



Town of Louisa Planning Commission – Regular Meeting  
212 Fredericksburg Avenue  
Louisa, Virginia 23093  
**Monday, January 26, 2026**

**I. Call to Order - 5:00 PM**

**II. Administrative Items:**

- a. Invocation
- b. Pledge of Allegiance
- c. Adoption of the Agenda
- d. Consent Agenda Items
  - i. Approval of Minutes: December 29, 2025

**III. Public Comment:**

- a. This section of the Planning Commission meeting provides citizens the opportunity to discuss matters, which are not listed on the printed agenda. Any person wishing to bring a matter to the Committees attention under this section of the agenda should: (1) State their name and address; (2) State the matter that they wish to discuss and what action they would like the Committee to take. When appropriate or if requested, we will respond to direct questions in writing. Please limit comments to 3 minutes or less.

**IV. Old Business:**

- a. Review of the most recent Town Comprehensive Plan and discussion on the following:
  1. Revitalization (pg. 16)
  2. Housing and Growth (pg. 17-18)
  3. Economy (pg. 19-21, and 34)

**V. Comments/Discussion by Members of Planning Commission**

**VI. Adjournment**



**Planning Commission Meeting Minutes**  
**Town of Louisa Planning Commission's Regularly Scheduled Meeting**  
**Monday, December 29, 2025, at 5:00pm**

Commission Members in Attendance:

Chairman Maxine Butcher; Vice Chairman Veronica Saxton; and John J. Purcell, IV liaison.

Commission Members Absent:

Cochran Garnett; Janet Matkins

Staff:

Stuart Turille, Town Manager; Stephanie Dorman, Town Clerk; and Shiann Turpin, Deputy Clerk.

*All copies, including reports, handouts and documents can be found following the minutes.*

5:08 P.M. Convene Meeting

Ms. Saxton led the Pledge of Allegiance and Invocation

**Approval of Agenda & Minutes**

After reviewing the Agenda for the December 29, 2025, meeting, a motion to approve the consent agenda was made by Ms. Butcher and was seconded by Ms. Saxton. The motion carried by a vote (3-0).

After reviewing the minutes for November 24, 2025, Planning Commission Agenda & Meeting minutes, a motion to approve minutes as amended, correcting typographical errors, was made by Ms. Saxton and was seconded by Mr. Purcell. The motion carried by a vote (3-0).

**New Business**

**Introduction of New Liaison from Council and Mayor:**

Roger Henry, Councilman, introduced himself as the newly appointed liaison moving forward from Council.

Ashley Michael, Mayor, introduced herself as newly elected Mayor to Commission.

**Comprehensive Plan:**

Review of pages 17-19 and 34 of Comprehensive Plan.

Starting with page 17:

Mr. Purcell recommended to add the word *finished* to the second line on page 17, "majority of *finished* housing units."

Mr. Purcell suggested striking the second sentence in the third paragraph.

Mr. Purcell recommended striking the fourth paragraph.

Mr. Turille clarifies the Integration City/County Management Association, ICMA, definition of affordability and recommends changing to the ICMA generally accepted definition.

Mr. Purcell suggested striking the “Directing Growth” paragraph on page 18.

Ms. Butcher asked about the possibility of extending town limits and additionally writing the potential into the comprehensive plan.

Mr. Turille referenced a conversation with Superintendent of Public Works, Anthony Larry, about management of growth with current infrastructure of the water system.

Moving onto paragraph 3 on page 18, Strategies for Smart Growth:

Mr. Purcell recommended re-structuring the third paragraph, including protecting single-family homes, and keeping a balanced variety of homes in the town.

Mr. Purcell suggested a re-writing, stating the larger priority for the town to maintain rural character and manage growth.

Mr. Turille referenced smart growth, managing existing developments, traffic flow, and economic incentives to downtown.

Ms. Saxton mentioned adding specifics and actions to align with the Town Vision.

Ms. Turpin assigned task of creating an editable document and sending it out to Commission via email to continue working on.

Continuing to Page 19:

Mr. Purcell suggested adding the statement “This goal needs to be achieved while maintaining balance of single and multi-family homes.”

Mr. Turille suggested the possibility of including temporary housing under the “Smart Growth” section on page 19.

Ms. Butcher mentioned Bed n’ Breakfast’s the Town currently have available.

Mr. Purcell recommended keeping temporary housing under “Economy,” where it is currently.

On to Page 34

Mr. Purcell suggested additions be made to “Goals and Objectives” section.

1. Maintain a blend of single and multi-family housing.
2. Encourage the continuation of single-family homes instead of conversion to multi-family housing and apartments.

Mr. Purcell suggests adding the requirement of dark sky lighting to “Action Items.”

The Commission agreed to continue with regular scheduled meetings, the next one being on January 26, 2026, at 5:00 p.m.

The Commissioners reviewed which sections of the Comprehensive Plan they would like to focus on at the next meeting.

Ms. Butcher thanked Mr. Purcell for his time and insight while on the Planning Commission and welcomed Mr. Henry as the new Liaison from Council.

There were no additional comments from Commissioners or staff.

A motion to adjourn was made by Ms. Saxton and seconded by Mr. Purcell. All in favor.

The meeting adjourned at 6:16 P.M.

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*Maxine Butcher, Chair*

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*Shiann Turpin, Deputy Clerk*

# Town of Louisa Comprehensive Plan 2023

Adopted by Town Council  
December 19, 2023



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## **Louisa Town Council Vision Statement**

*"The Town of Louisa is the center of government, commerce, culture, and arts for the County. As the heart of the County, we take responsibility for our destiny and commit to leadership that will ensure our economic and collective success. We are a community that preserves and builds on our history while retaining our social fabric and small-town appeal. Our Main Street defines us, providing a sense of place and identity, and drawing citizens together to create a progressive, vibrant, and caring community."*

### **Louisa Town Council**

*Mayor R. Garland Nuckols*

*Vice Mayor Jessie J. Lassiter*

*A. Daniel Carter*

*John J. Purcell, IV*

*Sylvia L. Rigsby*

*Vicky A. Harte*

### **Town of Louisa Planning Commission**

*Chairman A. Carter Cooke*

*Vice Chair Maxine Butcher*

*John J. Purcell, IV*

*Cochran Garnett*

*Veronica Saxton*

## ***INTRODUCTION***

The Planning Commission initiates a five-year review of the Comprehensive Plan. The plan is examined for content, updated census data, and the commissions review of the overall goals of the town's growth, economic development, zoning and land use ordinances,

### ***WHAT IS A COMPREHENSIVE PLAN?***

A comprehensive plan, in general, is an outline of the kind of community the residents of an area wish to have in the future. The Town of Louisa's Comprehensive Plan includes information about the past and present. It references the people who live here and describes the town's physical characteristics. The planning process includes an examination of the town's strengths, weaknesses, and development goals. The plan suggests ways to achieve these goals, however they are intended to be examples of the possibilities, and not limits to the imagination. The plan also recognizes that resources, both human and physical, are finite and by planning ahead, the town staff and council can often achieve more than one purpose with a single action.

### ***WHY DO WE NEED A COMPREHENSIVE PLAN?***

This plan is needed for the efficient use of resources, and there are two additional reasons for adopting a Comprehensive Plan. The most compelling is that Virginia State law requires it: "Every governing body in this State shall adopt a comprehensive plan for the territory under its jurisdiction ... with the purpose of guiding and accomplishing a coordinated... and harmonious development of the territory which will...best promote the...general welfare of the inhabitants." The second reason is that a comprehensive plan provides a reasoned justification for the local zoning ordinance. A zoning ordinance, not based on a comprehensive plan, can often be successfully overturned in court, simply because the local government cannot provide reasons which justify the zoning decisions. Many changes have taken place within the town since the 2018 revision. The following is the 2023 five-year review. This Plan is intended as a guide for the future, will be re-examined regularly, and will be changed as conditions, views and the needs of town's residents change.

## *The Town of Louisa Comprehensive Plan Summary*

- Achieve a balanced and sustainable land use pattern that will retain Louisa's historic, small town character in a rural setting.
- Uphold a high standard of environmental stewardship.
- Provide safe and orderly flow of traffic in Louisa.
- Encourage a range of quality residential development, and redevelopment, sensitive to the town's interest in maintaining its character, being pedestrian friendly and providing parks and open spaces.
- Create and sustain commercial development within the commercially zoned core area in the center of town.
- Preserve and protect the town's historic and cultural resources to maintain a unique sense of place and provide for increased social interaction.
- Control type and rate of growth of residential and commercial development to ensure infrastructure can support it without overwhelming the system.

The Comprehensive Plan provides a series of strategies to ensure that the town and surrounding area continue to be positioned prominently among jurisdictions as an exceptional place to live, work and visit.

The Town of Louisa's Comprehensive Plan is a policy and strategic guide for public decision-making. The Plan describes: the community's historic, physical and social character; examines and responds to local and regional issues; and provides a blueprint for the future. The Plan also describes a desired future and provides recommended paths for attaining that future state.

### *Key Action Items*

1. Monitor the number of sewer and water taps granted for new development in the town and surrounding area to protect the groundwater resources for the town. Connections should be approved only when capacity is available and the existing infrastructure can support the new customers without decreasing the quality of service for others.
2. Evaluate existing town and county zoning district regulations, as well as the Zoning Map, for their compatibility with the goals and policies of this Plan, and identify necessary or desirable amendments.
3. Review town ordinances and regulations accordingly to ensure that growth is managed to avoid overtaxing public services.
4. Expand and refine the town's capital improvements plan and establish a funding plan for long term capital needs for all public facilities and utilities.
5. Assist local landowners/developers in maintaining open space by identifying and designating specific natural features and locations in and around the town for public use. Suggested means include: bike paths; community gardens; wildlife refuges; old railroad right-of-ways; and historically significant places.

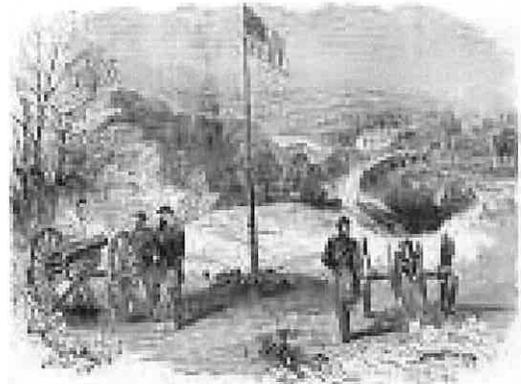
## *Town of Louisa Yesterday...*

The ordinary or tavern, located at the site of the courthouse, served as a place of refreshment and lodging for the justices and visitors to the monthly courts and also to such travelers who might go through the county on the roads from Richmond to Charlottesville. This, however, was not the only function of the establishment. It served as a gathering place for persons on scores of duties or pleasure bent. Legal notices and newspapers were on file, mail was distributed and the taproom was a clearinghouse for news and gossip. The tavern carried a small stock of necessities, which could be purchased by the surrounding populace. No record exists as to the growth of this plantation settlement, which on Court Days became a scene of commercial activity.

An Act of Congress, approved April 23, 1800, established a "post road from Fredericksburg, by Spotsylvania Courthouse and Louisa Courthouse to Columbia." This road was to connect the Rappahannock River and the James River and is roughly Route 208 of today, which reaches from Interstate 95 to Interstate 64 at Ferncliff.

A post office was established at Louisa Courthouse on September 19, 1800, and the first postmaster was Ludlow Branham. The mail at this time, was carried by post riders and stagecoaches. Apparently, this assumed some degree of regularity in delivery.

No actual records of the village exist as to its content in the manner of occupants or business until the publication of a "Gazetteer of Virginia" by John Martin in 1835. In this work, Louisa Court House is described as a Post Village, located 110 miles southwest of Washington; 54 miles northwest of Richmond and 30 miles from Charlottesville. In addition to the Courthouse and jail, it contained a large house of worship, and the following merchandise stores: a silversmith, blacksmith, 2 carriage makers, a shoe maker, cabinet maker, saddler, 2 taverns, a milliner, 2 lawyers' offices and a physician's office. There were a total of nineteen places of business, but there was no mention of the population of the Village as there were, at that time, no boundary lines.



On December 1, 1838, the Louisa Railroad, which had been started in 1836, reached Louisa Courthouse. Thus began a contact with the outside world for what had been a landlocked settlement, served only by post roads and wagon trails and which had grown to the status of a village with streets, stores, and professional men. The coming of the railroad proved to be a boon to the village in later years and was a contributing factor to its growth.

Louisa played a part in the Civil War, not only furnishing a Company of men, the Louisa Blues, as a part of the 23rd Virginia Infantry of the Confederate forces, but also because of the Battle of Trevilian Station, which occurred on the 11th and 12th of June, 1864. This battle occurred when Sheridan attempted a raid on the Virginia Central Railroad in an attempt to break General Lee's vital supply line from the Shenandoah Valley. Some 13,000 cavalymen were involved in the battle of which 1,619 from both sides were either killed or injured. Field hospitals were set up at the Trevilians Depot, the Tavern, the Louisa Methodist Church, the Courthouse, and many private homes. Oakland

Cemetery on West Street in Louisa provided the last resting place for 94 marked, but unknown soldiers, of this fierce battle.

At the time of Louisa Courthouse's incorporation as a town, Chataigne and Ellis, in their Virginia Business Directory and Gazetteer, show that the town contained about 250 inhabitants. Included were: four churches; a hotel; seven lawyers; one druggist; one saddler; one milliner; one confectioner; a lumber firm; a music store; seven general stores; one general merchandise merchant; and one liquor dealer (exclusively); one grocer; one flour mill; one distiller; and a tinner, in all there were twenty-seven places of business.

The Town of Louisa was incorporated under Chapter 125 of the Acts of the General Assembly 1872-1873 and approved on March 8, 1873.

The boundaries of the Town were stated in the Act, but the designation of the various corners and markers were so vague that it is almost impossible to determine from the descriptions exactly where they lay, as it called for lines to trees, fence corners, posts, etc. A plat of the boundaries does exist and from it can be determined the approximate boundaries.

The officers were to consist of seven trustees, who would compose the town council, and the following persons were named in the Act: George J. Sumner; Hyman Levy; F.W. Jones; Jesse W. Melton; Henry W. Murray; Dr. Gulielmus Smith; and Samuel H. Parsons. They were given the power to pass all by-laws and ordinances for the governing of the town, provide for keeping the streets, grading, paving, and making such other necessary improvements. To accomplish these ends, they were empowered to levy such tax as they might deem proper on all property in town not exceeding fifty cents on one hundred dollars and on all avocations, professions, and business as were subject to taxation by the revenue laws of the state.

The Board of Trustees were to elect a president from its own body who would preside at all meetings, and when the trustees were equally divided should, in addition to his own vote, give the deciding vote.

Annual elections were to be held on the first Monday in November; seven trustees and one town sergeant were to be elected by the qualified voters. The Trustees were empowered to elect a secretary to the council who would be ex-officio treasurer of the town and who was to give bond for all funds that would come into his hands. The collection of taxes, however, was one of the duties of the town sergeant.

It might be well to recall here that 1873 was the beginning of the financial panic under President Grant which was to last for six years, but this apparently did not have a tremendous effect upon Louisa, inasmuch as the area had never recovered from the Reconstruction after the Civil War.

The first meeting of the Town Council was held on March 8, 1873, with the gentlemen named in the Charter in attendance. From this group, George J. Sumner, a merchant of the town, was elected President or Mayor of the Council and served for two terms. At this meeting, a set of bylaws or ordinances by which the town would be governed were adopted. These were mostly police regulations and penalties, which would be assessed for failure to observe them.

According to the records, the next few years were concerned with such mundane matters as the repairs of streets and sidewalks and the general administration of the town government. In 1878, the first streetlights, twelve in number, were installed and were large oil lamps on posts placed at strategic locations in the Town. These were attended to by Mr.

W.H. Vaden, who came around each morning with a small ladder, a pair of scissors for trimming the wicks, a can of oil, and tissue paper for cleaning the globes. He would then return about dusk and light the lamps for the night. It was not until 1925 that adequate electric lights for both municipal and private homes were secured from the Louisa Light & Power Company in Mineral, an operation conducted by the Fisher brothers. Prior to this, there had been several attempts to operate a small light plant using direct current furnished by a gasoline engine and a generator, but this was never successful. Several of the stores had their own private Delco plants and some even used gas for lighting.

The sidewalks in 1873 were mostly plank walks laid in the Main Street business area with walks made of tanbark for the outlying sections. By the early 1900's these had gradually been replaced by cement sidewalks in the business area, with the merchants paying a proportionate part of the cost. It was not until 1906 that, by the aid of a \$6,000 bond issue, cement walks were completed to the corporate limits of the town.

A disastrous fire in January 1888 almost completely wiped out the entire eastside of Main Street and paralyzed the business district. This was the block directly across the street from the courthouse. It was several years before the town recovered from this loss and the slow task of rebuilding is shown on insurance maps owned by the Louisa County Historical Society.

The water supply for the town in 1873 consisted of individual wells and a public well located at the corner of the courthouse property, which was jointly owned by the county and the town. The county relinquished its entire interest in the well in 1916 and the town began furnishing water in limited quantities to the outlying properties throughout the year. The next water system was installed in 1926 at a cost of \$35,000, which was obtained by a bond issue. This system consisted primarily of a well-house, spring, and pumps to provide water. Fireplugs were installed and a volunteer fire department was organized. Their first building was constructed in 1929. The company has rendered invaluable service to the town and surrounding community over the years.

In 1935, the town purchased ten acres of land about one and one-half miles west of the town to be used as a municipally owned cemetery with perpetual care. This has been enlarged by the purchase of adjacent land and has proven to be a beautifully kept project.

The streets of the town from 1873 until around 1921 were dirt roads supplemented by an occasional fifty-ton car of gravel, which was placed in the most strategic and well-needed places. In 1921, the State Highway Department ran its first hard surfaced road through the town of what was then State Route 39. This road was an eighteen-foot wide cement ribbon, which left a considerable amount of unpaved street on each side. This condition was remedied in 1928 by an extension of a cement roadway from the highway to the curbs on both sides by the town through the business section, thus eliminating the existing expanse of dirt and muddy problems of the portions of the street.

A small sewer disposal system had been installed back in the 1920's, which only took care of portions of the landowners. A majority of them had septic tanks and in 1958, the town secured a bond issue in the amount of \$240,000 and constructed the present system. All of these improvements meant the passing of the outhouse which had been a feature of the town at its beginning and which was a subject of some of the first ordinances.

Of the eleven churches now in the town, four of them were in existence when the town was incorporated. The Louisa High School (current site of the Town Hall and Arts

Center) on Fredericksburg Avenue succeeded the old Haley High School on Elm Street in 1907. This was completely gutted by fire in February 1924 and was rebuilt and continued as a high school until around 1940 after which it became an elementary school until 1987. In the late 1890's and on through until the 1920's, Louisa was known as a summer resort. This was before the arrival of good roads and the automobile. There were several ladies, two of which were Mrs. Douglas Chaney and Mrs. Charles Donnally, who had large homes and took in what we called "summer boarders" along with the Louisa Hotel (now the Cooke Building) which was always filled. The people would come from Richmond and the peninsula to get away from the hot, humid city air and to enjoy good country food.

Mr. S.S. Griffith operated the hotel and he had a large hardwood platform built just outside the dining room windows, with Japanese lanterns, little tables and chairs placed about the lawn. A Victrola played music from the dining room window for dancing.

One of the features of the town was the attendance of large crowds from all over the county on Court Days held in March and December of each year until the arrival of the automobile, good roads and the telephone. People would come to Louisa in March to see who had lived through the winter, and in December to get their Christmas spirits. They also brought every conceivable object which they thought they could sell or swap.

It's been estimated that thousands of people would gather here on those days, some traveling all night to arrive for the big day. John Bibb attended a Presidential Inauguration in Washington and made comment on the size of the crowd saying, "... you have never seen a crowd until you have been to Louisa Courthouse on a March Court Day". The only comparable occasion was August 17, 1905, when the present courthouse and the Confederate Monument were dedicated. A Confederate reunion was held in connection with this event and a number of outstanding speakers were present. It was estimated that an attendance of around ten thousand persons participated, which, if correct, would be the largest public gathering of any kind to assemble here.

The Town of Louisa owes its origins to the location of the county courthouse within the limits of the present town. The first session of the court was held on December 13, 1742. The original courthouse was demolished when the new courthouse was built in 1905.

Further development of Louisa was encouraged by the construction of a rail link with Richmond in 1838, and an extension of this line to Gordonsville in 1850. The Town's location as the administrative center and its transportation links increased settlement around the courthouse. The first census, after incorporation, showed the town had a population of 315.

Louisa residents have been served by a newspaper since 1879. Name and ownership of the paper changed several times until November 7, 1912 when it appeared under its present name as "The Central Virginian".

Since 1873, the incorporated area of Louisa has grown several times through annexation of land from the County. The most recent expansion, effective January 1, 1977, more than tripled the town's acreage and increased the population by 50 percent. It also captured new commercial development along routes 22 and 33 and improved the tax base of the town.

## *Town of Louisa Today...*

The town is the county seat of Louisa, and serves as the governmental center, hub of commerce, and a residential area. The Downtown area has retained its rural nature and rustic feel. The primary transportation route to the Downtown area is Main Street, which incorporates small retail shops, restaurants, the historic courthouse and jail, several churches, the post office, and legal/financial services.

The town operates a water distribution system, a wastewater collection system, and a sewage treatment plant in conjunction with Louisa County. Other public services provided by the town are independent police department, solid waste removal, recycling, brush removal, the operation of two cemeteries (Hillcrest and Oakland Cemeteries), and other general services.

The Town of Louisa is in an ideal geographical position for growth and development. Situated in the Virginia Piedmont region on a ridgeline separating the North and South Anna river drainage basins, the town is a crossroads for Central Virginia. State Routes 208, 22, 33, 628, 669 and the railroad tracks all converge within the downtown vicinity. The transportation corridors, coupled with the recreational tourism of Lake Anna and the commercial development at Zion Crossroads, support a vibrant and popular residential community.

Growth in the residential sector is being spurred by the skyrocketing land and construction prices in the Charlottesville/Albemarle region as well as the west and northwest expansion of the Richmond metropolitan area. The development of the North Anna Nuclear Power Plant provided a stable residential population when the plant opened in the early 1970's.

### ***Government***

#### *Offices*

In 2006, the Town Office relocated to 212 Fredericksburg Avenue. In an adaptive reuse project, the former Louisa Elementary School was renovated to house the Town Council chambers as well as the mayor, town manager, treasurer, clerk and administrative staff offices. The police department gained use of the vacated building at 219 East Main Street. The public works building on Main Street houses the town's maintenance crew and equipment.

#### *Elected Officials*

The governing body of the Town of Louisa consists of a mayor and five council members who meet on the third Tuesday of each month at Town Hall. The mayor and five council members are directly elected at large every four years with staggered terms for council members. Once elected, the council chooses a vice-mayor.

#### *Appointed Officials*

The mayor appoints council members to standing committees, each being responsible for the general supervision of all matters related to that committee. The mayor and town manager are ex-officio members of these committees. At present, there are eight standing committees: Cemetery, Personnel, Police Matters, Water & Sewer, Finance, Streets & Sidewalks, Refuse & Recycling, and Legal Matters.

The Town Council appoints a five-member Planning Commission, which makes recommendations to council on zoning requests and final site plan review. The Commission is responsible for revising and recommending to council the town's Comprehensive Plan.

A Board of Zoning Appeals is appointed by the Circuit Court based on recommendations from the Town Council. One member of this board is always an active member of the Planning Commission. The Board of Zoning Appeals makes decisions on requests for variances and hears appeals of decisions made by the zoning administrator.

A five to seven-member Economic Development Authority is appointed by the Town Council. The EDA is tasked with attracting business enterprises toward the town and is authorized to provide incentives to encourage business development. One incentive that the EDA has, is the ability to issue bonds on a tax-exempt basis allowing a business to relocate within the town at minimal costs. While originally designed to entice industrial operations to locate within the town, the EDA serves more as an economic development agency, contributing to tourism and community development projects such as a Farmers Market.

Council also appoints a Town Manager, Treasurer, Clerk, Chief of Police, and Zoning Administrator. The Town Attorney is retained on a contractual basis.

## *Services*

### *General*

The administrative department of the Town handles utility billing, taxes, audit and finance, payroll, zoning, planning and other general governmental duties. The public works department maintains public grounds and cemeteries, operates the public utilities, and responds to general emergencies.

### *Fire and Emergency Medical Services Protection*

The Louisa Fire & Emergency Medical Services consists of a combination of career and volunteer providers from Louisa Volunteer and career staff serving the citizens and visitors of Louisa. Services provide basic life support, advanced life support, and fire response to all types of emergencies that impact our County. The Town of Louisa has ample hydrant capacity and the fire departments completes an annual analysis and testing to insure quality and service.

### *Police Protection*

An important service that the Town provides is police protection. The police department provides services in cooperation with the Louisa County Sheriff's Office, operating under a mutual aid agreement, for public safety. The Town has upgraded all vehicles and equipment to enable our officers to serve the community.

### *Municipal Solid Waste Removal*

Curbside garbage collection is a free service provided to residential sites within the corporate limits and a nominal tipping fee is charged for commercial sites. Commercial refuse pick-up and residential pick-up occur once a week. The commercial fee includes canister rental, as well as collection and disposal. The trash is carried to the Louisa County Sanitary Landfill located just east of the Town of Mineral.

This service is outsourced on a contractual basis that is reviewed regularly to ensure adequate service.

### *Brush Removal*

The Town operates a free residential brush removal service for all non-commercial properties. The service is offered twice monthly and simply requires the brush be cut into manageable lengths and left curbside. The town instituted this service to help recycle waste and prolong the life of the Louisa County Landfill. All brush collected is ground into mulch.

### *Recycling*

The town offers a recycling program, servicing residential and commercial properties twice monthly. This service is outsourced on a contractual basis that is reviewed regularly to ensure adequate service.

### *Recreation*

In June 2007 a park facility was opened as part of the twelve-acre Town Hall campus on Fredericksburg Avenue. In August 2008, the Louisa Arts Center was opened which began providing entertainment, education, and community services in the Arts. The Cooke-Haley Theater is a 200 seat Performing Arts Center and the Purcell Gallery is an 800 square feet gallery for the exhibition of two- and three-dimensional works of art. The campus hosts the Louisa Historical Society with a museum, demonstrations, restored buildings, artifacts and special events to preserve Louisa's rich history. The Town is a proud supporter of Louisa Little League Athletics as it leases and assist with the maintenance Alberts Field also located on the campus.

In cooperation with the county, an additional park is located in the residential neighborhoods bordered Meadow Avenue, South Street, and McDonald Street. The County of Louisa has a Parks Recreation and Tourism Department, multiple historic trails/tours and a newly developed beer and wine trail.

Town residents and merchants participate in various activities which contribute to Louisa's community life. Organizations such as the Louisa County Chamber of Commerce promote the town as a commercial center and encourage cooperation among local businesses. Service clubs such as: the KS Club, Rotary Club, and Lions Club work to expand services available to residents and to improve the appearance of the town. Special events are often held within the Town as these organizations collaborate.

### *Other Services*

Louisa County and several public service agencies, which operate throughout the county, have offices in the Town. These organizations provide many public services and include the Department of Human Services, the Louisa Volunteer Fire Department, and the county's circuit and general district courts. Although the rescue squad is located outside the town limits in the county's Industrial Air Park it provides services to the town. Town residents benefit from these agencies in a variety of ways, such as increased retail trade and sales tax receipts, low-cost accessibility to services, and a greater number of jobs available close to the town. The public library moved from the town in 2003 and is now located on the high school/middle school campus, approximately five miles east

of the Town of Louisa. The Health Department relocated to the Betty Queen Intergenerational Center grounds during the fall of 2012, approximately three miles east of the Town.

## **Population**

### *Trends*

Louisa County’s population has shown significant growth in the last fifty years, which has a direct impact on the Town’s population. The 2020 census showed a population increase to 1987 residents in the Town of Louisa. This increase is the result of the town’s role as the administrative center for the county and the commercial center for the surrounding areas, especially Zion Crossroads and Lake Anna. Future growth of the population will depend on growth of the county, at large, by attracting industry to the area with jobs, and the associated service industry growth that naturally follows. The population demographics reported from the 2020 United States Census are outlined in the following chart.

United States Census Bureau Data	Town of Louisa 2015	Town of Louisa 2020
Total Population	1555	1987
Population by Age		
Under 18	323	445
18-64	895	1062
65 and Older	337	480
Population by Race and Ethnicity		
White	1009	1216
Black or African American	425	492
Hispanic or Latino	74	137
Asian	23	24
American Indian or Alaska Native	2	6
Native Hawaiian and Pacific Islander	0	0
Other	22	112

**Table 1, Population Data**  
Source: United States Census Bureau 2020 Data

There are a number of difficulties in attempting to project the future population of the Town. Most importantly, jobs created in an area directly correlates with population growth, and this availability of new jobs is unknown. Even with an expectation of new employment opportunities it's hard to predict whether people will choose to live within the corporate limits of Louisa or in the agricultural areas surrounding the town.

That being considered, a number of parcels within the corporate limits have the potential and some have the approval to accommodate new housing. It is reasonable to expect that some of the additional population will choose the amenities of living in town verses living outside corporate limits as the Town offers: police and fire protection, public water and sewer, garbage and recycling collection, and closer proximity to commercial and retail business.

## ***Finances***

### *Audit*

The town operates on an accrual basis with four separate operating funds; General; Water; Sewer; and Cemetery. The Town holds adequate funds that are liquid in the event of an emergency but use the services of the Local Government Investment Pool (LGIP) to get a higher rate of return. The Town contracts with a third-party audit firm to hold an annually audit to ensure compliance with set standards. The Town has received no material comments on audits dating from 2016-2023.

### *Tax Base*

Typically, in a town, residents are taxed twice, by both the town and county in which they reside. The Town of Louisa operates on this model. Town taxes cover expenses for essential government service provided to those within Town limits. These services are not offered to County residents.

Real estate taxes are, according to the Weldon Cooper Center for Public Service, by far the most important source of tax revenue for localities. Real estate taxes are a large portion of the Town's total revenue. The Code of Virginia authorizes localities to levy taxes on real property. There are no restrictions on the tax rate that may be imposed, although politically, the lower the rate the better. In fiscal year 2024, it's budgeted for 16% of the tax revenues for the Town.

The personal property tax is the second most important source of tax revenue for localities. In fiscal year 2024, it's budgeted for 4.5% (with a 50% PPTRA discount) of the tax revenues for the Town.

Virginia code allows that "cities, counties, and towns may levy a tax on the tangible personal property of businesses and individuals pursuant to the *Code of Virginia*, §§ 58.1-3500 through 58.1-3521". Included in this category are such items as motor vehicles, business furniture and fixtures, farming equipment, and a variety of motorized vehicles, including boats, recreational vehicles, campers, and trailers.

The meals tax is a trust tax, collected by those selling prepared meal within town limits. The authority to levy this tax varies greatly among jurisdictions, therefore the tax varies significantly between individual cities, counties, and towns. In fiscal year 2024, it's budgeted for 41% of the tax revenues for the Town.

The transient occupancy tax (lodging tax) is also a trust tax charged for the occupancy of any room or space in hotels, motels, boarding houses, travel campgrounds, and other facilities providing lodging for less than thirty days.

## *Capital Improvements*

### *Wastewater Treatment Plant*

The Town of Louisa's Sewage Treatment Plant was replaced in the summer of 2001 by a pumping station located within the corporate limits in the northeast section of town near Ellisville Drive. The pump station was designed to pump wastewater from the northern collection basin to the Regional Sewage Treatment Plant located in the Southeast quadrant of the town, at the end of Pine Ridge Drive.

The Regional Sewage Treatment Plant is jointly owned by the Town of Louisa and Louisa County, and is operated by the Louisa County Water Authority. The plant was expanded in 2012 to a permitted capacity of 800,000 gallons per day. The expansion also added processes and components to treat the waste water to a higher degree, and provides safeguards to prevent overflows. The cost of the expansion was paid for by the Town of Louisa, Louisa County and the Virginia Department of Water Quality - Water Quality Improvement Fund. The capacity is split 50/50 between the town and county. The waste water treatment plant was further expanded in 2016 to include a septage receiving station and a bulk chemical storage facility. The septage receiving allows the plant to accept pumped septic tank deliveries and provide some treatment prior to it entering the plant in slug batches. The bulk chemical storage facility provides a programmed feed rate for chemicals instead of staff manually adding chemicals. It provides a constant and steady treatment rate. These improvements help the sustainability and increases efficiency of the plant. The existing sewerage collection and treatment system serves the majority of town, with only a small area in the eastern section of town not presently on the sewer system. These areas may be considered for sewer service in the future. These areas are located on Hollyhurst Lane and along the northern side of Highway 33 heading east from the Sage Building and the Quiet Lane/Acorn Acres mobile development. The town has minimal sewer connections outside the town corporate limits.



### *Water Distribution System*

The town has continued to be proactive in the repairs and maintenance of the water distribution system. Utilizing grants from the Virginia Department of Health (VDH), the town commissioned a study to ensure compliance with the 2014 Environmental Protection Agency (EPA) disinfection by products (DBP) regulations. That study noted significant deficiencies in the water flow patterns within the town. The information prompted VDH to fund a 3,000-foot-long water line loop to help with water flow and lower water age within the system and provide better fire flows to the western side of town.





The town also has begun replacing aged water meters with new technology that not only allows more accurate reading, but also reduces the manpower requirements to read water meters monthly. Commercial water meters are also slated to be replaced over the next few years.

Additionally, the Town of Louisa implemented tank mixing systems, tank telemetry, northern and southern loop water extensions, two flushing hydrants, and obtained multiple engineering designs for potential upgrades as needed. One hundred percent of the town water is provided by the Louisa County Water Authority (LCWA). The LCWA has installed a nano-filtration system which will remove organic carbons (OC) from the water. When organic carbons are removed they cannot combine with chlorine to produce DBP. The Town of Louisa entered a Consent Order with VDH to resolve DBP and complied by late 2018. This created a cost savings to town citizens of \$1.5 million dollars in additional project costs. Water conditions are monitored regularly, and improvements included as needed. The Town plans to complete a water infrastructure project in 2023/2024 that will replace four aging and problematic lines (West Street, Ellisville Drive, Cammack Street and Fredericksburg Avenue) to reduce the number of water main breaks and disruption in service.

#### *Louisa Town Hall and Arts Center*

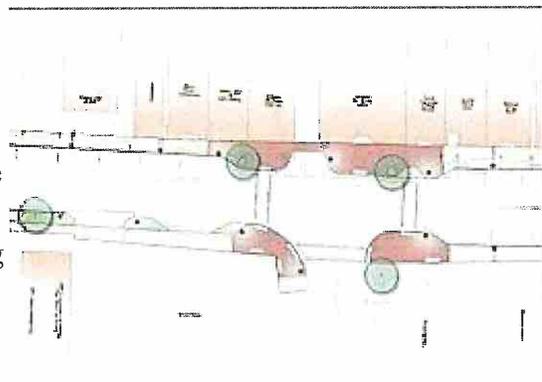


In the late fall of 2002, the town purchased the abandoned school, originally serving as the Louisa County High School, along with twelve acres of land to develop a community arts center and town hall complex that would spur downtown revitalization and façade improvements. The purchase of the property, along with the renovations of the 100 year old building, cost over \$4.5 million. Of the expenditures, \$2 million was financed

through the United States Department of Agriculture – Rural Development (USDA-RD), \$1,400,000 was donated through the fund-raising efforts of the Louisa Downtown Development Corporation (LDDC), and the LDDC borrowed \$1.5 million from the USDA RD to finish the project. This loan was later assumed by the Town and is budgeted annually.

#### *Downtown Revitalization*

A major redevelopment project was proposed for the downtown commercial area to be funded by several TEA 21 grants with typical 80/20 match requirements. Construction started in the winter of 2013 and was completed during the summer of 2015. The revitalization was performed and designed primarily to increase pedestrian safety by enhancing cross walks, providing better street lighting and traffic calming measures.



The downtown improvement project included new sidewalks, light fixtures, benches, trash receptacles, crosswalk improvements, and beautification plantings.

Private landowners also participated in the renovation of the downtown corridor. Noteworthy efforts were made by: the W.A. Cooke Real Estate Company who rehabilitated the former Patrick Henry Hotel; John J. Purcell et al for the façade renewal on two Main Street properties; Breese Boxley’s renovation of the Boxley Building; and Graven Craig’s rehabilitation of the Dobbins Building.

### *Cemeteries*



The town owns and operates two cemeteries. Oakland Cemetery is a historic, Civil War era burial ground which was donated to the town, along with a small endowment in the 1980’s. The cemetery is located on West Street in a historic section of the town. Oakland has no burial sites for sale, and income is limited to the returns on investment of the endowment. The costs of maintaining Oakland far exceed the income generated. Historically, the cemetery is subsidized by the town’s general fund annually.

Hillcrest Cemetery, located one mile west of town on Route 22/33, is an active cemetery that provides over 15 acres of land in a pastoral setting with burial lots and a Columbarium constructed in 2015 (with the opportunity for expansion) for interment of cremains interments. Hillcrest generates revenue through the sale of burial spaces, columbarium sales, and burial/stone permits, but the cemetery is not financially self-sustaining. The town’s general fund subsidizes Hillcrest annually.



## ***Housing and Growth Management***

### *General*

Louisa, like most small towns, is a place in which single-family, owner-occupied housing is the most common form of housing. Majority of the housing units are single family homes, although there are rental units available in approximately 10 multifamily complexes. Of the total housing units, 26.6% were built in the 1980’s and 20.5% were constructed prior to 1940; the newest homes are in the Countryside Subdivision in which approximately 165 new homes have been built since 2005. Over 95% of the homes within the town are on public water and sewer systems.

Due to the large portion of the county’s population in the over 50 age bracket, and the attraction of Lake Anna as a popular retirement community, the need for condominiums, apartments, town-homes and assisted living establishments will likely increase.

The Town of Louisa must be equipped to accommodate a growing number of citizens with diverse incomes and backgrounds by making available a variety of affordable, healthy and safe dwellings. The generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing. Housing is the dominant land use in the town, and the overall housing stock can be described as being in good to fair condition. Substantial growth may create the need for water and sewer system upgrades.

### *Directing Growth*

It is difficult to predict where growth is likely to occur. Advance construction of public water/sewer facilities in potential development areas increases the probability that new development will locate in those areas, but does not absolutely guarantee it. In addition, if development does not follow immediately, the return on the public investment is delayed, and money is tied up that may have been needed elsewhere. A flexible method of achieving the public facilities objective for attracting new residential growth to Louisa is to establish a Capital Improvements Program (CIP) and a Capital Reserve Fund. The CIP could include a commitment to build a certain number of feet of water and sewer lines without specifying where or when they would be constructed. Money could then be placed in the capital reserve fund based on up-to-date estimates of construction costs. This type of system would enable the town to build new facilities on an “as-needed” basis and allow developers more choices in production location.

### *Strategies for Smart Growth*

In previous Comprehensive Plans a strategy was developed to increase the attractiveness of Louisa for residential development. It suggested revising the zoning ordinance to include more “residential limited” land. People who live in single-family homes often prefer not to have apartment buildings next door and are reluctant to build houses on land zoned for multiple/mixed uses. The current zoning allocates most of the residential land to the “residential general” category. Any multifamily development in this zoning district will be allowed only by Special Use Permit approval.

Tables 2 identifies multi-family units (established and approved/pending construction) in the Town of Louisa.

Name	Street	Date	Units	Rental	SUP/ PUD
Club Hill Apartments	Jefferson Highway	1969	29	Yes	No
Locust Street Development	Locust Street	1970s	11	Yes	No
Loch Lane Apartments	Loch Lane Drive	1975	8	Yes	No
Pine Ridge Apartments	Pine Ridge Drive	1980s	28	Yes	No
McDonald Street Apartments	McDonald Street	1980s	24	Yes	No
Canterbury Apartments	Patrick Henry Drive	1980s	4	Yes	No
Epworth Manor I	Cammack Street	1989	56	Yes	No
Elm Avenue Apartments	Elm Avenue	1990s	6	Yes	No
Thomasson's Apartments	West Street	1990s	7	Yes	No
Jouett Square Apartments	Lyde Avenue	1994	108	Yes	Yes - SUP
Duke/Barnstormer Project	Barnstormer Circle	2002	8	Mixed	Yes - SUP
Spring Oak Senior Living	West Main Street	2006	30	Yes	Yes - SUP
Spring Fields	Off of Lyde Avenue (Denton)	2006	16	Yes	Yes - SUP
Epworth Manor II	Cammack Street	2009	24	Yes	Yes - SUP
Waverly Place	East Main Street	2014	78	Yes	Yes - PUD
GW1 Properties, LLC/ Mil Investments, LLC	Loch Lane Drive	2022	5	Yes	Yes - SUP
GW1 Properties, LLC/ Mil Investments, LLC	Carter Street	2022	6	Yes	Yes - SUP
GW1 Properties, LLC/ Mil Investments, LLC	Pine Ridge Drive	2022	135	Mixed	Yes - SUP
Timber Oaks Phase 2	Pine Ridge Drive/Jefferson Highway	2022	44	Mixed	Yes - PUD
Laurel Ridge	Jefferson Highway	2023	156	Mixed	Yes - PUD

**Table 2. Multifamily development**

The town continues to encourage the construction of attractive single-family housing developments to meet the growing needs, but also realizes the success of multifamily units as shown in table 2. There are a few duplexes throughout Town, not as part of a development, where the owner typically occupies one unit. Three commercial locations on Main Street offer apartment style living over the Main Street storefronts.

Multi-family developments should be located in areas of the town that have existing roads and utility infrastructure, are compatible with increased compacity, and where potential light commercial growth is suitable.

The overall inventory of homes is low as well as land available for residential development. The need for starter homes, apartments and townhomes that are affordable to middle-income brackets have been consistently cited by realtors, residents and those involved in economic development.

## ***Economy***

### *General*

The commercial activity in the town continues to be healthy overall. The extensive commercial development in Zion Crossroads and Lake Anna has hindered development in areas of incorporated towns within the county and the Industrial Air Park. Zion Crossroads and Lake Anna are thriving as a result of significant county investment in

infrastructure, attraction to retirement communities and their proximity larger cities and interstates.

The Louisa Arts Center has a positive impact on the Town's economy. Performing and visual arts have proven to generate more tourism, day visits and general economic growth as patrons shop the local stores before and after events. This theory is illustrated in the growth of meals tax income as more people frequent the town and eat in restaurants. A significant obstacle to developing a tourism-based economy is the lack of overnight accommodations. Currently, within the town limits, there is limited availability for tourist lodging. Development of other lodging facilities and boarding houses will invite more tourism.

A minor contributor to economic development in Louisa has been the efforts of the Trevilians Station Battlefield and Civil War Trails Association which promote tourism. Signage on Interstate 64 leads tourism to Louisa to start on a Civil War Trail and visit downtown Louisa and the Oakland Cemetery. Once a successful tourism attraction, the Louisa Walking Trail has failed to maintain the interest of the community or visitors. Capitalizing on the history of the Town will attract visitors with emphasis on Courthouse Square, historic churches, historic homes, and the Oakland Cemetery.

### *Employment*

An analysis of the area's economy includes a look at the kinds of employment, the numbers of people employed locally, the dollar amounts of trade, and anything else which may be significant to that particular area. In order to analyze the existing economy more easily, jobs are classified into two major categories, non-service and service employment. Non-service jobs are those, which create other jobs, such as manufacturing, logging or agriculture. Service employment provides goods and services for the consumer, and examples are retail stores, restaurants and government.

### *Non-service*

The largest source of non-service employment is the Piedmont Metal Fabricators plant. The second, Kingsley Bates, a furniture distributor relocated to Louisa in the building across from Town Hall. The trading area served by the Town of Louisa is not well defined, however the town draws business from Fluvanna and Spotsylvania Counties and especially from Zion Crossroads and Lake Anna area. In understanding the trading area of the town, it is important to acknowledge the close proximity of the county's Industrial Air Park and the library tract of the park that lies within the town's corporate limits.

### *Service Employment*

Local government employees are the main contributor as most offices are located within the town.

### *Retail Opportunities*

The Louisa Marketplace is home to Food Lion, currently the Town's only grocer, and is the anchor store with service and restaurant businesses adjoining. In 2023, the grocery store operating in Triangle Plaza closed and while there are potential occupants, there's no estimate of how long the space will remain vacant.

Walgreens, a national retail chain has a 14,000 square foot retail store and pharmacy. The site includes three acres of prime real estate at the intersection of Rt. 33 and 208/22, located across the street from the CVS store, also retail and pharmacy. The competition will help reduce prices for town shoppers.

The national fast food industry remains a major factor in the retail life of the town with Pizza Hut, Hardees, McDonald's and Subway franchises located in the eastern business district. Along with the national brands, several independent restaurants have been established over the years and support the Town by offering a variety of food service options. The Town currently has a good restaurant base to attract patrons.

Fresenius, a kidney dialysis center, has brought multiple patients and care givers to the area. Tractor Supply and Sheetz came to the Town in 2015 and provides additional services. This growth in combination with established businesses has attracted more consumers to the town.

### *Income levels*

The Town continues to be below the median household income for the Commonwealth of Virginia, which is \$85,873 per the United States Census Bureau data. The Town also shows a higher poverty rate, as the Commonwealth is at 10.6% while the Town is at 18%, a high disabled population at 17.7% (Commonwealth 12.7%) and 14.8% of the population does not have health care coverage (Commonwealth 6.5%). The Town has an older population base at 24.2% compared to the Commonwealth's average of 16.8% of individuals over 65.

### ***Transportation***

#### *General*

All of the streets in Louisa are maintained by the Virginia Department of Transportation, with the exception of a few that are too narrow to meet state specifications and Phase II of Countryside Subdivision. It is expected that the streets in Phase II of Countryside will be adopted once construction is complete.

There are three ways to fund construction of new streets in Louisa. One is to have the Virginia Department of Transportation build them, which requires inclusion in the six-year plan for Louisa County. Another is for the town to pay for new streets out of its budget. A third possibility is construction by a private developer who wishes to develop the adjacent land. This last option has been used successfully in the Tanyard and Countryside subdivisions.

In 2016, the Town completed the Downtown Street and Pedestrian Safety Project with focus on traffic calming measures to address traffic speed and pedestrian safety. This project consisted of: the widening and replacement of sidewalks and extension of the existing sidewalk system; pedestrian crosswalks and refuge platforms; landscaping; and improved street lighting. This was funded with the assistance of the Virginia Department of Transportation as an enhancement project, further Transportation Enhancement projects for consideration are sidewalks on side streets in Town and a large project to extend the sidewalk from the Ton to Countryside by way of West Main Street.

Any new road must be built to state standards before it will be accepted into the system for maintenance. In addition, the state is only required to accept a maximum of one-quarter of a mile per year of new street located within town limits for maintenance.

Due to the tremendous expense of road construction, and the ongoing cost of maintenance, careful planning for new streets will be necessary to provide the greatest possible benefit to residents.

Presently, several traffic problem areas exist in the Town of Louisa. Heavy traffic congestion occurs on Main Street during weekday afternoons and Saturday mornings. The need for improved traffic flow on Highways 33/22 and Route 208 through the Town of Louisa was recognized as early as 1984 in the State Highway Plan, again in the 1989 plan and also in the Critical Needs of the Governor's Commission on Transportation in 1986, and in numerous plans since. This congestion will only worsen as further industrial, commercial and residential growth occurs in the town and county. Currently, this is only an inconvenience, however, should an emergency occur, requiring fire and rescue vehicles to get through this backup, there is no alternative route. Additionally, an emergency, that would require closing Main Street, could also prevent fire and/or rescue vehicles from reaching their destination, for these reasons, alternates need to be considered for travel through town.

The lack of an alternate route continues to be the transportation issue that has not proceeded forward for a number of years. The 208 Connector has diverted some of the congestion since it's installation. The town council has consistently favored an alternative route through the town via a bypass or alternate parallel street. Clearly the need for an alternate route exists for several reasons: public safety, economic development and convenience.

#### *Bicycle and Pedestrian Traffic Plan*

The town continues to work with VDOT and the six-year plan process to build new sidewalks and rebuild deteriorated and non-compliant sidewalks. A pending Transportation Alternative project will connect West Main Street to the existing sidewalk infrastructure in Town.

In the fall of 2021, the Town of Louisa formally joined the Virginia Main Street (VMS) network and became an Exploring Main Street community. Administered by the Virginia Department of Housing and Community Development, the VMS Program is a preservation-based economic and community development program that follows the Main Street approach of the National Main Street Center. VMS is a Main Street America State Coordinating Program that offers a range of services and assistance to communities interested in revitalizing their historic commercial districts. Immediate action items include bicycle paths, way finding signage, façade improvements and other improvements that will attract tourism to the area.

The Louisa Forward Foundation, a 501(c)(3) nonprofit initiated by the Louisa County Chamber of Commerce, serves as the lead organization of the initiative. With support by resolution of the Town, and working with a volunteer steering committee, efforts will focus on creating improved economic opportunity downtown and enhancing quality of life through community-driven revitalization efforts.

The Town, in partnership with the Louisa Forward Foundation, Louisa County Chamber of Commerce, Rappahannock Electric Cooperative, Dominion Energy Virginia and Louisa County Public Schools, has been working to install electric vehicle charging stations. Two location sites, one at the Town Hall Campus and the second at the Town leased public parking lot on Main Street, will host charging stations. These efforts will promote tourism,

economic development and a new curriculum for students through the High School's CTE program, while enhancing transportation efforts for electric vehicles.

### *Public Transportation Systems*

The town is currently served by JAUNT, a government funded regional public transportation system that relies on passenger vans dispatched on an as needed basis. This service offers residents in all areas of the county traveling to destinations in and around Louisa. Residents can schedule trips to places such as the Betty Queen Intergenerational Center, Charlottesville Shopping Centers, Medical Facilities and other destinations to take care of errands.



No other commercial or governmental transportation suppliers serve Louisa. Additionally, there are no bus, train stations, taxi cabs or any mass transit available to the local populace.

### *Private Vehicle Transportation*

With the lack of transportation options for the citizens of the Town, and the surrounding county area, private vehicle transportation is the only viable option.

## **Infrastructure**

### *Water Systems*

There are currently over 800 connections to the Town's public water system. Countryside development has accounted for most of the new connections. Almost all connections are within the town limits. Approximately 165 commercial or industrial connections are included in this total.

Daily usage averages 160,000 gallons per day. In the late 1980's, the town became a customer of the Louisa County Water Authority and secured its well systems. The Town purchases between 4 and 5 million gallons of water per month depending on demand which fluctuates seasonally. To meet Virginia Department of Health requirements, a licensed operator needs to be on staff or contracted by the Town, with a minimum of a Class V license. Water needs are currently met and seem to be sufficient for many years to come. The costs of water delivered is mandated by a contract so that rate increases are more predictable and reasonable. Future needs lie primarily in upgrading and maintaining existing water lines, replacing old valves and meters, and maintaining the two water tanks (100,000 and 75,000 gallons). Major growth could be accommodated at this time.

During Construction of the Route 208 Connector the Town recognized the commercial potential for growth and ensured that adequate water and sewer mains were designed and installed. This 10-inch water main now serves as a vital artery for water services and subsequently growth. In addition to providing services, the 10-inch line also provides a "loop" function, which increases water quality and provides better firefighting flows.

The Southern Loop Project in 2012 provided improved water flows and pressures throughout the southern end of the town's water lines. The project connected the west side of town with the south side, allowing a better flow and circulation of water. In

2015, a second similar water loop, known as the Northern Loop Project, was constructed.

### *Wastewater Systems*

As a co-owner of a Regional Wastewater Treatment Plant (RWTP), the town has the opportunity to thrive if growth doesn't exceed infrastructure capabilities. The RWTP was expanded to treat 800,000 gallons a day of waste water. The town owns half of the plant and is allocated 400,000 gallons per day of capacity. Unless there is a boundary line adjustment or properties are redeveloped at higher densities, the expanded WWTP should be able to meet the town's needs well into the future.

The town has completed a number of water distribution and sewer maintenance projects as part of the annual Capital Improvement Plan process associated with the Town budget.

# *Town of Louisa Tomorrow...*

## *Existing Land Use*

### *General*

The most diverse collection of land uses in Louisa is found along Main Street, which runs east and west through town. Main Street is Louisa's major commercial area, and along it one can find retail stores, government offices, vehicle maintenance/repair shops, residences, and shopping centers. An analysis of Main Street reveals several distinct areas, each with a different type of commercial use predominating.

The westernmost section of Main Street includes an assisted living facility, vehicle maintenance/repair shops, a lumber company, a car wash and an automatic laundry. Only a few residences are located in this section, which is separated from the downtown business district by a curve in Main Street at the intersection of Ellisville Drive. Countryside subdivision has two entrances off West Main Street.

The next major area of Main Street is the downtown business district. This area starts with a bed and breakfast and the Louisa County General District Court. Eastward along Main Street is the Historic Louisa Courthouse and Courthouse Square. This area is the governmental and professional center of both the town and county, but one can also find the post office, banks, retail stores, professional offices, churches, as well as privately owned and operated restaurants. Located at the junction of Main Street and Fredericksburg Avenue is an automobile maintenance shop, which delineates the eastern edge of this area.

North on Fredericksburg Avenue, are business offices, a funeral home, the firemen's fairgrounds, and a large wholesale furniture distributor. The Louisa Town Hall campus is also located on Fredericksburg Avenue heading northeast toward the town limits. The campus host Town Hall, the Louisa Arts Center, the Louisa Community Park and the Louisa County Historical Society Museum.

Going south on Elm Avenue there is a nearby town park (maintained by the County of Louisa), a church, professional buildings and a large nursing home.

Continuing eastward on Main Street, land use changes to a mixture of single-family homes and small businesses. In addition, the Louisa Police Department and the Town Maintenance Shop are located on East Main Street, as well as churches, gas stations/convenience stores and the Louisa Volunteer Fire Department.

Three shopping centers make up the core of the eastern area of the town, they include grocers, variety stores, restaurants, and drug stores. In this area are also fast food restaurants, banks, professional services and retail stores. Growth has continued down Highway 33 east into the Sage Building, which has become a business incubator for small start-up businesses. One industrial building is in this area, Piedmont Metal Fabricators located in a large industrial zoning district east on Highway 33.

Almost all of the developed land to the north and south of Main Street is used for housing, with the exception of the county office building and Tanyard Golf Club. There are four apartment complexes, several duplexes, and a large number of single-family homes. Some of the undeveloped land within the corporate limits is still farmed, and the balance is wooded with 62.33 acres in AG-Forestal District. The industrial park area totals approximately forty acres, at least twenty-five of which are available for

development outside of the town limits.

It is anticipated that the 208 Connector will attract low impact retail and service business as a town gateway. While the current zoning is Residential General along most of the 208 Connector, one five acre parcel, home to Tractor Supply retail, has been rezoned commercial and it is anticipated that the remaining properties along the connector will follow suit and rezone to commercial use or a mixed use Planned Use Development (PUD). The town believes a mixed use, medium density residential and commercial district would be the best use of the land, and with the existing sign and site plan review ordinances in place, attractive and successful business enterprises will flourish.

### ***Future Land Use***

#### *Infill*

Carefully designed and buffered residential and commercial “infill” development or appropriately designed redevelopments will be permitted in accordance with current zoning designations. Such new development will be designed to protect the traditional visual character of the town, preserve the small scale and peaceful atmosphere of the neighborhoods and enhance the viability of small businesses that are compatible with the town’s character. The incorporated town will remain the focal point of the community in terms of business, institutional, and residential activity and identity. The planning strategy for the Town is to maintain predominately residential development at a low to medium density.

Any new development will be primarily residential and will be compatible with the visual character and scale of the town, featuring traditional, compact, human-scale spaces along public streets. The focus of new commercial development will be in the center of town in order to strengthen the function of the town center as Louisa’s traditional downtown area. Vacant commercially-zoned land outside of the town center will be encouraged to be developed in residential or other non-commercial use. The town will encourage the establishment of small-scale home-based businesses that are compatible with the residential character of the neighborhoods.

The annexation, which took place in 1977, more than tripled the land area of the town. Most of the annexed area was wooded or being farmed and very little had any kind of structural development. Since 1977, large portions of that land have been developed primarily for the Tanyard Golf Club and the Tanyard subdivision, but several large tracts of open and wooded land still remain. These potential growth areas, and the way in which they are developed and managed, as well as the viability of Main Street and the downtown district, will have a major effect on the community life of Louisa.

Consideration should be given to the recommendations made in the original Comprehensive Plan that several areas zoned residential general should be rezoned residential limited to help preserve the single-family atmosphere and neighborhoods that have already been developed, and would be changed by multi-family development. These areas border the Tanyard Golf Club, the Donnally Dale subdivision and Ellisville Drive areas.

Acknowledging that some recreation will only come to the town when the surrounding population is large enough and the income level is high enough; there are other small efforts the town can make. Favorable recommendations from the Planning Commission for any private recreation (bowling, skating or miniature golf) will help make the development of other facilities more attractive.

### *Parking*

In the Town, parking is an issue of great complexity and concern. Although many in Louisa walk and ride bikes, the automobile is still the primary transportation source. While promoting the use of transit alternatives are important, this plan recognizes that people are dependent on a vehicle and the need for parking is not likely to diminish in the future.

Mitigating parking conflicts, specifically the conflict between shop owners and customer use on the Main Street corridor, is a long-term, on-going process. Shop owners complain that there is inadequate parking for themselves and employees. When the shop owner uses the public parking, parking becomes difficult for customers which can cause a ripple effect economically. To alleviate the parking problem, a process that develops a set of strategic actions to efficiently accommodate various parking needs must be developed. Most policy alternatives will necessitate trade-offs. Some, such as constructing new off-street parking lots or structures, are expensive and involve the acquisition and conversion of already developed land. Others, such as restricted on-street parking zones, require a commitment of enforcement in order to be effective. The town has proactively adopted parking development requirements in the subdivision and Site Plan ordinances but the core Main Street area, the heart of the town, unfortunately has the most inadequate parking.

For all of these stated reasons, it is strongly recommended that various alternatives be weighed carefully and the context of a comprehensive parking strategy focused on the downtown corridor. The system could be comprised of public and private parking facilities, an effective parking fee structure with consistent enforcement, and the strategic use of restricted parking zones. Ultimately, the effective implementation of such a system will benefit Louisa's quality of life and its economic success.

Louisa grew organically during an era when the automobile wasn't a dominant factor in daily life. Although the community benefits from the charm of a mature town, 150 years old, it loses convenience because parking options are limited. Older commercial buildings do not provide sufficient off-street parking for today's needs. Older single-family homes may not have driveways or garages, forcing on-street parking. Past practices of vacating alleyways have also severely impacted residential parking and circulation. Many businesses do not sit adjacent to expansive surface parking lots commonly found in newer suburban shopping centers or office parks. All of these factors lead to dilemmas and policy contentions that are not easily resolved. It is difficult to generalize about the total demand for parking in Louisa, but it is apparent that parking in the downtown corridor must be developed.

Areas where demand chronically exceeds supply are discussed further below. The parking supply is made up of a combination of on-street parking and public or private off-street facilities. One component of the public parking system includes approximately 44 parking spaces curbside in the town's downtown corridor and central business districts, with the ability to include metered parking. The town maintains two

off-street parking facilities with a total of 60 parking spaces. One of the off-street parking facilities that is owned by the town are along Church Street between Main Street and the Buckingham Branch Railroad track. The other facility, located at the corner of Cutler Avenue and Main Street was acquired through a long term (20 year) lease. This new parking lot provides free unlimited parking for passenger vehicles. The town actively discourages the lot from being used as a commuter lot.

These problems require multiple short-term actions. Opportunities to implement relatively minor physical improvements to streets and existing facilities may increase the number of parking spaces in some areas. For example, proposed street improvements undertaken in Downtown Louisa reorganize parking spaces and allow motorists to utilize parking areas to their maximum capacity. Although not possible on every street, similar improvements should be considered, particularly in areas close to congested business districts in order to augment the supply of short-term parking. Of course, Louisa's parking system includes not only the "hard" infrastructure mentioned above (i.e. surface lots) but also the policies regarding parking time limits, possible permits, and possibly a commercial zone restriction program. In order to be truly effective, a strong commitment to the enforcement of these policies should be maintained. As for commercial parking zone policies, various types of time restrictions, employee-only and employee-exempt districts could be put in place to give preference to targeted groups over other users.

Along with parking policies and their enforcement, it is important to guide non-residents to appropriate parking locations. The effectiveness of short-term, off-street parking is a function of the adequacy of supply, location, cost, time limits, ease of access, and security. While it is true that many drivers will seek free, on-street parking to avoid paying for off-street spaces, some drivers simply may not know where else to go. In these instances, improved way finding measures and signage programs that help drivers find parking locations are essential.

The perception of safety also has an important impact on a driver's willingness to use off-street parking. Users should not only be able to find off-street parking conveniently, but they should also be greeted by safe and attractive facilities once they get there. Therefore, steps to improve both safety and aesthetics of public and private parking facilities should be a priority.

Landscaping around parking lots should be done so as to improve appearance but not interfere with visibility and surveillance. Creating dark areas and blind spots diminishes security and therefore undermines the effectiveness of the facility.

This is a more ambitious, long-term objective. It involves acquiring land publicly or considering an increase in parking requirements of private developments through zoning. The town should evaluate opportunities for land acquisition in the border areas of the downtown corridor areas to establish new or expanded facilities. New facilities should be planned in consideration of the concept of "shared parking." Shared parking can be an effective tool in the commercial and fringe neighborhood districts where certain businesses (e.g., banks and offices) operate during daytime hours, while other establishments reach peak demand during evenings and weekends.



Agreements should be pursued whereby off-street facilities built to accommodate one user group such as office workers should be made available to those other groups whose demand peaks at different times.

Finally, one of the land use issues addressed earlier in this document regarding future development patterns is the potential for increased residential/mixed-use density in certain areas in Louisa which includes the downtown area. The benefit of such development in this area is that new households will be able to take advantage of commercial conveniences within walking distance of their residences. Nonetheless, adequate parking requirements for this type of development are critical.

### *Historic District Designation*

Historic preservation has become a focus of the Town of Louisa both in the private and public sector. With a vital preservation community and a rich architectural heritage, Louisa could become a leader in the movement to preserve individual buildings and historic districts that show outstanding architectural, historical and cultural merit. Some historic designations: "Why seek emphasis upon preservation?"; "Of what value is it except to those who enjoy the study of architectural history?" Louisa should seek to preserve the structures and environments which have given the community much of its physical appeal and special visual character. An intangible, but equally important value is the sense of history given to those who live here. The shared history of landmark homes gives continuity to the entire community. The loss of such buildings would affect everyone, not just a few areas or individuals.

The architectural character of Louisa is as diverse as the community itself. Several Louisa buildings are listed or are eligible for listing on the National Register of Historic Places. Included are the Louisa County Courthouse as well as all of the service buildings in Courthouse Square, the Louisa Town Hall and Arts Center (Formerly the Louisa Elementary School), the Boxley House, the Louisa United Methodist Church, Louisa Baptist Church, Louisa Christian Church, the Cooke Building (formerly the Patrick Henry Hotel) and several residential units along Church Street, Elm Avenue, and West Street plus the Oakland Cemetery.

A draft historic district was developed by the Planning Commission in 2008 but was not adopted due to citizen reactions and perceptions of the impact and property controls an Architectural Review Committee can have. This is the second time in 12 years that a historic district was organized and both have failed. The boundaries of the proposed district would have included the core downtown areas of Main Street and Courthouse Square and extend down Elm Street to the McDonald Street intersection. This small area could capture and protect the majority of historic resources within the town. Eventual expansion of the district is envisioned to the north, east and west as the district and its administrative processes mature.

A very important part of the potential development of a Louisa Historic District and an Architectural Review Board would be the formal nomination of landmarks at the local and national levels. The wide range of potential preservation activity in Louisa may be further underscored by taking note of the potential inclusion of the downtown corridor as a National Register Historic District.

As with many communities that comprise a large number of buildings dating from the late nineteenth and early twentieth centuries, Louisa is rich with everything from Colonial Revival to Victorian-style homes. Unique to the community's architecture is the 29

very diversity of the styles within neighborhoods and districts. The town council could develop local preservation policy and a process to review plans for demolition of properties that would provide options for historic property owners.

No preservation program can succeed without strong community support. High maintenance costs, high energy costs and high property taxes are among the problems that will continue to make owning a landmark a labor of love, sometimes a severely tested love. Tours, slide programs, newsletters, booklets and educational programs in the schools have all contributed to a widespread community preservation ethic. Louisa should take care of its museum-quality landmarks through the efforts of its citizens and local organizations.

### *Non-Traditional Zoning Opportunities*

A Planned Unit Development (PUD) is a means of land regulation, which promotes large scale, unified land development by means of mid-range, realistic programs free of the classic zoning restrictions. In most PUD ordinances, the design favors:

- A mixture of both land uses and dwelling types with at least one of the non-residential land uses being recreational in nature.
- The clustering of residential land uses providing public and common open space creating large expanses of open space. Clustered dwellings allow for reduced road and infrastructure costs to the developer while making the project “pedestrian friendly”.
- Freedom of design allows non-traditional platting of land and strict setback and side yard restrictions. Typically, the design team of a PUD will consist of civil engineers as well as landscape and building architects. This blend of professionals allows the local government to trust the development meets professional and logical standards of development.
- The enhancement of the bargaining process between the developer and government municipalities strengthens the municipality’s site plan review and control over development for potentially increased profits due to land efficiency, multiple land uses, and increased residential densities.

Frequently, PUDs take on a variety of forms ranging from small cluster of houses combined with open spaces to new and developing towns with thousands of residents and various land uses. Traditionally, the definition does not take into consideration these types of developments unless they fit into a category of size ranging from 100 acres to 2,500 acres. More recently, small towns and rural communities have adopted PUD regulations that allow development on tracts of land as small as three acres.

In these developments, the zoning district becomes very different from the Standard Zoning Enabling Act. Zoning becomes much more integrated with multiple land uses and districts being placed on adjacent land parcels. Traditional zoning can be superseded with a PUD, allowing an overlay in any part of the town.

Residential properties in PUDs are by far the most numerous and occupy the largest land areas. PUDs tend to incorporate single-family residential uses within close proximity to two-family units and multiple-family dwellings to form a larger diversified neighborhood concept. Schools, churches, retirement homes, hospitals, and recreation facilities begin to find their way into residential districts. Residential districts also tend to use the best land in the community and the most favorable sites are protected from commercial and industrial uses.

Grouping shopping districts by service area is a first step in returning to the neighborhood concept. Land is reserved for regional, community, and local shopping clusters with some specific restrictions based on market experience and on what types of business intend to locate at each development. Local shopping districts with sufficient provisions for off-street parking, height restrictions, and traffic control are not frequently found surrounded by residential areas.

Houses in PUDs often include access to a large shared open space surrounding the house as well as a smaller private yard. These large protected open spaces are created by the layout of the buildings and are intended for use by all residents of the developments. Different housing types (single-family, two-family, multiple-family) are often mixed rather than separated as is done in conventional development.

Street patterns are one of the most important elements in establishing the neighborhood character of a residential community. Most non-planned urban development's focus on obtaining maximum frontage for lot sizes and maximum flow of traffic on all streets. However, in order to dispel the monotony of the typical grid plan street pattern, PUDs often employ a hierarchy of street types based on usage. Local streets serve only residences and have a low traffic volume, while collector streets connect local streets to arterials, which are the major routes of travel throughout a PUD.

Sidewalks and pedestrian right of ways of PUDs supplement and complement street systems in establishing the character of the neighborhood. Sidewalks are located on at least one side of every street to enable the walkability of the developments. Circulation systems are provided to link residential groupings, open space areas, schools, and local shopping areas.

It is in the ability to design each of these components simultaneously that makes PUDs unique and effective: each of the elements work together to enhance the whole. This major advantage over traditional zoning practices forces lots to be planned in accordance with broad rules that may allow for some incompatibility.

## **Growth Policy Statement**

The Town of Louisa intends to continue promoting economic growth in the area, which includes commercial and light industrial activity. In order to succeed in those areas, the town will provide adequate infrastructure, including water and sewer treatment capacity, adequate water distribution systems, adequate sewer conveyance systems, and well-maintained streets. Additionally, the town will strive to attract a diverse and qualified labor pool.

The Town also needs to enforce zoning, subdivision, site plan, and other controls on developers and builders in order to ensure that the safety and welfare of the general public is protected as the community develops.

Intergovernmental cooperation remains a key part of the Town's growth policy, as the region comes together to do more infrastructure and economic development projects.

The efforts at redevelopment of the downtown area are recognized as a component of Louisa's growth policy. Economic and cultural activity in the downtown area is a central desire of the community. The prevention of deterioration in the downtown and throughout the community is an urgent focus of the town. The town continues efforts towards beautification and appearance improvements.

The Town's growth policy also includes the need to maintain and improve the quality of family life. This includes support for education, housing, recreation, medical facilities, and all other facets of community life. The town also supports the development of affordable and medium-cost housing. The lack of affordable housing is a significant hardship for low-income households preventing them from meeting their other basic needs, such as nutrition and healthcare, or saving for their future and that of their families. The town recognizes that the quality of life of the citizens is a key factor in ensuring the future growth of the community.

# Long Term Goals, Objectives, Policies and Action Items by Specific Classification

## FINANCES

### Goals and Objectives

1. Continue to leverage state and federal funds.
2. Endeavor to provide quality community facilities and services that are conveniently located.
3. Work with the Louisa County Industrial Development Authority and County Economic Development Office to locate desirable new industry in or near the town.
4. Attract new commercial development through promotion of the town's assets and provision of public facilities.
5. Utilize the Town of Louisa's Economic Development Authority to assist in recruiting commercial prospects for the town.
6. Promote tourism and encourage development of tourist related businesses.
7. Continue the aggressive recruitment of major retail department stores.
8. Improve the tax base of the town to enable maintenance and expansion of services provided to Louisa residents.
9. Commission a study on rates and operational needs for the cemeteries.

### Policies

1. Continue to leverage state and federal funds to finance town infrastructure improvements through an aggressive grant applications program.
2. Develop and maintain a Capital Improvements Program for infrastructure development and equipment.
3. Save and maintain a six-month operational expense reserve account.
4. Ensure pricing of cemetery services are competitive with area cemeteries.

### Action Items

1. Conduct water and sewer studies that reflect the policies in this Comprehensive Plan.

# **HOUSING, POPULATION AND GROWTH MANAGEMENT**

## **Goals and Objectives**

1. Encourage quality in residential development and sensitivity to maintain the character of the town.
2. Allow for growth at a level that can be sustained by the public services and infrastructure.
3. Provide a range of housing types for differing age groups and economic levels in a pleasing environment while also maintaining and protecting the historic and small-town charm of Louisa.

## **Policies**

1. Evaluate residential development proposals with consideration for the housing goals of the town and the finite water resources and wastewater disposal locations for the town.
2. Ensure density of residential development is compatible with infrastructure and environmental conditions to maintain the overall high quality of life in the town.

## **Action Items**

1. Amend the zoning ordinances and subdivision regulations to incorporate design and development standards that promote the traditional development pattern of Louisa.
2. Monitor the number of sewer and water taps granted for new development in the town.
3. Monitor connection fees to ensure development infrastructure costs are reasonable for payment by the developer.
4. Identify measures that the town might implement to promote and ensure the maintenance of residential homes and properties in order to protect existing property values and protect public health, safety and welfare.

## **ECONOMY**

### **Goals and Objectives**

1. Gain retail presence in the community to service the needs of the residents.
2. Promote Louisa and gain more visitors for both business and recreational activities.
3. Capitalize on the town's proximity to Lake Anna and the diverse needs of lake visitors.
4. Capitalize on the town's proximity to major traffic arteries of Interstate 64, Route 250, Route 15, and the diverse needs of Zion Crossroads residents.
5. Renew the Farmers Market concept in a single location sponsored by the town. Provide signage and market space.

### **Policies**

1. Continue to provide infrastructure to promote responsible commercial growth.
2. Focus industrial development toward the Industrial Air Park.
3. Continue the Downtown Enhancement projects and pedestrian safety projects.
4. Pursue retail businesses and restaurants to locate in the Town.
5. Continue to maintain tax rates and manage increases as best as possible.

### **Action Items**

1. Ensure zoning is in place to allow the development of overnight accommodations for tourism.
2. Continue to focus on the efforts of the Exploring Main Street community to improve economic opportunity downtown and enhance quality of life through community-driven revitalization efforts.

# **TRANSPORTATION**

## **Goals and Objectives**

1. Develop alternative emergency routes throughout the Town.

## **Policies**

1. Continue policy of requiring new major developments (over six acres), both commercial and residential to conduct traffic studies prior to approval of subdivisions and site plans.
2. Retain records of “paper streets,” alleys and other thoroughfares for future reference.

## **Action Items**

1. Develop Elm Avenue and West Main Street sidewalk projects and pedestrian safety enhancements.
2. Continue to review bike trails as part of the Comprehensive Plan. Develop and encourage bicycle parking stations along Courthouse Square and other pedestrian heavy sections within the Town.
3. Continue to support the installation of electric vehicle charging stations throughout the Town.

# **PUBLIC UTILITIES**

## **Goals and Objectives**

1. Provide adequate public water and sewer services to encourage commercial and residential development.
2. Maintain competitive water sewer hookup rates and fees.

## **Policies**

1. Maintain ownership and leadership through an equal partnership in the Louisa County Wastewater Treatment Plant.
2. Develop and follow a Capital Improvements Plan.
3. Set connection fees to place the burden of development on the developer/end user.

## **Action Items**

## LAND USE

### **Goals and Objectives**

1. Achieve a balanced and sustainable land use pattern that will retain Louisa's historic and small-town character in a rural setting.
2. Protect the natural resources of the town and surrounding areas.
3. Consider higher density development in selected areas of the town utilizing a Planned Unit Development process of zoning.

### **Policies**

1. Ensure future development will be consistent within the existing zoning maps for the town and will also consider the adopted future land use maps.
2. Ensure that the pattern, scale, location, character, setback, and overall density of land use in and around the town are compatible and consistent with the existing character of the town and enhances the overall quality of life, character, well-being and sense of community of the town and surrounding areas.
3. Promote a safe pedestrian environment in and around the town.
4. Ensure that the pattern, form, and design of new development encourage the conservation of energy, water, and other natural resources.
5. Preserve the integrity of the historic buildings and streetscapes in the town.
6. Promote high-quality design and efficient land use patterns.
7. Focus low impact commercial activity toward the existing commercial area in the center of town in order to strengthen its function as the traditional downtown area. Allow and endorse larger retail centers on the perimeter of town, using the Site Plan Review process to ensure compatibility with existing design standards.
8. Non-residential public uses such as schools, public safety, recreational, parks or public offices are proximate to Louisa area populations.
9. Ensure the town's ability to provide required public services by managing growth at a sustainable rate.
10. Enhance the character of the entrances to the town to reflect the character of the town's history.
11. Encourage moderately scaled commercial development on commercially zoned tracts in the center of town in a traditional downtown design that complements the existing historic character of the town. The downtown area should include a mix of small, non-franchise commercial uses such as a coffee shop, antique stores, and live/work studio spaces for artisans.
12. Discourage new re-zonings to commercial classifications within the town except for the central core of the town.

13. Preclude further heavy industrial development; excluding the Industrial Air Park.
14. Encourage residential design that provides open space preservation and recreational amenities, as well as supports pedestrian and bicycle travel.
15. Ensure that sidewalks are included in new development or revitalization plans for all areas of the town.

### **Action Items**

1. Evaluate existing town zoning district regulations and the zoning map for compatibility with the goals and policies of this Plan, and identify necessary or desirable amendments as shown on the future land use map.
2. Review the town ordinances and regulations to ensure that new development will blend with the existing fabric of the town in terms of setbacks, side and rear yards, and street design.
3. Review the town ordinances and regulations to ensure that adequate landscaping and sidewalks are included in new development, in conjunction with the preservation and enhancement of trees and other vegetation.
4. Amend the town subdivision ordinance as needed and work with Louisa County to ensure that new development in the surrounding area blends with the existing fabric of the town in terms of setbacks, street design, and adequate landscape buffers to protect existing dwellings.
5. Provide appropriate and positive visual images at points of entry to the town.
6. Review town ordinances and regulations accordingly to ensure that growth is managed to avoid overtaxing public services.
7. Review and revise, if necessary, town zoning and special exemption criteria to ensure the adequacy of the water supply and sewage treatment facilities for new development or new land uses.
8. Work with Louisa County to promote and support policies that preserve the agricultural, rural, and scenic areas surrounding Louisa.
9. Recognize that the town's historic and cultural resources are fragile and irreplaceable and must be protected and preserved. Encourage the preservation, rehabilitation and enhancement of historic structures by ensuring that the town's land development ordinances permit compatible home-based businesses, provide for reasonable expansions and improvements to historic structures, and permit new development to be compatible in character with historic structures.
10. Use the town's historic and cultural resources as part of the framework for the town's strategic land use planning policies. Preservation of the identified framework, which includes historic features and public facilities, will help preserve the town's property values, aesthetic appeal and quality of life.
11. Develop and implement holistic and integrated growth management strategies to ensure that land use planning and development decisions respect and preserve the historic character of the town.

## **FUTURE LAND USE**

### **Goals and Objectives**

1. Protect the essential functions and integrity of local environmental systems including: surface and groundwater; wetlands; air quality; wildlife habitats; and vegetation in an integrated approach as a “green infrastructure” establishing the boundaries of development. This green infrastructure must include protection of:
  - Stream corridors as ecosystems that encompass multiple environmental features.
  - Wetlands as important natural filters, recharge areas, and wildlife habitat.
  - Significant trees, tree stands and public open space areas that support the high quality of life in Louisa.
  - The promotion and continuance planting of street trees on public and private land.

### **Policies**

1. Promote the preservation of the natural landscape and features and integrate these elements into the overall design of a development project.
2. Promote awareness and voluntary involvement of local citizens regarding environmental and natural resource issues, problems, needs and opportunities.
3. Control environmental impacts of proposed public and private development within the town, by reviewing all re-zonings, special exceptions, subdivision, and site plan applications to ensure protection of sensitive natural areas.
4. Promote preservation and increase open space within the town by providing guidance to landowners/developers.
5. Identify, designate, and document specific natural features and locations in and around the town for public open space.
6. Encourage the preservation of the existing fabric and character of the town, through landscaping, buffering, sidewalks and other improvements to existing and new development.
7. Maintain the level of quiet within the town.
8. Promote and encourage participation in community cleanup efforts.
9. Promote water conservation through innovative reuse systems and informed household use.
10. Encourage recycling by all local residents and businesses.
11. Encourage the protection of local wildlife.
12. Protect vistas through enhanced siting controls and reducing the height of buildings, structures and signs.

## **Action Items**

1. Adapt zoning ordinance amendments to establish the design and performance standards necessary to support the conservation design requirements for implementation of the green infrastructure policy.
2. Draft zoning ordinance amendments to allow for flexibility in setbacks, lot sizes, and parking requirements to reduce impervious area.
3. Draft zoning ordinance amendments to allow clustering within a site to protect environmentally sensitive areas and consider alternative design options to promote passive drainage, environmentally sound storm-water management practices, and water quality treatment.
4. Promote better awareness and voluntary involvement by identifying activities that could be undertaken by local civic organizations and individual citizens to protect and improve the environmental quality within and around the town, such as:
  - a. Adoption of open spaces by civic and neighborhood organizations; and
  - b. Adoption of road segment by local businesses and civic groups, including litter pickup, landscaping, and fundraising for sidewalk repair.
5. Develop and implement community design guidelines for residential and commercial structures to address visual quality and to further preserve the historic character of the town.

## **Our Town in 2030 Town Council's Vision Statement**

The Town of Louisa is the center of government, commerce, culture, arts, and recreation for the County. As the heart of the County, we take responsibility for our destiny and commit to leadership that will ensure our economic and collective success. We are a community that preserves and builds on our history while retaining our social fabric and small-town appeal. Our Main Street defines us, providing a sense of place and identity, and drawing citizens together to create a progressive, vibrant, and caring community. In particular, we take pride in our:

### **First Rate Public Services**

The Town of Louisa delivers professional public services to its residents, business community, and visitors. These services include governance, law enforcement, and utilities. Our state-of-the-art Town Hall campus, which is also a national historic landmark, meets community needs in a variety of ways including a Louisa Arts Center, Louisa Historical Society, and surrounding park. The Town is a steward of the environment and strongly supports recycling and alternate modes of transportation that are pedestrian, bicycle, and environmentally friendly. Town services are delivered by caring professionals who are well trained and empowered to take ownership of programs, respond promptly to problems, and develop solutions to meet public needs.

### **Constructive Communications and Partnerships**

The Town of Louisa enjoys positive, progressive partnerships with its constituents, local and state governmental agencies, and peers within the private and public sectors. The business of Town government is handled in an open and democratic manner that invites public participation.

### **Vibrant Economic Development**

Louisa's vibrant economic development includes the downtown area with various shops and boutiques, the Route 208 commercial corridor, and a uniquely planned Town village with housing, shopping, restaurants, and medical facilities that are within walking distance of the financial district. The Town Economic Development Authority works hand-in-hand with the Chamber of Commerce and in partnership with businesses and Town government to provide a sound commercial base.

### **Cultural Enhancements**

Quality of life in Louisa is enhanced by many diverse cultural activities. Visitors can avail themselves of comfortable lodging alternatives and interesting things to do and see. Live performances and art displays by local artists are held at the Louisa Arts Center. The Louisa Historical Society provides a walking tour of the Town including a portion of the Civil War Trail with a stop at the historic Oakland Cemetery. Other offerings from the LCHS include the Sargent Museum and 18<sup>th</sup> century village, the Old Courthouse, historic churches, and many quaint, historic homes. Recreational facilities include municipal parks, little league ball fields hosting state tournaments, and a golf course that is open to the public. Restaurants and retail shops abound in the downtown area.

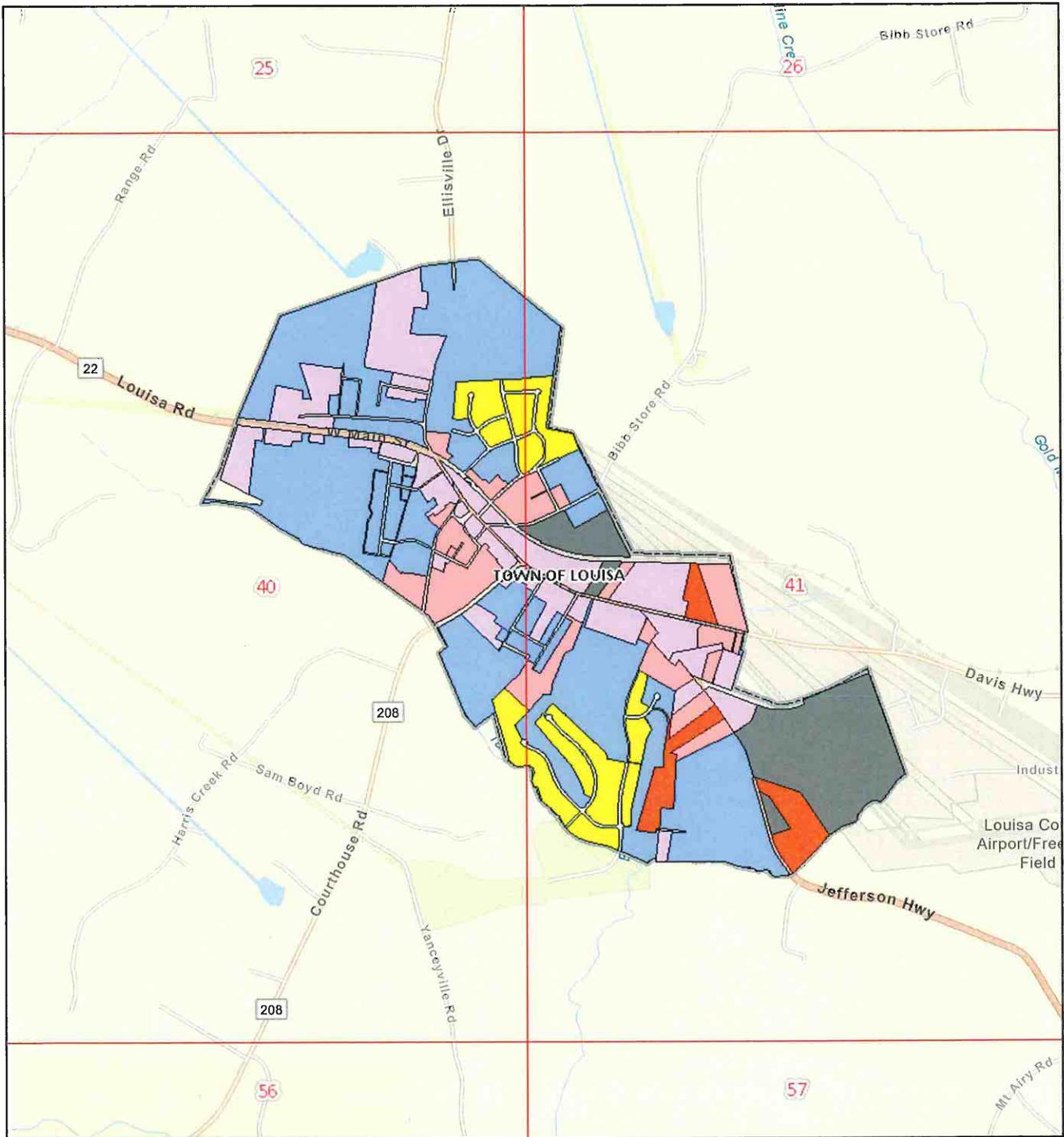
### **Well Planned Development and Community Life**

The Town is a pleasant mix of residential choices where home ownership and active community involvement are valued. We have high standards for development and insure that future growth in the Town adds to our aesthetic appeal, sense of identity, and neighborliness. The Town is continually focused on long and short-term issues related to connectivity. Within the Town, we are a connected community in which residents walk on safe sidewalks and use bikes to enjoy our appealing views and to experience recreation, dining, shopping, and cultural activities. The Town is an active voice in the discussion of long-range transportation plans with state and County stakeholders to ensure that we sustain our small-town charm and accessibility.

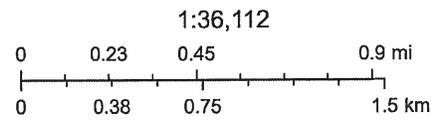
Appendix 1

Town of Louisa Zoning Map

# Town of Louisa Zoning Map



- (RG) - Residential General
- (RL) - Residential Limited
- (GC) - General Commercial
- (LC) - Light Commercial
- (IND) - Industrial
- (PUD) - Planned Unit Development



Sources: Esri, HERE, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community