

MADISON COUNTY

Comprehensive Plan

2006



THE MADISON COUNTY, VIRGINIA COMPREHENSIVE PLAN

(2006)

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COMPREHENSIVE PLAN 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 as follows:

- 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.

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INTRODUCTION

The Comprehensive Plan announces to the public what visions the Planning Commission and Board of Supervisors have for the County's future. It is the result of the efforts of the Madison County Planning Commission and Board of Supervisors, who have been guided by the concerns and viewpoints of the local citizens.

The structure of the Comprehensive Plan is guided by Title 15.2, Chapter 22, Article 3 of the 1950 Code of Virginia as amended. These statutes establish the basic framework and format for the Comprehensive Plan, as well as its legislative purpose, limitations, and review process.

From a land use standpoint, the plan is designed to give direction to the continuing public and private decision-making process so that the most logical and reasonable arrangement of appropriate land uses can be implemented. The economical provision of public facilities and services is also a major concern of the Comprehensive Plan. The resultant Capital Improvements Program will give the County's citizens a clear picture of the County's financial plans for the near future.

In order to be effective, the plan must balance the needs of all sectors of the population. 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 can be viewed in light of the overall plan.
- Use permits, rezoning requests, erosion control programs, subdivision plats, and site plans can be reviewed in a comprehensive context.
- Programs for public expenditures can be undertaken in a more logical way, based on formally adopted goals and objectives.
- The awareness of social, employment, and recreational values as expressed in the plan will lead to the provision of a wide variety of housing, employment and recreation choices to accommodate the needs of every citizen.
- Natural resources, scenic vistas, recreation areas, floodplains, and features of historical and architectural significance can be more effectively preserved.

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 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 were approved in 1989, 1995 and 2001.

THE PHYSICAL ENVIRONMENT

Geology

Madison County lies within two geological provinces. The Blue Ridge province extends from the crest of the Blue Ridge Mountains southeastward to the foothills where it merges with the Inner Piedmont. The width of this eastern slope ranges from six to seven miles; elevations range from 4,049 feet at Hawksbill to 800 feet at the edge of the Piedmont. The steep gradient of the eastern slope has created several waterfalls in the weathered greenstone. The rocks of the Blue Ridge are primarily crystalline rock of metamorphic and igneous origin.

The Piedmont province is a belt of rolling hills that extend from southern New York to Alabama, lying west of the sedimentary deposits of the Coastal Plain and east of the Appalachian Highlands provinces. In Madison County, the Blue Ridge merges into the Inner Piedmont as the mountains approach the 800-foot contour and the slope gradients lessen. Piedmont elevations range down to 298 feet at the Rapidan River. There are several mountainous ridges in the Piedmont detached from the main Blue Ridge: Mitchell's Mountain, Dulaney Mountain, Deal

Mountain, Garr Mountain, Lost Mountain, and Thorofare Mountain. Aside from these monadnocks, the Piedmont is a mature plateau with relatively low surface relief. The major streams have small floodplains that extend back into the marginal zone between the Piedmont and the Blue Ridge. The rocks of the Piedmont are primarily resistant crystalline metamorphic rocks. The soils of the Piedmont are generally deep, indicating a long weathering process and moderately slow removal of weathered material. The soils of the Blue Ridge, in contrast, are subject to rapid erosion and are generally less deep.

The Piedmont is interrupted by the Triassic Lowland, a gentle rolling plain that extends from New York to Virginia. The lowland ranges from one to two miles in width through Madison County and has relatively low relief. The rocks of the area are sedimentary sandstone and shale intruded by igneous formations of trap rock which appear as long low ridges breaking the plain. The northeasterly course of the Rapidan River from Liberty Mill to Rapidan Station follows the trend of the Triassic formations. Near Madison Mills the valley walls are steep, and bluff-like features are present.

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.

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 table shows the suitability of each soil association to development, agriculture and forestry. The map on the next page shows the locations of each association in Madison County.

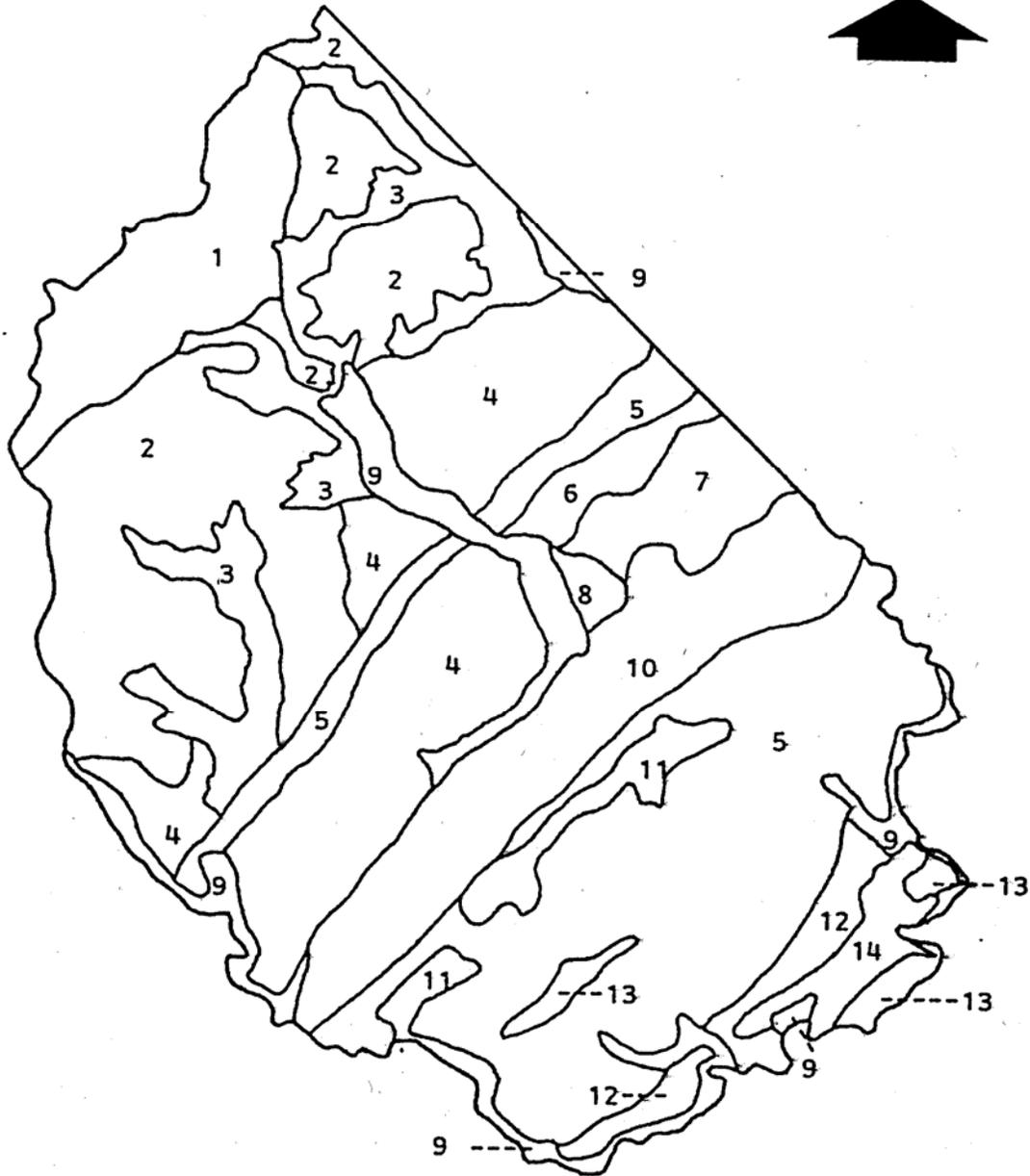
Table 1

Soil Suitability

Suitability For:

<u>Association Name</u>	<u>Number</u>	<u>Building</u>	<u>Farming</u>	<u>Forest</u>
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

MADISON COUNTY



SOIL ASSOCIATIONS

- | | | | |
|---|-------------------------------|----|---------------------------|
| 1 | Myersville - Catoctin Basic | 8 | Hiwassee - Wickham Clayey |
| 2 | Porters - Rockland Acidic | 9 | Chewacla - Codorus Cobbly |
| 3 | Tusquitee - Unison | 10 | Cecil - Louisburg |
| 4 | Brandywine - Lloyd | 11 | Lloyd - Elioak |
| 5 | Elioak - Meadowville | 12 | Fauquier - Catoctin |
| 6 | Brandywine - Eubanks Gravelly | 13 | Davidson - Zion |
| 7 | Brandywine - Meadowville | 14 | Rapidan - Penn - Bucks |

TOPOGRAPHY

Elevation

Madison County has its lowest elevation (298 feet) at the Rapidan River along the County's southeastern boundary. The Piedmont rises gradually to the northwest towards the foot of the Blue Ridge. The Town of Madison, near the center of the County, has an elevation of 598 feet. Several small mountains (listed in the Geology section) stand apart from the Blue Ridge, interrupting the relatively low relief of the Piedmont.

The Blue Ridge starts at approximately the 800-foot contour. At that elevation, the relief becomes much more pronounced, rising rapidly to an elevation of 4,049 feet at Hawkshill, the crest of the ridge. The slope is interrupted by long stream valleys that have cut deeply into the mountains.

Slope

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

Extensive floodplains have been mapped on the Robinson and Hughes Rivers, and substantial development has taken place within these floodplains at Syria, Criglersville, Banco, and Etlan, including the elementary school at Criglersville. Development in floodplains is discouraged unless it is flood-proof or water-related.

The Rapidan floodplain is relatively constant in width along its course and little development has taken place within its limits. The Rapidan has high scenic and recreational value, and its conservation should be encouraged.

On June 27, 1995, a flood caused many landslides which occurred in the Graves Mill and Criglersville area. Before building in these areas, there is a map which is available in the Madison County Zoning Office which was prepared by the U.S. Department of Interior and the U.S. Geological Survey to inform future land owners of the slide areas.

WATER RESOURCES

Groundwater

Groundwater is the primary source of water in Madison County. 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.

In Madison County, weathered and stratified rocks (sand and gravel) are better for entry, retention, and movements of ground water than are the massive igneous and metamorphic rocks (granite, gneiss, and basalt). Most of the wells in the County are shallow and have low yields; 80 percent are less than 200 feet deep with yields of less than fifteen gallons per minute. They are primarily for domestic and farm use. On the eastern slope of the Blue Ridge, yield varies greatly: wells less than 100 feet deep normally yield between one and ten gallons per minute; wells between 100 and 200 feet yield one to twenty gallons per minute. In the Piedmont, wells obtain water mostly from joint, cleavage, and fracture openings. The contact zones between granitoid masses and schistose and phyllitic rocks are the most common locations for accumulations of water.

The sedimentary rocks of the Triassic Lowland in the eastern part of the County form a deep aquifer or water-bearing layer of rock. The static water levels are within 50 feet of the ground surface. Contacts between the sedimentary rocks and igneous intrusions are very good sources of groundwater.

The chemical quality of groundwater in the County is generally good. The water is low in dissolved solids and generally soft to moderately hard. However, the water generally contains some iron and its low pH tends to cause corrosion of pipes.

Watersheds and Surface Water

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.

The County is divided primarily into two watersheds, the Robinson and the Rapidan. The entire Robinson watershed lies within the boundaries of Madison County, giving the county total control of its water, while the Rapidan watershed extends into Greene and Orange Counties. From a land use standpoint, autonomy over impoundment and use of the water is a significant advantage.

Two stream gauging stations located at the US 29 bridge on the Rapidan and near Locust Dale on the Robinson River, report cubic feet per second flows of 53 and 90, respectively. Both rivers have highly variable flows, however, and are subject to very low flows during extended

periods of drought. Discharge measured on the Rapidan River where it leaves Madison County has varied from a maximum of 58,100 cubic feet per second to a minimum of 2.1 cubic feet per second.

The quality of surface water in the area is generally good. The water is soft and the headwaters, most of which are located in the Shenandoah National Park, are relatively free of pollutants.

Beautiful Run Watershed Project

The Beautiful Run Watershed project in Madison County was authorized under Public Law 566 in September, 1962. The watershed consists of 13,800 acres of farmland. The project was sponsored by the Culpeper Soil and Water Conservation District. Eight flood-retarding structures have been completed at a cost of \$457,325 (1962 dollars). These eight structures were made possible by nineteen landowners who donated easements valued at an estimated \$47,000. These flood-retarding structures have the capacity to contain 974 acre-feet of floodwater. They release storm-water automatically after rains have ceased. The project was completed in September, 1977.

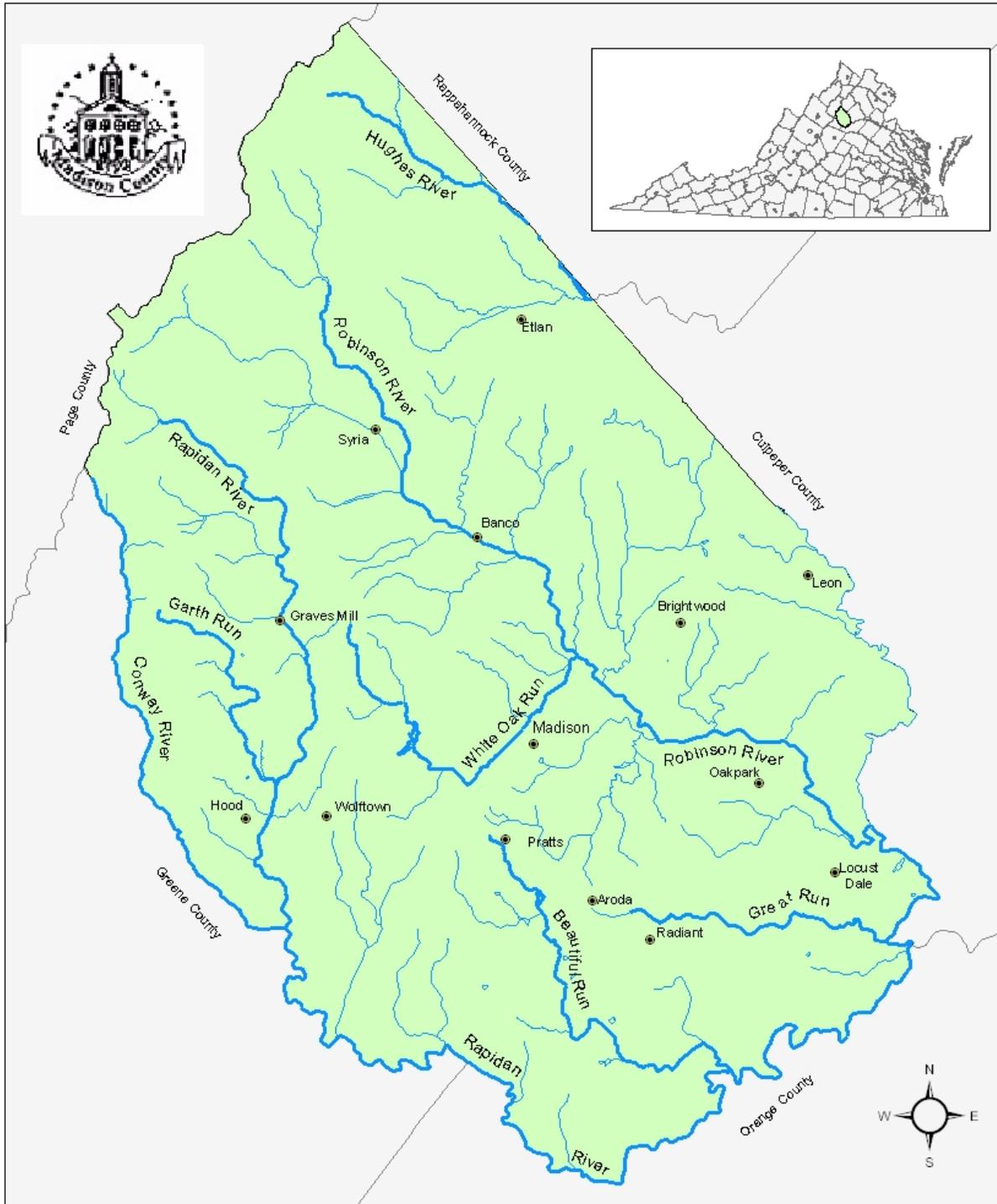
There are approximately 100 farms in this watershed. The accelerated application of best management practices, such as crop rotation, contour strips, minimum tillage and crop residue utilization has been a great aid in retarding the loss of soil and water. Two floods, each resulting from 9-12 inches of rainfall in 36 hours, occurred in this area in 1972. Less downstream damage occurred than normally would have been expected from one-half that amount of rainfall.

White Oak Run Watershed Project

This project was authorized in September 1962. The area consists of 11,130 acres of farmland. The project was sponsored by the Town of Madison and the Culpeper Soil and Water Conservation District. Principal problems before project implementation were floodwater and sediment damage to agricultural land and fixed improvements and a critical shortage of municipal water supply. This project was completed in 1969 at a total cost of \$145,000. Approximately one-third of this cost was paid by the Town of Madison and two-thirds from federal funds.

This structure has the capacity to contain 835 acre-feet of floodwater, which it releases automatically after rains have ceased. Approximately five miles of drainage channels were improved to reduce flooding.

Rivers and Streams of Madison County



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.

The altitude causes a significant difference in climate. Temperatures drop approximately three degrees per thousand feet increase in altitude and vary by as much as ten degrees across the County. Rainfall is considerably higher in the mountains.

Temperature

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.

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. Amounts vary greatly from year to year.

Monthly precipitation ranges from more than 4 inches in summer to about 3 inches in fall. 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 5,000-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.

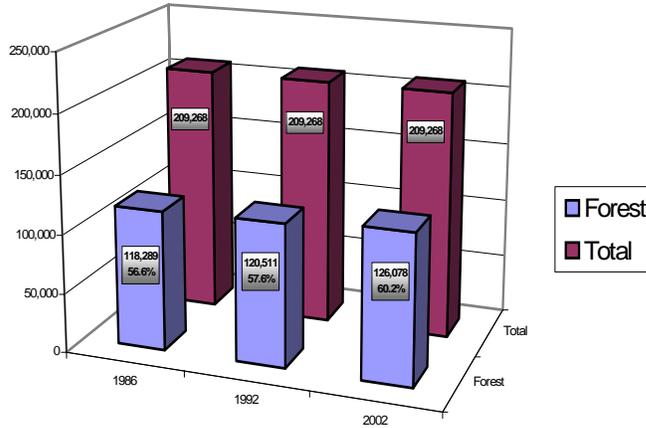
In general, southerly and northwesterly winds are about equally frequent over the County. Northwesterly winds prevail in the winter and southerly winds in summer. The average monthly windspeed ranges from about 7 miles per hour in August to about 11 miles per hour in March. Winds are usually lightest early in the morning and strongest early in the afternoon.

FORESTS

Madison County, according to a 2002 Virginia Department of Forestry Survey, had 126,078 acres of forest cover, 60.2% of the County's total land area (see Table 2). This represents an increase of over 5,567 acres from 1992. Of the 73,299 acres total in timberland cover, 59,799 acres are controlled by private landowners. This represents an overall decrease of 14,960 acres (15%) and a decrease of 20,775 (24%) in private timberland acreage. In summary, forestland is remaining relatively constant, while our acreage of working forest is declining.

Table 2

FOREST COVER
Acres

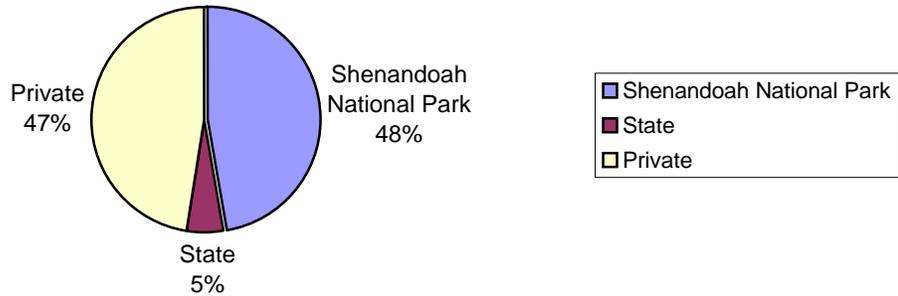


Source: Virginia Department of Forestry 2002 Forest Inventory

Public ownership of timberland accounts for the majority of the ownership of timberland in Madison County, with farmers, private corporations and private individuals owning 47% of the land. The Commonwealth of Virginia owned 5% of timberland, mostly game management land (see Table 3).

Table 3

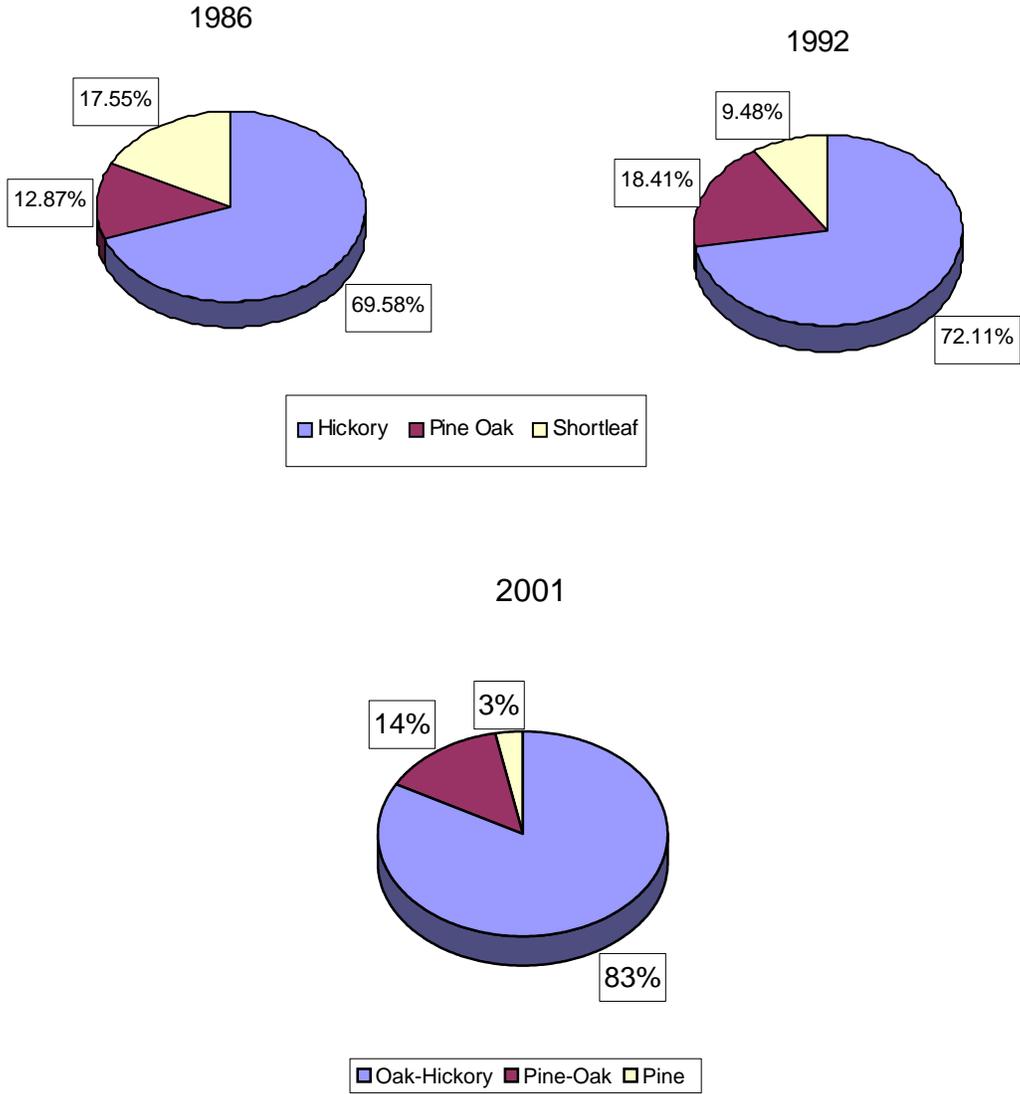
Ownership of Timberland 2001
(In Acres)



The predominate commercial forest type in Madison County is Oak-Hickory (see Table 4).

Table 4

**Type of Timberland
1986, 1992 & 2001**



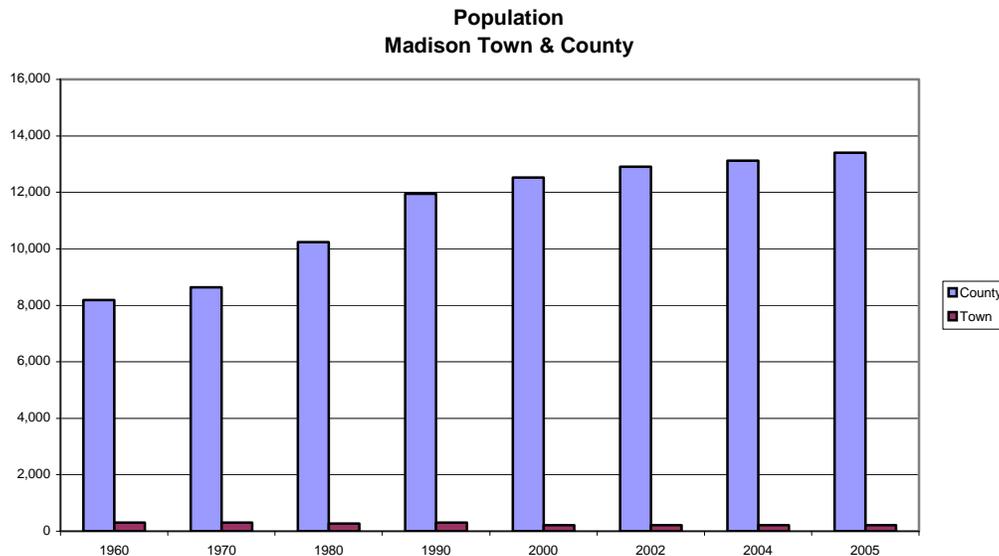
POPULATION

Historical Trends

The population of Madison County in 2005 was 13,398, according to the U.S. Census Bureau estimate. This figure represents a growth rate of 7% since 2000. Historically, between 1920 and 1960, Madison County's population declined, falling from 9,595 in 1920 to 8,187. In the 1960's, the County witnessed a 5.5% growth in population. The 1970 to 1980 growth rate was 18.5%, over three times what had occurred during the previous ten years. Between 1980 and 1990, the County's population grew 16.8%, a slightly lesser rate than in the previous decade. The County's increase of 9.7% between 1990 and 2005 shows a slowing of growth compared to the population explosion of the 1970's and early 1980's. This growth was considerably less than the average for Planning District 9, which had an overall average annual growth rate of 15.6% from 1990 to 2000.

While the County population has been increasing at a slow pace, the Town of Madison had a 31.6% decrease in population between 1990 and 2000. In 2000, the population of the Town was 210. A 2005 U.S. Bureau of the Census estimate indicated a Town population of 213, a 1.4% increase since 2000. (See Tables 5 and 6)

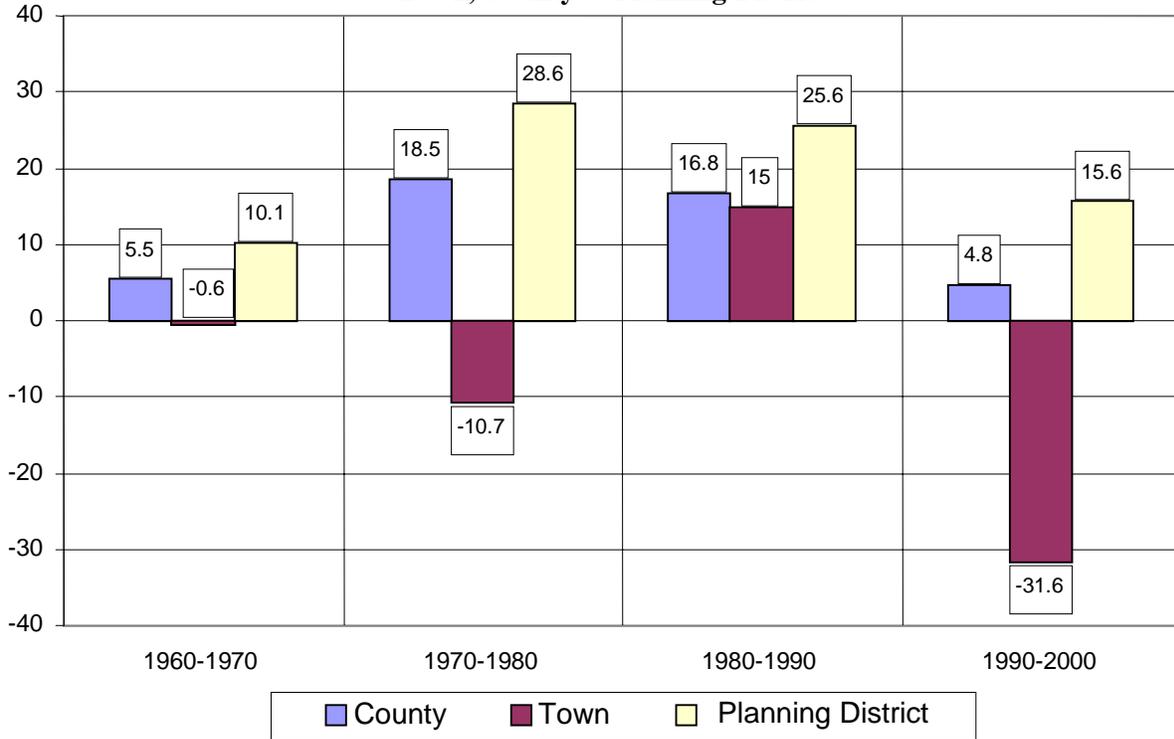
Table 5



Source: U.S. Bureau of the Census, Population Division, 2000 Census of Population and Housing.

Table 6

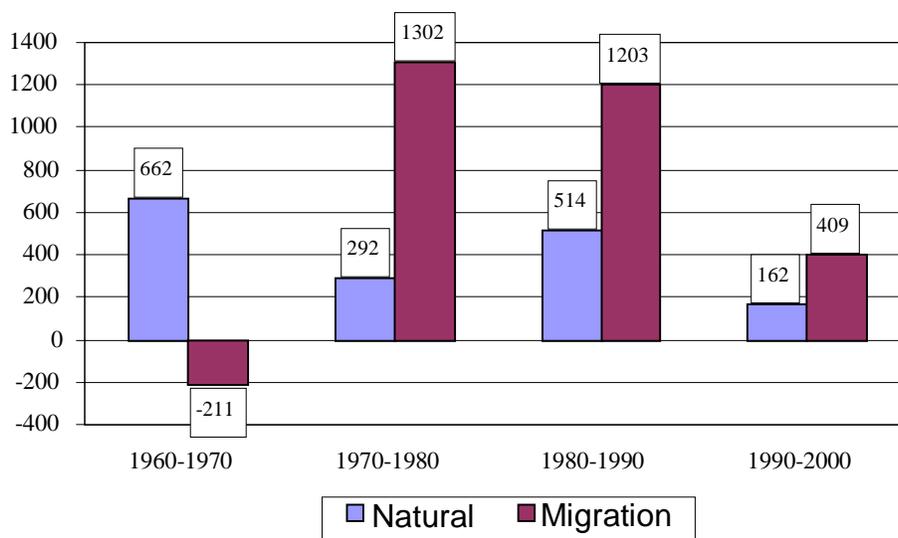
**Percent Population Change
Town, County & Planning District**



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

The Rappahannock Rapidan Regional Commission's analysis of the 2000 census indicates that net in-migration was the County's dominant population growth factor from 1990 to 2000. Of the total population increase in Madison County during this period, 70% can be attributed to net in-migration. This proportion was only 4% less than that experienced by all of PD 9 during the 1980's. It was a trend first witnessed between 1970 and 1980 and a complete reversal from the 1960-70 decade in which all of the increase in Madison County's population was by natural increase. Then, there was a net out-migration from the County (see Table 7).

Table 7
Components of Growth



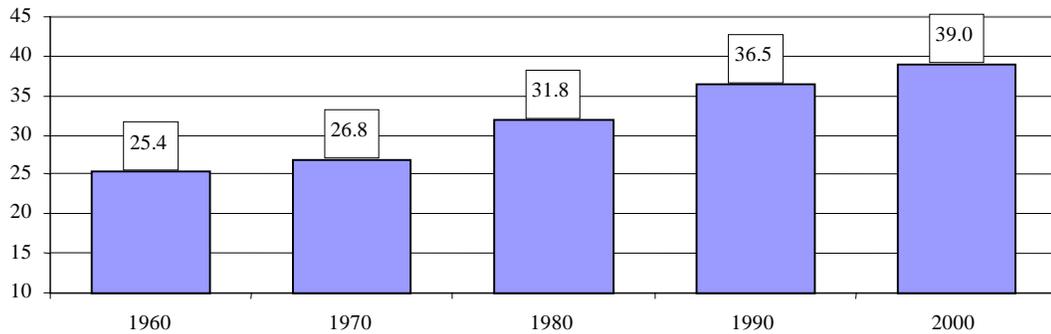
Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

Population Density and Concentrations

The density of the population over Madison County's 321.42 square miles was 39.0 persons per square mile in 2000. (Using the U.S. Bureau of Census' 2005 estimate, the County's density would be 41.7 persons per square mile.) This represents a substantial increase over population densities in the County from 1950 to 1990 (see Table 8). By comparison, however, the population density of Planning District 9 in 2000 was 68.8 persons per square mile.

The Town of Madison has the highest population concentration in the County. Because the area of the Town is only 0.22 square miles, its 2000 population density was 961.4 persons per square mile and in 2005, it was estimated to be 968.18 persons per square mile. The Town contained 1.7% of the County population in 2000, less than the 2.56% in 1990 and below the 2.6% reported in 1980.

Table 8
Population Density
Persons per Square Mile



Source: U.S. Bureau of Census 2000 Census of Population and Housing

Characteristics of the Population

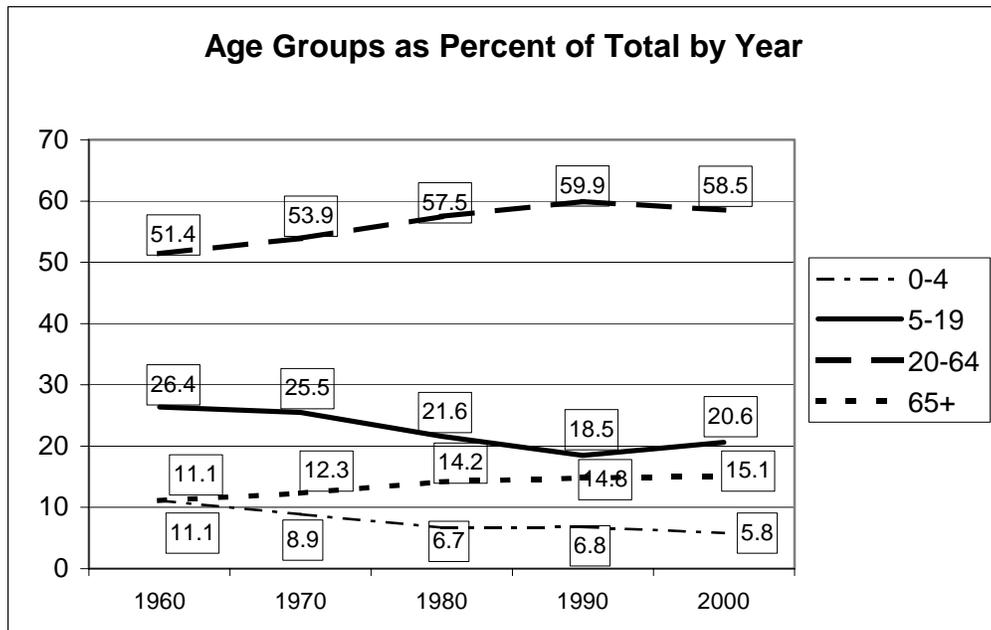
From 1950 to 1970, males outnumbered females in the County, a situation that was reversed by 1980, when there were 268 more females than males, and continued into 1990 when females outnumbered males by 225. In 2000, there were 6,099 males and 6,421 females in the County. This trend appears to continue in 2004, where there are estimated to be 6,427 males and 6,707 females in the County. Much of this can be accounted for in the 65 and over age group, where females outnumbered males by 167 in 1980, 251 in 1990, 195 in 2000 and by an estimated 136 in 2004.

There was a significant decrease in the proportion of the population 5 to 17 from 1960 to 1990. Also notable is the very large increase in the 18 to 64 age group from 1960 to 1990. A closer examination of particular population components shows that the preschool age population steadily decreased in the County from 1960 to 1980, then leveled off and posted a modest increase from 1980 to 1990. As a result, the proportion of pre-school age population in the County fell from 11.1% in 1960 to 6.7% in 1980, remaining fairly constant to 1990.

In 2000, the under 5 age population was 5.8%, a further drop. While the school-age population increased slightly from 1960 to 1990, its proportion of the population fell from 26.4% to 18.5%. In 2000, that number had increased again to 20.6%. Over the same period the elderly population of the County increased dramatically, with its proportion of the County's total population rising from 11.1% to 14.8%. In 2000, the population of citizens 65 and over was 15%. Similar trends are revealed with the 2004 estimates, with 5.5% of the population 0-4 years old, 19.5% 5-19, 59.5% 20-64 and 15.5% 65 or older. As a result, the median age of Madison County's population has risen by nearly 12 years from 1960 to 2002 to 40 years (see Tables 9 and 10).

Table 9

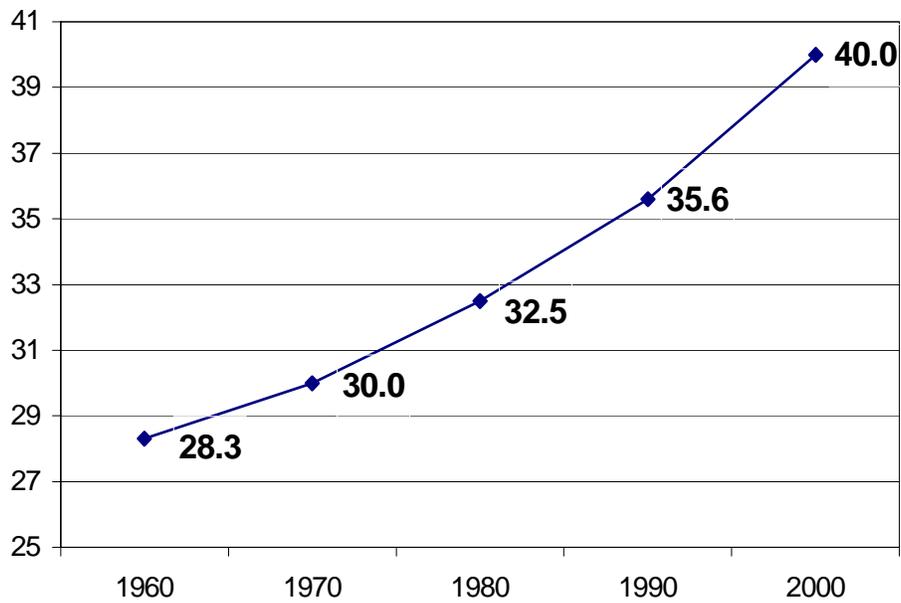
POPULATION COMPONENTS



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

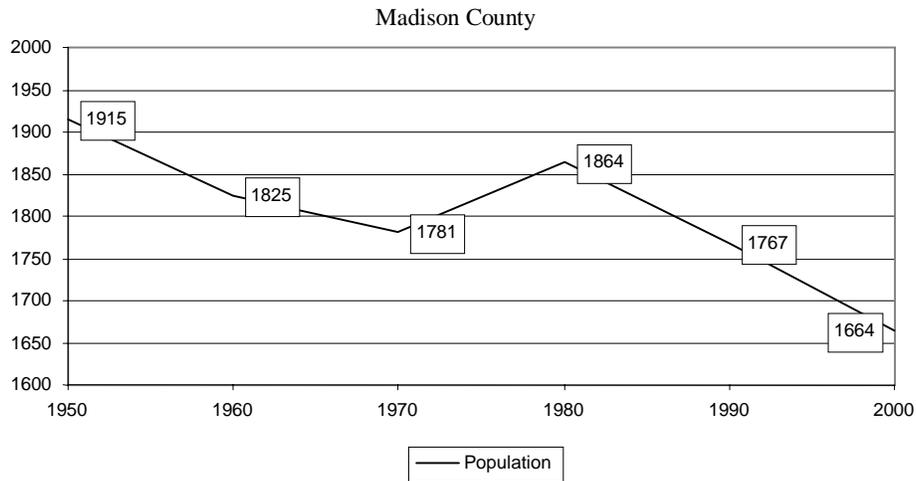
Table 10

Median Age of Population



The decline in the number of non-white residents in Madison County from 1950 to 1970 was reversed in the 1970's. The non-white population increased from 1,781 in 1970 to 1,864 in 1980. Despite this increase, the non-white population fell from 1980 to 2000. As a percentage of the total population, non-whites represented 13.3% in 2000 compared to 19.8% in 1990.

Table 11
Non-White Population



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

Population Analysis

Over the thirty-year period from 1970 to 2000, the most important demographic trend in the County has been in-migration. Some of the new residents are professionals who commute to the metropolitan areas near the County. Also contributing to this growth are retirees, largely from the Washington, D.C. metropolitan area. A third factor contributing to in-migration is the increasing number of new jobs created in Central Virginia.

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. Growth based on in-migration requires additional water supply and land for housing, competing with agriculture for two scarce resources.

Even distribution of the population across the County compounds the problem. Concentrating the population around established growth centers would ease the conflicts between agriculture and development.

Population Projections

Although difficult to develop because of the number of complex variables involved, population projections are important to the comprehensive planning process. Projections establish an idea of the County's future population size, composition, and rate of growth. Population projections are further necessary to plan for future community programs and services.

The two primary components of population change are births vs. deaths and in-migration vs. out-migration. Many factors affect these determinants, including the following:

1. The general physical environment and amenities of the area.
2. The health of the local population.
3. The age of the local population.
4. The fertility rate of the locality.
5. The regional setting of the locality.
6. Employment opportunities and type of employment in the locality.
7. Income and wealth of the locality.
8. Public facilities and services available in the locality.
9. The cost and availability of housing in the locality.
10. The tax rate and tax structure of the area.
11. Growth occurring in adjacent localities.

All of these factors are important to projecting population changes. Unfortunately, these factors are difficult to determine and are subject to rapid change. Nevertheless, a range of assumptions can be made about a locality's population trends, and projections can be based on these assumptions.

The Virginia Employment Commission's State Data Center has published population projections for each County in Virginia. The Center estimates that Madison County's population will grow from 12,520 in 2000 to at least 16,900 by 2030.

Madison County Population Density

Population data from 2000 Census, by Census Block

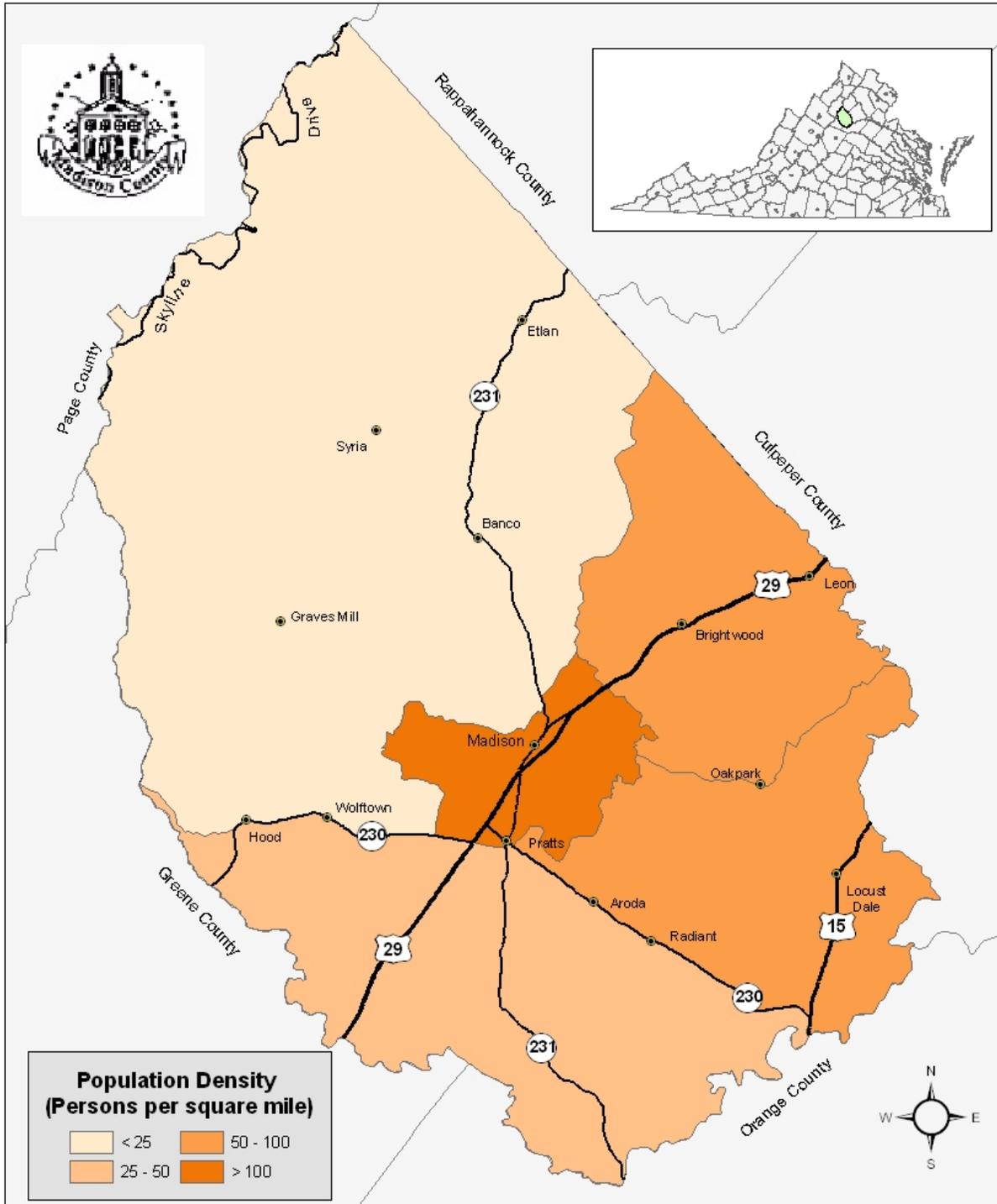
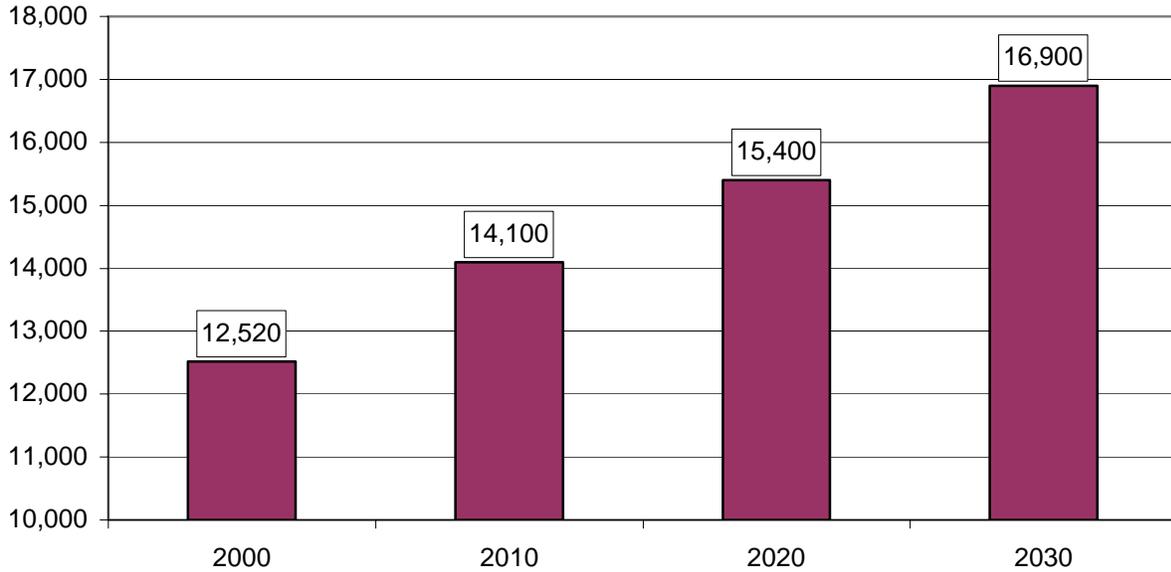


Table 12

**Madison County Population
2000 & 10 Year Projections**



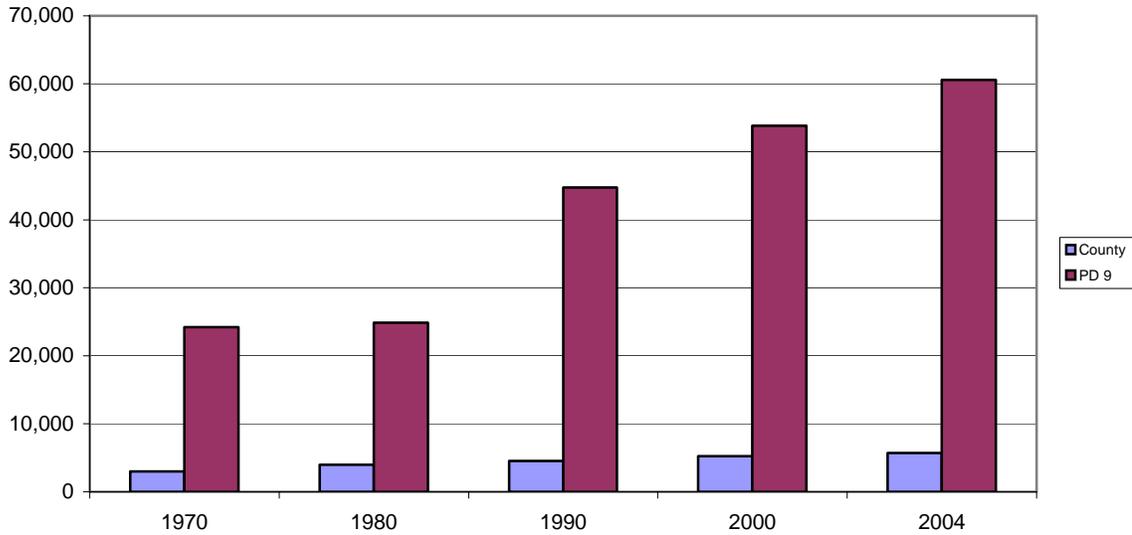
Source: Virginia Employment Commission, State Data Center.

HOUSING

Historical Trends

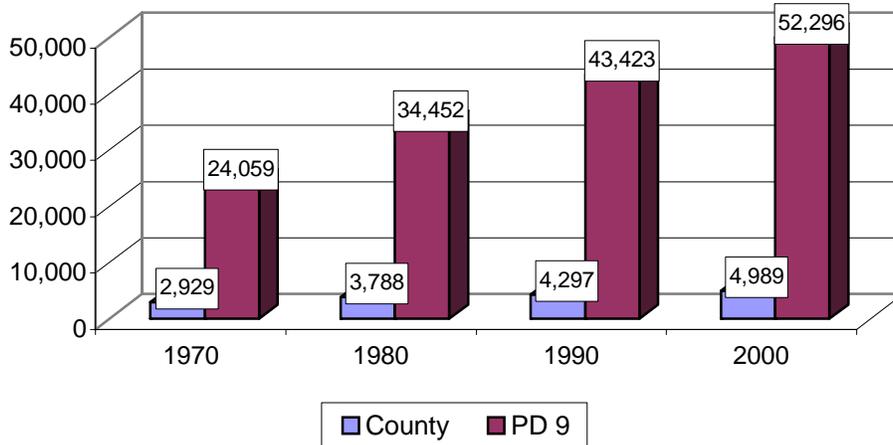
Madison County's total housing units and total year-round housing units grew steadily from 1980 to 2005. Total housing units increased at a higher rate than year-round housing units, which indicates an increase in seasonal housing. Both rates were considerably lower than the growth rates for the planning district (see Tables 13 and 14).

Table 13
Total Housing Units



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

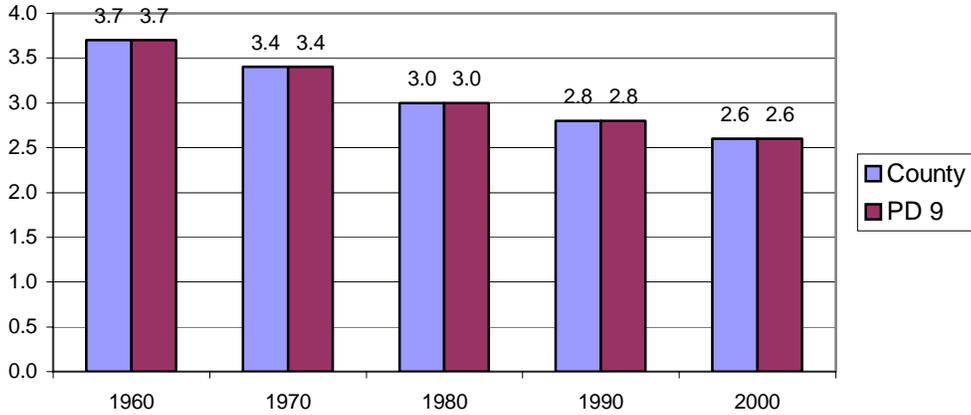
Table 14
Year-Round Housing Units



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

The average household size in Madison County, like that of the planning district as a whole, fell from 1960 to 2000. As Table 15 shows, the figures paralleled those of PD 9, decreasing over the period from 3.7 to 2.6.

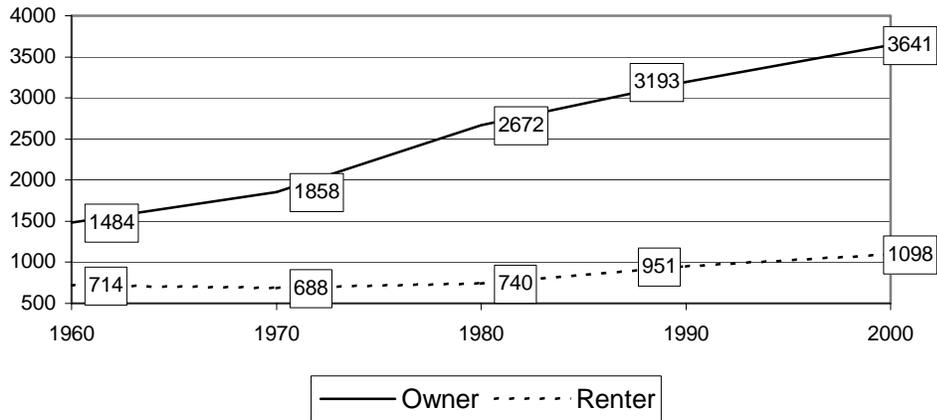
Table 15
Average Household Size



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

The percentage of housing units that were occupied increased from 79% in 1960 to 91% in 2000. The percentage of total occupied units that were owner occupied increased steadily from 68% to 78% between 1960 and 1980 but fell back to 77% in 1990. In 2000, the percentage of owner occupied units remained steady at 77%.

Table 16
Owner & Renter Occupied Units

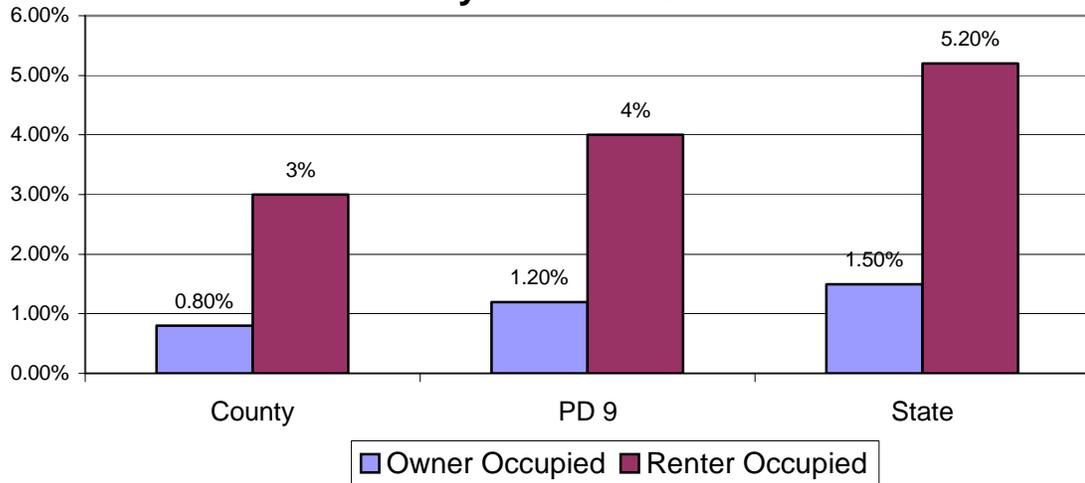


Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

Housing Availability

Vacancy rates for both owner- and renter-occupied units were substantially lower in Madison County than in the planning district and in Virginia in 2000. As indicated by Table 17, and was the case in 1980 and 1990, figures indicate a comparatively tight housing market in Madison.

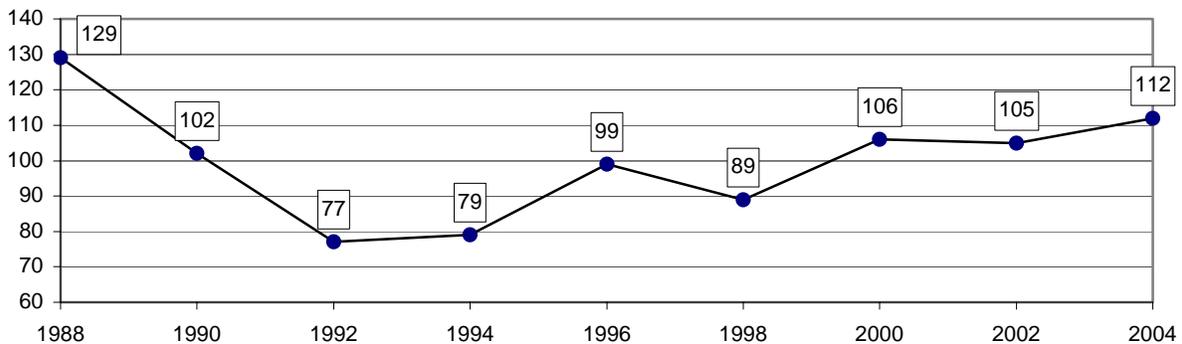
Table 17
Vacancy Rates 2000



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

As indicated in Table 18, residential building permits have remained relatively steady since 2000.

Table 18
Building Permits
Single-family Residential Units Authorized

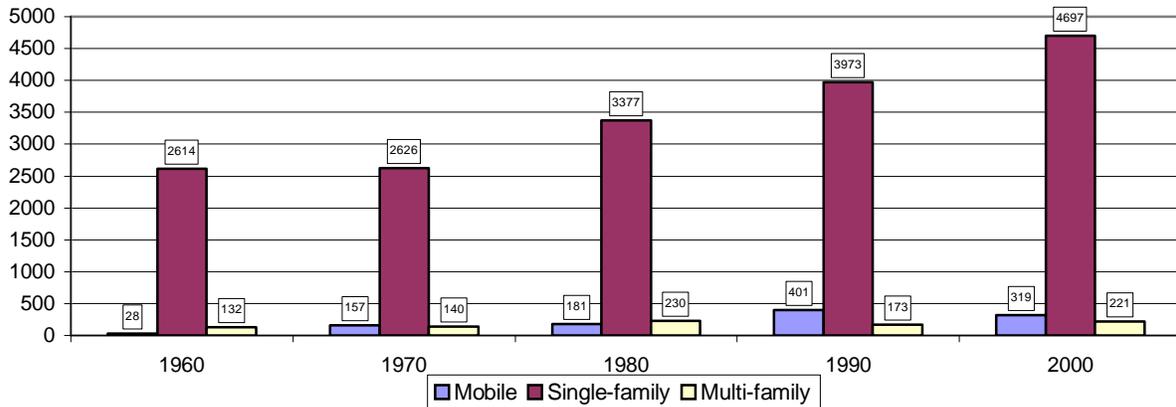


Source: Weldon Cooper Center for Public Service: Housing Units Authorized.

Housing Type

Single-family dwellings remained, by far, the largest segment of the year-round housing market with a 94.8% share. Mobile homes showed a 20 percent decrease between 1990 and 2000 going from 401 units to 319.

Table 19
Dwelling Units By Type



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

Housing Condition

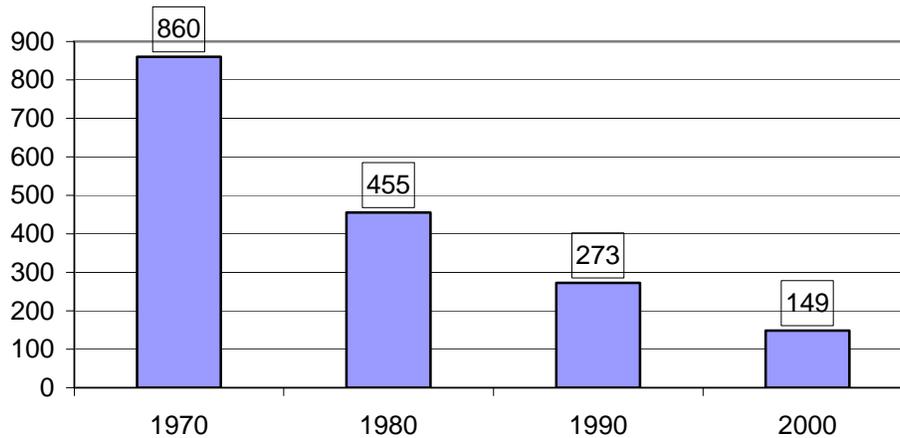
The U.S. Census tabulates two indicators of substandard housing—units lacking complete plumbing for exclusive use and units with 1.01 or more persons per room. Between 1980 and 2000, the number of units lacking complete plumbing decreased by 306 or 67% (see Table 20) while the number of crowded units increased by 15 or 8%. The number of occupied units meeting both conditions improved by 16 or 27.6%. The percentage of such units out of all occupied units decreased from 1.1% to 1%. The proportion of substandard housing in Madison County was, however, higher than the proportion for PD 9.

In 1990, the percentage of renter-occupied substandard units was considerably higher than the percentage of owner-occupied substandard units. This is especially true for the percentage of renter-occupied units with 1.01 or more persons per room and lacking complete plumbing for exclusive use, which was 7.5 times that of the owner-occupied units.

Table 20

Substandard Housing Units

Units Lacking Complete Plumbing



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing.

Housing Costs

According to the 2000 Census, both the median value of owner-occupied houses and the median rent were lower for Madison County than for Virginia and the planning district. The County's median value and median rent were roughly a third less than that of the planning district (See Tables 21, 21a and 22).

Table 21

Median Home Value, 2000 (In Dollars)

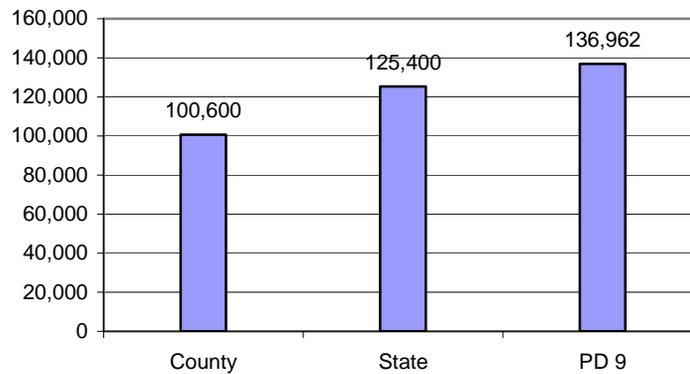
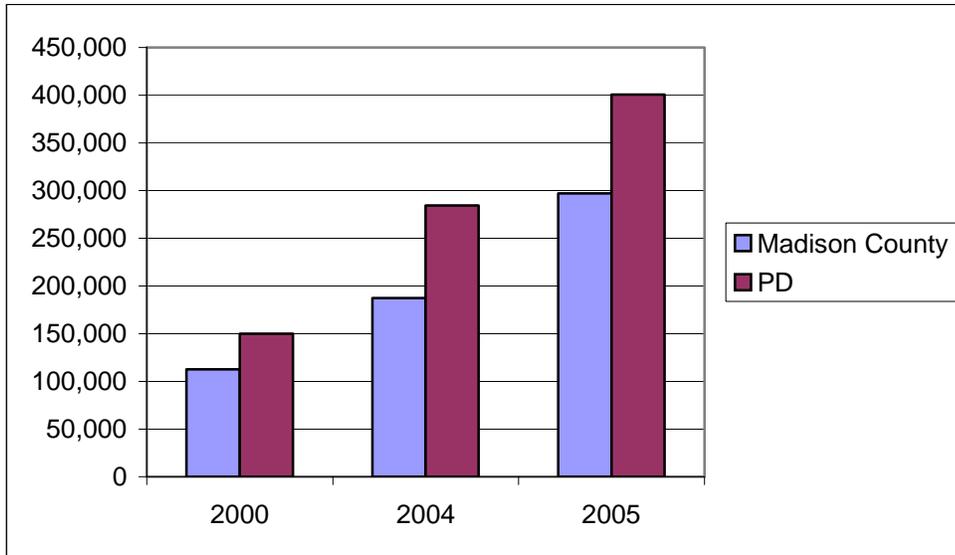


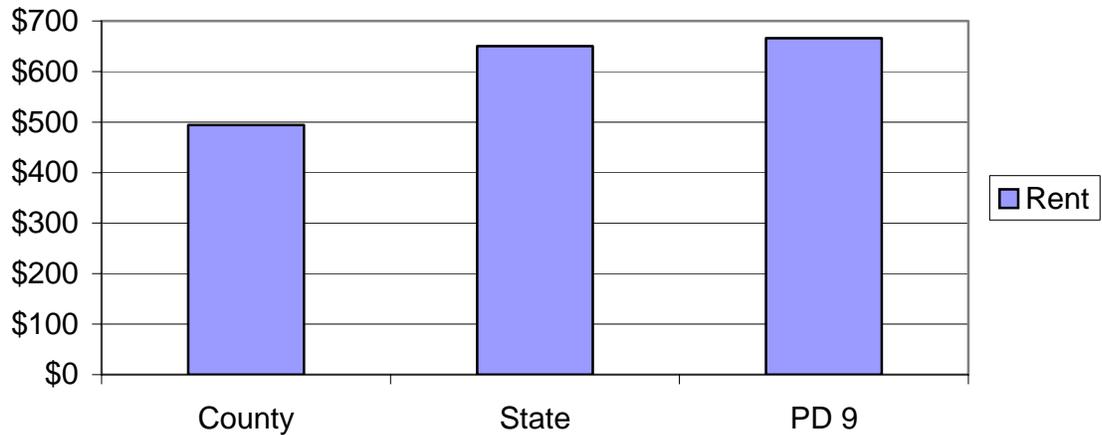
Table 21 a

Median Home Sale Prices



Source: Metropolitan Regional Information Systems, Inc. - MLS Resale Data

Table 22
Median Rent 2000
(In Dollars)



Source: Demographic and Economic Profile of the Rappahannock Rapidan Regional Commission Area, Weldon Cooper Center for Public Service, 2003.

Housing Analysis

The Madison County housing stock experienced substantial growth from 1980 to 2000, growth that exceeded even the large population growth rates of the period. Housing costs also grew, although they are still lower than state and national averages.

These trends warrant serious attention. A decrease in persons per household, due to greater growth in housing than in population, was a national trend in the 1980's. It can be attributed to smaller families, and more singles and divorcees living in separate units. Should there be a continued demand for housing due to this factor, Madison County could be faced with land use conflicts between housing and other uses. The pressure for further subdivision of land, especially that which is currently agricultural in nature, could become great. At the same time, if housing prices continue to increase and residential construction remains slow, multifamily housing may be in greater demand. While the condition of the Madison County housing stock has improved, a significant percentage is still substandard. This is particularly true of renter-occupied units.

ECONOMY

Commuting Patterns

The total employment of Madison County residents increased by 11.4% from 1990 to 2000. Despite this fact, the number of those residents working in Madison County fell by nearly 4% in 2000. Most out-commuting over this period was to Culpeper and Orange Counties and the Charlottesville-Albemarle County area. In 1980, all but 115 in-commuters came from adjacent Culpeper, Greene, Orange and Rappahannock Counties. In 2000, by contrast, there were 183 in-commuters from counties other than these four, a decrease from 1990 when 255 workers in-commuted (see Table 23). According to the 2003 Rappahannock-Rapidan Regional Labor Force Survey (2003 RRRLF Survey), 47.6% of county residents worked in Madison County, while 22.4% worked in the other PD-9 counties and 30% worked elsewhere.

Employment

There were 6,170 workers 16 and over in 2000 compared with 5,511 in 1990 (see table 24). Most of the workers living in Madison County were employed in the service, manufacturing, trade and construction sectors. Manufacturing, while strong, is increasingly competitive in a worldwide market. Construction jobs in the area continue to grow, but they are especially vulnerable to downturns in the economy. The 2003 RRRLF Survey indicates these trends have continued with 18.5% of county residents employed in the construction industry, 13% employed in the wholesale or retail trade industries, 10.3% of residents employed in the agricultural, forestry, fish and hunt industry and 8.8% employed in the manufacturing industry.

Table 23

Commuting Patterns, 1990-2000

	% Change		
	<u>1990</u>	<u>2000</u>	<u>1990-2000</u>
Total Employment	5,384	5,996	+11.36
Work in Madison Co.	2,381	2,518	+5.75
% out-commuting	55.8%	58%	+3.94

	% Change		
	<u>1990</u>	<u>2000</u>	<u>1990-2000</u>
<u>Out-Commuters</u>			
Culpeper County	1,142	1,195	+4.64
Orange County	589	602	+ 2.20
Greene County	49	142	+ 189.7
Rappahannock Co.	34	33	-2.94
Albemarle County & Charlottesville City	580	801	+ 38.10
Fauquier County	113	117	+3.53
Other	496	588	+18.54
TOTAL	3,003	3,478	+ 15.81

	<u>1990</u>	<u>2000</u>	<u>% change</u>
<u>In-Commuters</u>			
Culpeper County	172	206	+19.76
Greene County	146	160	+ 9.58
Orange County	125	345	+ 176.00
Other	255	183	-28.23
Rappahannock Co.	27	21	- 22.22
TOTAL	725	915	+ 26.20

Net Out-Commuters	2,278	2,563	+ 12.5
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SOURCE: U.S. Bureau of the Census (VEC)

Table 24

NUMBER OF WORKERS 16 & OVER BY INDUSTRY

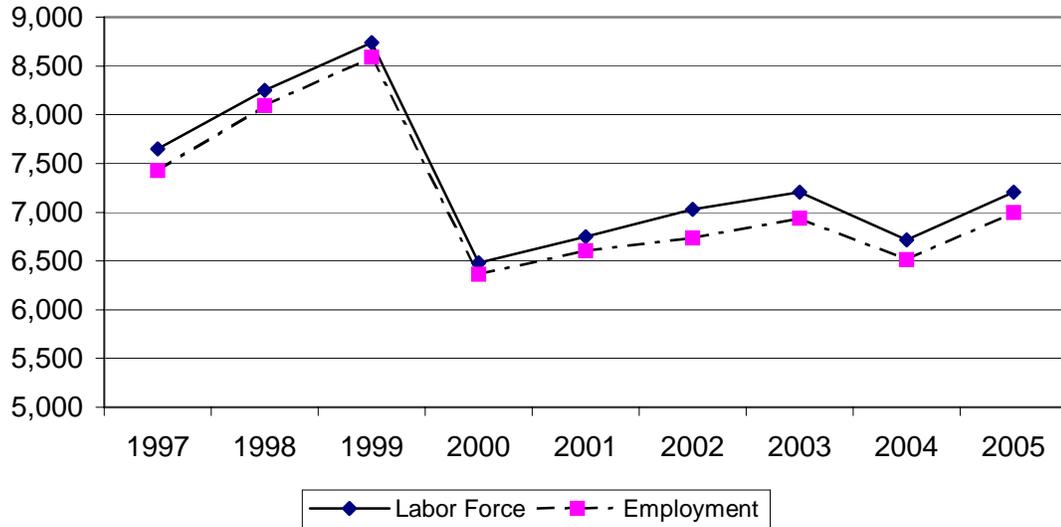
	<u>1990</u>	<u>2000</u>
Agricultural, forestry & fisheries	476	324
Construction	672	811
Manufacturing	1,080	1,006
Transportation, warehousing & utilities	327	311
Information		151
Finance, insurance & real estate	256	258
Retail Trade	771	684
Wholesale Trade	147	137
Service		
Business & repair services	163	
Personal services, entertainment & recreation	221	195
Professional services, scientific, administrative, and waste management		413
Health, Education & Social Services	857	1,253
Other professional & related services	289	365
Public administration	252	262
TOTAL	5,511	6,170

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing .

The largest individual employer in Madison County is the Madison County School Board. Among private industry employers, Plow and Hearth is the largest employer. There is a concentration of employment in wood-related industries in the County, especially manufacturing high-quality furniture. Most employers in the County have fewer than 50 employees.

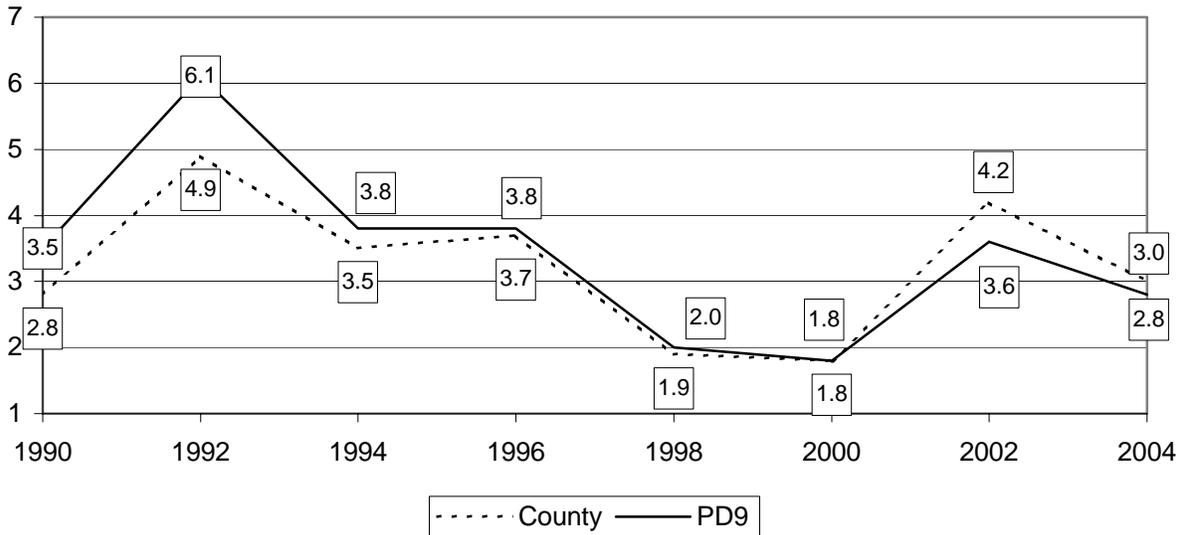
In 2005, the total labor force in Madison County was 7,207 (with 6,997 individuals employed-See Table 25). This represents an increase in the total labor force of 834 since 2000. Based on the 2005 U.S. Census population estimate of 13,398, the 2005 labor force represented 53.8% of the population. This is down from 1999 when the labor force represented 65% of the population, but up from 47.8% in 1990, 43.7% in 1980 and 29.8% in 1970. In 2004, the unemployment rate for the County was 3%, slightly higher than the planning district as a whole. This is compared to 1999 when the unemployment rate for the County was 1.8%, slightly lower than in the planning district as a whole. Madison County's unemployment rate generally has been somewhat higher than the planning district's, fairly consistent with Virginia's, and lower than the nation's. However, during the years 1990-1992 and 1994, the planning district's unemployment rose above that of the County's (see Table 26).

Table 25
Labor Force & Employment



Source: Virginia Employment Commission

Table 26
Unemployment Rates

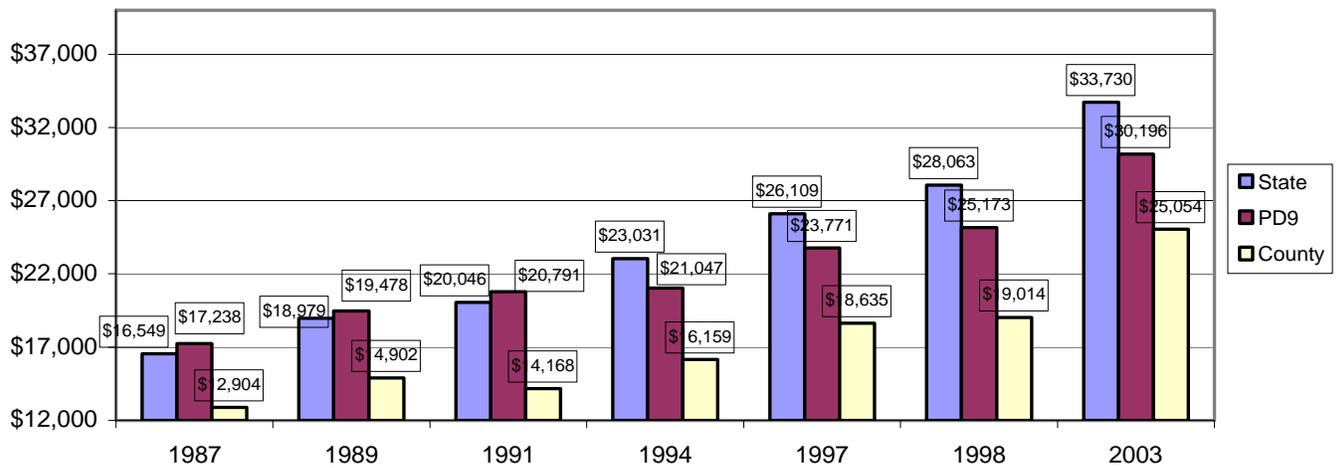


Source: Virginia Employment Commission

Income

Income is generally lower in Madison County than in PD 9 or the state. While it grew at a steady rate from 1987 to 2003, Madison County's per capita personal income remained below the balance of PD 9 and Virginia (see Table 27). This trend continued in 2004 with Madison County's per capita personal income at \$26,948 compared to the Commonwealth of Virginia (\$38,390) and Fauquier (\$43,556), Culpeper (\$29,996), Rappahannock (\$33,586) and Orange Counties (\$28,354).

Table 27
PER CAPITA PERSONAL INCOME

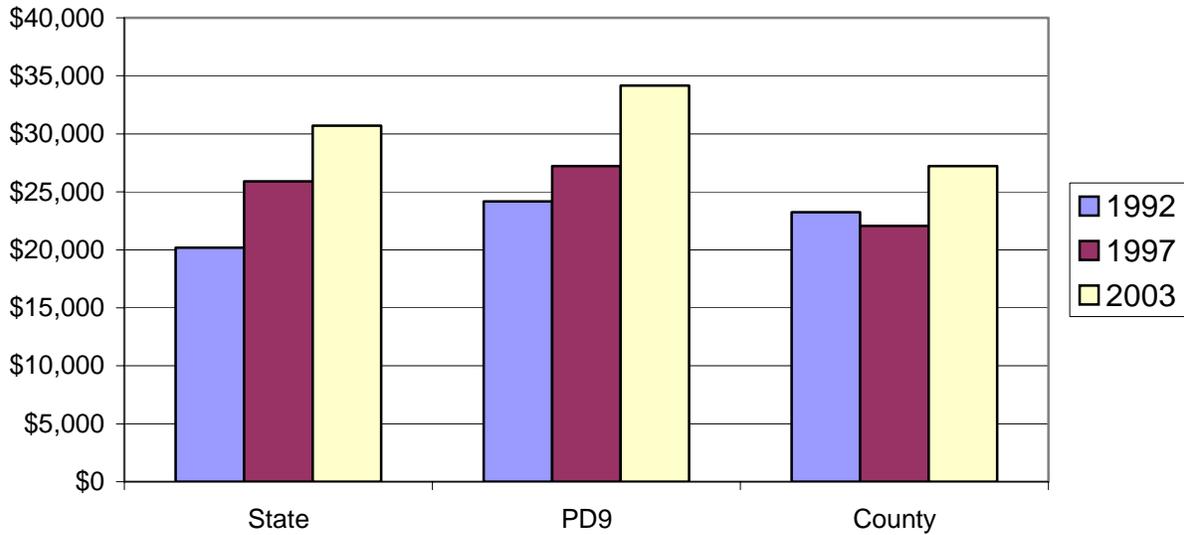


Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System

Madison's median household income in 1999 was \$39,856. This is 94.9% of U.S. median and the lowest in the Planning District (see Table 28).

Table 28

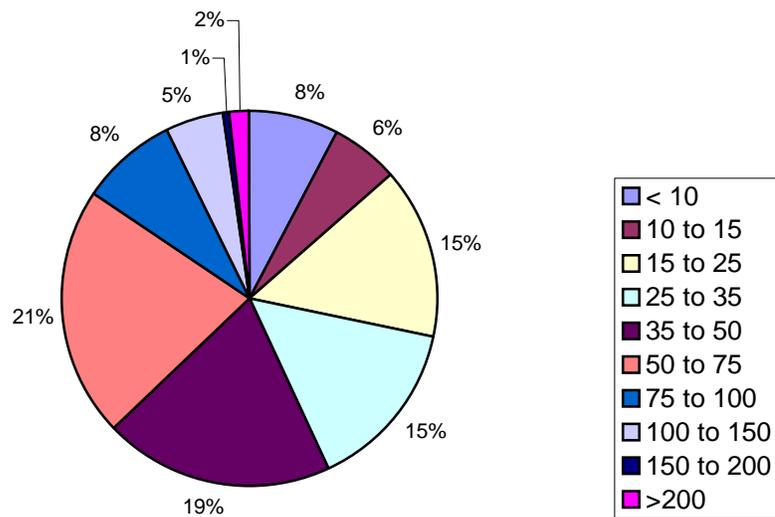
Median Adjusted Gross Income



Source: University of Virginia, Center for Public Service

Table 29

Household Income Percentage Distribution 1999 (In Thousands of Dollars)

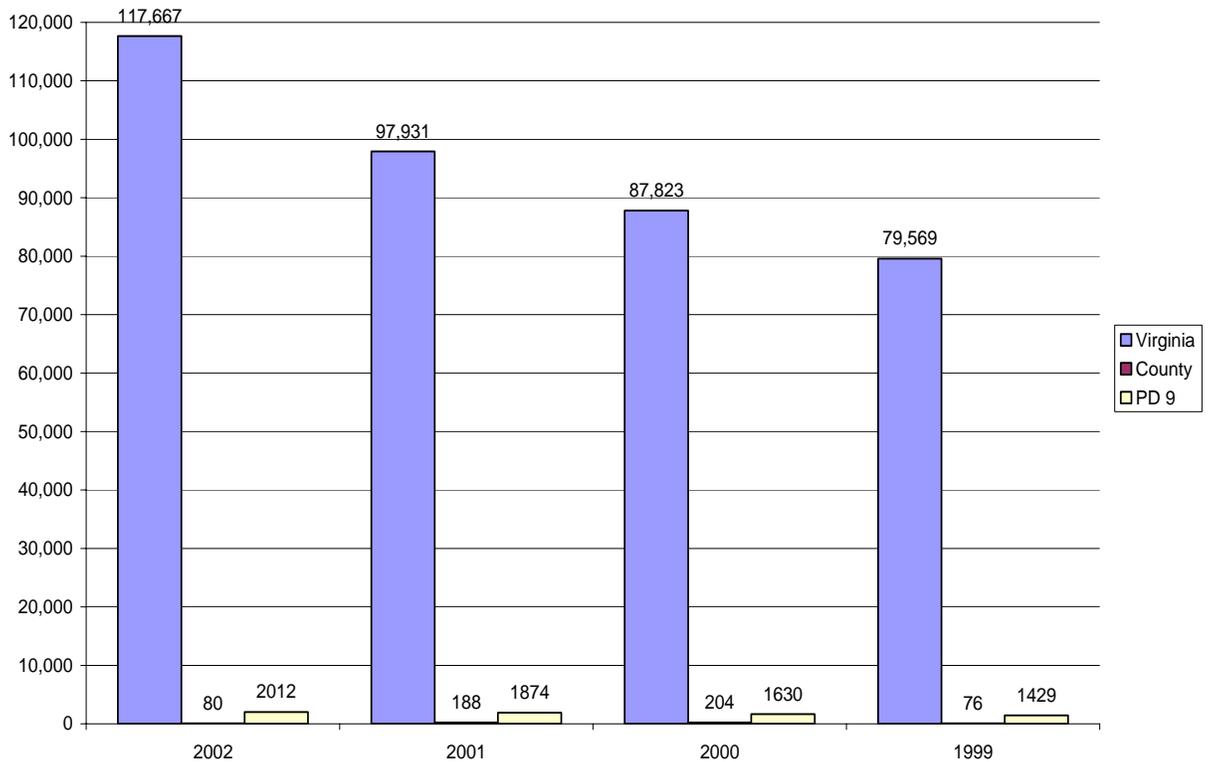


Source : U.S. Bureau of the Census, 2000 Census of Population and Housing .

Financial Institutions

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.

Table 30
Total Deposits of Financial Institutions
(Total Deposits in Millions of Dollars)



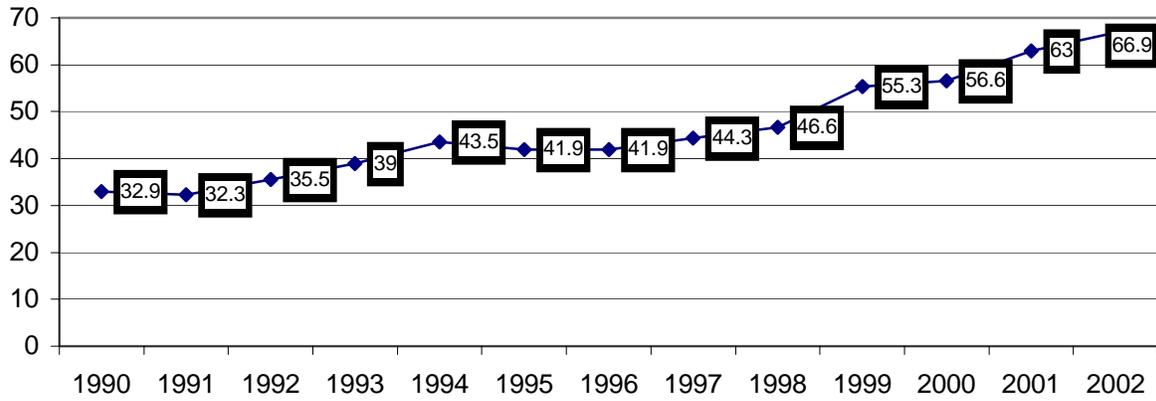
Source: Weldon Cooper Center for Public Service: Number and Total Deposits of Financial Institutions in Virginia’s Cities and Counties.

Taxable Sales

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.

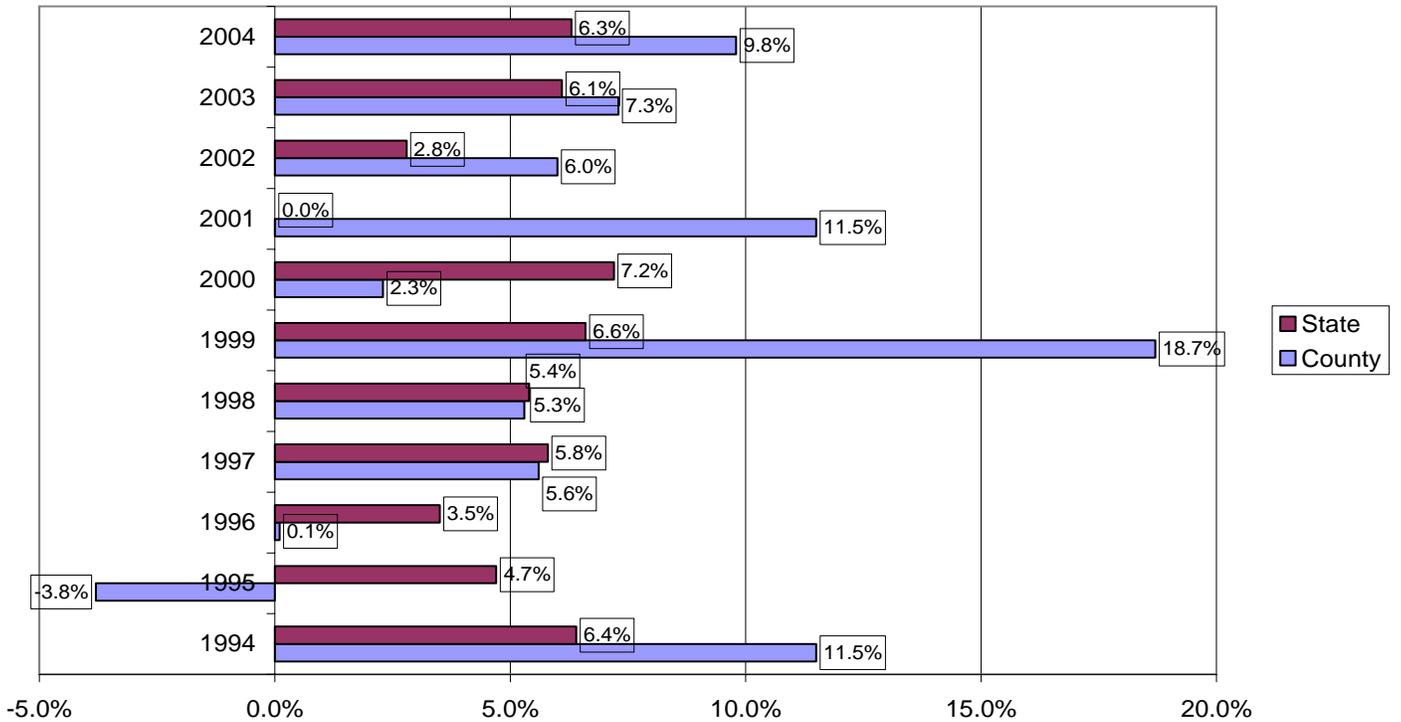
Table 31

Taxable Sales In Millions



Source. Virginia Department of Taxation: Taxable Sales, Virginia Counties and Cities

Table 32
Taxable Sales
Growth Rates



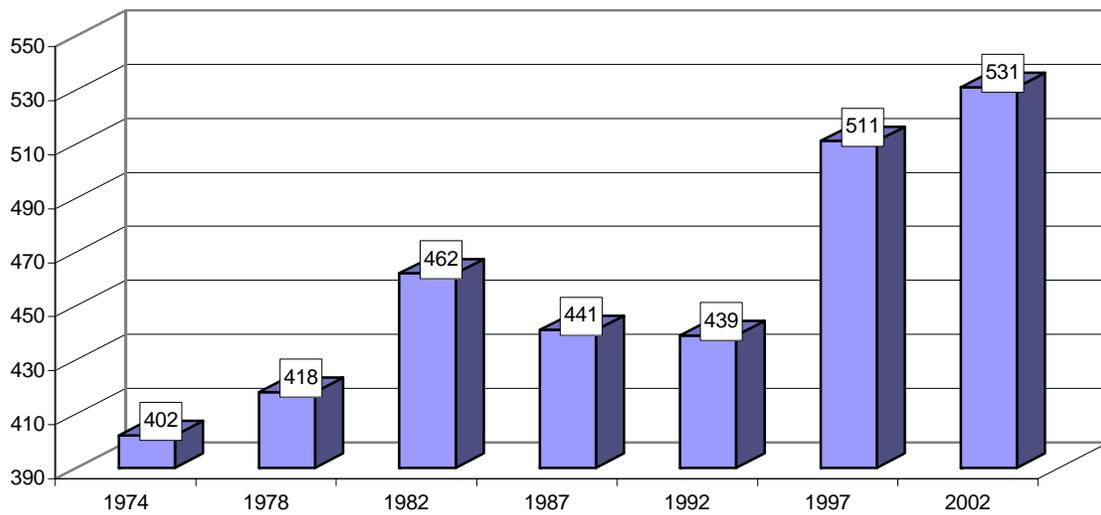
Source: See Table 31.

Agricultural Base

A large portion of Madison County's economic base has traditionally been agricultural. 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. 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 (see Tables 33 and 35).

Table 33

Number of Farms



Source: U.S. Department of Agriculture, National Agricultural Statistics Service, 2002 Census of Agriculture

Table 34
Average Size of Farms
 in Acres

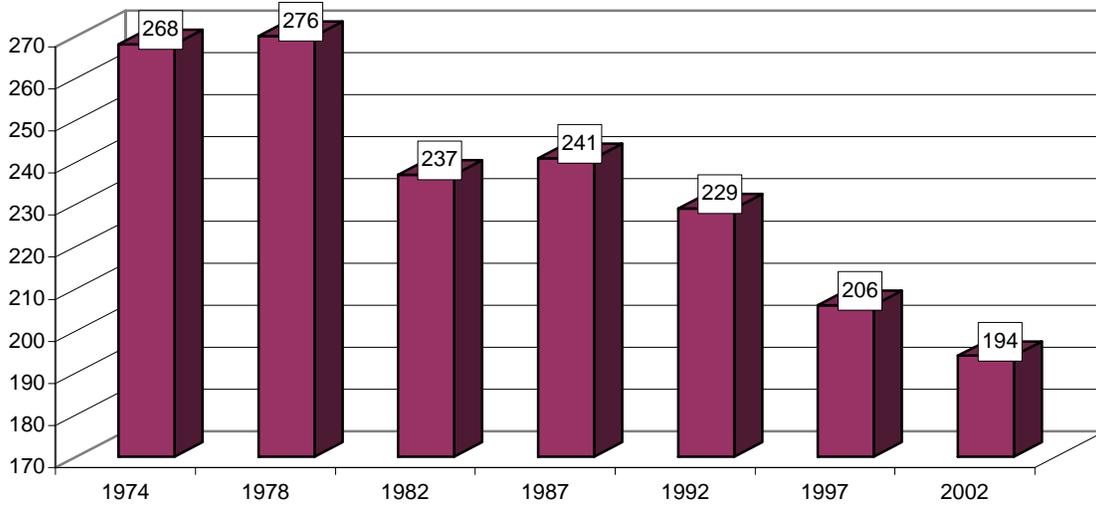
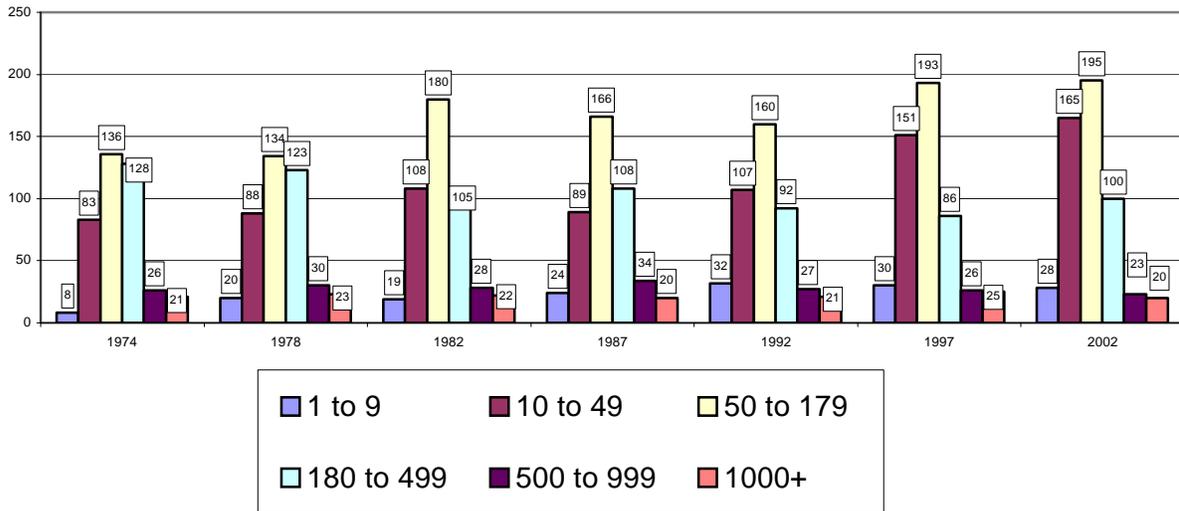


Table 35
Number of Farms
 By Acreage By Year

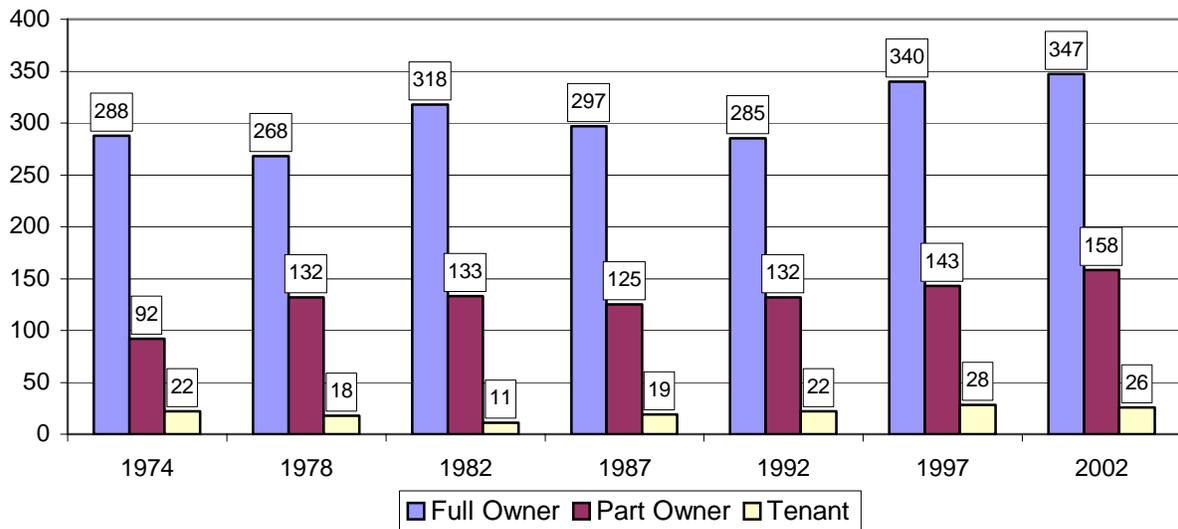


Sources: U.S. Department of Agriculture, National Agricultural Statistics Service, 2002 Census of Agriculture

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 (see Table 34).

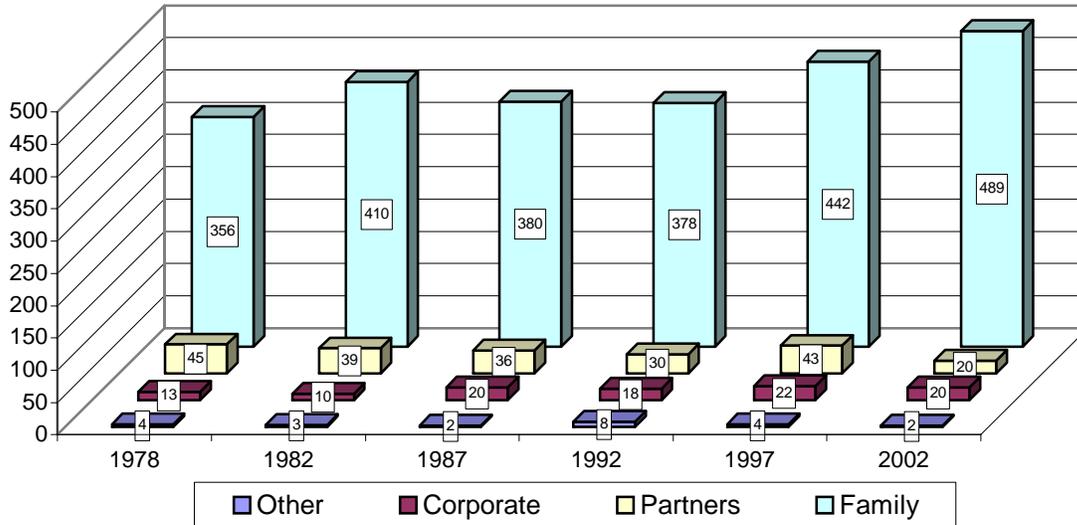
Full owners have dominated the operator characteristics of Madison County farms. However, the trend has shifted back and forth from full owners to part owners and tenants for the last two decades. Family farms declined slightly from 1987 to 1997, but jumped back up in 2002 and overwhelmingly dominated the type of ownership (see Tables 36 and 37).

Table 36
Operator Characteristics of Farms
 Number of Each Type by Year



Source: U.S. Department of Agriculture, National Agricultural Statistics Service, 2002 Census of Agriculture

Table 37
Type of Farm Ownership
 Number of Each Type by Year



Source: U.S. Department of Agriculture, National Agricultural Statistics Service, 2002 Census of Agriculture

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 (see Tables 38 and 39).

Table 38

Value of Agricultural Products Sold (Times \$1000 by Year)

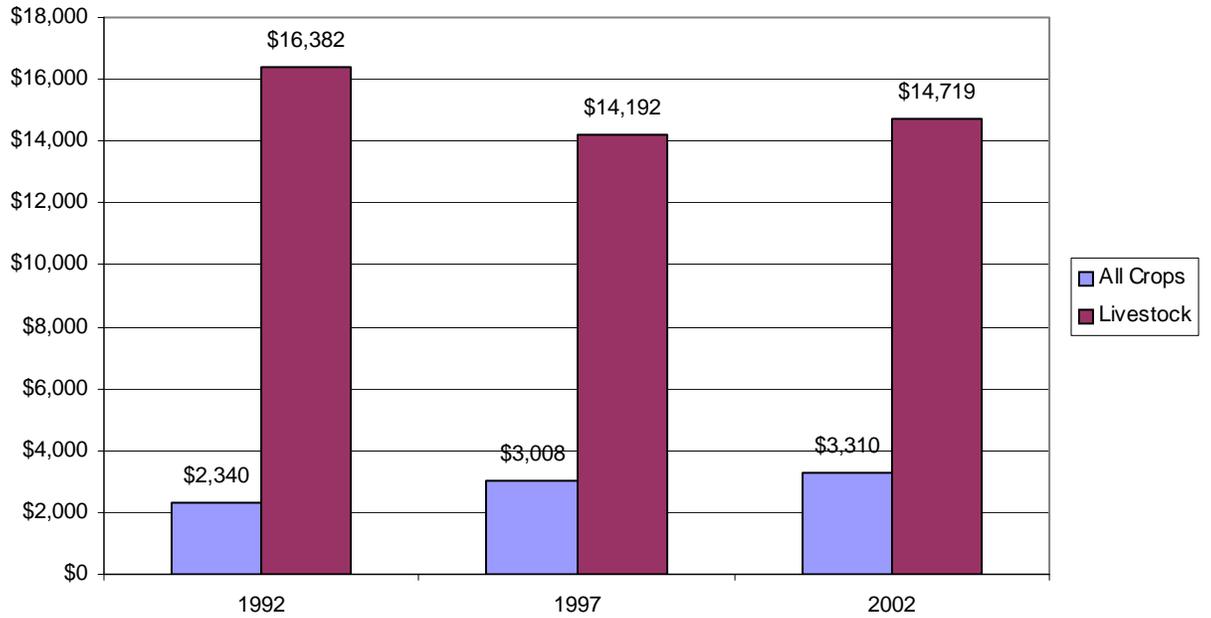
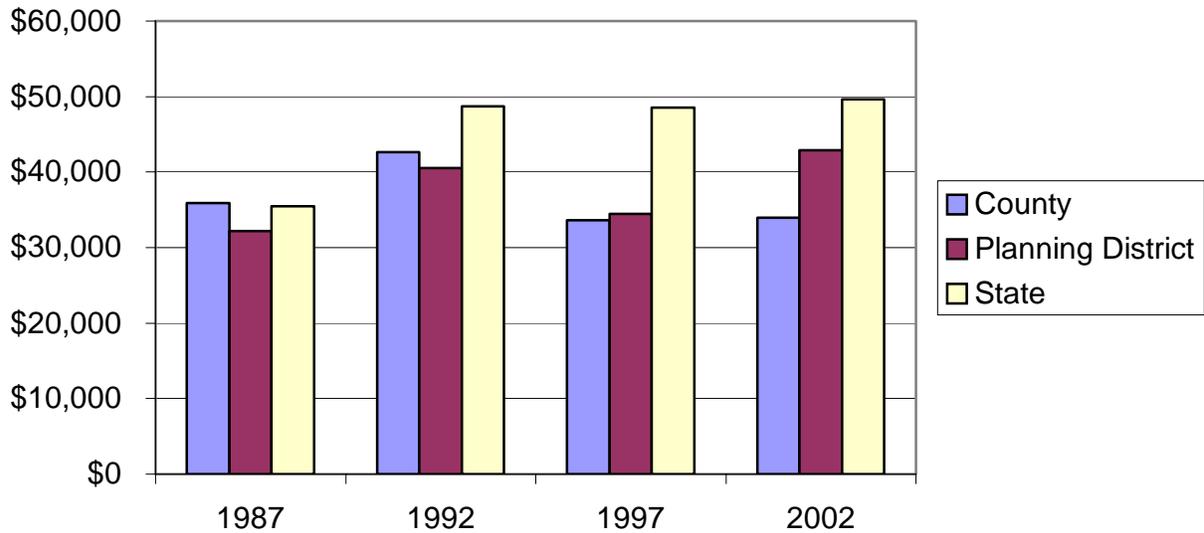


Table 39

Market Value of Agricultural Products Sold Including Direct and Organic



Sources: U.S. Department of Agriculture, National Agricultural Statistics Service, 2002 Census of Agriculture

Overall Economic Analysis

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.

Madison County, more and more, is becoming a bedroom community as well as an agricultural County. The percentage of Madison County workers who work in the County has consistently decreased with 3.5 times as many out-commuters as in-commuters. This requires the County to provide more services without the larger tax base that an increase in employers located in the County would provide. Furthermore, out-commuters tend to spend a large portion of their disposable income outside the County, reducing sales tax revenue in Madison County.

The average annual growth rate of personal income of Madison County residents, grew by 6.1% between 1990 and 2001. This annual rate of growth is higher than the Commonwealth (5.7%) and the region (6.0%).

Fiscal Overview

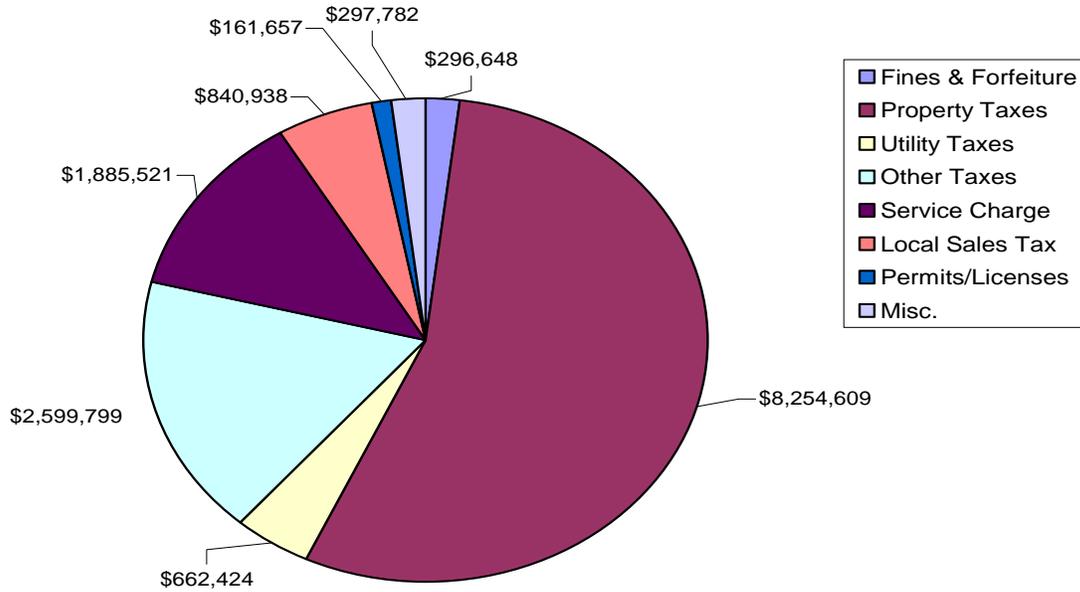
Any summary of Madison County's economic base needs to include an overview of its revenues and expenditures.

Revenue

Among Madison County's local revenue sources, property taxes provide the bulk of revenue (see Table 40). The real property tax is the predominant source of revenue in Madison County. The two components of the real property tax are (i) the assessment and (ii) the tax rate per \$100 of assessment. Madison County now assesses at 100% of value. The tax rate per \$100 in Madison County was \$0.76 per \$100 in 2004 (see Table 41) and \$0.59 per \$100 in 2005 and 2006.

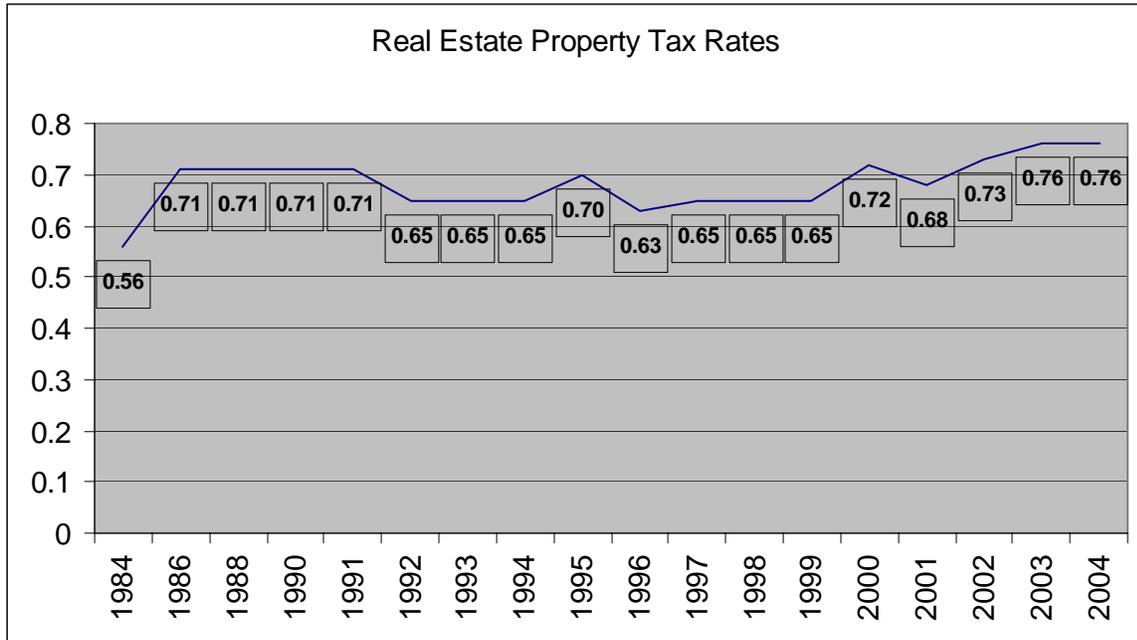
Table 40

REVENUE SOURCES (2004)



Source: Auditor of Public Accounts.

Table 41



Source: Madison County Tax Assessor's Office.

Expenditures

The two common local expenditure areas are general government and education. Both areas expend funds for operation and maintenance, capital outlays, interest and other debt costs, and redemption of debt. As a result, expenditures can fluctuate from year to year due to retired debts, new debts, capital replacement, sinking funds, etc. However, over a period of time expenditures tend to grow. This trend was evident in Madison County from 1989 to 2002. Education expenditures represent 57% of expenditures in FY2002. Total expenditures, including capital outlays and debt costs, also increased.

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 revenue in the past in Madison County has been matched with similar growth in expenditures. While the County has been able to maintain a relatively low tax rate in the face of increased expenditures, it also has relied on state and federal sources to provide 43.6% of its revenue. 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.

COMMUNITY FACILITIES

Schools

Madison County operates one primary (grades PK-2) one elementary school (grades 3 – 5), one middle school (grades 6 – 8) , and one high school (grades 9 – 12). Detailed information on these schools is available from each school.

Madison Primary School offers kindergarten, first and second grades. In addition, the school partners with Head Start to offer services for four-year olds. It was built in 1977, and expanded in 1981. In the 2005-2006 school year, enrollment was 384.

Waverly-Yowell Elementary School offers third, fourth and fifth grades. It was built in 1938, expanded in 1947, 1968 and renovated in 2000. Its enrollment for the 2005-2006 school year was 406.

William H. Wetsel Middle School offers sixth, seventh and eighth grades. It was built in 1968 as the high school annex and renovated and expanded in 1992 to a middle school. Its enrollment for the 2005-2006 school years was 437.

Madison County High School offers ninth through twelfth grades. In addition to the academic and fine arts programs, the school also offers career and technical programs. It was built in 1955, expanded in 1959 and 1968 with portions renovated in 1992. Its enrollment for the 2005-2006 school year was 627.

In the 2004-2005 school year, total operational expenditures for education in Madison County were \$15,382,715. The expenditures per pupil were from \$8,429. This includes \$6,461,774 in local money or \$3,541 per pupil.

In addition to the public school system, some private schools operate in Madison County. The largest is Woodberry Forest Preparatory School. It is located in the southeastern corner of the county on the Rapidan River. Founded in 1889, it covers over 1,000 acres and serves grades 9 through 12. Approximately 380 students attend the school. All are boarders. While the majority of the students are from Virginia and North Carolina, the student body normally includes individuals from at least 20 states and several foreign countries. The Oak Grove Menonite School offers grades 1 through 11. Approximately twenty-five students attend the school.

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 and Recreation

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.

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. The state-owned Rapidan Wildlife Management Area, near Fletcher on the Conway River, is a major hunting and fishing attraction. Other prominent recreational facilities in the county include Graves Mountain Lodge at Syria, the Madison Recreation Center in the Town of Madison and facilities at public schools and Woodberry Forest School.

Madison County has established a County 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 following activities are available in Madison County:

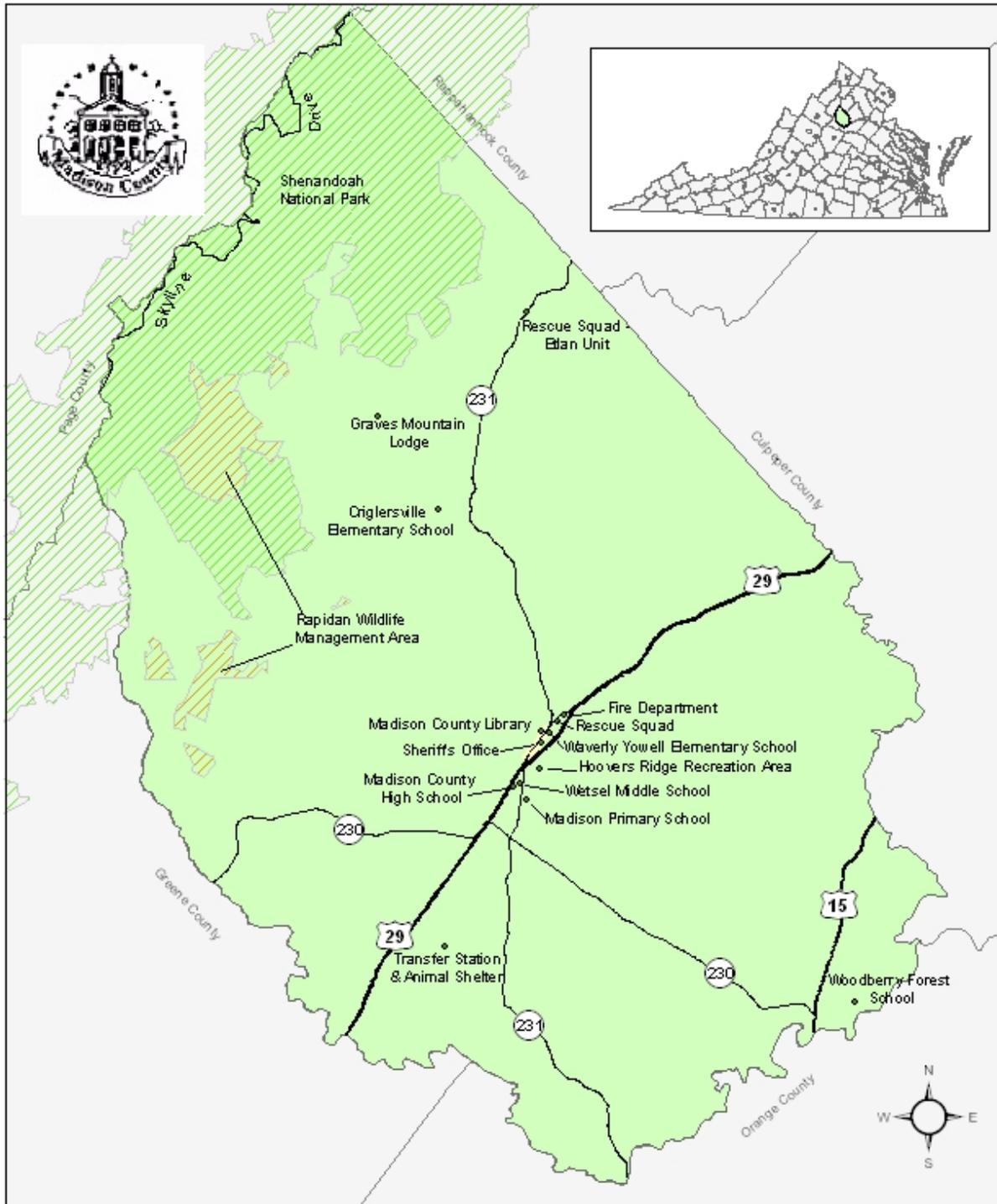
1. The Madison Cooperative Extension Service, a combined effort of the 4-H and Virginia Polytechnic Institute & State University, assists youth in identifying interest and talents, attempts to link youth with appropriate activities. These services are free to youths 9 to 19 years of age. Three Extension Homemaker Clubs (Located in Madison, Aroda, and Brightwood) also provide homemaking, arts, crafts and social activities to youth.
2. The Madison County Recreation Authority operates the tennis courts, adult/youth programs and picnic shelter at the Madison Recreation Center. Tennis lessons are taught as well. The grounds and facilities of the Center are available to other youth and adult groups for a fee.
3. Madison County Youth Sports provides sports programs in baseball, football, soccer, basketball and girl's softball and street hockey.
4. 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.
5. The Madison Garden Club sponsors a Junior Garden Club for youth in the third grade and up. Each summer, one youth delegate is sent to the state nature camp.
6. The Women's Club provides the following opportunities for youth in Madison: a scholarship, a delegate to Camp Easter Seal and Christmas gifts for indigent youth.

PUBLIC SAFETY

Emergency Services – Volunteer Rescue Squad

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. In addition to the main rescue squad, there is a satellite unit in Etlan on Route 231. The Squad has a paid daytime staff and a number of active volunteer personnel, all of whom are certified as Emergency Medical Technicians. In addition, volunteers are certified in Shock/Trauma. The Squad has five ambulances, one crash truck, one boat and several pieces of specialized equipment.

Madison County Community Facilities



Emergency Services—Emergency Medical Services Department

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 is available seven days a week from 5 a.m. to 6 p.m. Every staff member holds an advanced life support 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 Dr. William Brady and Dr. Jeffrey Ferguson 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. In addition, 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.

Emergency Management

Madison County has appointed an individual to serve as a coordinator of emergency management, consistent with requirements of Va. Code §44-146.19. This individual assists key County personnel with local disaster mitigation, preparedness, response and recovery.

Volunteer Fire Services

Madison County has 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, one brush truck, one tanker, one salvage truck and one utility vehicle.

Law Enforcement Services

Law enforcement services are provided by the Madison County's elected Sheriff, an independent Constitutional officer, and a staff consisting of one chief deputy, seven full-time deputies, four part-time deputies. The department operates fourteen county-owned patrol cars. Additionally, five 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. Prisoners are housed in the Central Virginia Regional Jail located in Orange, Virginia.

Enhanced 911

Madison County currently 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

Highways

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.

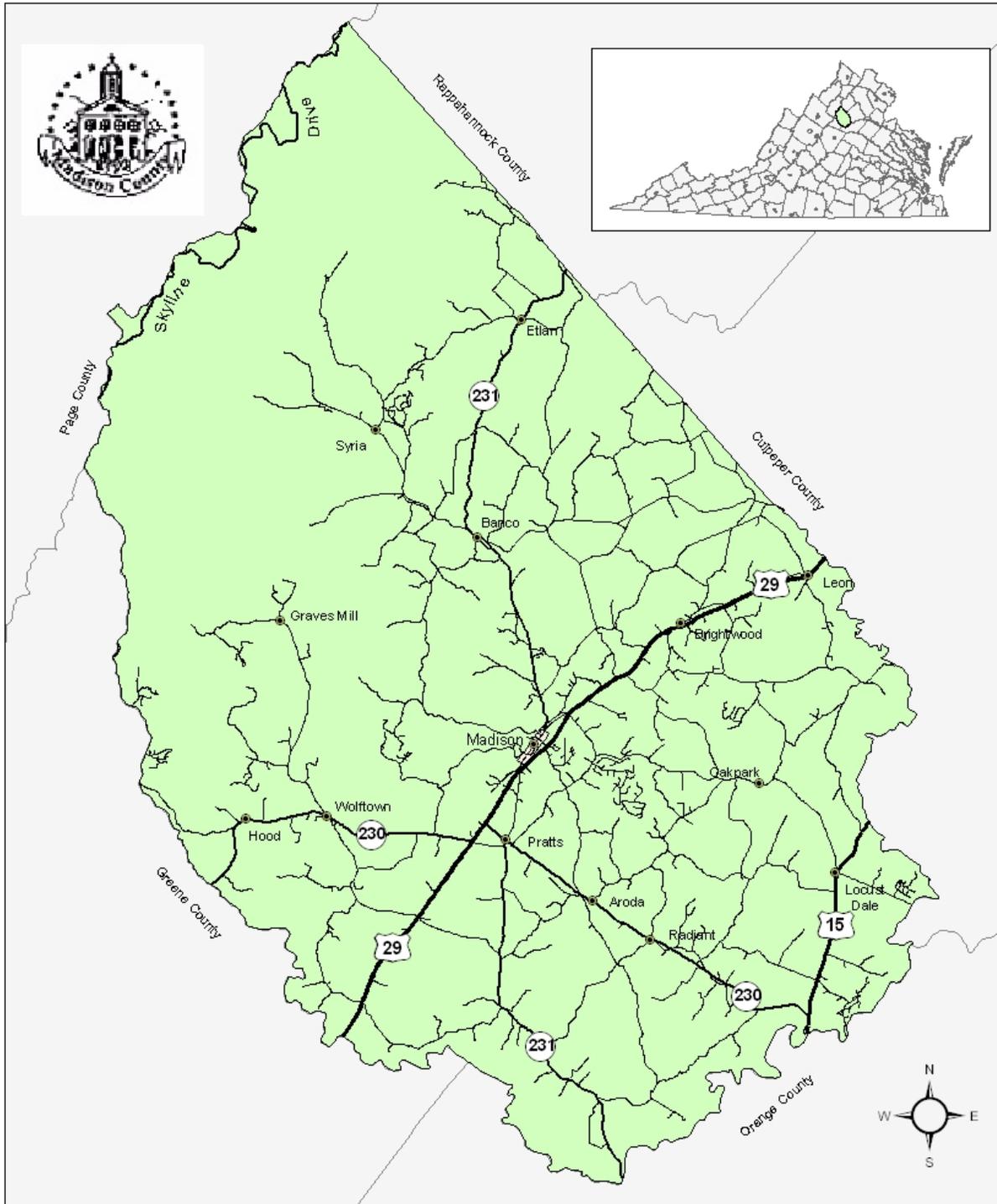
The most heavily traveled sections of primary roads in Madison County are shown below. The busiest route is U.S. 29. The most heavily traveled section of that highway is from Route 230 to Route 230/231 south of the Town of Madison. The greatest increase for any section between 2000 and 2004 was on Route 29 Business, Main Street in the Town of Madison.

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.

VEHICLES PER 24 HOURS ON SELECTED PRIMARY HIGHWAYS

Route	Segment	2000	2004	Percent Change 2000- 2004
29	Greene County Line to Route 230	13,800	15,000	9%
29	Route 230 to Route 230/231 South of Madison	18,900	21,100	12%
29	Route 230/231 to Route 29 Bus. South of Madison	17,900	19,100	7%
29 Bypass	Route 29 Bus. South to Route 29 Bus. North	17,000	17,400	2%
29	Route 29 Bux.North to Culpeper County Line	14,500	15,500	7%
29 Bus. (Main Street)	Madison SCL to NCL	3,200	4,300	34%
230	Greene County Line to Route 29	2,800	3,300	18%
230	Route 29 to Route 231	3,400	3,800	12%
230	Route 231 to Route 15	3,000	3,800	27%
231	Orange County Line to Route 230	1,200	1,250	4%
231	Madison CL to Rappahannock County Line	3,100	3,500	13%
15	Culpeper County Line to Route 230	4,300	4,600	7%
15	Route 230 to Orange County Line	7,200	8,300	15%

Madison County Transportation Network



MOST HEAVILY TRAVELED SECTIONS OF SECONDARY ROAD 2004

	Miles	Vehicles Per Day
Route 607 from Route 230E to Route 625	0.97	1,142
Route 607 from Route 625 to Rotue 614	1.38	1,142
Route 609 from Rotue 607 to Culpeper County Line	0.45	1,492
Route 634 from Route 702 to Route 616	2.36	1,200
Route 634 from Route 616 to Route 29 Bypass	1.13	2,972
Route 634 from Route 29 Bypass to Rotue 29 Bus. North	0.26	4,520
Route 662 from Route 230 to Route 689	1.05	1,095
Route 687 fromRoute 230 to Route 29 Bus. (Main St.)	1.95	1,785

Source: Virginia Department of Transportation

Note: Traffic data rounded and based on factored short term count data

Other

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.

Several transportation providers serve the elderly, mentally retarded, and handicapped in the county by providing trips for business, medical, educational, job training, shopping and social purposes.

The Rappahannock-Rapidan Regional Commission offers a commuter services program by providing free personalized information and ride sharing information. Information is provided on carpool or vanpool matching, commuter bus services, commuter rail, HOV lanes and park and ride lots.

PUBLIC HEALTH SERVICES

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, Evergreene Manor, Gordon House, Meadowbrook, Mountain View Nursing Home and Orange County Nursing Home and Home for Adults.

OTHER GOVERNMENT SERVICES

Water and Sewage

The Rapidan Service Authority (RSA) is a regional 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 February 2000, this system had 262 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 also serves the LTD, Inc. industrial plant near Shelby. 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 County also has a roving recycling trailer that rotates between several locations with a weekly published schedule available for residents. The recycling center accepts items such as mixed paper, newspaper, aluminum, steel cans, glass, household appliances, small tree parts and passenger car tires.

SENSITIVE AREAS

Historic Sites

The Virginia Historic Landmarks Commission has identified over 90 historic sites in Madison County and the Town of Madison. While these sites represent the most significant historic sites, no comprehensive survey or inventory has been completed. Seventeen properties are listed on the National Historic Register. The Madison County Courthouse, Hebron Lutheran Church and The Residence at Woodberry Forest have been accepted for both the Virginia Landmarks Register and the National Register of Historic Places.

EXISTING LAND USE

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.

EXISTING LAND USE SUMMARY

	<u>Acres</u>	<u>Percentage</u>
Developed:		
Residential	2,050	0.98
Commercial	90	0.04
Industrial	225	0.11
Public/Semi-Public	1,400	0.67
Highways, Roads, R-O-W	1,900	0.90
SUBTOTAL (Developed)	5,665	2.7
Undeveloped:		
Agriculture	78,716	37.6
Cropland	30,637	
Pasture	45,285	
Other	2,794	
Forests	120,511	57.6
Commercial & Farm	80,774	
Federal & State	39,737	

Vacant	4,388	2.1
SUBTOTAL (Undeveloped)	203,615	97.3
TOTAL	209,280	100.0

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). These figures closely correspond with those shown in the table above.

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. Wolfstown, 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 Wolfstown 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.

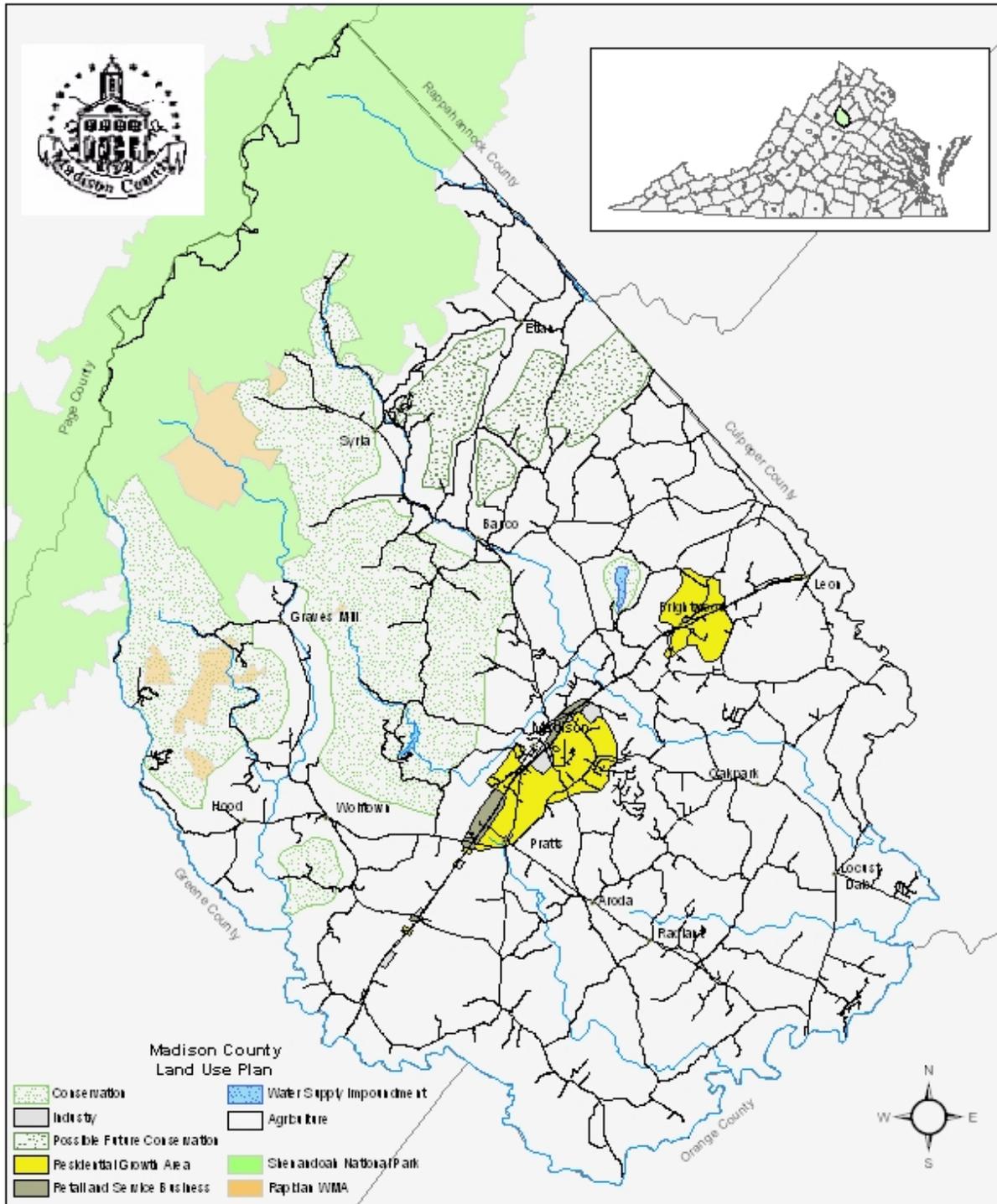
Industrial development has taken place largely within a mile of the Route 29 corridor. Several wood products industries have developed outside of this corridor in order to locate closer to the timber sources.

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.

Madison County Land Use Plan



GOALS, OBJECTIVES and STRATEGIES

AGRICULTURE AND FORESTRY

Issue: 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 1: 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. Complete 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 of 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. Provide 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 2: Maintain agriculture and forestry as the primary land use 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. Establish a county Purchase of Development Rights program or Transfer of Development Rights program as allowed by the state legislature. Pursue all available state, federal and private funds compatible with any program developed.
3. Encourage adding financial incentives for establishing agriculture and forestall 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 4 lots utilizing a private road.

Objective 2: Establish a system for developing and implementing all plans which includes input from the agriculture and forestry industries.

Major Strategies

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

NATURAL RESOURCE PROTECTION

Issue: Madison County is endowed with an abundance of regionally significant natural resources, a rich cultural heritage and incomparable scenic beauty. Clean and available water, clean air, forest cover and farmland, wildlife habitat, cultural landscapes and other open spaces are all critical assets; once lost, they are difficult to replace, and in many cases are irretrievable. Agriculture, forestry and tourism - the major economic activities of the County - are highly dependent on the protection of soil and water resources and conservation of open spaces; so too are the opportunities for traditional outdoor recreation activities including hunting, fishing, and hiking. Thus, the quality of these natural resources, and the standards for their conservation, have a direct and immediate impact on the economic vitality, the health and well being, and the quality of life for the residents of Madison County. In the face of the accelerated consumption and fragmentation of open land, the fundamental importance of these resources to the County's economy and the health and welfare of her citizens necessitates a strategic and holistic approach to their conservation.

***Goal 1:* Protect and enhance the natural ecosystems 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:
 - River and stream corridors and associated floodplains and tributaries
 - Steep slopes, mountain tops and highly erodible soils
 - Major ground water aquifers and watersheds
 - Contiguous forest cover
 - Active farmland
 - Wildlife habitats identified in the Department of Game and Inland Fisheries Wildlife Strategic Plan
 - Scenic view sheds of Virginia Byway 231, Route 15 and Route 230
 - Permanently conserved lands
 - Publicly owned natural resource and recreational lands
2. Evaluate the effectiveness of existing programs, regulations and incentives for land conservation for achieving County Goals and Objectives.

3. Support land owner education programs that present the benefits of protecting ecosystems and maintaining maximum forested and vegetative cover on all land use activities.
4. Set standards for land development that promote protection and conservation of natural resources

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

Major Strategies

1. Encourage donation or purchase of conservation easements to appropriate public or qualifying private organizations.
2. Establish and fund a County Purchase of Development Rights program.
3. Establish a Transfer of Development Rights Program.
4. Develop and implement a *Rural Residential Policy* to guide development in areas of the county with identified high priority agricultural, historic, scenic and environmentally sensitive conservation values.
5. Continue to utilize Conservation Area Zone to protect steep slopes, erosive soils and mountain tops from environmentally-damaging development.
6. Discourage mining or mineral extraction in Agriculture and Conservation Zones.
7. Develop and implement subdivision standards to ensure that new construction adapts to existing topography and setting and that land disturbances are kept to a minimum.
8. Prohibit development that may cause environmental damage to sensitive areas.

Goal 2: Promote and sustain agriculture and forestry as the highest priority industries in the county by integrating economic development, land use policies and conservation incentives to lessen the impact on natural resources and to encourage open space uses.

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 not planned for higher density residential development.
3. Continue a timed phasing plan for all subdivisions of property such as the current divisions in 10 year restriction; do not allow more than 4 lots on a private access.

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 3: Conserve and protect the water resources of the County

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

Major Strategies

1. Establish 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 and designate them on the Comprehensive Plan Map; employ zoning and voluntary incentives to ensure the future availability of these resources.
3. Establish appropriate land use standards for protection of identified water resources.
4. Establish criteria for water removal from areas identified as possessing limited water volume due to specific, identifiable subsurface geographic limitations.
5. Establish a program for monitoring and enforcing standards for water quality.

6. 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. Develop and implement an educational program 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. Establish requirements for water quality protection and improvements in review of subdivision and zoning applications.
6. Encourage residential development patterns that reduce the amount of impermeable surfaces in new construction.
7. Promote tree planting on marginal lands highly susceptible to erosion and riparian forest restoration, using native species wherever possible.
8. Support regional stormwater management studies in Rappahannock/Rapidan River Basin to address the impacts of flooding and non-point source pollution from future development.
9. Support the Commonwealth of Virginia's commitment to meeting the goals of the Chesapeake 2010 Act.
10. Encourage use of Low Impact Development practices for storm water management in new development and major renovations, wherever appropriate.

Objective 3. Insure that 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. Integrate state and federal permitting processes into local development processes.
3. Insure that workload vs. work staff balance is sufficient to implement oversight and enforcement of local natural resource protection ordinances (e.g., erosion and sedimentation, stormwater, other).
4. Insure that the cost of implementing and enforcing erosion and sediment control is borne by the “development community”.
5. Develop enforcement mechanisms that are tough on polluters.

Goal 4. Maintain a high level of air quality in Madison 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. Establish design criteria for maintaining an optimum percentage of vegetative and tree cover in new construction
2. Encourage carpooling through educational programs and establishment of carpooling areas.
3. Implement an incentive program to encourage use of clean-burning alternative fuels or hybrid automobiles.
4. Include bicycling lanes in transportation planning to encourage bicycling as an alternative method of local commuting.

Goal 5. Promote and support collaborative community conservation

Objective 1: 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 PRESERVATION/RESOURCES

Goal 1. Respect the historic significance of Madison County through stewardship of historic, architectural, archaeological, natural and cultural resources.

Objective 1: Preserve and 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 Resources.
2. Strive for designation of resources on the Virginia Landmarks Register and the National Registry of Historic Properties.
3. Develop additional measures to protect sites of interest through ordinances and complete a map showing historic sites.
4. Consider the establishment of rural historic districts in cooperation with the Virginia Department of Historic Resources to protect valuable historic and cultural resources.

Goal 2. Raise awareness of Madison’s rich historic legacy.

Objective 1: Encourage accessibility to public historic resources for all county citizens.

Major Strategies

1. Encourage access to public historic resources that comply with the American Disabilities Act standards and practices.
2. Encourage educational resources for County residents in cooperation with the Madison Historical Society and other civic groups to further understanding and appreciation of Madison County’s cultural heritage.

Goal 3. Emphasize Historic Preservation as an integral component of economic development efforts.

Objective 1: Promote historic resources to complement economic development in Madison County.

Major Strategies:

1. Encourage economic incentives to developers that adaptively use historic structures in new development.
2. Promote historic resources through tourism development and active marketing of Madison County by supporting the Journey Through Hallowed Ground and the 400th Anniversary of the State of Virginia.

RECREATION

Issue: 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 dollars. Like many other rural counties, however, Madison County has only limited facilities for team sports, small children’s play and family or group picnics. 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 1: 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' identified 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, etc.
2. Utilize accepted 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 School Board and private properties.
4. Develop and maintain Hoover Ridge Park in accordance with an adopted Master Plan; provide for phased development of facilities through the Capital Improvement Program.
5. Encourage walking for health and leisure needs and facilitate pedestrian access to businesses by extending sidewalk the length of Business Route 29 in cooperation with the Town of Madison and the Madison Main Street Project.
6. Consider the particular needs of teens, youth at risk, seniors and persons with disabilities when planning for recreational facilities and programs and greenways.
7. Stress programs that promote healthy lifestyles, such as fitness, aerobics 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 become practicable in Madison County, 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 2: 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 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. Designate 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 Office of Economic Development and other groups to identify additional recreational facilities and programs (public and private) that would stimulate tourism, explore actions the County could undertake to bring about the development of these facilities.

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

Major Strategies

1. Develop a meaningful action plan to identify the best possible Madison County location for an entrance into the SNP and involve all our constitutional officers 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 “showcase” the natural, cultural and recreational resources of Madison County as well as lodging, dining and other tourism related facilities.

ECONOMIC DEVELOPMENT

Issue: Economic development is understood to mean growth of the present economic base of the community. 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 County’s environment or the quality of life of its citizens. If these criteria are met, the business or industry brings new money into the community and contributes to the overall well-being.

Madison County’s primary future economic development growth area is the Route 29 corridor. 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, the 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. An industrial and or business park should be encouraged for long-term economic health of the County and should be included in the upcoming capital improvement program.

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 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, recreation and entertainment areas to support tourism. Making such businesses more viable through the provision of such technologies as “Broadband Internet” access and wireless services as to possibly enhance home businesses and telecommuting.

Economic development based on the extensive agricultural and forestry assets of the community should be encouraged and supported. Agricultural and forestlands occupy the bulk of the county’s area, thus providing a natural base for further economic development.

Goal 1: Plan for a substantial increase in economic development activities in the County, with attention directed to attracting firms that will expand the employment opportunities, regional efforts with surrounding counties, current forestry and agricultural business and tourism-based businesses available to county residents while generating significant public revenues.

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 a vocational training facility, 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 business 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 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 these attributes.
5. Form a County-wide Business Alliance whose purpose is to boost business prospects in the county.
6. Appointment of an Economic Advisory Council to the county government.

Objective 2: Seek 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 for specific designated areas. These routes include Routes 230 and 15.
2. Develop performance standards for industrial and business activities that permit flexibility in site selection and design, but provide 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 commercial 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 plan to guide tourism-related development and encourage the further development of tourism-related businesses.
6. Provide for Planning Commission review once each five years or as needed of the County's sign control regulations and ordinances to ensure their effective conformity of economic growth.
7. Establish a standard and ordinance for outdoor lighting for commercial and industrial facilities.

Objective 3: Consider the short and long-term financial 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

1. 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.
2. Designate areas for office, commercial and industrial development that provide sufficient land to meet community needs through the next Comprehensive Plan revision.

RETAIL AND BUSINESS

Issue: 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.

AFFORDABLE HOUSING

Issue: 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 2005, far exceeds the pace of median household income. The updated 2004 census puts median household income at \$42,659. Using this income figure a family would qualify for a \$165,000 home based on current interest rates of approximately 6.25%. The current median sale price of homes is approximately \$259,950, 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 1. 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 homeownership and rental opportunities.

Objective 1. Create a Madison County Affordable Housing Standing Committee to serve as a clearinghouse for information for various groups whose area(s) of concern

include affordable housing issues and to raise affordable housing concerns with the Board of Supervisors and Planning Commission.

Major Strategies:

1. The membership of this committee should include a broad cross-section of business, industry, government, housing agencies, citizen stakeholders and other interested citizens.
2. Link this committee to the pre-existing Rappahannock-Rapidan Regional Commission's Workforce Housing Task Group for support and to avoid unnecessary duplication of effort.
3. Complete a report of housing availability at different income levels matching county income demographics and define areas of greatest need. 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: Development of these housing options should be carried out in a manner that minimizes the impact on the rural character and agriculture/forestry land use of the County and distributes that housing throughout the County to avoid concentration in any one area.

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.
3. Increase enforcement of existing housing 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.
4. Increase supply of elderly housing with access to shopping and health care.
- Develop retirement and assisted living facilities through making initial market demand estimates.
 - Work closely with the Madison Elder Coalition to review retirement and assisted living needs.

Objective 3: Enhance effectiveness of existing housing assistance programs through local funding. Build on the existing framework of housing assistance programs to create more homeowners.

Major Strategy:

1. Work with existing agencies like Rapidan Better Housing, Habitat, DSS, and MESA 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.

RESIDENTIAL LAND USE

Issue: The pace of residential development in Madison County can be expected to accelerate over the next five years, fueled by demands for housing from many sectors of the market. Demand will continue to be strong for rural, custom-built homes and old homes by households attracted by the scenic beauty of the area. Another source of demand will be from households employed within roughly a one-hour commuting distance: some of these will be families and individuals priced out of the market for single family homes closer to their work places. Another apparently strong category of demand is for rental housing and mobile and manufactured homes, and possibly for apartments and townhouses. Because land prices are an important factor in the ability of developers to serve the two latter groups of housing consumers, rural areas (such as Madison County) are subject to efforts to convert agricultural land to residential development. If Madison County intends to encourage the continuation of farming and forestry as key elements of the local economy, some areas with good agricultural and forest products capability need to be preserved for those activities. Lands designated for agriculture and forestry should not be divided extensively for residential building lots, and the County will not authorize the extension of public water and sewer systems to such areas. Instead, most new homes should be built in areas that could eventually have public water service, and where other public services and facilities can be made available in the future.

Goal 1: Encourage the development of housing that meets the needs of all County households.

Objective 1: Promote an increase in the supply of safe, healthful housing affordable by young families, agricultural and forestry workers, persons employed in manufacturing and service jobs in the County and retired persons.

Goal 2: Provide for moderate growth in the County's housing stock and to encourage such growth to occur in areas designed for public water and sewer service.

Objective 1: Channel intense residential development to areas served by public water and sewer systems or planned for such service.

Major Strategies

1. Designate areas in the vicinity of the Town of Madison and other village areas as residential development areas.
2. Encourage that all future residential land divisions resulting in lots of less than three acres be located in areas with existing or planned public water and sewer service.
3. Conduct a comprehensive review of the zoning ordinance to see if it is in agreement with the Comprehensive Plan.

Goal 3: Limit residential development in agricultural and conservation areas, and treat residential development in such areas as subordinate to the normal operations of farming 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; ie: 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. Develop a Transferable Development Rights (TDR) program with appropriate policies and supporting ordinances.
5. 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.
6. Do not permit extension of water and sewer service outside of designated growth areas.
7. Continue a timed phasing of subdivisions such as the current 4 divisions in 10 years.
8. Provide incentives under the "4 in 10" ordinance for submission of a conceptual plan for buildout of contiguous parcels in single or multiple ownership.
9. Continue to limit a maximum of 4 lots to be served by a private road.
10. Encourage "Firewise" building practices for new construction in rural areas to minimize the wildfire risk to homes and enhance firefighter safety.

Objective 3: Do not permit public water and sewer service to be extended into agricultural and conservation areas.

Major Strategies

1. Limit the number of lots that can be divided from parcels of land in the Agriculture and Conservation zones to four in ten years.
2. Limit the size of residential lots that can be divided from parcels of land in Agriculture and Conservation zones.
3. In any area not planned for public water and sewer service, require all applicants for permits to build new residences to show two Health

Department approved drain field locations and an approved well site, and to demonstrate that the building lot has an approved, dependable water supply with capacity appropriate for the intended use.

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

ROUTE 29 CORRIDOR

Issue: 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 control industrial, commercial and small-lot residential development in other areas of the County.

Goal 1: **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.

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 Strategy

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.

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

Major Strategy

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.

Objective 4: Control future development along Route 29 corridor.

Major Strategies

1. Maintain a cautious and sensible approach regarding zoning and rezoning for commercial and industrial development in the Route 29 corridor.
2. Explore opportunities to encourage the construction of service roads and shared access points for existing development.

Objective 5: Assure that planning for the Route 29 Corridor takes into account the natural beauty of the county and gives due consideration to scenic vistas for motorists. Numerous planning studies of both urban and rural highways have shown that the "view from the road" is a powerful influence on people's impressions and attitudes about a community. 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

Issue: 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 1: **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, 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 flood plain 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 2: Recognize and plan for the correlation between new land use development and the existing highway systems that will support them.

Objective 1: 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.

COMMUNICIATION AND ENERGY UTILITIES

Issue: 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 1: Assure that the actions of publicly regulated energy, gas transmission and/or distribution companies and communication companies, including cable TV companies, are consistent with and supportive of the County's Comprehensive Plan.

Objective 1: To prevent disruption of land use activities by utility transmission facilities.

Objective 2: To minimize the intrusion of utility facilities 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 establishment of additional communication towers to provide additional services to all county residents.
4. Encourage towers and antennas to be designed to blend into the surrounding environment.
5. Explore the possibility of broadband internet service to serve the County.
6. When the successor to Adelphia Cable TV comes to the County for its franchise agreement, encourage that it convert the system to digital and broadband internet access and also provide local repair facilities.
7. Explore possibilities of having more communication tax returned to the County in lieu of recent legislation.

PUBLIC FACILITIES AND SERVICES

Issue: 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 and the Juvenile/Domestic Relations Court, which are in the War Memorial Building, have been improved. 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, Zoning Administrator and the Building Inspector as well as the County Auditorium. The old School Board Building now serves as offices for the Board of Supervisors, Finance Officer, County Administrator and the General Registrar. The 2004 Capital Improvement Plan

stressed the need for an adequate public water supply for the Town of Madison and surrounding development. This included extending the public water line to the Primary School. See CIP appendix.

The School Board and Board of Supervisors have approved plans for school improvement, making more efficient use of existing facilities. Additions have been made to several buildings. The 2004 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 Wolfstown area. There is a satellite rescue squad station in Etlan, however, there is a need for a fire station to serve the Banco-Criglersville-Syria-Etlan area.

Goal 1: Assure that public facilities and services are provided consistent with the needs of the whole County and within the County's fiscal capabilities.

Objective 1: Locate facilities that have a Countywide service area in or adjacent to the Town of Madison until satellite facilities are realized.

Major Strategy:

1. Identify sites or specify site requirements for new public facilities. 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 done in 2004 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 Strategy:

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. This should include a master plan with set goals and agenda for development of the Hoover Ridge property.

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. Continue with upgrading of the Courthouse.

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 State 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.

PUBLIC UTILITIES

Issue: 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 1: Assure the provision of adequate, safe water supply and sewage collection, treatment and disposal for new development.

Objective 1: 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 2: Protect groundwater and surface water from excessive use and from contamination.

Objective 1: Encourage education on the application of all land applied nutrients.