

A watercolor illustration of a workshop. In the foreground, there are several wooden workbenches with various tools and materials. One bench has a large stack of lumber. Another has several paint cans. In the background, there are more workbenches and a large window looking out onto a landscape of rolling green and yellow hills under a blue sky. The style is soft and artistic, with visible brushstrokes and a warm color palette.

ARTISAN MANUFACTURING IN ALBEMARLE COUNTY: RE-EMBRACING RURAL TRADITION THROUGH ZONING REFORM

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EXECUTIVE SUMMARY

This document examines three policy options related to permissive zoning ordinance language that Virginia’s Albemarle County Board of Supervisors can adopt in order to allow artisan manufacturers of hand-made goods to operate in the rural areas of the county.

Artisan manufacturers, an umbrella term for small-scale businesses that manufacture artisan goods or specialty foods, and distinct from businesses that operate out of a home, are unable to operate in the rural areas of Albemarle County, which make up 95% of the county’s land area, due to an unnecessarily restrictive zoning ordinance (Albemarle County Comprehensive Plan 2015; Albemarle County Zoning Ordinance 2023). Albemarle’s failure to update its zoning ordinance to accommodate a newly reinvigorated artisan industry means that Albemarle is missing out on the economic benefits that these businesses can bring to rural communities throughout the county.

In order to determine a final policy recommendation that the client, Funk Brothers Furniture, can advocate for and can pass on to their local Board of Supervisors representative, three policy options are examined:

1. Leveraging already-existing zoning code language related to artisan manufacturing and expanding it to apply, as both a by right and special use, to the areas in the county designated as rural;
2. Creating a new overlay or zoning district that includes artisan manufacturing as a permitted use;
3. Adjusting the restrictive definition of “craft shops,” permitted in the rural areas as solely retail operations, to also include the manufacturing of handmade goods.

Each policy option is evaluated based on the following criteria:

1. Impact on rural character (a proxy for political feasibility);
2. Cost barrier faced by business owners in applying for permits;
3. Expected implementation timeline;
4. Level of county control retained over a specified use.

Based on these criteria, the report finds that policy option 1 most effectively balances the various evaluative criteria. It recommends that Albemarle County utilize already-existing language in the zoning code that defines and permits artisan manufacturing in the Rio29 Overlay District and expand the language to the rural areas section of the zoning code, with both by right and special use allowances defined by appropriate pre-determined restrictions. Implementation of this recommendation involves focusing on coalition building and lobbying of local Board of Supervisors members to build political support for adopting the change.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	2
TABLE OF CONTENTS.....	3
OVERVIEW.....	5
INTRODUCTION.....	5
THE PROBLEM.....	6
CLIENT OVERVIEW.....	6
BACKGROUND	7
WHAT IS ZONING?.....	7
ZONING IN ALBEMARLE	8
HURDLES.....	9
MANUFACTURING IN A LARGER CONTEXT	9
THE ARTISAN INDUSTRY IN ALBEMARLE COUNTY.....	12
THE ARTISAN INDUSTRY AS AN ECONOMIC DRIVER	14
POLICY ALTERNATIVES	16
CRITERIA OVERVIEW.....	17
IMPACT ON RURAL CHARACTER	17
COST BARRIERS FACED BY APPLICANT.....	18
EXPECTED IMPLEMENTATION TIMELINE.....	18
ADMINISTRATIVE APPROACH TO REGULATION	18
ALTERNATIVE EVALUATION	20
ALTERNATIVE #1 - USE EXISTING LANGUAGE TO EXPAND USE TO RURAL AREAS.....	20
ALTERNATIVE #2 - CREATE AN OVERLAY OR NEW ZONING DISTRICT.....	23
ALTERNATIVE #3 - MINIMALLY ADJUST EXISTING LANGUAGE RELATED TO CRAFT SHOPS.....	26
OUTCOMES MATRIX SUMMARY	28
RECOMMENDATION.....	29
IMPLEMENTATION.....	30
BIBLIOGRAPHY	33
APPENDIX A: DEFINITIONS OF ARTISAN MANUFACTURING FOUND IN OTHER ZONING ORDINANCES.....	35

DEDICATION

This report is dedicated to Funk Brothers Furniture, my client, and a local artisan furniture restorer and builder. It has been written to support their efforts to establish their business as a recognized artisan manufacturer in Albemarle County, Virginia. And more so, what began as a journey with Funk Brothers Furniture has expanded into a wider effort to develop and adopt a county-wide policy that formally embraces and permits the operation of all types of artisan manufacturing businesses and individual workers throughout Albemarle County.

DISCLAIMER

The author conducted this study as part of the program of professional education at the Frank Batten School of Leadership and Public Policy, University of Virginia. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Batten School, by the University of Virginia, or by any other agency.

UNIVERSITY OF VIRGINIA HONOR CODE

On my honor as a University of Virginia student, I have neither given nor received unauthorized aid on this assignment.



Conor O'Donnell

April 5, 2024

Cover Page Image Credit: Adobe Firefly Generative AI, prompt from Conor O'Donnell: "An abstract image of a large artisan's workshop in a modern warehouse, with work benches for multiple workers, and which shows various tools used to build furniture, with the low rolling Piedmont hills of Virginia farmland visible in the background."

OVERVIEW

INTRODUCTION

This report investigates alternative policy options available to Albemarle County, Virginia, that would alter the county's zoning ordinance to in order to permit the establishment and operation of artisan manufacturers in areas that the county have designated as "Rural Area" in their zoning ordinance and land use map. Artisan manufacturing is an umbrella term for small-scale businesses that manufacture hand-made goods or specialty foods. These can include such businesses that work in "artwork, jewelry, furniture, sculpture, pottery, leathercraft, hand- woven article, baked or prepared food and drink, watercraft, and similar items," as the Albemarle County Zoning Ordinance currently defines the term (Albemarle County Zoning Ordinance 2023).

Artisan manufacturers are distinct from other artisan or craft businesses that are operated from a home, which are often referred to as home occupations or cottage industries. Artisan manufacturers are typically businesses with between 2 and 10 employees that are often owned by individuals who previously worked out of their home but grew to the point of needing more space and more labor. Artisan manufacturers contribute to the diversification of the manufacturing sector and offer economic and employment opportunities where traditional factory facilities, with their associated large physical footprints and high negative externalities, such as traffic and pollution, may not be appropriate, such as in rural areas and communities.

Albemarle County has a long history of artisan craft within its borders that drives tourism today, such as Thomas Jefferson's Monticello Estate, which was built by enslaved and immigrant artisan workers (Pinchbeck 1926; Virginia Tourism Corporation 2022). Yet the same industry that was responsible for much of the county's historic charm and tourism dollars today is unable to operate in the rural areas of the county.

This report will investigate this issue by first examining what zoning is, and then looking specifically at zoning in Albemarle County. It then details the larger context of how manufacturing has changed over time in the United States and the revival of the craft and artisan industry that began after the 2008 financial crisis. Next, Albemarle's relationship with the artisan industry since 2010 is examined and the economic justification for embracing artisan manufacturing is made. Then, three policy options are described, any one of which would lead to the permitting of artisan manufacturing businesses to operate in the rural areas of the county. Each policy option is measured against a set of evaluative criteria in order to determine a final recommendation. Finally, an implementation section prescribes an advocacy campaign to build support for the selected policy outcome among similar businesses and supportive parties, as well as elected members on the Albemarle County Board of Supervisors.

THE PROBLEM

Artisan manufacturers are unable to operate in the rural areas of Albemarle County, Virginia, which make up 95% of the county's land area, due to an unnecessarily restrictive zoning ordinance. Albemarle's failure to update its zoning ordinance to accommodate a newly reinvigorated artisan industry means that the county is missing out on the economic benefits that these businesses can bring to its rural communities.

CLIENT OVERVIEW

Funk Brothers Furniture is a small business of five employees that has operated in the City of Charlottesville, Virginia, since 2008. Dan and Mike Funk have spent over 20 years building custom furniture and restoring antiques using traditional building and finishing techniques. They like to say that they are building "future antiques." As part of a business journey towards greater financial independence and flexibility, Funk Brothers Furniture (FBF) has sought to purchase a permanent building to house their business and to move their operations to adjacent Albemarle County, where real estate options are more plentiful and generally more affordable than in the City of Charlottesville. However, they soon faced stiff headwinds as they came to realize that Albemarle County restricts all types of manufacturing businesses, no matter how small, to the limited commercially or industrially zoned areas of the county.

After learning about these restrictions, FBF has begun to work with their local representative on the Board of Supervisors to alter county policies to permit artisan manufacturing businesses in the rural areas of the county. FBF has also worked to recruit a coalition of individual artisans and artisan businesses who support these policy changes. What started as an individualized hardship on a small, local business due to antiquated government regulations has evolved into a small movement to convince the county's leaders that Albemarle should embrace artisan manufacturing as a tool to foster appropriately scaled economic development in the county's rural areas.

The goal of this report is to create a document that Funk Brothers Furniture can share with their local elected Board of Supervisors member, and that they can then share with county staff, with the hope of speeding along the administrative process of studying potential changes to the county zoning ordinance related to artisan manufacturing.

BACKGROUND

WHAT IS ZONING?

A zoning ordinance is the collection of laws and rules that a city or county's government creates and enforces within its own boundaries. More specifically, it is a set of regulations and restrictions imposed by local government authorities to control the use of land within a specific jurisdiction. It delineates permissible land uses, building structures, and density in designated zones to promote orderly development and community planning.

Local land use laws differ across the country depending on how much or how little power a state government decides to delegate to the local governments operating within the state. Virginia is a Dillon Rule state, which means local governments have limited powers and authority, and they can only exercise powers explicitly granted to them by the state legislature. Regarding zoning regulations, localities in Virginia can only implement zoning ordinances and regulations that have been expressly authorized by the state, limiting their autonomy in crafting independent land-use policies. This contrasts with home rule states where local governments have broader powers unless restricted by state law.

As part of their delegated authority, localities regulate specific land uses through zoning ordinances to promote organized and sustainable development, balance the needs of the community, control the impact on infrastructure, and maintain a desired community character. Zoning helps prevent incompatible land uses, such as industrial activities in residential areas, which can enhance the overall quality of life and aesthetics of a community. By establishing guidelines for rural, residential, commercial, and industrial zones, local governments aim to create cohesive, functional neighborhoods while addressing environmental concerns and fostering economic growth.

A zoning ordinance will also include the process for getting approval for a specified use in a specified area by labeling a use either 'by right' or by 'special use permit.' By right uses are those land activities or developments that are automatically permitted without the need for special permissions or discretionary approvals, as long as they comply with standard zoning regulations. In contrast, special use permits involve a specific application process wherein property owners seek permission from the local zoning authority to undertake a particular land use that might not be automatically allowed under existing zoning rules. The approval of special use permits typically requires a discretionary review, often including a public hearing to gather community input and a vote by the elected representative body of the locality before a decision is made.

ZONING IN ALBEMARLE

Albemarle County has 720 square miles of land, 95% of which is currently designated under the category of ‘Rural Area’ in its zoning ordinance. Generally, in rural areas, zoning ordinances often permit agricultural uses, low-density residential development, and conservation-related activities. Some of the by right uses in Rural Areas within Albemarle include commercial stables, breweries and wineries, farmers markets, and detached single family homes. Some of the uses allowed by special use permit include private schools, child care centers, country stores, agricultural produce packing plants, restaurants and taverns, and gift and antique shops. These are all uses that the county has deemed are in line with maintaining the rural character of these areas.

What is currently not allowed in any form in the Rural Area district is any type of making or manufacturing. The county has a very generalized definition of manufacturing, stating that it “means the transformation of materials into an article or a product of substantially different character or use” (Albemarle County Zoning Ordinance 2023). Manufacturing is only permitted in commercial and industrial districts, and because of how generalized the definition is, it encompasses all types of “transformation of materials,” from making a single cutting board in a wood shop to making hundreds of pieces of furniture an hour at a factory. The only possible way for a small-scale maker or manufacturer to operate in the Rural Areas within the county is to operate a business as an accessory use to a home, like a backyard pottery studio or wood shop. Otherwise, if you’re a bigger operation than a hobbyist and smaller than a factory, you are pigeonholed into meeting the requirements and zoning and building code standards of a commercial manufacturing factory.

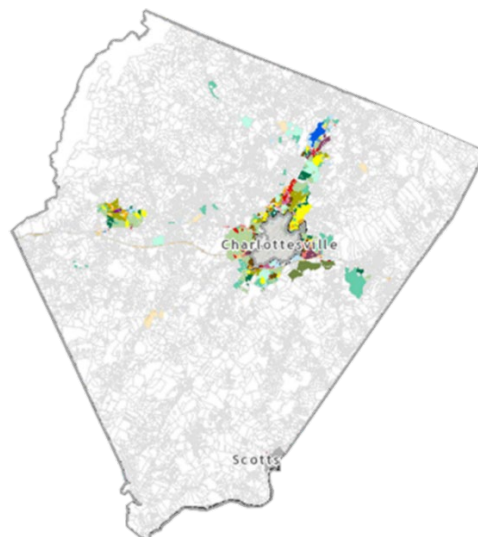


Figure 1: Zoning Designations in Albemarle County. All uncolored areas designated as “Rural Area” (Albemarle County Comprehensive Plan 2015).

The county lacks a common-sense middle ground, one that embraces small-scale artisans. Artisan professions include jewelry makers, artisanal bakers, ceramicists and potters, leatherworkers, basketweavers, woodworkers and furniture makers. While these professions are able to operate in the commercial and industrial zoned areas, that precludes their ability to operate in 95% of the county and subjects them to meet the same standards of operation that a large-scale factory would, such as fire safety systems, structural engineering standards, minimum property setbacks, and other burdensome and expensive requirements that are not appropriate to the scale of a business that might employ just a handful of workers.

HURDLES

There are a number of obstacles that stand in the way of adopting common-sense reforms to allow small-scale artisan manufacturing throughout the county. The primary hurdle is that, for several reasons, local officials are often conservative about changing their zoning ordinances. Firstly, zoning regulations provide a sense of stability and predictability for both residents and businesses, serving as a foundational framework for land use and development. Officials may resist frequent changes to prevent disruptions and maintain order in the community. Secondly, zoning ordinances play a crucial role in shaping the character of a community over time. Officials may be hesitant to modify regulations to preserve existing aesthetics, property values, and the overall identity that residents have come to expect. Additionally, public opinion is a significant factor, and officials may face resistance from the community if changes are perceived as negatively impacting property values or quality of life. Moreover, the potential for legal challenges from property owners, the need for comprehensive long-term planning, economic stability considerations, and the delicate balancing act between different interests all contribute to officials' conservative approach to modifying zoning ordinances. Lastly, resource constraints may limit the ability of local governments to undertake comprehensive updates, leading officials to prioritize other pressing issues over zoning changes. Overall, the inclination is to keep the status quo rather than to rock the boat and make changes that have unknown and difficult-to-determine impacts.

MANUFACTURING IN A LARGER CONTEXT

Albemarle adopted its zoning code in 1969. At this time, the United States manufacturing industry was one of the largest in the world. Albemarle's overly broad definition of manufacturing comes from an era when it made more sense to lump all types of manufacturing together, as generally all manufacturing was large-scale. However, it is important that the county realize that trends in manufacturing have changed since the mid-1900's and that updating its zoning code to reflect those changes would lead to allowing a type of manufacturing in the rural areas that has already been there for centuries.

HISTORICAL TRENDS IN MANUFACTURING

The trends in manufacturing in the United States from 1950 to today have been marked by significant shifts influenced by both domestic and global factors. After World War II, the United States emerged as an industrial powerhouse, with manufacturing contributing substantially to the GDP. However, from the late 20th century onwards, there has been a notable decline in the share of manufacturing in the U.S. economy, with employment in the sector dropping from a peak of around 19.6 million people in 1979 to about 12.9 million in 2020, a decrease of more than 35% (U.S Bureau of Labor Statistics 2023). This decline has partly been driven by globalization, with companies capturing cost savings through outsourcing and offshoring to countries with lower labor costs. Automation is the other major cause of decreased employment in the sector. Even though the amount of people working in manufacturing has declined, the manufacturing industry's contribution to the national GDP has stayed steady over the past decade, indicating that the industry is becoming more efficient through automation (Paul Morris and YiLi Chien 2017).

While large-scale manufacturing in the United States has faced challenges, small-scale artisan manufacturing has experienced a resurgence in its place. The online website Etsy was founded in 2005 and provides an example of the increased demand for products made by independent crafters. The website acts as an online platform, similar to Amazon, for sellers to market their independent products to customers. The graph below shows the incredible increase in merchandise sales on Etsy since it was founded, with total annual sales crossing \$10 billion in 2020. The large jump from 2019 to 2020 is attributable to the COVID-19 pandemic and the extreme up-tic in popularity of at-home-friendly activities and handmade products (Dean 2023).



Figure 2: Etsy Gross Merchandise Sales (Dean 2023)

Consumers have increasingly come to value unique, handcrafted products, allowing small-scale artisans to fill the niches left by mass production, contributing to the growth of the "maker" movement, and supporting local economies. The Guardian reports that, in a survey in the United States in August of 2022, “62% [of people] preferred goods that are handmade; 60% would like to live in a small town filled with artisans; and a third would like to start their own business as an artisan. A full three-quarters said they prefer buying from a small shop owner” (Helmore 2022). Despite the rising popularity of artisan-crafted items, a dearth of skilled workers limits the sector’s ability to grow. LVMH, the French luxury brand conglomerate that owns Tiffany & Co’s jewelry, Louis Vuitton, and Christian Dior, among other brands, relies on highly skilled artisans to craft its high-dollar and high-design products. Yet, by the end of 2025, the company is forecasting a deficit of over 7,000 artisans, designers, and craftspeople, which has pushed the conglomerate to develop its own apprenticeship program (Jeannette Neumann 2023).

Artisans contribute to the diversification of the manufacturing sector, providing unique and high-quality products that cater to evolving consumer preferences, whether that’s for luxury brands like LVMH or for small, independently owned shops set up online on Etsy. The type of work that artisans do should not only be limited to the mainly urban areas of our country. Rural areas should also take advantage of the economic opportunities that small-scale artisans can offer and should embrace them through the adoption of favorable zoning language that makes it easy for independent crafters to set up small operations.

THE ARTISAN INDUSTRY IN ALBEMARLE COUNTY

Artisan workers have lived and worked in Albemarle County since the time of English colonialism, and even before, in Native American communities. Albemarle County's most famous landmarks – Thomas Jefferson's Monticello, James Monroe's Highland, and the University of Virginia's Rotunda – were built by artisan workers, many of whom were enslaved or immigrants (Bridenbaugh 1950; Pinchbeck 1926). Albemarle owes its tourism dollars today to the artisans and craft workers who built these iconic buildings and grounds, not just to the president's that owned and imagined them. Albemarle, like the United States as a whole, was affected by historical changes in manufacturing that occurred over time, leading to the loss of artisan and craft traditions in the county.

Albemarle County began to re-embrace artisan-style businesses as a potential tourism driver in its rural areas after the 2008 financial crisis. These efforts have mostly focused on farms or farm-adjacent businesses, such as wineries and cideries, or on galleries or studios where art or handicrafts are sold but not made. In the fall of 2011, Albemarle County, along with neighboring Nelson County, partnered with the Artisans Center of Virginia to develop the Monticello Artisan Trail in order to help promote artisan studios where craftspersons physically made their goods. The Monticello Artisan Trail was meant to be “traveled” as a self-guided tour and included nearly 100 art studios, craft-related businesses, farms and restaurants, lodging locations, and other points of interest located throughout Albemarle and neighboring Nelson County (Delesline 2012).

The Artisans Center was a private, non-profit visual arts organization originally incorporated in 1997 and which later become a statewide promoter of Virginia artists and craftspersons. In 1999, the Virginia General Assembly named it the state's “official state artisan center” for fine craft and the center opened its first retail and exhibition gallery in June 2000 (The Daily Progress 2009). The Artisans Center's original goal was to establish a number of retail gallery hubs around the state that would showcase the work of local craftspersons and artisans, but the financial crisis of 2008 changed the financial feasibility of specific craft centers the idea arose of developing a series of trails with a more localized, grass-roots feel was born, originally inspired by northwestern North Carolina nonprofit Hand Made in America (Lawrence Garretson 2013).

In 2019, the Artisans Center announced its closure, stating that, “Because of the global economic downturn, ACV's business model has very suddenly shifted from one where the gallery's net revenue supported its operational costs to one where the gallery has necessitated private support to maintain operations” (The Daily Progress 2009). With the closure of the center, Virginia lost its only unified champion of artisan initiatives across the

state, which only four years prior had commissioned a 124 page comprehensive master plan that detailed its intentions to develop a permanent artisan center in conjunction with the Frontier Culture Museum, a state agency of Virginia housed under the Department of Education and located in Waynesboro (Verner Johnson, Inc. and Leisure Business Advisors LLC 2015).

While the Artisans Center existed, and during the promotion of the Monticello Artisan Trail (which also disappeared when the Artisans Center closed), Albemarle County worked very closely with artisan businesses and craftspersons in the county, providing both direct administrative support and indirect financial support (to the Artisans Center). Online zoning documents available on the county website show emails from March of 2011 between Artisans Center's Executive Director Sherri Smith and zoning officials in the county that detailed coordinated efforts between the parties to work towards getting Monticello Artisan Trail participants in compliance with zoning regulations that allowed their businesses to operate out of their homes or backyard studios (Albemarle County Community Development 2011).

While Albemarle County's has permitted artisans to operate businesses in their homes since the adoption of the zoning ordinance in 1980, and despite its re-embrace of artisan and craft workers in the 2010's, it has continued to disallow small-scale and appropriately sized artisan manufacturing businesses in its rural areas, leading it to miss out on the potential economic benefits that such businesses could bring to the county's coffers and directly to the county's rural residents.

THE ARTISAN INDUSTRY AS AN ECONOMIC DRIVER

In 2014, around the same time that the Artisans Center published its comprehensive master plan and intentions to develop a permanent artisan center at the Frontier Culture Museum, the Virginia Tourism Corporation (VTC), in support of the initiative, commissioned a study to estimate the economic impact of the artisan industry in Virginia (Virginia Tourism Authority 2015). The report found that total direct sales of artisan and associated businesses were estimated to be just over \$150 million in 2014. The average number of employees associated with an artisan business was 2.1 and the majority of respondents to the study’s survey were artisan businesses, as opposed to part-time artisans or those operating in their homes. It found that by far most sales (55.6%) were made in an artisan’s shop or business, with sales at fairs, festivals, and events coming in second at 16% of total sales in 2014. The following chart from the report provides a summary of the economic impact of Virginia’s artisan industry:

		Direct Impact (\$Million)	Indirect + Induced Impact	Total Impact (\$Million)	State Tax Revenue (\$Million)
Artisan and Associated Businesses	Spending	\$151.7	\$136.7	\$288.5	\$8.5
	Employment	8,034	1,024	9,058	
Artisan Visitor Spending (excluding artisan products)	Spending	\$127.5	\$111.2	\$238.8	\$7.1
	Employment	1,943	957	2,900	
Total Artisan Industry	Spending	\$279.3	\$248.0	\$527.2	\$15.6
	Employment	9,977	1,981	11,958	

Source: Chmura Economics & Analytics

Figure 3: Economic Impact Summary of Virginia's Artisan Industry (Virginia Tourism Authority 2015)

In total, the combined economic impact (direct, indirect, and induced) of revenue of artisan and associated businesses in 2014 was estimated to have been \$288.5 million in Virginia, supporting 9,058 state jobs, 8,034 of which were directly attributed to artisan businesses.

While the report did not break down the economic impacts by locality, it is easy to extrapolate how important the artisan industry is and can be for Albemarle County. In 2022, Albemarle benefited from \$511 million in direct spending in the county related tourism – more direct visitor spending than any county in Virginia west of the Richmond Metro Area – spending which directly supported 3,508 jobs (Virginia Tourism Corporation 2022) and brought in \$24 million of local tax revenue (Virginia Tourism Corporation 2022).

	2018	2019	2020	2021	2022	Percent Change
Travel Economic Impacts						
Employment	3,677	3,782	2,699	3,087	3,508	13.6%
Expenditures	\$ 399,603,467	\$ 429,192,942	\$ 263,497,578	\$ 421,548,157	\$ 511,380,440	21.3%
Labor Income	\$ 176,479,051	\$ 183,517,354	\$ 129,757,527	\$ 160,313,171	\$ 200,375,287	25.0%
Local Tax Receipts	\$ 20,598,420	\$ 21,856,985	\$ 15,702,051	\$ 20,264,850	\$ 24,434,997	20.6%
State Tax Receipts	\$ 12,061,028	\$ 12,796,869	\$ 8,199,347	\$ 11,950,956	\$ 15,001,620	25.5%

Figure 4: Direct Travel (Tourism) Economic Impacts in Albemarle County Over the Past Five Years (Virginia Tourism Corporation 2022)

The economic benefits of the artisan industry, as detailed in VTC’s 2015 study, and Albemarle’s place as the largest driver of tourism west of Richmond, highlight the potential economic and employment benefits that the county misses out on by not further embracing the artisan industry and permitting artisan manufacturers to operate the county’s rural areas. The following section will introduce three recommended policy alternatives, each of which, in different ways, would open the door to allowing artisan manufacturing throughout Albemarle County.

POLICY ALTERNATIVES

Because it is the current zoning code that currently restricts the ability of artisan manufacturers to locate and operate in the rural areas of the county, each proposed policy alternative focuses on altering the zoning code in some way. The three alternatives that have been identified are:

ALTERNATIVE #1

Leverage existing zoning code language that already defines and permits artisan manufacturing in the Rio29 Overlay District, the only area it is allowed in the county, and insert the same language into the Rural Areas District section of the zoning code in order to permit artisan manufacturing as both a by right and special use in the rural areas;

ALTERNATIVE #2

Create a new overlay district or zoning district category that includes within it artisan manufacturing as a permitted use and which can be overlain on top of areas designated as rural;

ALTERNATIVE #3

Adjust existing zoning language related to craft shops, which are currently permitted in the rural areas of the county by special use permit, that alters the currently restrictive definition, which relegates craft shops to solely retail operations, to one that also allows the manufacturing of handmade goods.

The next section introduces the criteria that will be used to evaluate each alternative policy option in order to determine which alternative is ultimately recommended for adoption by the Board of Supervisors and county staff. More detailed information about each alternative is found in the Alternative Evaluation section.

CRITERIA OVERVIEW

In contemplating a potential zoning ordinance change that may impact a rural area of the county, a thorough evaluation of various criteria is essential to ensure responsible and sustainable development and to maintain the delicate balance between fostering economic activities, balancing business owner and administrative burden, and preserving the rural character of the county.

A detailed description of each criterion, against which each policy is evaluated, is included below, as well as information about how each criterion is measured.

IMPACT ON RURAL CHARACTER

Preserving the rural character of the county is often the primary concern of residents living in the rural areas of the county and their representative Board of Supervisor member (Albemarle Comprehensive Plan, 2015). In land use applications, measuring this criterion often involves subjective assessments of the visual, environmental, and cultural impacts of a specified use on the landscape (Ostrow 2008). At an individual project-by-project analysis, visual impact studies, environmental impact assessments, and community surveys are tools that can provide valuable data to gauge the potential effects on the rural character (Guy 2021).

To gauge potential effects at the broader level of a county-wide application, I will rely upon both the types of permitted uses (ex. leatherworking, blacksmithing, sawmilling) defined in any proposed “artisan manufacturing” or similar definition, as well as the level of preemptive restrictions imposed on potential businesses, to determine the potential impact of the policy change on the rural character of the county. For example, an alternative that restricts the definition of artisan manufacturing to only hand-crafted goods, as opposed to including more technology-focused businesses like 3D manufacturers, and that also restricts the number of employees or square footage of an operation, may be more likely to avoid potential negative impacts on rural character that are associated with businesses that scale quickly.

This criterion will be measured using a scale of “High, Medium, or Low,” with a claim of low meaning that the proposed policy change will have a low impact on the rural character of the county. A low impact would mean that the visual, environmental, and cultural impacts of the use on the surrounding area of the county are largely unchanged. A high impact would indicate that the use creates a visual change (blocking a mountain view), environmental disturbance (disturbing a watershed or creating a noise disturbance), or a change in the cultural aspect of an area (such as reducing the ability of nearby neighbors to farm). This criterion also serves as a proxy for political feasibility, as the Board of Supervisors and county staff have, through inclusion of language in the county’s comprehensive plan, declared their prioritization of

protecting the rural areas of the county – i.e. it is likely that no board member would support a high-impact policy proposal (Albemarle Comprehensive Plan, 2015).

COST BARRIERS FACED BY APPLICANT

Minimizing the potential monetary costs and administrative red tape that citizens face in the land use application process is crucial for encouraging the growth of new businesses. Simplifying the application process, reducing fees for small-scale enterprises, and offering streamlined pathways for approval can help minimize administrative burdens while fostering economic growth.

This criterion will be measured by determining the specific monetary costs to an applicant directly related to applying for and receiving a permit for each policy option if it were to be adopted. These are the costs imposed by the county related to a special use permit application or a rezoning application. It does not take into account potential third party costs to applicants, such as lawyer fees.

EXPECTED IMPLEMENTATION TIMELINE

Formally adopting a new policy typically takes a significant amount of time. Before legislators act on an issue, they want to know all of the potential impacts the proposed policy may have. Often legislators will rely on their administrative staff, and sometimes outside consultants, to study a proposed issue and report back on expected impacts, both positive and negative, if a new policy were to be adopted. The three policy options proposed all have potentially different impacts, so it is important to understand what type of time barrier will be imposed by choosing to adopt one policy over another. It's possible that if a policy were to take a significant amount of time to implement or adopt, a policy that is less attractive for other reasons may become a more viable choice. Waiting for years for a policy change that may or may not happen creates business uncertainties that can translate to real financial costs.

This criterion will be measured by estimating the length of time necessary for county legislators and staff to study the proposed change and formally adopt the changes. Timeline estimations are based on conversations with county Community Development staff members and Board of Supervisor members.

ADMINISTRATIVE APPROACH TO REGULATION

Maintaining some measure of influence over a specified land use is important for mitigating unintended consequences or externalities, such as visual, environmental, or cultural impacts, and ensuring that any intended benefits of the use are actually realized. Localities typically establish clear guidelines, zoning standards, and performance criteria in order to create guard rails to prevent any negative effects associated with a specific land use. Specific uses can be allowed either by right, which means automatically and without the need of a permit so long as they meet certain pre-existing requirements, or through the granting of a special use permit

by the locality's legislature, or through a rezoning of a property from one category of use to another.

This criterion is categorized as either "Flexible, Semiflexible, or Rigid." Rigid would indicate that the county (meaning elected members of the locality's legislature) maintains substantial control in its ability to mitigate or condition a certain use, though often at the cost of time and price for applicants and administrative staff. The categorical determination will be made by assessing whether the policy option allows the proposed use (some type of artisan manufacturing) as allowed either by a zoning map amendment (rigid), by special use permit (semiflexible), a mixture of by right and by special use permit (flexible). A "flexible" approach is ideal, as it would permit certain uses that have been determined to be low impact as allowed by right, while restricting those deemed higher impact uses to being allowed only through a special use permit, creating a flexible system that does not lump every use into a single category.

ALTERNATIVE EVALUATION

ALTERNATIVE #1 - USE EXISTING LANGUAGE TO EXPAND USE TO RURAL AREAS

This policy option focuses on identifying “low-hanging fruit” in that it relies on using language that already exists in Albemarle’s zoning ordinance and expanding it to apply to the areas that are designated as rural areas in the ordinance. In 2021, Albemarle County adopted a form-based code for the Rio29 small-area plan which included a definition of “artisan manufacturing”:

The production, display, and sale of individually crafted tangible goods such as artwork, jewelry, furniture, sculpture, pottery, leathercraft, hand-woven article, baked or prepared food and drink, watercraft, and similar items. Artisan manufacturing does not include industrial-scale mass production. (Albemarle County Zoning Ordinance 2023)

A form-based code is similar to a zoning code in that it determines what type of uses can be located in certain areas, but it differs in that it relies more heavily on urban design principles than broad use-based categorizations (Form Based Code Institute 2016). For example, a form-based code often will allow a greater mix of uses, such as residential, commercial, and light industrial, in a single area, so long as the overall design of the buildings and streetscape are focused on being small-scale and walkable. Form-based codes are relatively new in the planning world, and Albemarle’s adoption of one to apply to the Rio29 overlay district in 2021 was its first attempt at incorporating a form-based code into its zoning ordinance (Hays 2019). Thus, it is likely that the term artisan manufacturing exists solely in the Rio29 overlay district because Albemarle County modeled their code off another locality that already had language defining and permitting such a use. This means that the county did not purposefully exclude artisan manufacturing from the rural areas, but that it has simply not been considered previously.

In the Rio 29 overlay district, artisan manufacturing is permitted by right (automatically, without the need of a permit) in all cases. Notably, it also includes the following predetermined restrictions (Albemarle County Zoning Ordinance 2023):

1. Any individual artisan manufacturing establishment may not employ more than 20 full-time employees or the equivalent part-time employees.
2. Any individual artisan manufacturing establishment may have regular storefront hours during which a portion of the premises is open to the public for sale of finished products.

3. An artisan manufacturing use may hold workshops, classes, or events related to the manufacturing use, provided they are accessory to the manufacturing use.
4. Single-use buildings containing an artisan manufacturing use within the Edge character area may not exceed a building footprint of 20,000 square feet, unless granted a special exception.

This policy option suggests mirroring the exact language above, inclusive of the definition and restrictions, and applying it to the section of the zoning ordinance related to rural areas. It is a “low-hanging fruit” approach because the language has already been created and accepted by the county previously. The ability to demonstrate to the Albemarle Board of Supervisors that this policy already exists and has been tested for the last 3 years at a small scale in the county, and that it only needs to be expanded to the rural areas, may make supervisor members more willing to adopt the proposed language as opposed to relying on new, untested language.

This alternative also imagines dual permissions related to artisan manufacturing. Specifically, both a by right approach, which would include similar restrictions to the above that are already included in the zoning ordinance, and a special use permit approach, which could adjust restrictions as needed in order to better prevent negative externalities in the rural areas. For example, for by right uses, the number of employees and the size of the building could be limited in the by right use to 10 employees rather than 20, and a building of 10,000 square feet instead of 20,000. In cases where businesses exceed the by right regulations, they would be required to apply for a special use permit, which would allow the Board of Supervisors to impose additional conditions if they believe them necessary to prevent or mitigate any impacts to neighbors or the character of the rural areas.

EVALUATION

IMPACT ON RURAL CHARACTER

The existing definition of artisan manufacturing in the zoning ordinance includes many different crafts and trades that have historically only been allowed to operate in the county as home occupations. The zoning ordinance dictates that a home occupation is only allowed as ancillary use to a primary residence, like having a wood shop in your backyard shed. By adopting the existing definition of artisan manufacturing, the county would be vastly increasing the number of businesses that would be permitted to operate in the rural areas of the county (9 specific types of businesses are listed in the definition of artisan manufacturing, and that list is exemplary, not exhaustive). Thus, while these businesses will be limited to operations that are of non-industrial scale, there is a fair chance that some rural areas of the county would see increased traffic or nuisance issues due to a greater number of businesses operating. This alternative would likely have a **medium** potential impact on the rural character of the county.

COST TO APPLICANT

By adopting dual permissions related to artisan zoning (both a by right option and a special use option), the county will create a two-tier cost system that scales appropriately with the size of a business. A smaller artisan business would be allowed to operate by right, so would not need to pay any fees related to permitting (**\$0.00**). A larger business would be required to apply for a special use permit, which currently requires a one-time fee of **\$2,958** (inclusive of application fee + technology fee, public notice fee, and fire/rescue review fee; not inclusive any additional costs related to site plans or other permitting requirements) (Albemarle County Community Development Department n.d.).

EXPECTED IMPLEMENTATION TIMELINE

Adopting existing language related to artisan manufacturing has been described by staff and Board of Supervisor members as somewhere between a minor and major level policy change (Supervisor Ann Mallek, personal communication, Dec 11, 2023). Because the language already exists in the county zoning ordinance, the time needed to study different variations of definitions or descriptions of the term artisan manufacturing is avoided. Additionally, because prescribed controls already exist, there is a “copy and paste” mentality in using this language, thus shortening any amount of study time by Board of staff members.

While this policy option is seen as low-hanging fruit because of these two reasons, it will still include very permissive language regarding the types of businesses allowed to operate under the label of artisan manufacturing, and additional consideration will need to be given to the preexisting controls and their suitability for the rural areas. Staff have described a study period for this zoning text amendment as between 3 and 6 months, after which the legislative process, where the amendment moves through the Planning Commission and Board of Supervisors, is estimated to take approximately 3 months (Albemarle Community Development Office Staff and Economic Development Authority Staff, personal communication, Jan 11, 2024). **Thus, a time implementation estimate for this policy option is 6 - 9 months after staff formally begin studying the option.**

ADMINISTRATIVE APPROACH TO REGULATION

By permitting an artisan manufacturing business that meets certain predetermined regulations or restrictions to operate by right, the county is giving up control over considering any potential negative impacts of the business or imposing any additional conditions upon it. Thus, a by right use would be considered to leave a minimal amount of county control. However, requiring larger artisan manufacturing businesses to move through a special use permit process will allow the county to consider and impose additional restrictions on the operation of the business. Of note, the county must issue the permit to the business if they are able to satisfy all conditions; the county is not permitted to deny the business’ application for arbitrary reasons so long as the business is in full compliance with all imposed restrictions. Thus, this gives the county a **flexible** level of control – allowing for smaller, lower impact

businesses to operate by right, while retaining control over larger and more potentially impactful businesses.

	Potential Impact on Rural Character	Cost to Applicant	Expected Implementation Timeline	Administrative Approach to Regulation
<p><u>Alternative 1:</u></p> <p>Expand ‘artisan manufacturing’ to a use permitted in rural areas.</p> <p>(By Right / SUP)</p>	Medium	<p>By Right: \$0</p> <p>/</p> <p>SUP: \$2,958</p>	6 – 9 months	Flexible

ALTERNATIVE #2 - CREATE AN OVERLAY OR NEW ZONING DISTRICT

An overlay district is a planning tool that adds an additional layer of regulations and standards to a base zoning district. Unlike traditional zoning, where regulations are applied uniformly across a designated area, an overlay district allows for tailored regulations to address specific concerns or characteristics within a defined geographic area. The overlay district typically does not replace the underlying zoning but complements it by imposing additional requirements or modifications.

This alternative is based on neighboring Nelson County’s approach to allowing craft makers to operate in its rural areas. Nelson County allows for a “Service Enterprise [Overlay] District” in its rural areas that “is designed to allow limited service-oriented commercial uses not in conflict with the low-density appearance and quiet, rural atmosphere characterized and promoted within agricultural and residential districts” (Nelson County Zoning Ordinance 2022). In this district, it specifies that it allows by right:

Crafts, furniture making, cabinet making, upholstery, pottery, decorating, art and substantially similar trades, including production, assembly or sale of goods made, or finished in a manner contributing substantially to the final product, on the premises, and, provided the total floor space of all structures devoted wholly or partially to such uses does not exceed four thousand (4,000) square feet.

However, overlay districts can also add layers of complexity, administrative burden, and limit flexibility for property owners. The addition of overlay districts can potentially lead to confusion for property owners, developers, and even municipal staff. Navigating multiple sets of

regulations may be challenging and may require additional resources for enforcement and can run the risk of creating conflicts between the goals of the base zoning and the overlay regulations.

Ultimately, an overlay district is a more complex policy option that offers a county legislative body and administrative staff potentially more control over specific uses in specific areas, but at the cost of increased administrative oversight, as every potential application would require review by county officials.

EVALUATION

IMPACT ON RURAL CHARACTER

Some of the benefits of an overlay district include flexibility and customization, the ability to promote specific land uses, and allowing for aesthetic and design controls. They can allow localities to address specific issues or unique characteristics within a certain area without necessitating a comprehensive rezoning of the entire jurisdiction; can encourage or restrict certain land uses in targeted zones (for example, a cultural district overlay may promote artistic activities and cultural institutions); and can ensure that new developments adhere to specific architectural standards or design guidelines, which can contribute to maintaining or enhancing the visual character of a neighborhood.

Additionally, overlay districts can be used to better target limited geographical areas. For example, instead of permitting artisan manufacturing as a use in all of the rural areas (95% of the county), an overlay district that permits artisan manufacturing could be allowed in only certain predesignated geographical areas within rural-designated areas, such as at crossroad intersections in rural areas that already host businesses as varied as gas stations, antique shops, and ice cream stores. The targeted nature of an overlay district would allow the Board of Supervisor and county staff to confine the placement of artisan manufacturing businesses to only certain areas in the rural districts that are deemed most appropriate, leading to a **low** impact on the rural character of the county.

COST TO APPLICANT

A rezoning application with the county currently costs **\$3,599** (inclusive of application fee + technology fee, public notice fee, and fire/rescue review fee; not inclusive any additional costs related to site plans or other permitting requirements) (Albemarle County Community Development Department n.d.). If artisan manufacturing were to be considered a by right use in the new overlay district, there would be no additional cost for a special use application.

EXPECTED IMPLEMENTATION TIMELINE

Albemarle County is currently in the process of updating the Albemarle County Comprehensive Plan, which was last updated in 2015. The comprehensive plan informs the zoning ordinance

and the county has announced their intentions to do an entire rewrite of the zoning ordinance, which has not been done since it was first adopted in 1980 (Tubbs 2022). Over the next two to three years, the county will work on creating a new zoning ordinance after the new comprehensive plan is adopted. During this time, the county will look holistically at the ordinance to see what changes it would like to make, which will include examining the existing zoning districts and the potential for new zoning districts.

Creating new zoning districts is an involved process that includes defining geographic boundaries, writing new regulations, and moving through the legislative process. This policy option, creating a new overlay district, would follow the same route. Conversations with Community Development staff have indicated that staff would push back on any efforts to create a new overlay district now in favor of looking at the issue more holistically when it performs the zoning rewrite in the future (Albemarle Community Development Office Staff, personal communication, October 23, 2023; Jan 11, 2024). **Because of this, this policy option is likely to take between 2 - 3 years to implement, as it will most likely be enfolded in the larger zoning ordinance rewrite that the county has planned in the near future.**

ADMINISTRATIVE APPROACH TO REGULATION

When a locality considers a rezoning application, the local government is granted great deference by courts related to its authority to approve or deny a zoning application. As long as the locality can demonstrate that its decision was made on a rational basis in the name of protecting either the health, morals, safety or general welfare of the community, it is likely to prevail in any potential challenge to its decision. This differs slightly from a special use permit application, where an applicant is typically granted approval so long as they meet certain conditions imposed upon it. Thus, allowing artisan businesses to operate in the rural areas only through a rezoning application would give the county a **rigid** level of control over the process.

	Potential Impact on Rural Character	Cost to Applicant	Expected Implementation Timeline	Administrative Approach to Regulation
<u>Alternative 2:</u> Create an overlay / new zoning district	Low	\$3,599	2 - 3 years	Rigid

ALTERNATIVE #3 – MINIMALLY ADJUST EXISTING LANGUAGE RELATED TO CRAFT SHOPS

Currently in Albemarle’s zoning code, there is a definition of the term “craft shop” and it is permitted by special use permit in the rural areas. It is defined as “an establishment wherein hand-made goods are offered for sale” (Albemarle County Zoning Code Chapter 18, art. I, § 3.1, 2024). This definition unnecessarily restricts a craft shop to only offering retail sales. An individual could sell pottery, but they could not make the pottery that they sell. By adding two words, “manufactured” and “or”, this definition could accommodate artisan manufacturers in the county. A new definition could read “an establishment wherein hand-made goods are manufactured or offered for sale.”

Expanding what qualifies as a "craft shop," offers practical advantages in terms of familiarity, simplicity, resource efficiency, community acceptance, and adaptability. Modifying an existing definition maintains continuity and familiarity for both stakeholders and the community. Also, by building upon an existing definition, the implementation and enforcement of the zoning change becomes more straightforward. County staff can leverage existing processes, forms, and guidelines associated with craft shops, streamlining administrative tasks and reducing the need for extensive revisions to zoning procedures. Additionally, utilizing a familiar term like "craft shop," as opposed to a new term like “artisan manufacturing” may enhance community acceptance of the zoning change.

EVALUATION

IMPACT ON RURAL CHARACTER

While the small language change would allow artisan businesses to operate in the rural areas, it would offer no prescribed restrictions nor limit or define what is considered a ‘craft shop’ because those specifications do not already exist in the zoning ordinance. The Board of Supervisors would be left to determine, on a case-by-case basis, whether an applicant would be considered, in the Board’s opinion, a craft shop. Without a specific definition, the door is left open for businesses with larger negative externalities to try and take advantage of the ambiguity in order to operate in the rural areas, or for smaller businesses with less resources or know-how to be aware about the opportunity to relocate. Thus, the potential for unexpected externalities is increased, giving this alternative a **medium** potential for impacting the character of rural areas.

COST TO APPLICANT

All businesses looking to operate under the label of a craft shop would be required to pay the special use permit fee of **\$2,958** (inclusive of application fee + technology fee, public notice fee, and fire/rescue review fee; not inclusive any additional costs related to site plans or other permitting requirements) (Albemarle County Community Development Department n.d.).

EXPECTED IMPLEMENTATION TIMELINE

Adjusting existing language related to craft shops would move through a similar process as the one detailed for the language related to artisan manufacturing in alternative #1. However, the changes here would be much smaller, potentially altering / adding only two words to the zoning ordinance for a use already permitted in the rural areas, as opposed to adding an entire new block of text and prescribed conditions, as would be the case for the artisan manufacturing definition. Staff have indicated that the zoning language associated with craft shops would still require a study, because while the wording is much less, it is also vaguer, which could potentially open the door to unexpected outcomes (the craft shop definition does not describe what specific businesses are permitted to operate under that label, potentially leading to confusion for businesses owners and headaches for staff who have to make that determination on a case-by-case basis). Despite this uncertainty, the minimal language change does mean that the issue can be studied quicker, with staff indicating that **this policy option could be studied and implemented within a 3 - 6-month timeline** (Albemarle Community Development Office Staff, personal communication, Jan 11, 2024).

ADMINISTRATIVE APPROACH TO REGULATION

Requiring a craft shop to apply for a special use permit will allow the county to consider and impose additional restrictions on the operation of the business. However, the county must issue the permit to the business if they are able to satisfy all conditions; the county is not permitted to deny the business' application for arbitrary reasons so long as the business is in full compliance with all imposed restrictions. Thus, this gives the county a **semiflexible** level of control.

	Potential Impact on Rural Character	Cost to Applicant	Expected Implementation Timeline	Administrative Approach to Regulation
<u>Alternative 3:</u> Adjust 'craft shop' definition	Medium	\$2,958	3 - 6 months	Semiflexible

OUTCOMES MATRIX SUMMARY

	Potential Impact on Rural Character	Cost to Applicant	Expected Implementation Timeline	Administrative Approach to Regulation
<u>Alternative 1:</u> Expand 'artisan manufacturing' to a use permitted in rural areas (by right / SUP)	Medium	\$0 / \$2,958	6 - 9 months	Flexible
<u>Alternative 2:</u> Create an overlay / new zoning district	Low	\$3,599	2 - 3 years	Rigid
<u>Alternative 3:</u> Adjust 'craft shop' definition	Medium	\$2,958	3 - 6 months	Semiflexible

Top Outcome

Middle Outcome

Bottom Outcome

RECOMMENDATION

Albemarle County has the opportunity to embrace an industry that has the potential to bring economic development to its rural areas while at the same time maintaining the historic character of the region. In order to do so, it should adopt **Alternative #1 – expand existing zoning language related to artisan manufacturing into areas designated as rural**. The county should adopt a dually permissive system – one that includes both a by right option and a special use option – in order to maintain a maximum balance among all evaluative criteria. Allowing a by right option will assist in reducing costs for applicants (especially smaller businesses) and reducing staff burden in processing applications. At the same time, by requiring any larger and potentially higher-impact businesses to move through the special use permit process, the county can maintain a relatively high amount of control in regard to forcing a business to accept conditions that would reduce any possible negative externalities. Any heightened potential impact on the rural character of the county due to an expansive definition of what businesses qualify as artisan manufacturers can be mitigated by limiting the definition, if needed.

Additionally, by leveraging an existing definition that was adopted into the zoning code since 2018, along with its related restrictions, the county can feel secure that it is moving forward with a policy that has already been vetted by county staff once before and has created no known issues during its trial period in the Rio29 overlay district. Alternative #1 offers the best choice for the county to move forward in a way that cautiously, but warmly embraces artisan manufacturing as a beneficial category of use that is permitted in the rural areas of the county.

IMPLEMENTATION

PROBLEM AND RECOMMENDATION RECAP

Artisan manufacturers are unable to operate in the rural areas of Albemarle County, Virginia, which make up 95% of the county's land area, due to an unnecessarily restrictive zoning ordinance.

In order to remedy this policy oversight, this report recommends that Funk Brothers Furniture (FBF) advocate for the adoption of a zoning text amendment to the Albemarle County Zoning Ordinance that permits artisan manufacturing in areas that the county's ordinance designates as rural areas. Specifically, the recommendation directs FBF to advocate that the county utilize existing zoning language in the zoning ordinance that references artisan manufacturing in the Rio29 Overlay District and to insert that language, through the zoning text amendment process, into the section of the zoning ordinance that defines what specific uses are permitted in the areas designated as rural in the county. This proposal would allow artisan manufacturing to operate both by right and under a special use permit, depending on certain predetermined restrictions.

KEY ASPECTS FOR IMPLEMENTATION

Implementation of the recommended policy will be guided by the restraints and processes imposed by the Code of Virginia. In Virginia, the laws that the General Assembly have passed that relate to local government land use authorities are found entirely in Section 15.2 of the Code of Virginia, with Chapter 22 of Section 15.2 detailing "Planning, Subdivision of Land and Zoning" (Code of Virginia 2020).

Specifically, section § 15.2-2286 (A) (7) requires that a zoning text amendment be "initiated (i) by resolution of the governing body; [or] (ii) by motion of the local planning commission..." This means that implementing this policy decision will be political rather than procedural – it will require the support of either the elected Board of Supervisors or their appointed members of the county Planning Commission.

This political reality helps determine three key actions needed for effective implementation:

1. Engagement with the Board of Supervisor member who represents the district that includes FBF in order to find a "champion" who will initiate a resolution in favor of the zoning text amendment;
2. Coalition building with other artisan members and advocates of small business in Charlottesville and Albemarle;
3. Educating and advocating for the policy change to other Board of Supervisors and Planning Commission members.

ENGAGING WITH FBF'S LOCAL LEGISLATOR

Because Virginia law requires that a governing body initiate a resolution for a zoning text amendment, it is important to find a champion for the policy option that is on the Board of Supervisors. Ideally, that champion is the Board of Supervisors member that represents the district that the business that FBF is located in. That member is Mike Pruitt, who represents the Scottsville District. Supervisor Pruitt has been in office only for a few months, since January of 2024. This means that he likely does not yet have very much political will or capital to expend in influencing other members of the board; however, because he is new, he may be interested in championing an issue that could provide a solid early political win. He may also have more time than others to dedicate to focusing on the issue. Successfully moving forward will require engaging with Supervisor Pruitt to educate him on the artisan manufacturing and convincing him that this an issue that he should bring forward to the rest of the Board.

COALITION BUILDING

Building a coalition of both other businesses and individual artisans will be crucial for growing the conversation surrounding artisan manufacturing into a larger public policy issue. The identification of a policy lapse came from FBF's personal individual business needs, but expanding the issue into a wider policy issue that demonstrates that the restrictions affect many other potential businesses will be crucial to convince the Board of Supervisors to act.

FBF should contact the previous executive director of the Artisans Center, who lives in the area, to seek insight and advice on how to build a similar coalition as the one that occurred when the county embraced the Monticello Artisans Trail. It is possible that she would be willing to assist the effort and still has influence and valuable contacts with the county. Additionally, the Artisan Studios Tour, a once-yearly weekend event in Charlottesville and Albemarle County, offers a potential connection to resident artisans and craft workers in the county. Working directly with the event organizer to reach out to members of the tour would potentially offer a list of supportive individuals who could serve as the foundation of a coalition.

Building a coalition of supporters and stakeholders will be necessary to build momentum in creating the narrative that this policy change would be beneficial to a great number of individuals and businesses within the county, not just FBF.

WIDER LOBBYING EFFORTS

The immediate step after building a coalition is using that political power to help put positive pressure on legislators, planning commission members, and county staff to push forward with the zoning text amendment that would allow artisan manufacturing as a permitted use in the rural areas of the county. A zoning text amendment can take anywhere between 4 and 9 months on average to pass through the administrative and legislative steps required in order to be adopted. Without getting elected officials on board with and supportive of the policy, its path forward will be murky, if it does move forward at all.

Top on the priority list of lobbying is Supervisor Ann Mallek, who is the longest serving board member. Supervisor Mallek was a champion of the Monticello Artisan Initiative, but she also has a reputation for being very protective of the rural areas in the county. Artisan manufacturing straddles both of those positions, so it will be very important to discuss the policy with Supervisor Mallek, seek out her opinion and thoughts, and make any changes that would be needed to win her support.

Finally, a lobbying and outreach campaign should be planned to operate for at least six months. The Board of Supervisors meets at minimum two times per month and each meeting lasts for hours at a time and covers several topics and issues. It is extremely easy for an issue or topic to fall by the wayside if enough attention is not brought to it frequently. FBF should engage with its coalition to attend a Board meeting at least once every month and speak at the public comment period. This will help keep the issue at the forefront of Board of Supervisors members' minds. FBF will also need to plan for the public hearings that will be required in front of the Planning Commission and the Board of Supervisors if the policy change moves forward. The public will have a chance to speak on the topic, and if there is sufficient backlash or a counter-movement that emerges, which could perhaps come from local rural residents who are not supportive of what they may think of as externality-causing businesses moving to the county, FBF and their coalition need to be prepared with fact-based statements, and a good argument, that demonstrates with the proposed policy change is in the best interest of the county.

CONCLUSION

This report investigates alternative policy options available to Albemarle County, Virginia, that would alter the county's zoning ordinance to in order to permit the establishment and operation of artisan manufacturers in areas that the county have designated as "Rural Area" Albemarle County has a long history of artisan craft within its borders that drives tourism today, yet the same industry that was responsible for much of the county's historic charm and tourism dollars is unable to operate in the rural areas of the county. Artisan manufacturing can offer the potential to contribute to the diversification of the manufacturing sector more generally, as well as the opportunity for new economic and employment opportunities in rural areas and communities.

Albemarle County should utilize existing zoning code language that already defines and permits artisan manufacturing in the Rio29 Overlay District, the only area it is allowed in the county, and insert the same language into the Rural Areas District section of the zoning code in order to permit artisan manufacturing as both a by right and special use in the rural areas, subject to certain pre-determined restrictions. Implementation of this recommendation will necessitate that Funk Brothers Furniture building a coalition of like-minded supporters and interested parties and extensively lobbying of local Board of Supervisors members to build political support for adopting the change.

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APPENDIX A: DEFINITIONS OF ARTISAN MANUFACTURING FOUND IN OTHER ZONING ORDINANCES

LOCALITY	DEFINITION OF ARTISAN MANUFACTURING	LINK
Fairfax County, Virginia	<p>Small-Scale Production Establishment: An establishment where shared or individual tools, equipment, or machinery are used to make or grow products on a small scale, including the design, production, processing, printing, assembly, treatment, testing, repair, and packaging, as well as any incidental storage, retail or wholesale sales and distribution of such products. Typical small-scale production establishments include, but are not limited to, vertical farming or the making of electronics, food products, non-alcoholic beverages, prints, household appliances, leather products, jewelry and clothing/apparel, metal work, furniture, glass, ceramic or paper, together with accessory uses such as training or educational programs. Agriculture, craft beverage production establishment, restaurant, restaurant with drive-through, or carryout restaurant are not small-scale production establishments.</p>	Link
Norwood, Ohio	<p>"Artisan Manufacturing" means on site production of goods by hand manufacturing, involving the use of hand tools and small scale, light mechanical equipment. Typical uses include woodworking and cabinet shops, ceramic studios, jewelry manufacturing and similar types of arts and crafts or very small scale manufacturing uses that have no negative external impacts on surrounding properties.</p>	Link
City of Columbia, Missouri	<p>Artisan industry. Small-scale fabrication, preparation, or production of arts, crafts, foods, and beverages by an artist, artisan, craftsperson, or cook, on the premises, by hand or with minimal automation. Examples include but are not limited to small-scale welding and sculpting or arts and crafts, firing of pottery or</p>	Link

	sculpture in kilns, and local, small-batch bakeries, candy shops, cheese shops, craft breweries, and micro-distilleries. Accessory uses include retail teaching of these skills to others in the course of fabrication, preparation, or production, and outdoor seating areas.	
City of Mount Lake Terrace, WA	“Artisan manufacturing” means the production of goods by the use of hand tools or small-scale, light mechanical equipment occurring within a fully enclosed building where such production requires no outdoor operations or storage, and where the production, operations, and storage of materials related to production occupy no more than 5,000 square feet of net floor area. Typical uses have negligible negative impact on surrounding properties and include woodworking and cabinet shops, ceramic studios, jewelry manufacturing and similar types of arts and crafts, production of alcohol, or food processing.	Link
City of Tillamook, Oregon	Artisan Manufacturing. Small-scale businesses that manufacture artisan goods or specialty foods. Small manufacturing production primarily focuses on direct sales rather than the wholesale market. This small-scale manufacturing use is intended to be compatible with surrounding commercial development. An allowance for public viewing or customer service space is required with artisan and specialty goods production. This use category includes the following uses: sugar and confectionary, fruit and vegetable preserving, tea and coffee, specialty foods, and bakeries; artisan leather, glass, cutlery, hand tools, wood, paper, ceramic, textile and yarn products; microbreweries, microdistilleries, and wineries; and similar uses determined by the Director.	Link
Chicago, IL	On-site production of goods by hand manufacturing, involving the use of hand tools and small-scale, light mechanical equipment. Typical uses include woodworking and cabinet shops, ceramic studios, jewelry manufacturing and similar types of arts and crafts or very small-scale manufacturing uses that have no negative external impacts on surrounding properties.	Link
Parma Heights, Ohio	"Artisan production/fabrication" means an establishment or business where an artist, artisan, or craftsperson teaches, makes, or fabricates crafts or products by hand or with minimal automation and may include direct sales to consumers. This definition includes uses such as small-scale fabrication but is not limited to,	Link

	manufacturing, and other industrial uses and processes such as welding and sculpting.	
Framingham, MA	Artisan Production/Creative Enterprises: Individual and/or small-scale firms that employ 10 or fewer employees, who are involved in the on-site production of hand-fabricated or hand-manufactured parts and/or custom or craft consumer goods through the use of hand tools or small-scale, light mechanical equipment. Artisan production includes apparel manufacturing, confectionery, jewelry making, wood and metal working, pottery and glass making, and equivalents. Showrooms and ancillary sales of goods produced on-premises are allowed.	Link
Waupaca County, WI	Indoor Sales and Service: Land uses which conduct or display sales or rental merchandise or equipment, or non-personal or non-professional services, entirely within an enclosed building with a footprint smaller than twenty thousand (20,000) square feet. This includes general merchandise stores, grocery stores, bait shops, sporting goods stores, antique stores, gift shops, laundromats, artisan and artist studios, bakeries, and the like. Artisan craft production such as consumer ceramics, custom woodworking, or other production activities directly associated with retail sales are regulated as “light industrial activities as an accessory to retail sales or service.”	Link
City of Santa Rosa, CA	Artisan/Craft Product Manufacturing. Establishments manufacturing and/or assembling small products primarily by hand, including jewelry, pottery and other ceramics, as well as small glass and metal art and craft products. Artisan Shop. A retail store selling art glass, ceramics, clothing, jewelry, paintings, sculpture, and other handcrafted items, where the facility includes an area for the crafting of the items being sold.	Link
Town of Manlius, NY	Artisan Establishments primarily engaged in the on-site production of goods by hand manufacturing involving the use of tools and small-scale equipment. Activities do not involve the creation of noxious by-products. Examples include artist, woodworker, crafter, baker, jeweler, and potter.	Link
Delaware County, PA	Artisan manufacturing, trade, or handicraft production: The shared or individual use of hand-tools, mechanical tools, and electronic tools for the manufacture of finished products or parts including	Link

	design, processing, fabrication, assembly, treatment, and packaging of products; as well as the incidental storage, sales, and distribution of such products. Typical artisan manufacturing uses include, but are not limited to: electronic goods; food and bakery products; beverages; printmaking; household appliances; leather products; jewelry and clothing/apparel; metal work; furniture; glass or ceramic production; and paper manufacturing.	
Fitchburg, MA	ARTISAN PRODUCTS - Handicrafts including, but not limited to, glass, ceramics, clothing, jewelry, paintings, and sculptures. ARTISAN MANUFACTURING - Application, teaching, making, or fabrication of crafts or products by an artist, artisan, or craftsperson either by hand or with minimal automation and may include direct sales to consumers. This definition includes uses that employ activities and processes such as small-scale fabrication, welding, and coating, that are typically not permitted in non-industrial zoning districts. This definition shall not include Artisan Food and Beverage preparation or sales.	Link
Syracuse, NY	Manufacturing, Artisan - Establishments primarily engaged in the on-site production of goods by hand manufacturing involving the use of tools and small-scale equipment. Activities do not involve the creation of noxious byproducts	Link
Nashville, TN	"Manufacturing, Artisan" means the shared or individual use of hand-tools, mechanical tools and electronic tools for the manufacture of finished products or parts including design, processing, fabrication, assembly, treatment, and packaging of products; as well as the incidental storage, sales and distribution of such products. Typical artisan manufacturing uses include, but are not limited to: electronic goods; food and bakery products; non-alcoholic beverages; printmaking; household appliances; leather products; jewelry and clothing/apparel; metal work; furniture; glass or ceramic production; paper manufacturing.	Link
Richmond, CA	Artisan/Small-Scale Manufacturing. The artisan/small-scale manufacturing use type refers to establishments primarily engaged in on-site production of goods by hand manufacturing or artistic endeavor, which involves only the use of hands tools or domestic mechanical equipment not exceeding two (2) horsepower or kilns not exceeding eight (8) kilowatts, and the incidental direct sale to consumers of only those goods produced on site. Typical uses	Link

	include ceramic studios, candle making shops, and custom jewelry manufacturers.	
Hamilton, OH	Handcraft Industries, Small-Scale Manufacturing: Establishments manufacturing and/or assembling for display and sale of products primarily by hand, such as, but not limited to, jewelry, pottery, ceramics, glass, metal art, woodworking and craft products and works of art. Also includes small-scale manufacturing establishments producing products such as, but not limited to: soaps, oils, candles, costume novelties; musical instruments; pens, pencils, and other office and artists' materials; clothing; toys; candies, snacks, and craft alcoholic and non-alcoholic beverages, consistent with Ohio State Law.	Link
City of Winchester, VA	Artisan Manufacturing: Processing or manufacturing businesses that may include small scale furniture production, custom jewelry, textiles, coffee roasting, vertical farming, 3D printing, computer hardware assembly, or other non-heavy industry. The manufacturing or processing portion of the business must be contained indoors as to prevent the emission of smoke, odor, dust, or noise from the property. Sales may be conducted as a retail component, wholesale, business to business, business to government, or entirely online. Artisan manufacturing excludes the uses found under Article 12, Section 12-1.	Link
Nelson County, VA	Crafts, furniture making, cabinet making, upholstery, pottery, decorating, art and substantially similar trades, including production, assembly or sale of goods made, or finished in a manner contributing substantially to the final product, on the premises, and, provided the total floor space of all structures devoted wholly or partially to such uses does not exceed four thousand (4,000) square feet.	Link
Albemarle County, VA	"Artisan manufacturing" means the production, display, and sale of individually crafted tangible goods such as artwork, jewelry, furniture, sculpture, pottery, leathercraft, hand- woven article, baked or prepared food and drink, watercraft, and similar items. Artisan manufacturing does not include industrial-scale mass production.	Link