnpike	3,400	3,800	3,200	-16%	-6%
230	Rt. 231 S Blue Ridge Turnpike to US 15 James Madison Highway	3,000	3,800	3,125	-18%	4%
231	Orange Co. Line to Rt. 230 Orange Rd.	1,200	1,250	1,200	-4%	0%
231	Bus US 29 Madison NCL to Rappahannock Co. Line	3,100	3,500	3,300	-6%	6%
15	Culpeper Co. Line to Rt. 230 Orange Rd.	4,300	4,600	5,400	17%	26%
15	Rt. 230 Orange Rd to Orange Co. Line	7,200	8,300	7,300	-12%	1%

The vast majority of road miles in Madison County are in the secondary system, which connects local collector streets to the major arterial roads. As of 2004, the county had 305.73 miles of secondary road. Most of this mileage was either hard surface or all weather surface.

Table 42. Most heavily traveled sections of secondary road (2009) (table based on VDOT data)

Road	Miles	Average Daily Traffic
Rt. 609 Hoover Rd from Rt. 607 Ridgeview Rd to Culpeper Co. Line	0.47	1600
Rt. 616 Carpenters Mill Rd from Rt 230 Orange Rd to Rt. 643 Oak Park Rd	2.8	1150
Rt. 622 Woodberry Dr from US15 James Madison Highway to Dead End	0.10	1400
Rt. 634 Oak Park Rd from US 29 Seminole Trail to Rt. 616 Carpenters Mill Rd / Rt. 626 Oneals Rd	1.13	2400
Rt. 634 Oak Park Rd from Rt. 616 Carpenters Mill Rd / Rt. 626 Oneals Rd to Rt. 722 Fishback Rd	1.04	1700
Rt. 634 Oak Park Rd from Rt. 722 Fishback Rd to Rt. 702 Power Dam Rd	1.32	1100
Rt. 634 Washington St from US 29 Seminole Trail to Bus US 29 Main St	0.26	3100
Rt. 670 Old Blue Ridge Tpke from Rt. 231 N Blue Ridge Tpke to Rt. 643 Weakley Hollow Rd	3.61	1100
Rt. 686 Fairgrounds Rd from Rt. 230 Orange Rd / Rt. 231 S Blue Ridge Tpke to US 29 Seminole Trail	1.74	1600
Rt. 722 Fishback Rd from Rt. 634 Oak Park Rd to FR 1057 Restoration Lane	1.27	1300
Rt. 9731 Mountaineer Ln from US 29 Seminole Trail to Madison High School	0.20	1300

Alternative Transportation

There are no rail lines or airports located in Madison County. CSO and Southern Railroads provide freight rail service in Orange and Culpeper Counties. Passenger rail service is provided along the CGO/Southern line by AMTRAK through the town of Culpeper. General aviation facilities operate in Orange and Culpeper Counties. Northwest Airlines, Delta Connection, United Express and U.S. Airways Express provide air passenger service from Charlottesville-Albemarle Airport.

Public Utilities and Communications Facilities

Public Water and Sewage

The Rapidan Service Authority (RSA) is a regional public water and sewer utility serving Madison, Greene and Orange Counties. Madison County does not own or operate a public water or sewer system. The RSA owns a water supply and sewage system that serves the Town of Madison and some adjacent areas of the county. In 2010 the water system had 248 users that use an average of 80,000 gallons per day (GPD). The water treatment plant, which withdraws water from White Oak Run, has a capacity of 250,000 GPD. A storage tank for the system on Courthouse Mountain has a capacity of 500,000 gallons.

The sewage treatment plant at Madison, located east of Route 29 and north of Town, has 149 connections that use an average of 50,000 GPD and is operating at 62 percent of its capacity of 80,000 GPD. The plant could be expanded on the present site if necessary.

Also within Madison County, RSA serves the old lace factory near Shelby, and provides water service to the Plow and Hearth facility at Oak Hill. Madison County has no plans to undertake the provision of public water and sewer services. Any future water and sewerage facilities in Madison County would be operated and maintained by RSA.

Solid Waste

Madison County began the use of a transfer station on July 1, 1999 for the removal of solid waste from the county. The former landfill, opened in 1986, closed in June 1999. It used an unlined trench method of operation.

Madison County also has a recycling program. The recycling center is located at the County transfer station on Route 662 east of Shelby. The recycling center accepts items such as mixed paper, newspaper, aluminum, steel cans, glass, household appliances, small tree parts and passenger car tires, and County staff are active in assisting citizens with requests for information as to how and where they may dispose and recycle other items such as batteries, oil, etc.

Telecommunications and Internet Services

Telecommunications and internet services within Madison County are provided by a variety of private-sector companies, including Verizon, Comcast, AT&T and Virginia Broadband. There is limited availability of "wired" high-speed internet services, such as cable, FiOs, and fiber; however, there exists a range of wireless internet services available in locations where wireless telecommunications services are available, or where residents have line-of-site access to Virginia Broadband's facilities. A number of County residents also use satellite-based services for internet access.

In 2009 Madison County received a grant from the Virginia Department of Housing and Community Development for a feasibility study to assess the extent to which high-speed internet services are currently available in our community and to identify the types of services which would be candidates for public-private investment. A copy of the report that resulted from this feasibility study is available for review at the Board of Supervisors' Offices.

Verizon and other private wireless telecommunications providers have, for years, focused their development efforts along the Route 29 corridor. Cable television and internet services, through Comcast, are available primarily within the Town of Madison and areas of the County adjacent to Town; however, some expansion of cable services into additional areas of the County has occurred within the past five years. Unfortunately, this system is currently unavailable.

In 2010, FiberLight, LLC completed a 130-mile diversely routed network system, which provides underground capacity between Culpeper, Virginia, Ashburn, Virginia and Washington, D.C. The project, which took just over 12 months to complete, involved boring through some of the toughest terrain on the eastern seaboard including 44,000psi quartz infused granite. FiberLight is one of the nation's leading providers of mission critical, high performance fiber optic networks, and in January 2011 the company announced the establishment of its newest high capacity fiber optic network, a 46-mile direct connection from Culpeper, VA to Charlottesville, VA. The new high-count, underground network will use enhanced fiber for lower latency and will provide a direct connection to Culpeper and Washington, D.C., home to FiberLight's 500+ mile multi-ringed, optical network. FiberLight's high-performance networking services include Ethernet, Wavelengths and IP, SONET and Dark Fiber optical transport network solutions. Solutions are provided to telecom carriers, government, enterprise, content providers and web-centric businesses. FiberLight's wholly-owned network has been installed along the Rt. 29 right-of-way, and there are access points located approximately every 1,000 linear feet.

Public Health

The Virginia Health Department and Madison County operate a Public Health Unit in the Town of Madison. This unit provides a full range of public health and clinical services. There are no inpatient care facilities in Madison County, the closest hospitals being in Culpeper and Charlottesville. A number of doctors practice in Madison County, but patients with specialized

or major medical needs must go outside the county. The Madison Free Clinic is available for families and individuals that are uninsured and have financial need. Seven nursing homes/assisted living facilities operate in Madison County or are readily available in surrounding counties: Autumn Care of Madison, Countryside I Inc., Culpeper Health Care Center, Evergreen Manor, Gordon House, Meadowbrook, Mountain View Nursing Home and Orange County Nursing Home and Home for Adults.

Historic Resources

History is important to many residents of our County, and is increasingly of interest to visitors. The County has one National Historic Landmark (Camp Hoover); two National Register Historic Districts and seventeen individual properties listed on the National Register of Historic Places, seven of which are located in the Shenandoah National Park.

On December 4, 1792 the Virginia General Assembly passed the act creating Madison County as a political subdivision separate and apart from Culpeper County, effective May 1, 1793. This new county was named in honor of James Madison, Jr., an opposition leader in Congress who played a major role in the adoption of the Federal Constitution. (Although Mr. Madison's residence was in nearby Orange County, he owned land and a partial interest in a mill in the new Madison County and several members of his family resided here.). One month later, in June 1793, the local justices of the county court gave consideration to the establishment of a permanent county courthouse. The justices decided upon a site conveniently located in the center of the county: two acres of land purchased from William Carpenter, a portion of a larger tract known as Finnell's Old Field. From 1793 to 1829 a three-room log structure built on this property served as the County's courthouse, until construction of the current brick courthouse was completed between 1829 and 1830. The courthouse serves as the anchor of a public square.

Madison Courthouse Historic District

The village of Madison has served as the county seat and commercial hub of Madison County since 1793. In January 1800 the General Assembly formally established a town at the courthouse, consisting of fifty acres of land. The legislature ordered the fifty acres to be laid off in lots with convenient streets and appointed seven men, including two county justices, as its first trustees. The trustees were empowered to make rules and orders for building houses and to settle all boundary disputes. One year later, the General Assembly established Madison as the county's first post office. In 1818 the General Assembly (i) extended the town limits on both sides of Main Street south of the courthouse and Carpenter's tavern, and (ii) provided for the popular election of town trustees, who were now required to meet regularly and were authorized to pass laws and impose an annual tax on inhabitants and their property. The town of Madison obtained a corporate charter from the General Assembly in 1875.

In 1983 staff of the Virginia Historic Landmarks Commission completed a survey of properties within the Town of Madison. On May 15, 1984 the Executive Director of VHLC nominated the Town of Madison, as a district, for inclusion in the National Register of Historic Places. The Inventory/Nomination Form completed by VHLC staff is contained in VHLC File #256-4. The Form includes detailed architectural analysis of 108 different structures, and it contains a detailed statement of the manner in which the Town of Madison is of significance in the areas of architecture, commerce, politics/government, and transportation, beginning around 1800.

James City Historic District

The James City Historic District contains a group of fourteen commercial, residential and agricultural buildings located within an area consisting of approximately 280 acres in Madison County. The northern boundary of the area lies on Crooked Run (which divides Madison and Culpeper counties) and the western boundary borders State Route 631. The commercial and residential buildings are found on each side of a farm lane (Kirtley Road) that runs east/west from the intersection of Route 631 and 29. This farm lane was originally the main road leading from Fredericksburg to Madison County, used as an early stage coach route.

James City traces its beginnings to 1796 when Daniel James began acquiring property in Madison County. The Fredericksburg Road (a/k/a Kirtley Road) ran through his property, and was the main artery connecting the Rappahannock River port town with the Three Notched Road area (Albemarle County). By 1810 the James City Post Office was established as the second post office in the county (Daniel James, postmaster) and in 1822 Daniel James obtained a license to keep an ordinary at his residence—called Madison Inn. Other uses noted to have been in existence by 1836 were a mercantile store, a boot and shoe factory, a tailor, a blacksmith shop and a merchant mill. In 1839 Daniel James sold the James City property to Nathaniel Tatum, and in 1840 the name of the post office was changed to Leon; however, the property continued to be referred to as James City. After Tatum died, the property was divided and sold in several parcels. Eventually the Bruce family acquired the sold-off parcels and put James City back under one owner, continuing commercial activities at a store and increasing agricultural activities. Throughout the 20th century commerce moved out of the buildings in the town, agriculture took over and James City continued as a farming community. In the 1980s the Bruce store closed and the family stopped farming. Today the James City Historic District is said to be historically and architecturally significant as an example of a community that remains a time capsule of late-eighteenth-, nineteenth- and early-twentieth-century domestic, commercial and agricultural structures.

The Civil War touched James City several times. In October 1863 there was a skirmish at James City; reports of several officers mention this action, including U.S. Brig. Gen Judson Kilpatrick and Maj. Gen. J.E.B. Stuart.

Individual Listings—Virginia and National Register of Historic Places

Hebron Lutheran Church. Hebron Church is the oldest Lutheran Church in continuous use in the United States. This cruciform church was built in 1740 and is America's oldest church in continuous use by Lutherans. The congregation was formed by 1725 by German families, some of whom arrived to Virginia in 1717 to work at Germanna, Lieutenant Governor Alexander Spotswood's frontier mining community. The church was enlarged about 1800 and a pipe organ crafted by David Tannenburg of Lititz, Pennsylvania, was installed. The interior of the church has elaborate frescoed ceilings painted by the Italian-born artist Joseph Oddenino. It was listed on the Virginia Landmarks Register and the National Register of Historic Places in 1971.

Madison County Courthouse. Constructed circa 1830 the Madison County Courthouse is a fine example of Jeffersonian Architecture. It was built by Malcolm F. Crawford assisted by two others, all of whom had experience building structures at the University of Virginia.

The Residence, Woodberry Forest. The Residence is a small Palladian-style dwelling constructed in 1793 for William Madison, brother of President James Madison. Thomas Jefferson assisted with the design of the residence. In 1793 James Madison wrote to Jefferson: "Your plan is much approved and will be adopted by my brother." In its original form probably closely resembled Edgemont in Albemarle County, another small but formal frame house designed by Jefferson in 1806.

Brampton. Built in 1846 for John Hancock Lee, this Greek-revival style house represents a rare example in the Virginia Piedmont of a two-tier portico, temple-form Greek Revival style residence. The elevated site on which this home is situated served as an observation point for General J.E.B. Stuart between Civil War engagements.

Greenway. Also known as Prospect Hill, this property was the home of Francis Madison, a younger brother of President James Madison. Built around 1780 this property is an excellent example of a vernacular dwelling type commonly used in Piedmont section of Virginia in the mid-nineteenth century.

Woodbourne. The house at Woodbourne is a fine example of the Federal style of architecture. Built between 1805 and 1814 for Henry Price, Woodbourne is architecturally distinguished by the fine quality of its masonry, the handsome crown molding of its cornice, the nice proportion of its rooms, the monumental quality of its main floor mantels, and the integrity of much of its original architectural fabric. After Henry Price's death the property was purchased by Dr. George N. Thrift, a physician who achieved some notoriety because of a threatened duel with James Kemper, who later became a Confederate general and governor of Virginia.

Homeplace. The Homeplace stands on land owned by the Clore family since 1744. Currently in the eighth generation of Clore ownership, the Homeplace contains exceptionally well preserved,

varied and finely built examples of 19th and early 20th century residential and agricultural buildings, as well as a rare example of a furniture manufacturing building.

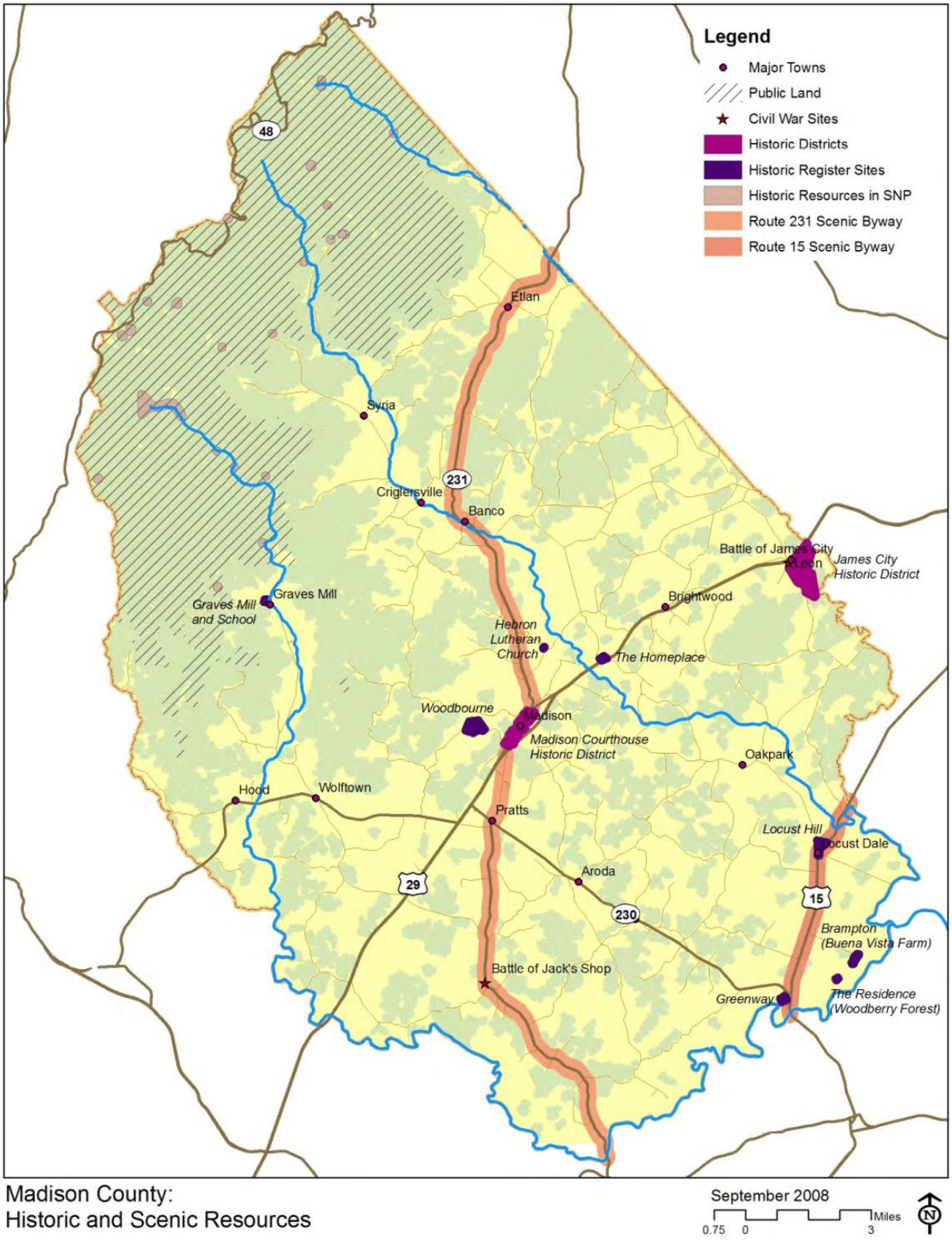
Locust Hill. Locust Hill is a Federal-Greek Revival house accompanied by domestic, commercial and educational resources dating mostly to the nineteenth and early twentieth centuries. The commercial and educational resources include the Locust Dale Store and Post office, situated across Rt. 15 from the residence, and the Willis School, a one-room school house dating to 1897.

Graves Mill. The Graves Mill Complex is situated on a gently terraced parcel surrounded by mountains. The mill is built into the side of a low hill at the foot of Jones Mountain. Traces of the mill race remain apparent. Graves Mill is an outstanding and rare example of a late eighteenth century gristmill. Graves Mill operated between 1798 and 1921 as a flour and corn mill and between 1921 and 1940 as a corn mill. Graves Mill also served as the first voting precinct in Madison County and the original voting booth is preserved within the structure.

Hoffman Round Barn. The Hoffman Round Barn was constructed in 1913, and is a distinct and rare example of a twelve-sided barn built during a period in American history when round barns were promoted by agricultural colleges as economical in construction, labor-saving for farmers, efficient as livestock quarters, and efficient as storage for grain and hay. This, and two other barns in the area, are the only known examples of round barns in Madison and Greene Counties in Virginia.

National Park Sites. Also individually listed are several Shenandoah National Park Sites: (1) George T. Corbin Cabin; (2) Skyline Drive; (3) Cliff Kill Site; (4) Big Meadows Site; (5) Gentle Site; (6) Robertson Mountain Site.

Table 43. Historic and scenic resources (county staff map)



Virginia Century Farms

1: Century Farm at Duet Road

The Virginia Department of Agriculture and Consumer Services (VDACS) maintains a program titled The Virginia Century Farm Program. This Program recognizes and honors farms that have been in operation for at least 100 years as well as the generations of farm families whose efforts have maintained the farms. In order to be certified as a Century Farm, a farm must meet the following criteria: (1) it must have been owned by the same family for at least 100 consecutive years; (2) It must be lived on or actually farmed by a descendent of the original owner; (3) It must gross over $2,500 annually from the sale of farm products, or must be in use for bona fide silvicultural purposes. Currently, seventeen Madison County farms have been certified by VDACS as Century Farms.

1. Brightwood Farms (James Arrington, et al.)
2. Brookside Farm (Sara Crigler)
3. Coppedge Farm (Dennis and Nan Coppedge)

4. Deale Mountain Farm (Mrs. Victor Vance, Mrs. I.D. Crane)
5. Graves Mountain Farm (Mr. and Mrs. James C. Graves)
6. Henshaw Farm (Randy and William Henshaw)
7. Hoffman's Farm & Garden (Bobby and Janet Hoffman)
8. James L. Utz Farm (James L. Utz)
9. James W. Aylor Farm (James Aylor)
10. Jett Farms, Inc. (Thomas and Tina Weaver)
11. John W. Tatum Farm (John W. Tatum)
12. Lohr-Mallory Farm (A. Colin Mallory)
13. Maple Glen Farm (Mr. and Mrs. C.K. Rhodes, Jr.)
14. Mill Valley Farm (Randall and Ruth Lillard)
15. Randolph Aylor Farm (Randolph and Cathy Aylor)
16. Stone Ridge Farm (William Harrison)
17. The Joel Byrd Yowell Farm (Joel B. Yowell)

Virginia State Highway Historical Markers

The Virginia Department of Transportation sponsors a highway marker program as a means of helping to direct travelers to sites of local, state and national significance. Thirteen markers are currently situated in Madison County. As numbered (for example "F-22") they read as follows:

1. Jackson's Crossing F-22. Here at Locust Dale, Stonewall Jackson's army crossed the river moving north to the battle of Cedar Mountain, August 9, 1862. The battle was fought a few hours later.
2. Woodberry Forest School F-24. Two miles northeast is Woodberry Forest School, a college preparatory school for boys, founded in 1889 by Robert Stringfellow Walker, a captain with Mosby's Rangers. The school was named for the estate on which it stands, formerly owned by William Madison, brother of President James Madison
3. Cavalry Engagement at Jack's Shop G-11. First known as Jack's Shop for a blacksmith shop that stood nearby, Rochelle was the scene of a cavalry skirmish on 22 September 1863. While Confederate cavalry under Major General J. E. B. Stuart engaged Union Brigadier General John Buford's troops, the cavalry of Brigadier General H. Judson Kilpatrick rode to Buford's support and attacked the rear of Stuart's force. Stuart's horse artillery and his cavalry fired and charged in both directions. They broke through Kilpatrick's lines and escaped.
4. Joseph Early Home G-12. One mile west was the home of Joseph Early, Revolutionary soldier. Washington, in going west and returning, stopped at Early's overnight. His diary for October 2, 1784, shows that he spent the night before at "Widow Early's." (Rt 29 +230)

5. Oak Grove Baptist Church G-13. Joe Thoms, Sr., a slave harness-maker, founded Oak Grove Baptist Church during the Civil War at his nearby log cabin, which burned in 1869. The congregation then met here, on land owned by John J. Robinson, a white farmer, in a grove of oak they called the "bush arbor." In 1870, Joe Thoms, with Deacons Ambrose Tolliver, Frank Walker, Ed Redd, John Williams, Charles Brock, Spot Mallory, and Ambrose Thoms, built a small frame church here. The third church replaced it in 1894, when Robinson donated the land. A great-great-grandson of Joe Thoms became pastor in 1982. (Oak Park Road + 607).
6. Jackson's March to Fredericksburg JE-1. Stonewall Jackson, on his march from Winchester to Fredericksburg, preceding the battle of Fredericksburg, camped here, November 26, 1862.
7. A Camp of Stonewall Jackson's JE-15. Just to the north, on the night of November 25, 1862, Stonewall Jackson, with his corps, camped. He was on his way to join Lee at Fredericksburg. (Quaker Run Rd (649) + 670)
8. Knights of the Golden Horseshoe JE-2. Near here Governor Alexander Spotswood and his troop of gentlemen, Knights of the Golden Horseshoe, on their way to explore the land beyond the mountains, camped on August 31, 1716. (15 + 230 Madison Mills)
9. James L. Kemper Residence JE-3. This Greek Revival-style house was built about 1852 for state senator Thomas N. Welch. In 1868 James Lawson Kemper (1823-1895) purchased it from his mother-in-law, Mrs. Belfield Cave. Kemper, an attorney, represented Madison County in the House of Delegates (1853-1863), served as speaker (1861-1863), led a brigade in the Civil War, was wounded in Pickett's Charge at Gettysburg, and served as governor of Virginia (1874-1878). In 1882 he moved from Madison to Walnut Hills in Orange County.
10. Hebron Lutheran Church JE-4. Nearby stands Hebron Lutheran Church.
11. Madison County/Greene County Z-13. In the hills of the Piedmont, against the Blue Ridge Mountains, Madison County was formed from Culpeper County in 1792. The county is named for James Madison, the father of the American Constitution and the fourth president of the United States. It contains a portion of the Shenandoah National Park. President Herbert Hoover had a rustic retreat constructed in the Blue Ridge Mountains here during his presidency (1929-1933). The county seat is Madison. (Reverse) Greene County Z-13 Formed from Orange County in 1838, this rural Piedmont county was named for Gen. Nathanael Greene, Revolutionary War military hero. The county seat of Greene County is Stanardsville. William Donoho and William B. Phillips, master builders who had learned the classical vocabulary from Thomas Jefferson while constructing the University of Virginia, designed the Greene County courthouse in 1838.
12. Culpeper County/Madison County Z-157. Formed from Orange County in 1749, Culpeper County originally included the territory that now comprises Culpeper, Madison, and Rappahannock Counties. The legendary Culpeper Minute Men battalion formed here in 1775 at the beginning of the Revolutionary War. A number of Civil War battles and

engagements took place here, including the Battle of Cedar Mountain on 9 Aug. 1862 and the Battle of Brandy Station on 9 June 1863. The county seat is Culpeper. (Reverse) Madison County Z-157 In the hills of the Piedmont, against the Blue Ridge Mountains, Madison County was formed from Culpeper County in 1792. The county is named for James Madison, the father of the American Constitution and the fourth president of the United States. It contains a portion of the Shenandoah National Park. President Herbert Hoover had a rustic retreat constructed in the Blue Ridge Mountains here during his presidency (1929-1933). The county seat is Madison.

13. Culpeper County/Madison County Z-188. Formed in 1748 from Orange, and named for Lord Culpeper, Governor of Virginia 1680-83. The battle of Cedar Mountain, 1862, was fought in this county. (Reverse) Madison County Z-188 Formed in 1792 from Culpeper, and named for James Madison, "Father of the American Constitution" and President of the United State. Governor Spotswood's exploring expedition passed here, 1716.

Existing Land Uses

Character of the Area

Madison is a scenic, rural county. It is dominated by agricultural and forest uses. The gently rolling fields of Madison County's Piedmont produce beef and dairy products, hogs, cash grains, and forage. Agricultural uses occupy 37.6% of the County's land area (down from 48.9% in 2002). Forest lands, both commercial and National Park, make up the largest single land use in the county, 57.6%. Wood-related industry, from sawmills to furniture manufacturing, is a prominent sector of the economy.

The Blue Ridge Mountains and Shenandoah National Park, with their scenic beauty and recreational opportunity, exert a strong influence on development in the county. There are approximately 250 vacation homes in the county, many of which, although intended as second homes, have become year-round residences.

In March 1981, the land resource satellite, LANDSAT, provided further information on land use in Madison County. It indicated that 57% of the county was forest (deciduous, coniferous, and mixed) and roughly 37% of the county was agricultural in use (cropland, pastureland).

Existing Land Uses and Development Patterns

Historically, the location of development in the County has been closely related to the physical characteristics of the land. Two general patterns have emerged, one in the mature Piedmont plateau and another in the Blue Ridge area.

In both the Piedmont and Blue Ridge Provinces, most development is scattered along the County's road system. The roads of the Piedmont generally follow the ridgelines. Development

has been confined to those ridges and adjacent plateaus, with their well-drained soils, nearly level building sites and superior views.

The pattern of development in the Blue Ridge area is quite different. Here the wooded mountain slopes have confined roads and development to the stream valleys, often to the floodplains. Residential development and agriculture share the narrow streams.

The many villages in the County provide focal points for the scattered pattern of development. Villages are usually 3-5 miles apart along the county's major roads and 5-8 miles apart along the secondary roads. The villages serve local commercial and service functions and are generally characterized by a rural post office and general store, often with older houses nearby and one or more churches. Brightwood, Rochelle, and Aroda are typical Piedmont villages. Wolftown, Syria and Etlan are typical Blue Ridge villages.

Until 1967 only one large subdivision had been recorded, a 50-lot division near Pratts. Between 1967 and 1976, over 3,250 acres were converted into residential subdivisions, creating more than 1,400 lots. The total amount of land subdivided and number of lots created is much greater if smaller subdivisions (fewer than five lots) are considered.

Several of the subdivisions, those above Wolftown and Syria especially, are recreation oriented. Lots have often been created on the steep slopes of the Blue Ridge, with average lot sizes well below the minimum lot sizes required by the more recently adopted Zoning Ordinance. The fact that most of these recreational lots have not yet been built upon offers the county an opportunity to control the significant erosion hazard posed by small lot development through strict administration of the Erosion and Sedimentation Control Ordinance. The subdivisions of the Piedmont are generally scattered along the County's roads. Several of the older subdivisions are located just southeast of the Town of Madison, creating a focal point for medium density development.

Commercial development is of three basic types: highway commercial uses, located primarily along Route 29, serving large percentages of through and truck traffic; village and neighborhood commercial uses, serving local needs; and community commercial facilities, serving major shopping needs and located near the Town of Madison. Residents living at the edges of the county have other major shopping opportunities in Culpeper, Orange, and Gordonsville.

Industrial development has taken place largely within a mile of the Route 29 corridor. Several wood products industries have developed outside of this corridor in order to locate closer to the timber sources. Virtually all development outside the Town of Madison is served by individual wells and septic disposal systems. Woodberry Forest School, The Hartland Institute and the Town of Madison have the only central sewerage systems.

The Town of Madison

The existing land use in the incorporated Town of Madison is a mix of medium-density residential, commercial, and government, administrative and community services. Police, fire, rescue, welfare, health, and library facilities are all located within or adjacent to the town, as are most of the County schools.

Goals, Objectives and Stategies

Natural Resources

Goal: Protect and enhance the forest, open spaces, and working lands that support the County's quality of life and economic base.

Objective 1: Protect the natural resource base.

Major Strategies

1. Identify major components of the County's natural resource base on the Comprehensive Plan Map, including but not limited to:
    a. River and stream corridors and associated floodplains and tributaries
    b. Steep slopes, mountain tops and highly erodible soils
    c. Major ground water sources and watersheds
    d. Forest cover
    e. Active farmland
    f. Wildlife Management Areas identified in the Department of Game and Inland Fisheries Wildlife Strategic Plan
    g. Publicly owned natural resource and recreational lands
    h. Permanently conserved lands

2. Monitor the effectiveness of existing programs, regulations and incentives for land conservation for achieving County Goals and Objectives.

3. Support land owner education programs on Best Management Practices (BMP) for forestry and active agricultural land.

4. Continue the current phased zoning practice of allowing four subdivisions in ten years (the "4-in-10 Rule")

Objective 2: Conserve significant natural resources and working lands through a combination of voluntary economic and regulatory programs.

Major Strategies

1. The county supports the rights of private landowners to donate or sell conservation easements to qualified public or private organizations.
2. The county supports the creation of agricultural and forestal districts by private landowners.
3. Continue the current phased zoning practice of allowing four subdivisions in ten years (the "4-in-10 Rule")
4. Continue to limit private easement access to four parcels.
5. Continue to limit municipal water and sewer expansion to areas planned for residential growth.
6. Continue to utilize Conservation Area Zone to protect steep slopes, erosive soils and mountain tops from environmentally-damaging development.
7. Discourage mining or mineral extraction in Agriculture and Conservation Zones.
8. Ensure that new construction adapts to existing topography and setting and that land disturbances are kept to a minimum.
9. Discourage development that may cause environmental damage to sensitive areas.

Goal: Promote and sustain agriculture and forestry as the highest priority industries in the county.

Objective 1: Limit residential development in Agriculture and Conservation Zones.

Major Strategies

1. Treat residential development as a secondary use in Agriculture and Conservation Zones.

2. Do not permit extension of water and sewer service other than to areas of the County planned for higher density residential development.

3. Continue a timed phasing plan for all subdivisions of property such as the current four divisions in ten years restriction; do not allow more than four lots on a private easement.

Objective 2: Support and implement programs that encourage agricultural and forestry industries.

Major Strategies

1. Provide incentives for establishment of Agricultural and Forestal Districts to buffer working lands from incompatible adjoining land uses.

2. Support “Right to Farm” and “Right to Practice Forestry” legislation to protect production rights.

3. Continue Land Use Tax Program

Goal: conserve and protect the water resources of the County

Objective 1: Identify, protect and enhance ground and surface water aquifers.

Major Strategies

1. Establish Best Management Practices (BMP) criteria for identification and protection of water resources, utilizing the expertise of resource specialists, landowners and other citizens.

2. Identify potential future public water supply areas.

3. Study appropriate land use standards for protection of identified water resources.

4. Study criteria for water removal from areas identified as possessing limited water volume due to specific, identifiable subsurface geographic limitations.

5. Identify areas of the County with a high incidence of failing waste disposal systems where water quality can be improved by replacing or upgrading existing systems.

Objective 2: Implement plans and practices that improve water quality and reduce non-point source pollution.

Major Strategies

1. Support utilization of Best Management Practices (BMPs) for all agriculture and forestry production.

2. Encourage educational programs to inform residential landowners of proper lawn and garden nutrient management practices.

3. Encourage nutrient management plans on acreage where topical nutrients are land applied.

4. Encourage forestry management plans for tracts of land managed for timber production.

5. Encourage residential development patterns that reduce the amount of impermeable surfaces in new construction.

6. Promote tree planting on marginal lands highly susceptible to erosion and riparian forest restoration using native species wherever possible.

7. Support regional stormwater management studies.

8. Encourage use of Low Impact Development practices for storm water management in new development and major renovations, wherever appropriate.

Objective 3: Local planning and project implementation is consistent with state and federal regulations governing water quality protection.

Major Strategies

1. Establish clear communications with natural resource professionals/offices who are responsible for regulatory programs (e.g. Department of Environmental Quality (DEQ); US Army Corp of Engineers (USACE); Virginia Marine Resources Commission (VMRC); Department of Conservation and Recreation (DCR)).

2. Insure that the cost of implementing and enforcing erosion and sediment control is borne by the "development community".

3. Study enforcement mechanisms that are tough on polluters.

Goal: Maintain a high level of air quality in the county

Objective 1: Encourage existing business and industry to reduce air emissions and limit new business and industry to restricted emissions.

Major Strategies

1. Encourage existing local industries to implement new technologies to reduce emissions.

2. Encourage port mulching and alternative methods of utilizing waste wood products to avoid incineration

Objective 2: Promote practices that encourage vegetative cover, tree cover and reduced automobile emissions to improve air quality.

Major Strategies

1. Study design criteria for maintaining an optimum percentage of vegetative and tree cover in new construction.

2. Encourage carpooling.

3. Encourage use of clean-burning alternative fuels or hybrid automobiles.

4. Encourage bicycling.

Goal: Support Department of Forestry and Virginia Cooperative Extension Conservation Programs.

Objective: ***Promote and support non-traditional partnerships between public and private sector entities to maximize opportunities for collaboration and effective land conservation efforts.***

Major Strategies

1. Endorse and support establishment of a regional forest landowner group to provide a forum for information exchange, effective leveraging of efforts for common benefits and resolution of issues, and good working relationships between private, non-industrial forest owners, public officials, forestry professionals and the private land conservation community.

2. Support landowner educational programs that outline the benefits and incentives available to maintain land in forested or agricultural cover, properly manage forests for multiple benefits and enhance the health and vigor of the forests.

Historic Resources

Goal: Respect the historic significance of Madison County through stewardship of historic, architectural, archaeological, natural and cultural resources

Objective: Protect identified valuable historic sites.

Major Strategies:

1. Encourage the Madison County Historical Society, in cooperation with landowners, to initiate and complete a professional comprehensive survey of historic resources and assets, particularly historic buildings and sites, following the guidelines established by the Virginia Department of Historic Resources.

2. Encourage designation of resources on the Virginia Landmarks Register and the National Registry of Historic Properties.

3. Develop additional measures to protect sites of historic interest and complete a map showing historic sites.

Goal: Raise awareness of Madison's historic legacy

Objective: support and encourage the Madison County Historical Society and other historical minded entities to catalogue, preserve, and promote the history of Madison County.

Goal: Emphasize historic preservation as an integral component of economic development efforts

Objective: Promote historic resources to complement economic development in Madison County.

Major Strategies:

1. Promote historic resources through tourism development and active marketing of Madison County.

Recreation

Madison County encompasses approximately 42,000 acres of federal, state and local public recreation areas including over 32,000 acres of land within the Shenandoah National Park, nearly 8,000 acres in the Rapidan Wildlife Management Area and the county's approximately 180 acre Hoover Ridge Park. These public open space lands are highly significant to the county for the recreational opportunities they offer to citizens and visitors, the protection of natural resources and scenic beauty and the primary attraction for tourism. Like many other rural counties, Madison County has limitations on areas within driving distance. Although there are many fine streams, most have no public access for fishing, boating or hiking. And although the Shenandoah National Park occupies a large land area within the county, access to the park's visitor facilities requires either driving at least thirty miles or ascending long, steep trails on foot or horseback. Making better use of the County's considerable potential recreational resources would have benefits for county residents, tourism and economic development.

Goal: Provide adequate and appropriate recreational opportunities to meet the current and future needs of Madison County citizens.

Objective 1: Provide recreational facilities, lands and programs commensurate with citizens' indentified recreation preferences.

Major Strategies

1. Conduct periodic recreational preference surveys to determine the needs for expanded recreational facilities including, but not limited to: athletic fields, walking paths and trails, fishing and hunting, swimming, golf, bike paths, horse trails and riding trails.

2. Utilize professional standards and criteria for determining the appropriate number, size, capacity and location of existing and future recreation lands and facilities.

3. Maximize utilization of existing athletic facilities on public and, where appropriate, on private properties.

4. Develop and maintain Hoover Ridge Park in accordance with the adopted and well-publicized Master Plan; provide for phased development of facilities though the Capital Improvement Program.

5. Encourage walking for health and leisure needs and facilitate pedestrian access to businesses by extending sidewalks downtown in cooperation with the Town of Madison and the Madison Main Street Project.

6. Consider the particular needs of teens, at-risk youth, seniors and persons with disabilities when planning for recreational facilities, programs and green infrastructure.

7. Identify and develop programs that promote healthy lifestyles, including but not limited to: fitness, aerobics, yoga and wellness education.

8. Address issues of affordability and accessibility in planning recreation programs.

9. Pursue alternative methods for funding park development and recreation programs, including private sector partnerships, citizen volunteers, grants and revenue producing facilities.

Objective 2: Ensure Madison County's subdivision and zoning ordinances make provision for recreational facilities in conjunction with new development and private recreation ventures.

Major Strategies

1. Evaluate the impact of new residential development on recreation facility capacity and utilize zoning powers to encourage proffers of community park facilities and trails.

2. Encourage provision of common open space and "pocket parks" in larger commercial developments.

3. Encourage new development to dedicate right-of-way and construct sidewalks, bikeways and greenway trails for transportation and recreation purposes and construct such facilities concurrent with road improvements.

4. At such time when impact fees come into use, designate a percentage of such fees for the County's recreation programs.

5. Support development of private recreation enterprises consistent with environmental constraints and surrounding land uses.

Goal: Expand and enhance tourism-based recreational opportunities in Madison County.

Objective 1: Ensure protection of the natural, cultural, scenic and historic resources that contribute to the enjoyment of citizens and visitors.

Major Strategies

1. Develop a comprehensive open space plan to identify, protect and enhance key resources of the County.

2. Encourage regional cooperation in the development of recreation facilities and in the provision of recreational programs.

3. In cooperation with private landowners, develop, publicize and implement a program for securing voluntary access to equestrian and hiking trails, under the terms of the Code of Virginia Section 29.1-509 which limits the liability of private landowners who allow others to use property for recreational purposes.

4. Identify and develop public access areas along selected streams in cooperation with landowners and Virginia Department of Game and Inland Fisheries.

5. Work with the Madison County Chamber of Commerce, Madison Historical Society and other groups to identify additional recreational facilities and programs (public and private) that would stimulate tourism, and explore actions the County could undertake to bring about the development of these facilities.

6. Promote and partner on existing local and statewide events, such as Tour de Madison and the War Between the States Tour

Objective 2: Establish a Madison County entrance to the Shenandoah National Park (SNP).

Major Strategies

1. Develop a meaningful action plan, including but not limited to significant input from potentially affected residents, to identify the best possible Madison County location for an entrance into the SNP and involve all our constitutional officers and elected officials in support of a major county initiative to get it approved.

2. In cooperation with SNP management, plan, develop and maintain a non-motorized interpretative trail along the historic Old Blue Ridge Turnpike access route (Rose River Trail) depicting the history, sites and stories of Madison County pioneers who lived with current SNP boundaries.

3. Encourage and support the development of joint programs with the Shenandoah National Park Trust, SNP Cooperating Association and other interest groups to inventory and showcase the natural, cultural and recreational resources of Madison County as well as lodging, dining and other tourism related facilities.

The Rural Economy

Agriculture and Forestry

Agriculture and forestry production constitute the largest segments of Madison's economy. These industries represent the core basis for sustaining the rural character so valued by residents of Madison. Land is the primary and most valuable resource utilized by agriculture and forestry. Residential and commercial development offer direct competition for the utilization of land resources. This competing interest coupled with the variable profit potential in the agriculture and forestry sectors creates an atmosphere of change that threatens to drastically alter our rural character. County planning and administration should actively support agriculture and forestry to give these industries the best chance to compete.

Goal: Maintain agriculture and forestry as leading industries in the county in terms of gross revenue and employment

Objective 1: Promote, support and encourage the economic viability of agriculture, forestry and related industries.

Major Strategies

1. Continue the elimination of the tax on farm and forest harvesting equipment.

2. Maintain the current plan of land use taxation, as the best way under current tax law to recognize the contribution that agriculture and forest lands make to a fiscally sustainable local government and a strong local economy.

3. Encourage the elimination of the estate tax at all levels of government.

Objective 2: Promote and encourage agricultural and forestry enterprises that enhance and improve profitability.

Major Strategies

1. Support the Cooperative Extension Service, Agriculture Research Centers, the Virginia Department of Forestry and agricultural technology instruction in schools.

2. Provide opportunities for on-farm diversification and value-added product development to increase profit potential.

3. Allow for the continued use of land applied nutrients, both natural and commercial, as economic enhancements to farm profits and soil quality. Encourage application in an agronomic manner that minimizes runoff and insure additional testing to minimize risk of some products.

4. Promote and encourage emerging agricultural and forestry enterprises as viable alternatives to traditional production.

5. Encourage all forestland owners to implement sound forest management plans.

6. Promote and encourage educational programs for forestland owners to explore traditional and non-traditional revenue opportunities related to forest production.

7. Encourage formation of private agriculture and timber production and marketing groups to take advantage of associated economies of scale.

8. Include direct marketing to the consumer and alternative marketing of value added products as uses allowed by right in agriculture and conservation zones.

Goal: Maintain agriculture and forestry as the primary land uses in the county

Objective 1: Develop a plan for providing land owners options for the voluntary preservation of farm and forest lands.

Major Strategies

1. Enhance current zoning and planning practices which allow for and encourage the retention of farm and forest lands.

2. The county supports the rights of private land owners to donate or sell conservation easements to qualified public or private organizations.

3. The county supports the creation of agricultural and forestal districts by private landowners, and encourages incentives for establishing agriculture and forestal districts.

4. Encourage economic development in the county that is compatible with agriculture and forestry.

5. Continue the timed phasing of subdivisions of land such as the current 4 divisions in 10 years as a tool to assist keeping large tracts intact.

6. Maintain the limitation of four (4) lots utilizing a private access easement.

7. Continue to limit municipal water and sewer expansion to areas planned for residential growth.

Objective 2: Establish a system or committee for developing and implementing all plans that would impact agricultural and forestry policies, and include provisions for input from the agriculture and forestry industries.

Major Strategies

Utilize the resources of industry groups and other organizations in development and implementation of plans and strategies.

Retail and Other Businesses

Expansion of the county's employment base, coupled with population growth, will increase the market for retail and service businesses within the county. A critical issue for Madison County is how to encourage business expansion without succumbing to incremental strip development along Route 29 and other arterial and collector highways. Allowing business or any other type of development to occur along arterial and collector roadways with uncontrolled access to those roadways has many detrimental effects. These include reduction in the capacity of the highway to carry traffic and increased frequency of accidents. Such conditions lead to a need for traffic lights and other control devices and a need to increase public safety expenditures. Eventually, it may become necessary to widen the highway or to construct a by-pass around the congested area—costly solutions that might well have been avoided through sound planning.

Goal 1: Encourage retail and service business development that serves the need of county residents and visitors and is compatible and consistent with the rural, open and scenic character of the County.

Objective 1: Designate areas for retail and service business development that are convenient, physically suitable and compatible with adjoining and nearby land uses (both existing and planned).

Major Strategies

1. Develop performance standards to guide site design, landscaping, access, signs and other relevant physical characteristics.

2. Consider revisions to the industrial zoning district regulations which would require special use permits for non-residential users.

3. Revise the Site Plan Ordinance to require applicants to submit concept sketches of screening, lighting, landscaping and building elevations and a topographical map for proposed commercial developments.

4. Amend County ordinances to establish and accommodate different business usage zones. Example: B1, B2, B3 etc.

Objective 2: Evaluate the land use and financial impact on the County of proposed commercial development as a criterion for the approval of such developments.

Major Strategies

1. Require economic and fiscal impact information on proposed commercial developments and accept appropriate proffers of mitigating measures by applicants.

2. Adopt reasonable time limits for obtaining building permits after approval of zoning and site plans.

Objective 3: Prevent unplanned commercial strip development along arterial and collector highways.

Major Strategies

1. Require new business developers or owners to build service roads along arterial and collector highways bordering on their property or provide reverse frontage connecting to a local street. Highway access points should be spaced not less than 600 feet on primary roadways (Routes 230 and 231). Spacing on entrances on Route 29 and Route 15 should be a minimum of 900 feet and should correspond with median crossover points approved by the Virginia Department of Transportation. (VDOT regulations prohibit the construction of private access points on the bypass sections of Route 29.)

2. Prohibit incremental commercial and service rezoning at locations not in conformity with the Comprehensive Plan.

3. Encourage the continued use of existing small commercial county communities.

4. Establish a review committee for future site locations and areas for development.

Economic Development

A key element in the stability and living conditions of a community is its economic base. The economic base of the community includes those resources on which the community depends for its livelihood and from which additional economic benefits can be derived when properly managed. Ongoing economic development, i.e., expansion of the economic base, is essential for the future well-being of the community in that such expansion is the key to providing additional employment opportunities and higher standards of living for a growing population. Among the most important criteria for economic activities that contribute to expansion of the economic base are that they (1) produce goods to be sold outside the local area, as well as locally (2) that they employ local residents (3) that they generate significant tax revenues that can be used to support government services and (4) that they be conducted without degrading the rural heritage of Madison, County's environment, or the quality of life of its citizens. If these criteria are met, the business or industry would bring new money into the community while contributing to the overall well-being of its citizens.

Madison County's primary future economic development growth area is select portions of the Route 29 corridor as well as the villages with commercial presence that have evolved over time. While there have been significant increases in the number and diversity of employers in Madison County, it is clearly in the best interest of the County to attract additional "clean" light industry and commercial facilities. While most county residents commute to jobs in other jurisdictions, additional development would retain more of our local residents in the community; recent high school and college graduates are particularly unlikely to find employment within the county without economic development expansions.

Important considerations for industrial locations are the availability of water, high speed telecommunications, and ability to provide for treatment and disposal of sewage and other wastes, the types and volumes of vehicle traffic and visual impact. Many industrial operations can be housed in attractive facilities, with extensive landscaping and screening. These facilities can complement, rather than disrupt, a rural landscape.

County officials and citizens have regarded economic development on tourism with considerable favor, but more needs to be done to encourage such development. Tourism can build upon existing assets, such as natural beauty, access to parts of the Shenandoah National Park, scenic

highway or river designations, The Journey Through Hallowed Ground and traditional rural landscapes and architecture. Businesses based on tourism can also offer varied entrepreneurial opportunities and jobs for both skilled and unskilled workers. Because many of the natural features that stimulate tourism can be damaged by too much development or insensitive development, the County should consider preparing and adopting a plan to guide tourism-related development and activities. The plan should include programs for coping with potential tourism-induced parking, traffic and natural resource protection problems, as well as programs to encourage the development of facilities such as hotels, motels, bed and breakfasts, restaurants, home based businesses, and recreation and entertainment areas to support tourism. It is important to make such businesses more viable through the provision of such technologies as broadband Internet access and wireless services. These services will also enhance home businesses and telecommuting.

Economic development based on the extensive agricultural and forestry assets of the community should be encouraged and supported. Examples of business from these assets are: truck farming; livestock processing; value-added and niche markets; farm-to-table marketing; cannery or related agriculture-enhancement facility; and food cooperatives. Agricultural and forestlands occupy the bulk of the county's area, thus providing a natural base for further economic development.

Goal: Plan for a substantial increase in economic development activities in the County, with attention directed to attracting firms that will expand employment opportunities, regional efforts with surrounding counties, current forestry and agricultural business and tourism-based businesses.

Objective 1: Encourage economic development that utilizes existing skills of county residents and provides opportunities for job training and upward mobility.

Major Strategies

1. Encourage the development of vocational training, which would strengthen the local adult and youth force and enhance economic development.

2. Determine county employment needs and prepare an inventory and analysis of the skills and occupational experience of the existing population and compare the resulting profile with a profile of the existing job market in the County. Encourage the development of businesses and industries whose employment needs match the County's skills/occupational experience profile or which will make a commitment to train County residents to match their needs.

3. Develop jointly with the County School Board and local community colleges a plan to link educational programs to current and projected employer needs in the County.

4. Continue to recognize the relationship of high quality schools and public services and an outstanding level of natural and cultural amenities to positive economic development and maintain and enhance these attributes.

5. Maintain a balanced and diverse economic advisory council, which represents the population demographics, to the county government.

Objective 2: Promote light industrial and commercial development that can, through substantial tax revenues, assist the County in meeting needs for public services and facilities.

Major Strategies

1. Designate through zoning specific areas of the County intended for industrial and commercial use. Although Route 29 is the primary designated economic growth area for the County, other primary roads should be considered for comprehensive growth in specific designated areas.

2. Develop performance standards for industrial and business activities that permit flexibility in site selection and design, but also provides significant safeguards for the community against any adverse effects that might be associated with a particular development.

3. Require an environmental impact study of each proposed industrial and commercial development by adoption of an ordinance.

4. Revise the Site Plan Ordinance to require applicants to provide conceptual sketches of landscaping, screening and building elevations for industrial and business zoning request and development proposals and to require applicants to submit information and evaluations concerning soil characteristics, topography, streams and wetlands and other relevant physical conditions.

5. Develop and adopt a strategy to guide tourism-related development and encourage the further development of tourism-related businesses.

6. Establish a standard and ordinance for outdoor lighting for commercial and industrial facilities.

Objective 3: Consider the short and long-term implications for the County of all proposed economic development projects.

Major Strategies

1. Require developers to submit an evaluation of the economic and fiscal impacts on the County of proposed development to mitigate negative impacts.

2. Consider adopting the following for approval of proposed commercial and industrial development: water, waste generation and disposal, fire suppression and plant security plans.

3. Amend County ordinances to establish a reasonable time limit for the initiation of development after approval of zoning and site plans. If building permits are not obtained by the end of such a time period, approval of zoning and the development project will lapse.

Objective 4: Plan for land and infrastructure to accommodate future business and industrial growth.

Major Strategies

Assess the quality of areas designated for business and industry through analysis of the site size, variety, topography, location and availability of infrastructure in such areas and compile an inventory of actual, usable land.

Community Development

Residential Land Use and Development

The pace of residential development in Madison County has subsided some in recent years, but demand will continue to be strong for rural, custom-built homes and older homes that complement the scenic beauty of the area. Another source of demand is from households employed outside of the county that are priced out of homes that are closer to their employment. Subsets of this demographic are households where telecommuting can justify much longer but less frequent traditional commutes. Finally, there is also demand for workforce and teacher housing, as well as housing for older persons on fixed or limited incomes. Demand for these last categories of housing is likely served best by lower-price single-family dwellings and rental properties, to include apartments and townhouses.

Because land prices are an important factor in the ability of developers to serve housing consumers, rural areas such as Madison County are subject to efforts to convert agricultural land to residential development. The County should be proactive in preparing for residential development that meets the needs of its current and future inhabitants. At the same time the County should encourage the continuation of farming and forestry as key elements of the local economy, which will require careful preservation of areas that are particularly well-suited for agricultural and forest products use.

Goal: Maintain agriculture and forestry as the primary land uses in the county, and preserve agricultural and conservation land use where such use is most sustainable. Promote a hierarchical use structure in those areas that favors farming and forestry to residential development.

See Goals, Objectives and Major Strategies in "Agriculture and Forestry".

Objective 1: In reviewing residential development plans proposed in Agriculture and Conservation zones, work with the applicants to maintain farmlands that are large enough to permit continued farming and to provide adequate separation between farming and residential activities.

Objective 2: Develop and implement a Rural Residential Policy to limit/mitigate the impacts of residential development, treating housing as subordinate to agriculture and forestry production, the protection of ground and surface waters, the preservation of significant natural areas and preservation of historic sites.

Major Strategies

1. Develop and implement development standards to assure development is adapted to topography and the natural setting, rather than permitting development to significantly modify the natural features of the land.

2. Develop ordinances that include appropriate components of Best Management Practices (BMP's) of land use, i.e.: cluster development, maximum lot size development, low impact development and/or sliding scale lot sizes.

3. Provide incentives for the use of Conservation Design Subdivision.

4. Utilize best available technology, ie: Geographical Information Systems (GIS), United States Geological Survey Map (USGS), and other appropriate systems to clearly identify and map all properties, based on scientific data. Identify the boundaries of these respective areas on all County land use, zoning and subdivision maps; and require their inclusion in all land development submissions.

5. Continue a timed phasing of subdivisions under the current 4-in-10 Rule.

6. Provide incentives under the 4-in-10 Rule provision for submission of a conceptual plan for build-out of contiguous parcels for single or multiple ownership.

7. Continue to limit a maximum of 4 lots to be served by a private easement.

8. Encourage "Firewise" building practices for new construction in rural areas to minimize the wildfire risk to homes and enhance firefighter safety.

9. Discourage extension of public water and sewer service to areas that are more appropriate for agricultural and conservation use.

10. Limit the size of residential lots that can be divided from parcels of land in Agricultural and Conservation zones. Encourage size limits that are consistent with zoned use (e.g., 3-acre minimum for Agriculture; 10-acre minimum for Conservation, etc.).

Goal: Encourage the development of housing that meets the needs of all County households

Objective: Promote an increase in the supply of safe, healthy housing affordable by young families, older persons, agricultural and forestry workers, as well as persons employed in manufacturing and service jobs.

See Goals, Objectives and Major Strategies in "Affordable Housing," following below.

Goal: Provide for moderate growth in the County's housing stock and encourage such growth to occur in areas that will accommodate public water and sewer service.

Objective: Channel intense residential development to areas served by public water and sewer systems or where such service would be appropriate.

Major Strategies

1. Develop criteria that will pre-qualify land as appropriate for residential development. Areas in the vicinity of the Town of Madison and other village areas are candidates for designation as residential growth districts.

2. Encourage that all future residential land divisions resulting in lots of less than three acres be located in areas where public water and sewer service either exists or can be reasonably accommodated.

3. Review densities in R-2 and R-3 zoning classifications in the Zoning Ordinance.

Affordable Housing

The supply of affordable housing in Madison County for both rental and home purchase continues to decline. The median price of homes sales as of mid 2010 far exceeds the pace of median household income. Median household income for the County (2010) is currently $61,500. Using this income figure a family would qualify for a $185,000 home based on current interest rates of approximately 5.5%. The current median sale price of homes is approximately $170,000 which puts most residential housing outside the reach of the average family, particularly the low to moderate income families that make up a large part of the workforce community.

Goal: Assure a wide variety of housing options that include increasing the supply of housing that is affordable to moderate-income and low-income households and the elderly, inclusive of both home ownership and rental opportunities.

Objective 1. Maintain an inventory of housing availability at different income levels, compare with county income demographics, and define areas of greatest need.

Major Strategies:

1. Designate an individual or subcommittee of the Planning Commission to create and maintain an inventory of housing availability at different income levels.

2. Link this housing individual/sub-committee to the pre-existing Rappahannock-Rapidan Regional Commission's Workforce Housing Task Group for support and to avoid unnecessary duplication of effort. Work with this group and others to seek annual reports relating to balance of housing availability and need.

3. Work closely with the Madison Elder Coalition to review retirement and assisted living housing needs.

4. Create a media campaign to change negative perceptions about affordable housing so that it will be seen as an asset to the County.

Objective 2: Balance the rural character and agriculture/forestal land use of the County with residential development (and re-development) necessary to supply these housing options.

Major Strategies:

1. Develop local government incentives, including regulatory and financial, to minimize or remove institutional barriers to housing affordability that limit the feasibility of workforce housing for both developers and consumers.

2. Modify zoning and subdivision ordinances to allow needs to be met both by making better use of existing housing stock and by facilitating affordable new construction:
    - Allow construction of accessory dwellings on existing housing lots
    - Allow apartments in homes that are currently single-occupancy by special use permit.
    - Review and modify parcel size requirements.
    - Enact high density or cluster zoning.
    - Encourage development of mixed-use districts.

- Encourage use of manufactured housing.
- Allow adaptive reuse for existing larger homes and buildings, to allow multi-family and work-force housing.

3. Increase enforcement of existing or adopt new codes.
    - Encourage the improvement of deteriorating properties so they are not lost from the available housing stock.
    - Prepare an improvement guide and financial assistance for interested owners.
    - Adopt and enforce the Property Maintenance provisions of the Building Code, to help administer larger rental units.

4. Increase supply of elderly housing with access to shopping and health care.
    - Conduct initial market demand estimates for retirement and assisted living facilities.
    - Work with the Madison Elder Coalition to review retirement and assisted living needs.

Objective 3: Support existing housing assistance programs. Build on the existing framework of housing assistance programs to promote responsible home-ownership.

Major Strategies:

Work with existing agencies like Rapidan Better Housing, Habitat for Humanity, Department of Social Services (DSS), Madison Emergency Services Association Inc. (MESA) and Skyline Community Action Partnership, Inc. (CAP) among others to promote housing improvement and rehabilitation.

- Help homeowners to identify and apply for available home improvement loan options.
- Identify grant funds for the same purpose.

Transportation—Route 29 Corridor

The Route 29 Corridor is the most appropriate location in Madison County for non-agricultural economic development. The County should reflect this fact in its policies and plans which should be designed to encourage and direct development in the Route 29 Corridor, not only to provide badly needed employment in the County and build a strong tax base, but also to restrain industrial, commercial and small-lot residential development in other areas of the County. The backdrop to much of the Corridor is also a valuable asset to the County. Plans for development along the Corridor should therefore consider and preserve, when possible, the natural scenic vistas.

Goal: Plan for the orderly development of the Route 29 Corridor, allowing business, commercial, industrial, institutional, recreational and residential development in appropriate areas, while preserving areas of open space for agriculture and protecting scenic vistas.

Objective 1: Promote industrial and commercial development in the Route 29 Corridor.

Major Strategies

1. Designate along both sides of Route 29, a *Highway Corridor Overlay District* for commercial, industrial, institutional, recreational, open space, agricultural and residential development with appropriate design standards and performance criteria for development within each area of the corridor.

2. Plan for the provision of public water and sewer in appropriate areas of the Route 29 Corridor.

3. Develop a marketing program to attract appropriate industries and businesses to the corridor.

4. Establish within the corridor sites with approved utilities and other infrastructure elements needed and desirable for industrial development.

5. Commission a contemporary local Route 29 Corridor Study.

Objective 2: Assure that industrial and business/commercial development in the Route 29 Corridor is carried out in accordance with relevant County ordinances and regulations, with careful review of proposed site development plans.

Major Strategies

1. Develop and adopt performance criteria to be used in approving sites proposed for industrial development in the Route 29 Corridor and in reviewing the development plans proposed for these sites. The performance criteria would include such items as lighting, setbacks, site coverage, building design and location, landscaping and screening, location and size of signs, and location and screening of parking, loading and storage areas. Be flexible when contrasting performance criteria against specifics of current ordinances.

2. Maintain a cautious and sensible approach regarding zoning and rezoning for commercial and industrial development in the Route 29 Corridor.

Objective 3: Require that access to activities along Route 29 be designed for maximum safety and minimum adverse effects on traffic flow.

Major Strategies

1. Continue a minimum of 900 feet between entrances on Route 29. Exceptions could be made for parcels only if no other means of access could be obtained due to topographical conditions such as rock formations or flood plain areas.

2. Explore opportunities to encourage the construction of service roads and shared access points for existing and future development.

3. Encourage the safe use of existing intersections for future development.

***Objective 4: Control future development along Route 29 corridor*. Protect the scenic quality of Route 29 and recognize the value of the view from the road. The County's concern with preserving the quality of life of its residents, as well as its desire to promote tourism, are major reasons for protecting the scenic quality of Route 29.**

Major Strategies

1. Encourage all new development to have increased setback distances, as practical, from the right-of-way line of Route 29. This setback will allow for appropriate landscaping and screening, reduce traffic noise impacts on the development, and provide for construction of access roads or for future highway widening.

2. Develop and adopt regulations for signs of all types; discourage the use of freestanding advertising signs in the Corridor.

3. Identify scenic vistas and develop a program for protecting their character.

4. Encourage the retention of trees within the Corridor and promote the planting of new trees to protect and enhance the visual quality of the Corridor.

Transportation—Generally

Critical to virtually all of Madison County's commerce, both present and future, is the county's transportation system. With no railroads or airports, Madison County depends entirely on its road/highway network for both intra-county and inter-county movement of people and goods. The emphasis of the County's provisions for future transportation service must be on this system, with development of other forms of transport unlikely for many years to come. The County's road/highway network is an important influence on County development patterns, and this aspect of the transportation system needs to be taken into account in all land use planning and development.

Goal: Plan for and encourage the development of a more efficient transportation system designed to facilitate the safe and convenient movement of people and goods within the county as well as between the county and other localities.

Objective 1: Establish a systematic and equitable transportation planning process to assure the County and county residents an effective voice in the identification, funding and scheduling of road and highway-improvements and new construction.

Major Strategies

1. Conduct an annual assessment of road improvement needs in order to update the County's Six-Year Secondary Road Plan.

2. Work closely with the Virginia Department of Transportation to secure needed road and highway improvements.

3. Analyze traffic consistent count statistics to identify design deficiencies.

Objective 2: Develop and implement a land use plan that makes optimum use of existing transportation facilities and avoids overloading those facilities, in order to prevent congestion, safety hazards, and unnecessary expenditures to increase capacity.

Major Strategies

1. Utilize the access guidelines associated with the various Department of Transportation road classifications in the review and approval of development proposals.

2. Require the use of service roads and shared access to arterial and high-volume collector roads to increase the distance between entrances in order to sustain a reasonable level of traffic flow and prevent accidents.

3. Require the dedication of the planned right-of-way by developers and individuals requesting approval to subdivide or build on land adjacent to a public road to assure standard width from the center line of public roads.

4. Continue a minimum of 600 feet between entrances on Routes 230 and 231, increase Rt. 15 requirements to 900 feet between entrances and maintain the 900 feet requirement on Rt. 29. Exceptions are only allowed for parcels due to topographical conditions, such as rock formations or floodplain areas.

5. Continue to limit 4 lots on a private road to reduce the volume of automobiles accessing from private entrances.

Objective 3: ***Promote ridesharing, vanpooling, bikeways, and public transportation as options to reduce traffic volumes and expand the transportation alternatives available to local and regional commuters.***

Major Strategies

1. Support VDOT efforts to develop commuter park-and-ride lots in the vicinity of Route 29, Route 230, Route 662, the Leon, Oak Hill, Shelby areas and Town vicinity.

2. Participate in regional programs to encourage ride sharing.

3. Devote special attention to the task of developing ways to meet the basic transportation needs of the elderly and disabled persons of the County.

4. Plan for and implement bicycling lanes and paths on new development.

5. Encourage local commuting by bicycle by connecting private bicycling lanes and paths with public access lanes.

6. Encourage and install bicycle parking facilities at public and private structures.

7. Support a system of public transportation.

Objective 4: ***Develop, with the cooperation of landowners, a program to promote a quality of development that preserves or enhances the view from the road to establish a positive image for the county and undergird tourism; such a program may include:***

Major Strategies

1. Encourage the retention of trees and wooded areas along roads and highways and the planting of trees and shrubs.

2. Encourage efforts to maintain the scenic qualities of Route 231, now officially designated a Virginia Byway, including anti-litter drives, the voluntary placement of properties under scenic easements, and other efforts to maintain the scenic qualities of the Byway.

3. Prepare and adopt development standards for the scenic view areas along roads and highways, as identified on the Comprehensive Plan Map. The intent of these standards would be to permit development in accordance with guidelines that protect against

construction of a type, size, or character that would not be in harmony with the existing landscape.

Goal: Recognize and plan for the correlation between new land use development and the existing highway systems that will support them.

Objective: ***Require new land uses to improve existing highway systems in relation to the added impact of new development.***

Major Strategies:

1. With the assistance of VDOT staff, require any new development to provide traffic studies detailing specific impacts to the public access system.

2. Design impact thresholds where road improvements will be required to be added by the private sector.

Public Utilities

Communication and Energy Utilities

From time to time, other public utilities such as electric power companies, communications companies, and natural gas suppliers undertake the construction or expansion of their facilities. The County needs to be made aware of any such projects that affect land use and public services within the county, so that constructive efforts can be made to offset adverse impacts.

Goal: Assure that the actions of publicly regulated energy, gas transmission and distribution companies and communication companies, including cable TV and wireless communications companies, are consistent with and supportive of the County's Comprehensive Plan.

Objective 1: ***To prevent disruption of land use activities by utility transmission and distribution building and facilities.***

Objective 2: To minimize the intrusion of utility facilities and equipment on the scenic qualities of Madison County.

Major Strategies:

1. Establish effective, continuing relationships with utility management in order to achieve coordination in planning, design, and development of utility facilities that will have an impact on Madison County.

2. Require utilities to conduct public information and hearings procedures in the county at times and places convenient for county residents on all proposed facility construction or expansion projects affecting land use within the County and scenic qualities of the County.

3. Support the development and implementation of high speed communication services to all county residents. A glance at a map of existing communications towers shows that the majority of such facilities serve only a fraction of Madison County. The current distribution of these facilities demonstrates an absence of regard for the needs of the entire population of Madison County. It is urged that a strategy be adopted to address these needs. This should be the result of a process designed by the Board of Supervisors to draft and maintain a Technology Plan, which would contain the following sections:
    1. Current environment assessment within the County
    2. Vision for the future
    3. Strategy for reaching that vision
    4. Government business process
    5. County infrastructure
    6. Organizational accountability
    7. Key department functions

    This Technology Plan would have as its purpose identification of the most efficient and effective manner of serving the entire county for the present and foreseeable future.

4. Explore possibilities of having more communication tax returned to the County in lieu of recent legislation.

Water and Sewer Utilities

Individual private wells and drainfield disposal systems are considered to be suitable only for properties of at least two acres. Future land divisions at higher densities will be required to locate in areas that can be served with public water and sewer systems. Such systems will either be constructed by the Rapidan Service Authority (RSA) or built by developers to RSA specifications. Implementation of this policy is intended to reduce the risk to property owners of being unable to find a replacement well or drainfield site. It is also intended to enable public utilities to be provided at reasonable cost.

Goal: Assure the provision of adequate, safe water supply and sewage collection, treatment and disposal for new development.

***Objective l*: *Plan for the majority of new, high-density development to occur in a pattern that is capable of being served by central water and sewer systems at the lowest possible cost consistent with other County goals and objectives*.**

Major Strategies:

1. Designate areas where residential development will be encouraged, and coordinate with RSA concerning the provision of public water and sewer service in these areas.

2. Require that all public water and sewer systems be built to RSA specifications and operated by RSA.

Goal: Protect groundwater and surface water from excessive use and from contamination.

***Objective*: *Encourage education on the application of all land applied nutrients*.**

Major Strategies:

None.

Community Services and Facilities

Madison County continues to face challenges to provide adequate and appropriate public services from buildings of varying age and suitability, trying to accommodate the various County programs. In recent years the County has focused its construction expenditures on updating and adapting its existing buildings. Facilities for the General District Court are located in the War Memorial Building, on the first floor. The Juvenile/Domestic Relations Court is located on the lower floor of the newly remodeled Courthouse. The Circuit Courthouse was renovated and expanded, with the work completed in 2011. The Madison Elementary School has been converted to offices for the School Board. The Madison Administration Building contains offices for the County Treasurer, Commissioner of Revenue and the County Auditorium. The old School Board Building on Thrift Road serves as offices for the Board of Supervisors, Finance Officer, County Administrator and the General Registrar. The Zoning Administrator and the Building Official's offices are now located at 538 S. Main Street (Formerly known as ABC Building).

In 2011-12 The School Board and Board of Supervisors for the first time worked together to prepare and approve a joint Capital Improvements Plan, which lists school and county buildings and facilities that require improvement over the next five years. Additions have been made to several buildings. The 2012 Capital Improvement Plan does not call for the building of any new schools.

There is a need for satellite fire and rescue stations. There is a need to serve the Brightwood-Leon area and the Wolftown area. There previously was a satellite rescue squad station in Etlan,

however, that no longer exists and as a result there is a need for a fire station to serve the Banco-Criglersville-Syria-Etlan area. Other areas (such as Locust Dale or Rochelle-Uno) may have a similar need.

Goal: Assure that public facilities and services are provided consistent with the needs of the whole County and within the County's fiscal capabilities.

Objective l: Locate facilities that have a Countywide service area in or adjacent to the Town of Madison until satellite facilities are realized.

Major Strategies:

1. Identify sites or specify site requirements for new public facilities.

2. Identify and make maximum use of all County owned property.

Objective 2: Develop a public facilities financing program to address new construction and major renovation needs.

Major Strategies:

1. Update the five year Capital Improvement Plan annually to assure that it is implemented and that it can respond to new situations.
2. Continue to seek legislative authorization to enact development impact fees to finance public facility and service needs.

Objective 3: Make maximum use of existing County buildings and land to meet public facility and service needs.

Major Strategies:

1. Identify service and facility needs that should be met in the next five years and establish priorities for financing and completing needed construction, renovation and space adaptation. This effort should involve all public entities within the County. Implement the master plan with set goals and agenda for development of the Hoover Ridge property.

2. Encourage the School Board and the Board of Supervisors to work together to optimize facility operation. School Board and Board of Supervisors should meet jointly twice per year.

Objective 4: Promote the preservation and protection of historic and architecturally significant public buildings, being flexible to adapt these buildings to contemporary uses while preserving their exteriors.

Objective 5: Continue to provide a recycling program and encourage citizen participation.

Major Strategies:

1. Continue to maintain and possibly expand the recycling program in an effort to meet or exceed that percentage mandated by the Commonwealth of Virginia.

2. Explore possibilities as situations change to participate in regional efforts to secure markets for recyclable materials.

Objective 6: Continue to maximize use of the Waste Transfer Station, being aware of the needs of all County citizens while promoting financial stability.

This is certified to be a true copy.

Betty C. Grayson

Betty C. Grayson
Zoning Administrator