

Adjourned and regular meetings of the Board of Supervisors of Albemarle County, Virginia, were held on January 11, 2006. The adjourned meeting began at 2:30 p.m. in Room 235, and the regular meeting began at 6:00 p.m. in Room 241 of the County Office Building on McIntire Road, Charlottesville, Virginia. The adjourned meeting was adjourned from January 4, 2006.

PRESENT: Mr. Kenneth C. Boyd, Mr. Lindsay G. Dorrier, Jr., Mr. Dennis S. Rooker, Mr. David Slutzky, Ms. Sally H. Thomas and Mr. David C. Wyant.

ABSENT: None.

OFFICERS PRESENT: County Executive, Robert W. Tucker, Jr., County Attorney, Larry W. Davis, Director of Community Development, Mark Graham, Clerk, Ella W. Carey, Deputy Clerk, Debi Moyers.

Agenda Item No. 1. The meeting was called to order at 2:30 p.m., by the Chairman, Mr. Rooker.

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Agenda Item No. 2. FY 2007-2010 Strategic Plan, Work Session.

Ms. Lori Allshouse, Strategic Planning Management Coordinator, addressed the Board. She provided an update of the process, and one of the priorities mentioned at the Board's Strategic Planning Retreat - Conservation Easements. She said the goal today is to get some directions from the Board and form a conservation easement objective statement. For the last four years, the strategic planning process has been cyclical, beginning in September and working throughout the fiscal year. This year the process included a four-year plan. The work sessions tie strategic priorities to the County's budget. There will be a public review period after the draft is prepared, with the goal being to have the plan ready in July.

Ms. Allshouse said some of the top priorities identified in the process include Education, Affordable Housing, Promoting Economic Vitality and Conservation Easements. This year the Board also identified Improving Infrastructure and Resolving Water Issues with the Rivanna Water and Sewer Authority (RWSA) as high priorities. She said there needs to be a comprehensive funding strategy for the future in order to address these priorities. She mentioned that managing growth through master planning and rural area strategies are a part of the overall plan. The process uses an ICMA (International City Managers' Association) guideline for drafting Objective statements for the various strategic plans. Staff must determine a completion month, date and year for each priority as well as make a statement as to whether the item will be "maintained, increased, or reduced."

Ms. Allshouse said that at the Retreat, the Board gave staff directions to increase land and conservation easements by fifty percent in four years, which is very clear guidance. She presented a map showing current conservation easements in the County, including those acquired through the ACE Program, and those lands acquired through proffered easements for parklands, noting that 12.8 percent of land in the County is now in conservation easements, with another four percent protected as parkland.

Ms. Allshouse noted that about 60,000 acres in the County are in conservation easements, with most of the work to encourage these easements being done by outside agencies. Six percent has been purchased by the ACE Program and four percent is located in rural preservation developments. About 5,000 acres per year had been going into easements, but in 2005 this figure was 10,500 acres.

Regarding parkland, Ms. Allshouse reported that the County has 3,000 acres including proffered lands for greenways, donations of parkland, and sites pursued by the County. Some parks have portions in conservation easements. There is an increasing need for staff to monitor conservation easements, as required by law.

Ms. Allshouse reported that the Rural Areas section of the Comprehensive Plan contains a couple of recommendations that impact this, including one that cluster developments become the mandatory form of subdivision in the Rural Areas. It is felt that alone will help increase the number of conservation easements, adding that the Rural Areas section of the Plan recommends that the County review the Land Use Assessment Tax deferral system, which could also lead to increased easements.

Ms. Allshouse said an initial step to meet the goal for Natural Resources and Cultural Assets, would be to include parkland used for biking, hiking, fishing and other passive recreation. She would like to have the word "permanent" added to conservation easements, and also specify an acreage amount, including the qualifying parkland term if desired.

Mr. Dorrier asked if agricultural/forestal districts are included in the numbers given. Mr. Tucker responded that while these districts are prevalent, they are not permanent; owners usually only preserve the land for eight to ten years. He said they can continue in the program at each renewal date, but do not have to.

Mr. Slutzky said he would not want to keep the forestry districts included in the total as they accomplish something very different from the easements.

Ms. Thomas said she asked the Chairman of the ACE Committee what it would take to put away more acreage, and the obvious answer was money because of inflation in land costs. She had also indicated the need for managing easements more seriously as well as the whole program. She also mentioned that the General Assembly may be greatly impacting the conservation easement program in the State; Albemarle should stay abreast of the changes.

Mr. Dorrier asked how Albemarle County compares to other counties in terms of the number of conservation easements it has. Mr. Jeff Werner of the Piedmont Environmental Council PEC indicated that Albemarle is one of the leading counties in the State, and the 10,000+ acres this past year is probably an all-time record.

Mr. Dorrier asked what happens when outside agencies are involved and the County is not. Ms. Allshouse responded that the County is not usually involved.

Ms. Thomas said that occasionally a county entity holds the easements.

Mr. Dorrier said it might be a negative if there are easements that are not permanent, especially with the other non-profit efforts. Mr. Tucker responded that the County works with the other groups.

Mr. Rooker said he believes parkland should be included in the totals. Mr. Tucker said staff agrees.

Mr. Rooker said he feels that passive parkland in the urban area should be included as it is extremely important to preserving open spaces.

Mr. Dorrier agreed.

Mr. Tucker said it is easier for staff to manage if it is included.

Ms. Thomas noted that the term "qualifying" should still be included.

Mr. Slutzky suggested working on the definition of "qualifying," especially as it relates to parks in the urban area. He wondered what would happen if pieces of parkland were needed for things such as transportation routes, etc.

Mr. Rooker said land in conservation easements can be taken through eminent domain whether it is on public or private land.

Mr. Slutzky asked if it would be useful to acknowledge proffers for actual acreage in conservation easements; not just put money in the ACE program.

Mr. Rooker said that is a Strategy to meet the overall goal.

Mr. Slutzky asked if a conservation easement could be a requirement in order for property to be eligible for the Land Use Tax program.

Mr. Davis said only three categories of land can be in land use – agricultural, forestal and open space. It is at the County's discretion to limit land use taxation in any or all of those categories. If only open space was allowed as a category, the landowner would have to either have an easement or enter into agreement with the County. It is a little more complicated than just saying there is going to be land in conservation easements. He added that State law sets out how properties qualify under the category of open space, and land in a conservation easement by definition can qualify for the open space land category. Land that is in a permanent conservation easement would otherwise qualify for land use; open space is given the land use taxation category. Forestry land has a different set of criteria under State regulations.

Mr. Dorrier asked if trees can be cut on land under a conservation easement. Mr. Davis replied that it depends on the terms of the easement; the trees may have to be re-forested.

Mr. Benish said the forestry plan on an easement has to be monitored and maintained, which takes manpower.

Mr. Wyant mentioned that the Nature Conservancy and the Virginia Outdoors Foundation monitor the easements they hold, so that is one advantage to using those agencies.

Mr. Tucker asked if the Board is supportive of the second option as presented by Ms. Allshouse. Board members agreed.

Ms. Allshouse said there are about 60,000 acres, so 7,500 acres per year would be added if the Board wants to increase the total figure by 50 percent in the next four years.

Ms. Thomas stated that the Tourism Director, Mr. Mark Shore, had expressed his support for increasing land under conservation easements, and this number seems to be in line with that recommendation.

Mr. Slutzky said he thinks the amount of acreage in a cluster development in the Rural Area should not be a part of those numbers as those acres should be different from conservation easement land.

Mr. Rooker said he favors keeping those acres at the numbers as it is just one Strategy to put land into conservation easements. He mentioned that at the Strategic Planning Retreat, clustering was considered as one way to work toward the overall goal.

Ms. Thomas suggested that the acres in the clusters be distinguished because not all of the land in conservation easements comes about due to development in the rural areas. She does not like cluster developments nearly as much, but the Board will be able to see if that is where the easements are coming from.

Mr. Rooker noted that hopefully clustering would be used along with other strategies to achieve the overall conservation goal.

Mr. Slutzky said he will support clustering, but views long-term conservation easements as a way to stop development in the Rural Areas.

Ms. Allshouse said she understands the Board is saying that qualifying parkland should be included. The word "permanent" should be added, the general idea on the numbers will work, and the sources of acreage should be included in reports.

Mr. Boyd commented that he agrees, but he is concerned that additional staff will be needed to keep track of this information.

Ms. Thomas said that currently there is a half-time position, and she is envisioning that it will become a full-time position.

Ms. Allshouse said that staff has taken the priorities identified by the Board at the Retreat and is creating a "white paper" for each of them. The hope is to have the strategies ready on July 1, 2006.

Mr. Rooker said he thinks the partners should provide input as to how to achieve these goals.

**(It was the consensus of the Board to use the following Strategic Plan Objective regarding conservation easements: "By June 30, 2010, increase the total combined acreage in permanent conservation easements and qualifying public parkland by 30,000\* additional acres (50%) using public and private means". \*Based on current figures.**

**(The Board requested that staff identify the source of protected acreage as part of updates/reports.**

**(Ms. Thomas also requested that staff send a letter to the outside agencies which assist the County with this goal to let them know the County has drafted a specific acreage objective statement for the next four years.)**

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Agenda Item No. 3. FY 2007 Business Plan, Work Session.

Ms. Roxanne White, Assistant County Executive, said staff would like directions from the Board on specific initiatives. They need to have an understanding of the critical funding issues. She indicated that staff insures the annual budget is aligned with the Board's Strategic Goals and Objectives, and the Business Plan links this all together. She said the Board begins deliberations in September, with staff putting the budget together toward the end of the year. Then in January staff works to balance the budget and bring it back to the Board for work sessions. Today, staff will provide updated FY '07 revenue projections, review department initiative requests, present critical funding issues for upcoming budget work sessions, and gather Board input on budget issues for further research and discussion, along with a review of Strategic Initiatives.

Mr. Melvin Breeden, Budget Manager, reported that there is a projected total increase in the budget of \$21.0 million in revenues (a 12.2 percent increase), with the majority coming from local revenues, and the majority of that is from the real estate tax.

Mr. Rooker asked how much of that increase is from new construction versus increased assessments. Mr. Robert Walters, Chief of Administration and Taxation, said \$1.4 million is just an adjustment to the reassessment increase over what was given to the Board in October.

Mr. Breeden and Mr. Walters both said that the County has seen \$200.0 million in new construction. Mr. Breeden said a lot of the reassessment increase is in a cycle that goes up and down; these revenues are based on an 18 percent increase in the reassessment. He mentioned that 25 percent of the reassessments have been completed now and the figures are closer to 20+ percent at this time. He said that includes commercial as well as residential properties. For the 2006-07 budget, the County is looking at \$12.63 million in new revenue from the real estate tax - \$1,363,000 per penny.

Mr. Breeden reported that a lot of the allocations are due to revenue increases and the growth formula that allocates money to the Capital Improvements Plan. He said that at this point, there will be \$22.0 million going into Debt Service and Capital for the next fiscal year, an increase of \$2.2 million and \$195,000 over what was projected in October.

Mr. Breeden said the balance is split between Schools (60%) and Local Government (40%), with the total going to the Schools estimated at \$91.0 million, an increase of \$10.2 million - \$1.0 million more than the October figures; the General Government figure has increased by \$728,000. He added that School revenues will likely increase by 15 percent next year considering both State and Federal revenues.

This will change the allocation amount to the Capital Improvement Program due to the growth formula's stipulation concerning the amount set aside for Capital and Debt Service.

Mr. Rooker said School revenues will increase substantially, but the Local Government revenues will be reduced by the fact that the schools got more money from the State. There is something wrong with that.

Ms. Thomas said the County will not get less money. Ms. White said the Board can always decide not to put as much money into the Capital side of the budget.

Mr. Rooker suggested looking at the way the formula is done, as the current result is ridiculous. Mr. Breeden said the formulas were calculated totally independent of one another. The growth formula just came into the decision some seven or eight years ago. He said there will be \$8.2 million more in new money for Local Government. He said that sounds good until the expenditure side is considered.

Mr. Breeden stated that the reclassification of public safety positions, along with the new positions approved, will cost \$608,000 for a full year next year. The current merit plan with the 3.95 percent market increase will cost the County \$1.175 million, and the merit element will cost \$221,000. Health and dental costs have increased, but by one of the smallest margins in a long time, increasing a total of \$149,000 for health and \$7,000 for dental. VRS will increase from 11 percent to 12.9 percent for a total cost increase of \$512,000, and life insurance costs will cost the County \$319,000 next year.

Mr. Breeden said there is a request for three new police officers and one evidence supervisor to free up a policeman who can back out on the road, for a cost of \$327,000. The Northern Fire Station is scheduled to open July, 2007; staffing and funding for that will start three months early at a cost of \$418,000. A new position, that of transportation engineer, would be added on at a cost of \$78,000.

Mr. Breeden said there will be a 54 percent increase in fuel costs since gas prices creeping up. He noted that this should be the last year for costly vehicle replacements. There will be an increase of 31 percent in property and liability insurance rates, due in part to recent hurricanes and floods.

Mr. Boyd asked if the Loss Control Officer is helping this situation at all. Mr. Breeden responded that external market forces are causing the increase; that person is finding savings in other areas.

Mr. Rooker said he recently worked on a private plan for a client, and only saw an eight percent increase. He would not expect to see this kind of adjustment upward in property that's located out of natural disaster areas. Mr. Breeden stated that this is the information given to staff.

Mr. Rooker asked if the County is locked into the Virginia Municipal League (VML) insurance rates. Mr. Breeden their rates are the best available; staff checked other sources last year.

Mr. Breeden said the County is seeing a 20 percent increase in overtime pay, for a cost of \$185,000 – with most of that being in the Public Safety and Community Development departments.

Ms. Thomas said she understands there will be a decrease in overtime with the addition of public safety staff. Mr. Breeden responded that most of the overtime comes about because of time spent in court.

Mr. Breeden said Social Services costs will increase by \$509,000, but they are offset by about \$400,000 in additional State revenues. He said baseline expenditures for County agencies are increasing by five percent over the 2006 budget, or \$308,000, not including salaries.

Ms. White reported that Strategic Initiatives are submitted by each department in an effort to carry out their current work as well as meet their Strategic Plan Goals and Objectives. She said this year is a little different because it is a transition year between the current plan and next year's plan. Unlike past years, the new Strategic Plan does not include goals for effective and efficient government. She said this does not need to be a strategic goal; it should just be the way the County does business. She said requests related to training, tools, and technology total about \$1.3 million.

Ms. White said all of the requested initiatives submitted are prioritized by the Office on Management and Budget, and then they are brought to the Leadership Council for prioritization.

Mr. Breeden commented that about one-third of those initiatives were funded last year as the requests were ranked in order of priority for funding.

Mr. Boyd said he did not understand the rankings for Fire and Rescue as the Board has already committed to some of the items.

Ms. White stated that today staff would be going over the top third of the items and asking the Board for feedback. She said the Board may need more information about some of the items on the list, and this is an opportunity to ask for that information.

Mr. Slutzky asked if one expenditure might be leveraged to save money in other areas. Mr. Breeden said the criteria used in evaluating priorities are: Are there offsetting revenues to support it? Who does it benefit? Is it public safety or health related? Does it support the Strategic Plan?

Mr. Boyd said he thinks the best way to present this information would be to include a minus number on items presenting a savings or reduction.

Mr. Rooker pointed out that some initiatives the Board has not committed to yet are shown. He thinks the Board needs to look at whether the goals – such as fire and rescue response times – are realistic. He said the Board is looking at these gargantuan leaps in expense on that side of things. He said the Board needs to look at whether or not it might want to adjust the goals based upon a cost benefit analysis of what may be achieved.

Mr. Wyant said he thinks the top third of the requests includes about 25 full-time employees.

Mr. Breeden said that under Enhancement and Quality of Life, funding is shown for the additional Police Officers, the Evidence Supervisor, and staffing for the new Northern Fire Station. Many of the new positions requested are the result of workloads and caseloads in those departments, due to growth in those areas. There are no new initiatives involved. This is just keeping up with the growth being experienced.

Mr. Rooker said adding five people to Social Services means a six percent increase in that department's personnel. Ms. White said that department nearly four positions below the caseload standards set by the State yet the State does not put additional money into those salaries.

Ms. Thomas said this is just another example of an unfunded mandate.

Mr. Slutzky said he would find it useful if unfunded mandates were identified as this information is presented.

Mr. Rooker asked if the additional staff will get the department up to the standard. Ms. White said it will quite get them there, as the department is down five and one-half positions in adult services, and four in child welfare services. Also, in the eligibility worker area the department is down five positions.

Mr. Rooker asked if adding those positions is to meet the State's recommended levels of staffing, or the Goals set out in the County's Comprehensive Plan due to population growth. Mr. Breeden said technology improvements are also driving up costs in the safety areas.

Mr. Rooker said the County has invested in this, and the Police Department has also received Homeland Security grants. He wondered if full-time equivalents positions can be saved based on more efficiency from technology.

Mr. Breeden mentioned that the dollar amounts include one-time startup costs such as furniture, equipment, automobiles, uniforms, etc.; in some departments there is offsetting revenue.

Ms. Thomas asked if it is reasonable to just grant a few extra workers and then find out that needs have not been met. Ms. White replied that any new staff member will be welcome as these departments have gone without additional help for some time.

Mr. Boyd pointed out that items such as the eligibility workers in Social Services should show a minus on next year's budget if they are absorbed in future years.

Mr. Rooker said that is not part of the baseline budget.

Mr. Breeden confirmed that one-time expenses will not show up in the next year's budget.

Mr. Rooker said in departmental budgets the decrease or increase in one-time expenses over the prior year can be determined. If there are no one-time expenses, it will be a decrease. That shows up in the baseline operating budget.

Mr. Breeden said he will send the Board some examples to make it clearer. In response to a question from Ms. Thomas he confirmed that six positions are being added to the Police force.

Mr. Walters explained that the first four police officers will be working the beat, while the other two are for administrative support. He noted that the call volume in the County has increased.

Ms. Thomas said that she would like to see some figures on this as there seems to be a large increase in this department for such a suburban community.

Mr. Rooker said if the population is 90,000, there are 1.2 officers per thousand people. Mr. Walters responded that the Department will still be 15 personnel short even with the new additions to meet the goal of 1.5 officers per thousand. He noted that the Department is just starting to track response times.

Mr. Slutzky said that he would like to see how the investment in technology is paying off.

Mr. Dorrier added that he would like to look at the County's crime rate. Mr. Walters replied that Chief Miller set the goal for officer ratio lower than the national average as he felt Albemarle did not need the higher ratio.

Mr. Breeden agreed that he would send the Board more detail on the Police Department's request. He said the request for 4.4 Emergency Medical Services (EMS) staff provides for the Northern Station for the entire year beginning July 1; they will be located in an alternative location until construction of the station is completed.

Mr. Breeden said the request for a Park Service Officer is based on the need for more surveillance at County parks. He said the Community Development department is seeing a substantial increase in its workload. The Record Manager Position is related to running the City View computer tracking system. The GIS Specialist is also tied into the Inspections area as inspectors are currently taking GPS readings that should probably be done by someone else.

Mr. Wyant asked why surveyors aren't doing that. Mr. Breeden responded that the County is moving in that direction, but this is what it takes at this time. He noted that the Customer Service Planner in the Community Development Department is needed so planners do not have to interface with random public visitors. He confirmed that this person would be a planner who would deal with short questions as opposed to details on specific plans and requests.

Mr. Breeden said \$7,500 is requested to have someone from the outside come in and evaluate the County's compensation structure. He said there is \$4,900 for employee fingerprinting; the current system of having the cost deducted from the employee's first paycheck is quite cumbersome.

Mr. Rooker asked if the employees were actually checked against a database. Staff responded that they are.

Mr. Rooker asked if the top third of these items could be sorted and printed out to give detail on the items in their order of priority. It would also be helpful to have department total expenses projected for 2006-07 and compared to the current year, including recommended initiatives. Mr. Breeden said a lot of that information will be included in the budget work sessions; this is just a preliminary presentation of that information. He mentioned that the Police Records Clerk and General Services administration positions for the County Office Building-Fifth Street are also in the top third.

Mr. Breeden said total agency requests for the coming year are \$16.0 million, and are currently funded at \$13.9, for an increase of \$2.1 million if fully funded as requested. He said the average increase would likely be six percent for a cost of \$837,000.

Ms. Thomas said she was surprised last year at how little the increases were for the outside agencies, especially for the agencies that were performing really well. She said the County puts them through "a ringer", and then gives them a four percent increase. She suggested having a "larger pie" to consider for the agencies because there is a tremendous multiplier affect to any dollars the County gives to the agencies that get most of their budget elsewhere. Mr. Breeden commented that the agencies are getting about the same increase as what the County is realizing in increased revenue – eight percent. He said the Commission on Children & Families (CCF) would get about six percent, but Juvenile Detention would get about 17 percent due to the County's usage of the facility plus its new pay plan.

Mr. Rooker said that is a mandate.

Mr. Breeden stated that the SPCA is requesting a 124 percent increase. They will be addressing the Board at the public hearing. It is an amount which is way over what the existing contract call for. He added that expenses of the new facility are greater than anticipated. The Community Attention Home is requesting a 46 percent increase, Charlottesville Transit service (CTS) is requesting an increase of 142 percent. The biggest part of the request from the Emergency Communications Center (ECC) is in the maintenance agreement, and that is spread out evenly over the participating jurisdictions. He noted that the Charlottesville-Albemarle Rescue Squad (CARS) is requesting that the County fully fund its operating budget, which is a 248 percent increase over the current year; the County portion of their costs is about 60 percent.

Mr. Rooker asked if CARS provides all City EMS services. Mr. Tucker responded that they do.

Mr. Breeden said if one-third of initiatives are funded and the agencies are funded at an average six percent increase, that leaves about \$1.0 million of the \$8.0 million surplus.

Mr. Rooker said there is no doubt the Board supports excellence in Education, but a substantial amount of additional State revenues are coming in solely for education. He said the Board needs to look at whether or not it will be able to meet its goals without as much allocation of local revenue. He commented that the County has been funding a lot of that differential when there was less State funding, and now it needs to be ascertained that those allocations are reasonable. The Board is not going to short-change the schools, but it needs to make certain it does not short-change services in other areas. The Board needs to look at the School side of things before making any decision.

Mr. Breeden said \$300,000 more is budgeted than what is needed for the Tax Relief for the Elderly program, as there have not been as many applicants as anticipated. The Board might want to consider a tax rate reduction, and if so, staff should know that soon. He said there is funding now in the ACE Program for those projects presently in the process, and there is also funding for Affordable Housing in the baseline budget.

Mr. Boyd said the population increase does not come close to the increase in spending. He would like for staff to build the budget around some reasonable indicator of what is happening in the economy.

Ms. Thomas emphasized that it is the Board's duty to find those items that can be reduced or cut.

Mr. Boyd said he thinks staff should identify those things.

Mr. Rooker said that is why he would like to see numbers on departments. He mentioned that there is over a 5.5 percent increase in inflation plus population growth, and many of the initiatives are driven by goals in the Comprehensive Plan.

Mr. Boyd commented that he is trying to be fair to the public, rather than just spending up to revenue levels.

Mr. Rooker suggested creating a "rainy day fund," where there would be more of a level budgetary process.

Mr. Dorrier suggested staggering the hiring of new employees. Mr. Breeden said that will likely happen anyway.

Mr. Slutzky said that through the Comprehensive Plan and the Strategic Plan, the Board essentially adds "under funded mandates" by setting goals. He noted that some things may be over funded relative to target objectives.

Mr. Boyd commented that there isn't enough of an incentive for individual departments to look deeply into what they're doing. He added said there is no way he can be assured that funds are being used efficiently when all he sees every year is that every department needs more people. He thinks the Board gives a message to just come in and spend the money that is available. Ms. Thomas and Mr. Rooker disagreed.

Mr. Rooker said a close look at the budget, department by department, will show that the biggest percentage increases are in those areas where improved services are being given. He said if Albemarle is compared to other counties, this government has been operating pretty efficiently given the tax rate and public satisfaction. This does not mean it is the end of the inquiry, but it is reasonable information to consider.

Mr. Slutzky suggested using baselines of target objectives rather than baselines of what has been done in the past. He thinks that some departments are being under-funded relative to the commitments the Board has made to provide various quality of life benefits to the community. He cited inadequate infrastructure as an item with which the public is not satisfied.

Mr. Rooker said there are people in the community screaming for master planning to happen at a faster rate. He does not see any initiatives in this budget to accelerate master planning. He agrees that the County should be run like a business, but the Board also has to look at whether it is meeting the service objectives that have been promised to the community.

Mr. Boyd asked why the Board received this list that shows spending almost everything we have.

Mr. Rooker said he could certainly determine which initiatives should not be funded.

Mr. Boyd commented that many people cannot absorb a tax rate increase.

Ms. Thomas stated that the Board has a lousy tax that it depends on to get most of the revenue.

Mr. Wyant said there are suggestions the Board makes to give staff directions as to how to be more efficient.

Mr. Breeden emphasized that most of the commitments for increases are for items the Board has agreed to fund.

At 5:00 p.m., the Board took a brief recess, then reconvened at 5:10 p.m.

**(The Office of Management and Budget is to send to Board members again the FY '06-07 Strategic Initiative Request narratives resorted by OMB and Leadership Council rankings versus departments. Also clarify the schools state revenues increase for FY '06-07.)**

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Agenda Item No. 4. Development Review Processes and Public Input, Work Session.

Mr. Mark Graham said staff and the Planning Commission have held a number of work sessions on legislative review processes and other matters.

Mr. Rooker said staff has presented a number of recommendations in each development process category to streamline and shorten the process. He said the Board needs to be concrete about which of these to adopt, or set this matter for public hearing.

Mr. Graham said the four areas concern building permits, ministerial, legislative reviews, and Comprehensive Plan/Ordinance changes. Regarding building permits, the Virginia Association of Zoning Officials determined that Albemarle County's timeframes are very similar to those of other localities. He

said staff needs to improve quality control, and get the new data system (City View) available to customers so they can check the review status of their request; this system will enable the public to check the status of applications submitted to the County. This web-enabled tool should be available by July 2006, although it will not enable people to submit complex building permit requests on-line.

Mr. Graham said the legislative review process needs to be focused on in order to reduce the use of deferrals and also establish a proffer policy. He said the proposed proffer policy will come before the Board on February 1. He said the level of detail Albemarle uses in its legislative reviews is extensive. He said that as long as legislative reviews are a discretionary item there is some incentive for the development community to try to hold back. It is going to be a give and take process.

Mr. Dorrier asked if he was considering master planning.

Mr. Graham responded that master planning falls under Comprehensive Plan changes. He said the Board has expressed concerns about how long it takes to get Zoning Text Amendments completed, such as with the Neighborhood Model. Staff cannot set hard deadlines for completion of the work, but it needs to spend more time defining expectations.

Mr. Dorrier said it seems that the problem with the master planning process is the tendency for repeated amendment of the product.

Mr. Rooker said the product is not amended after it is adopted without going through a substantial process. With the master plans for Crozet and elsewhere, the Board needs to make certain the goals set in those master plans are being met through the planning process. He said larger rezonings tend to become a negotiating process. Negotiations have a tendency to not become serious until it is close to a deadline and then the best offers are put on the table. Mr. Rooker said in certain situations, such as Rivanna Village, things change. If hard deadlines could be set (except in rare circumstances), that part of the process might be speeded up.

Ms. Thomas reviewed the conclusions that Mr. Graham had drawn from Board discussions of August, 2005: Reducing the Planning Commission's role in ministerial reviews, limiting the use of deferrals, implementing a proffer policy, and improved definitions of expectations to better define the public process.

Mr. Rooker asked if Board members were ready to act on those recommendations, or if they needed more information first.

Mr. Graham said most people are not having problems with the ministerial review. That process has worked pretty well, although problems have been caused by turnover in staff which has impacted review times. He emphasized that the ministerial review times have been very similar to just about every other jurisdiction.

Mr. Rooker commented that citizens get a false sense of expectations with ministerial reviews, as often only the Planning Commission can determine whether the ordinances are being met. There is no discretionary power in those cases.

Mr. Graham said the Planning Commission is scheduling a retreat where they will discuss this and other issues.

Mr. Wyant wondered if the public really understands what is expected.

Mr. Graham said the biggest problem right now with ministerial reviews is lack of staff due to turnover.

Mr. Rooker said notifications to adjoining property owners in ministerial actions are not required by State law but are used by the County to assure that neighbors are aware of developments occurring near them. He said staff has indicated that this takes a significant amount of time and resources and also builds public expectations.

Board members agreed they had wanted to continue with the notification process so the public feels included in the process, even though it adds time and bureaucracy to the process.

Mr. Boyd presented information on implementing business principles in government. He does not have a problem with the product of the Neighborhood Model, but with its delivery. He reviewed the process leading up to Board approval. He thinks everyone would likely agree that this is not the most efficient process. He would like to review the master planning process, community involvement, staff and citizen development and interaction, information-sharing, improved workflow, and timing. He would like this to start in March with a group meeting bi-weekly to accomplish this, starting with a spot analysis to examine strengths and weaknesses of the Neighborhood Model process. He would like for there to be input from developers, the community and staff. He suggested that the committee include two members of the Board of Supervisors, two members of Planning Commission, two members from the community, two staff members from Community Development, and perhaps students from the Darden School at the University.

Mr. Rooker agreed it is a good idea to create a committee to look at this process, and he thinks having the Darden School involvement would help tremendously.

Ms. Thomas wondered about using the land use department from the University's School of Architecture as well. She feels the County is not in the Neighborhood Model business, but is in the ideal living environment business, and that model was developed through a very slow process with a lot of citizen participation. She suggested making some deadlines for deferrals and change the way in which development is approached by developers. It might not take a whole task force working on it for six months. She would like to have some more discussion about what it is Mr. Boyd thinks is broken.

Mr. Boyd said he sees a number of things that are not working, and he does not want developers going into the Rural Areas because it is easier to build there.

Mr. Rooker said staff has spent some time on this subject and has made some recommendations already. There are pluses and minuses going through any process, but he thinks it would be beneficial to have fresh eyes look at the process. Some good recommendations may save staff hours of time over the next few years. He expressed general support for the idea, stating that it would be helpful to look at the work already done on this in the past. He would like to get a staff report on this giving history of past efforts to improve the process, so the Board is not reinventing the wheel.

Mr. Boyd said he wants this suggestion to move forward rather quickly.

Mr. Slutzky said staff works hard to get a lot done and yet there is a perception in the community that doing Neighborhood Model developments is confusing and results in the desire to develop in the Rural Areas. In addition to discussing the makeup of the group, there needs to be clear direction as to an expected outcome. The other half of the equation is to make it less appealing for developers to build in the Rural Areas by addressing issues such as clustering, phasing and mountaintop protection.

Mr. Rooker agreed, saying there is a tendency to adopt general goals and strategies without moving forward with specifics. In addition to the new process, there needs to be a commitment to move forward with the Goals and Strategies already adopted.

Mr. Dorrier said there is an unprecedented level of complexity to the County's ordinances now, and suggested adding someone to this committee from the University Law School to help simplify the process. He said the role of the Planning Commission might also need to be amended. He agreed that having two Planning Commission members might be appropriate.

Mr. Rooker commented that the Commission's role is defined by statute, and staff recommends setting time periods for actions to be taken.

Mr. Tucker said this item is slated to come back to the Board in early February for further discussion.

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Agenda Item No. 5. Closed Session. The Board recessed at 6:05 p.m. but **did not** go into closed session.

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Agenda Item No. 6. Call to Order. The regular meeting was called to order in Room 241 at 6:10 p.m. by the Chairman.

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~~Agenda Item No. 7. Certify Closed Session.~~ The closed session had been cancelled.

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Agenda Item No. 8. Pledge of Allegiance.  
Agenda Item No. 9. Moment of Silence.

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Agenda Item No. 10. From the Public: Matters Not Listed on the Agenda.

Mr. Rooker announced that the Board will not be voting on joining the Thomas Jefferson Partnership for Economic Development tonight. Another public hearing on this matter will be scheduled for another date.

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Ms. Mary Rice addressed the Board, reminding them that they unanimously voted last week to affirm the 2024 build-out population of 12,500 in Crozet as a basis for meeting infrastructure needs and service, and not as a target figure for population. She said Planning Department staff had estimated a high end of the build-out figure at 24,000, and the Board's vote seemed to affirm the 12,500 figure. In the executive summary, staff indicated an eight percent per year increase in the population figure, but in the third quarter of 2005 the number of building permits issued in Crozet was 192, not 47 as staff had reported. She said using the accurate figure makes the growth figure 16 percent, not eight percent. She encouraged the Board to hold a public hearing on this and make some new zoning decisions based on that correct figure.

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Mr. Tom Loach addressed the Board, referencing the grand totals of maximum ideal population coming from the DISC Committee report for Crozet was 12,189 – completely consistent with what the community believed the master plan to be. He said consultants were aware of both the low and the high

end figures in the Comprehensive Plan, but chose the ideal population as the 12,189 figure, with 4,876 dwelling units. This number is completely consistent with the data that was on the master plan for Crozet as given to the community. He does not believe there ever was a 20-year build-out considered and the community has been right about this all along. He commented that many people in the County would not be in favor of participating in the TJPED.

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Ms. Paula Brown-Steadly addressed the Board, stating that she lives on Doctor's Crossing, a road in the Stony Point area. She presented an article from the Daily Progress on January 5 about safety concerns with school busses, noting that having a bus towed up a hill is not considered an accident. She encouraged the Board to fix the road before there is an official accident on it.

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Mr. Neil Williamson of the Free Enterprise Forum addressed the Board, noting that his group has commissioned a rewrite of the Subdivision Text Amendment as it relates to the creation of interconnections between adjoining parcels. He said the proposal they came up with may effectively fix the inequity issue as it refines interconnectivity language to ensure the first landowner is not unfairly burdened by the construction of roads and other facilities that are intended to serve abutting properties. Because dedications are made at the time of approval of the subdivision and are shown on the plat that is eventually recorded, the property interest is provided and put on the public record. Because the construction is delayed until needed, it reduces the likelihood of an unfair imposition on a landowner just because they are proceeding to develop first – especially when the connection provides the only public access to the abutting property. He pointed out that it also makes it easier to calculate and maintain the appropriate construction bonding for the improvements. This is something the Board somewhat invited them to do.

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Agenda Item No. 11. Consent Agenda. Ms. Thomas **moved** for approval of Items 11.1 and 11.2 on the Consent Agenda, and to accept the remaining items as information. Mr. Dorrier **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

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Item 11.1. Request to set a public hearing to consider the amendment of the Lease for the Old Crozet Elementary School building by the Charlottesville Waldorf School.

It was noted in the Executive Summary that the County currently leases the old Crozet Elementary School building to the Charlottesville Waldorf School (CWS) for its use as a private school. The original Lease was entered into in July of 1999 for a term of up to six years. In 2004, the Lease term was extended to July of 2006 because the CWS's plans for building its facility in Charlottesville had been delayed. CWS is now requesting an extension of the Lease to July, 2007 with an option for one additional six-month extension. This request is necessitated by additional delays that CWS has encountered in its efforts to build its own facility.

When the Board agreed to extend the lease in 2004, the Building Committee of the Board determined that because there were no definite plans for reuse of the facility, continuation of the lease was appropriate. While the Building Committee has not specifically met regarding this extension, the situation has not changed since then. The County is still in the process of determining the ultimate use of this site. While the site was considered as a possible location for a future Crozet Library, public input on development of the Crozet Master Plan indicated that ultimate location of the library should be targeted for the immediate "downtown" area of Crozet. In addition to becoming an anchor for development of that downtown area, location of a library there would have a positive economic impact on the area by drawing residents to the primary business location in Crozet. Given that the library is not now targeted for the old Elementary School site, staff does not believe an extension of the Lease to July, 2007, with a possible extension to January, 2008, would conflict with developing plans for the building's reuse. In addition, the lease extension would allow the County to continue generating rent from the facility and avoid the building being vacant while plans for its reuse are being developed.

Mr. Wyant thinks it may be appropriate that the building be available for community use one weekend per month if the Lease is extended. The proposed amendment to extend the Lease permits the County to reserve and use the auditorium and restroom facilities in the building one weekend per month. This will provide an opportunity for the County to accommodate community use of the property during the Lease's term if appropriate uses are identified. Staff is continuing to discuss final language in the lease to insure County use of the facility, while avoiding conflicts with CWS's annual school calendar. This and a few other issues may result in minor amendments to the lease.

The proposed Lease amendment provides for the current Lease to be extended from July, 2006 to July, 2007 with the option to extend the Lease to January, 2008 if a written request for the extension is made prior to July 1, 2006. In addition, the Lease amendment sets forth the terms and conditions for the County to use the auditorium in the building one weekend per month. The proposed Lease amendment would extend the rent for the property on the same terms as the original Lease. The current annual rent is \$55,824.00 (\$4,652.00 per month). The rent increases annually by an amount equal to the annual percentage increase in the CPI Index plus \$3,000. In addition, the occupancy of the building by CWS reduces the County's maintenance costs for the building that would accrue if the building were vacant.

Staff recommends that the Board authorize a public hearing for February 1, 2006, to consider the approval of a Lease amendment to extend the terms of the Lease for the Old Crozet Elementary School building by the Charlottesville Waldorf School.

**By the recorded vote set out above, the Board directed staff to advertise for a public hearing on February 1, 2006, to consider the approval of a Lease amendment to extend the terms of the Lease for the Old Crozet Elementary School Building by the Charlottesville Waldorf School.**

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Item 11.2. Resolution to accept road(s) in Porters Village Subdivision into the State Secondary System.

A memorandum was received from Mr. Greg Cooley, Roads Engineer, Department of Community Development, addressed to Ms. Ella Carey, Clerk, stating that certain roads in Porters Village Subdivision were ready for acceptance into the Secondary System of State Highways.

**By the recorded vote set out above, the Board adopted the following Resolution:**

#### RESOLUTION

WHEREAS, the street(s) in **Porters Village Subdivision**, described on the attached Additions Form LA-5(A) dated **January 11, 2006**, fully incorporated herein by reference, is shown on plats recorded in the Clerk's Office of the Circuit Court of Albemarle County, Virginia; and

WHEREAS, the Resident Engineer for the Virginia Department of Transportation has advised the Board that the street(s) meet the requirements established by the Subdivision Street Requirements of the Virginia Department of Transportation.

NOW, THEREFORE, BE IT RESOLVED, that the Albemarle Board of County Supervisors requests the Virginia Department of Transportation to add the street(s) in **Porters Village Subdivision**, as described on the attached Additions Form LA-5(A) dated **January 11, 2006**, to the secondary system of state highways, pursuant to §33.1-229, Code of Virginia, and the Department's Subdivision Street Requirements; and

BE IT FURTHER RESOLVED that the Board guarantees a clear and unrestricted right-of-way, as described, exclusive of any necessary easements for cuts, fills and drainage as described on the recorded plats; and

FURTHER RESOLVED that a certified copy of this resolution be forwarded to the Resident Engineer for the Virginia Department of Transportation.

\* \* \* \* \*

The road(s) described on Additions Form LA-5(A) is:

- 1) **Simpson Lane (State Route 1049)** from the intersection of Route 627 to the cul-de-sac, as shown on plat recorded 09/16/1998 in the office of the Clerk of the Circuit Court of Albemarle County in Deed Book 1744, page 659, with a 50-foot right-of-way width, for a length of 0.25 miles.

Total Mileage – 0.25 miles

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Item 11.3. Copy of Virginia Lottery Annual Report for Fiscal Year 2005 (on file in Clerk's office), **was received for information.**

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Item 11.4. Copy of Albemarle County Service Authority Board of Directors minutes for November 17 and November 22, 2005, **was received for information.**

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Item 11.5. Copy of draft Planning Commission minutes for September 20, September 27, October 25, and December 6, 2005, **received for information.**

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Agenda Item No. 12. **Public Hearing** to solicit input on local community development and housing needs in preparation to seek funding through the Community Development Block Grant (CDBG) program. (This public hearing was advertised in the Daily Progress on January 2, 2006.)

Mr. Ron White, Housing Director, addressed the Board. He said the funding comes through HUD to the State for distribution to non-entitlement communities. The State announced that \$8.3 million is available for competitive applications this year. Albemarle could apply for up to \$2.5 million for projects that benefit low- and moderate-income persons, prevent slums and blight, or address urgent community needs. Eligible activities include economic development, housing rehabilitation, housing production, community facilities such as water facilities, and community service facilities. The County has been successful in receiving and administering block grants, with recent grants including a Comprehensive

Community grant for the Porters Road/Yancey School neighborhood where approximately 30 houses were rehabilitated, 13 dilapidated houses were demolished, properties were cleaned and five new houses were built. The County also received a grant providing a funds to construct a community center at Whitewood Village Apartments where after-school programs for children are held, along with adult training in GED and financial literacy.

Mr. White said staff has looked at the Hacktown Road neighborhood for potential housing rehabilitations, and AHIP is still trying to complete surveys there. They have run into some water and sewer problems that might need repair or other measures. AHIP has filed an application to develop the Treesdale property on Rio Road and is seeking a planning grant of approximately \$30,000 to evaluate this possibility. Because they are community improvement grants, the County tries to identify projects through AHIP, but less than one percent of residential structures in the County are considered poor or substandard. He said the State requires that counties have a target area, and much of the County's substandard area is scattered, so block grant money may not be available.

Mr. Wyant suggested that the Greenwood area be targeted.

Ms. Thomas suggested targeting the Southwood Mobile Home Park, and wondered if CDBG grants could be used there. Mr. White responded that there would probably be some private or non-profit ownership, and would not be an approvable application under private ownership.

Mr. Rooker commented that the same thing exists at the corner of Hydraulic and Rio Roads behind the Rock Store. Mr. White said there have been discussions on how to deal with mobile home parks, the value of the land, etc., as many of them lie within the Route 29 development areas. He added that AHIP had to set up a for-profit with the Whitewood Road project.

Mr. Boyd wondered about space for a Boys & Girls Club in these facilities. Mr. White commented that the after-school programs have been very successful.

Mr. Rooker suggested putting the community facilities at Whitewood Village under public ownership so they would qualify for funding. Mr. White asked the Board to have people contact him with other suggested target areas.

At this time, the public hearing was opened. With no one from the public rising to speaking, the public hearing was closed, and the matter was placed before the Board.

Mr. Boyd **moved** to set a public hearing for March 8, 2006, for a second public hearing to review the proposed applications. Mr. Wyant **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

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Agenda Item No. 13. SP-2005-025. Jarman's Sportcycles (Sign #32). **Public Hearing on a Proposal for:** Outdoor display of vehicles in accord w/Sec 30.6.3.2(b) of the Zoning Ord which allows for outdoor sales, storage and/or display in the EC (Entrance Corridor Overlay) Zoning District. **Zoning Category/General Usage:** The property contains 2.219 acres zoned EC (Entrance Corridor) & HC (Highway Commercial). Tax Map 78, Parcel 33B. Loc on south side of Richmond Rd (US 250 East) approx .14 miles west of its intersection w/Sleepy Hollow Lane (private right-of-way). Magisterial District: Scottsville. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg reported that this request is to construct a two-story building in the Route 250 East Corridor. The building would include porches on the north and west sides for the outdoor display of motorcycles. He noted that a Special Use Permit is required because of potential impacts to the Entrance Corridor due to outdoor storage and display. He said the Architectural Review Board (ARB) has no objections to the request but has recommended some conditions for approval. He said that by limiting the proposed vehicle display to the porches and designing the building to complement an adjacent structure to the west, impacts of the display are expected to be limited and the overall development is expected to be compatible with the district. He said staff had recommended approval of the request subject to conditions related to location of display, treatment of display, retention of woodland and existing frontage, trees, lighting, signage and fencing.

Mr. Cilimberg said that the Planning Commission, at its meeting on December 13, 1005, unanimously recommended approval of the request subject to the conditions recommended by staff, but added one additional condition requiring supplemental planting on the east side of the building to further address visual impacts to the Entrance Corridor and the historic Shadwell property to the east. He noted that the ARB also recommends an alternative condition that is more specific as to planting type.

Mr. Rooker commented said he thinks this application is a good example of how the Planning Commission saves the Board time, as the conditions have been thoroughly deliberated and crafted. He then asked the applicant to speak.

Mr. Charles Hendricks, one of the project architects, reported that they have added to the plan eight Leyland cypress on 15-foot centers down the east side of the building.

Mr. Davis stated the language of the additional condition needs to be tweaked slightly to fit the format of the conditions. He suggested that Condition No. 9 read: "Additional plants along the east face of the building shall be installed to provide adequate screening; plant material shall be six to eight feet in height, spaced 15 feet on center and should include hollies, Leyland cypress, and or cedars."

The applicant agreed that he was comfortable with that condition.

Mr. Rooker opened the public hearing at this time. With no one from the public rising to speak, the hearing was closed and the matter placed before the Board.

Mr. Dorrier **moved** to approve SP-2005-025 subject to the first eight conditions recommended by the Planning Commission, with the ninth condition being reworded to read: "Additional plants along the east face of the building shall be installed to provide adequate screening; plant material shall be six to eight feet in height, spaced 15 feet on center and should include hollies, leyland cypress, and or cedars," as stated by Mr. Davis.

Ms. Thomas seconded the motion. Roll was called, and the motion passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

(**Note:** The conditions of approval are set out in full below.)

1. The outdoor display of vehicles shall be limited to the covered porches of the building only. Vehicles shall not be displayed elsewhere on the site, or between the northern parcel boundary and the Entrance Corridor (EC) ;
2. Vehicles shall not be elevated anywhere on site;
3. The existing woodland on site, as indicated by the "existing tree line," shall be retained in its entirety, with the exception of that area necessary for installation of the septic field;
4. The existing four Sycamore (or London Plane) trees (*Platanus x acerifolia* or *Platanus occidentalis*) located along the Route 250 East side of the property shall be preserved;
5. Tree preservation measures shall be included on the E&S plan and the grading plan (submitted with the final site plan) to provide for conditions #3 and #4, above. The E&S plan and grading plan shall include notes and details consistent with Chapter 3.38 "Tree Preservation and Protection" of the Virginia Erosion and Sediment Control Handbook (current edition). Tree preservation measures shall be coordinated throughout the site plan set and E&S drawings. In the event that any site plan or E&S drawings show inconsistent information regarding tree protection, the drawing(s) showing the greatest tree protection shall prevail;
6. Site and building lighting shall be limited to the satisfaction of the ARB as illustrated in an ARB approved lighting plan submitted with the final site plan;
7. Site and building signage shall be limited to the satisfaction of the ARB as illustrated in an ARB approved drawing included with the applicant's final submittal for a Certificate of Appropriateness;
8. The three-board fence proposed along the Route 250 East side of the property shall align with the fence on the adjacent property to the west. The color of the proposed three-board fence shall match the color of the fence on the adjacent property to the west; and
9. Additional plants along the east face of the building shall be installed to provide adequate screening. Plant materials shall be six (6) feet to eight (8) feet in height, spaced fifteen (15) feet on center, and should include Hollies, Leyland Cyprus and/or Cedars.

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Agenda Item No. 14. ZMA-2005-006. Clevester Logan (Signs #10 & 11). **Public** Hearing on a Proposal to: Rezone .545 acres from R-2 (Residential) Zoning District to R-4 (Residential) Zoning District to allow property boundary line adjustments. Zoning Category/General Usage: Tax Map 61, parcels 44A & 44A1 (portion of, 17,503 sq ft adjacent to Tax Map 61, parcel 44, including existing dwelling) located at 2530 Hydraulic Rd (Rt 743) at intersection of Hydraulic Rd and Turtle Creek Rd. It is zoned R-2 (Residential) and EC (Entrance Corridor) Overlay. The R-4 Zoning District allows for up to 6 dwelling units per acre. Magisterial District: Jack Jouett. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg said this request would allow rezoning from R-2 to R-4 for a lot consolidation that would result in having two dwellings on one property. He said the subject unit is a single-family home on Hydraulic Road and an unoccupied cottage behind it. He said this rezoning would exceed the density allowed in the R-2 zoning district, but the density would be permitted in the R-4 district. He said the Planning Commission had a fair amount of discussion as to the appropriateness of the applicant closing off access to Hydraulic Road and using their two other access points on Turtle Creek Road. He said VDOT recommended that the driveway on Hydraulic Road be closed with this rezoning. The Commission indicated there was a need with this rezoning to have assurances that the entrance would be closed.

Mr. Cilimberg said the applicant has indicated they will close the entrance when the primary residence is no longer used as a single-family dwelling or when and if the second dwelling is occupied. The Commission accepted this as satisfactory in their recommendation of approval. He noted that the proffer did not include reference to both parcels, so staff updated that to include both parcels – Tax Map 61, Parcel 44.A1 and Tax Map 61, Parcel 44.A.

With no questions for staff, Mr. Rooker asked the applicant to speak.

Mr. John Dezio said he represents the Logans who own the property. He said they have owned this property for almost 40 years. The cottage was occupied by Mrs. Logan's mother until she passed away. He said the concern about the Hydraulic Road entrance is that the Logans have allowed the postal service to place three additional mailboxes on their property, and those neighbors access the Logan's property from Turtle Creek Road and then come out to Hydraulic Road. He confirmed that the Logans are fine with the proffer as it is written.

Mr. Rooker opened the public hearing. With no one from the public rising to speak, the hearing was closed, and the matter placed before the Board.

Mr. Rooker said that he supports the proposal.

Mr. Boyd **moved** to approve ZMA-2005-006 subject to the one proffer presented. Ms. Thomas **seconded** the motion. Roll was called, and the motion passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

(**Note:** The proffer is set out in full below.)

#### PROFFER FORM

Date: 1-11-2006

ZMA #: 2005-00006

Tax Map and Parcel Number: 61-44A1 and 61-44A

.545 Acres to be rezoned from R-2 to R-4

Pursuant to Section 33.3 of the Albemarle County Zoning Ordinance, the owner, or its duly authorized agent, hereby voluntarily proffers the conditions listed below which shall be applied to the property, if rezoned. These conditions are proffered as a part of the requested rezoning and it is agreed that: (1) the rezoning itself gives rise to the need for the conditions; and (2) such conditions have a reasonable relation to the rezoning request.

Vehicular ingress and egress to and from the property shall be only from Turtle Creek Road, and such access from Hydraulic Road shall thereafter be prohibited, if either: (1) the primary structure on the property ceases to be used as a single family residence; or (2) the accessory cottage is occupied as a dwelling unit.

<u>Signature of All Owners</u>	<u>Printed Names of All Owners</u>	<u>Date</u>
(Signed) Clevester Logan	Clevester Logan	1/11/2006

<u>Signature of All Owners</u>	<u>Printed Names of All Owners</u>	<u>Date</u>
(Signed) Mattie W. Logan 1/11/2006	Mattie W. Logan	

(**Note:** Petitions ZMA-2005-008 and SP-2005-015 were heard concurrently.)

Agenda Item No. 15. ZMA-2005-008. Pantops Park (Sign #14). **Public hearing** on a Proposal to: Rezone 4.87 acres (Tax Map 78, Parcel 16) from HC (Highway Commercial) to NMD (Neighborhood Model District) to allow 42,000 sq ft bank & office building & two 22,500 sq ft mixed office & retail buildings with proffers. Highway Commercial zoning allows for commercial & service uses & residential use by special use permit (15 units/acre). Neighborhood Model District zoning is intended to provide for compact, mixed-use developments with urban scale, massing, density & infrastructure configuration that integrates diversified uses within close proximity to each other. Existing Comprehensive Plan Land Use/Density: Regional Service & Community Service in Neighborhood Three. Regional Service designates areas for regional-scale retail, wholesale, business and/or employment centers & residential (6.01-34 units/acre). Community Service designates areas for community-scale retail wholesale, business & medical offices, mixed use core communities and/or employment services & residential (6.01-34 units/acre). Location: Tax Map 78, Parcel 16. Located in EC Entrance Corridor Overlay District on south side of Rt 250. This property is the former Moore's Lumber site. Magisterial District: Rivanna. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Agenda Item No. 16. SP-2005-015. Virginia National Bank at Pantops (Sign #57). **Public Hearing** on a Proposal for: drive-in window for bank in accord w/Sec 24.2.2 of the Zoning Ord which allows for drive-in windows serving or associated with permitted uses within HC (Highway Commercial) zoning. The request is in conjunction with a request to rezone the property from HC to NMD (Neighborhood Model District). Zoning category/general usage: Tax Map 78, Parcel 16, contains 4.87 acres & is zoned HC, Highway Commercial & EC, Entrance Corridor. Located at 1241 Richmond Rd (US Rt 250E) approx 200 ft from intersection of Richmond Rd & Stony Point Rd (US Rt 20N). Magisterial district: Rivanna. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg said this is a request for a rezoning and a special use permit for a drive-through window, which would allow an office building and bank in one building, and two mixed-office and retail buildings. He said proffers have been provided. This area is designated for regional service and community service uses, and is the location of the former Moore's lumber store. He said the drive-through window is concealed from the Entrance Corridor. The building contains about 24,000 square feet of offices. The Code of Development limits the amount of commercial and retail space in the property to 11,000 square feet; those will be on the first level of buildings 1B and 1C – the remaining buildings are proposed as offices.

Mr. Cilimberg explained that at the last Planning Commission meeting, the applicant agreed to change his proffers to increase pedestrian improvements to better reflect VDOT's estimates for the costs, and to extend the period in which an agreement to dedicate can be finalized. That would allow for a connection from Route 250 to Spotnap Road within an existing private easement, and to create a new public connection between Route 250 and South Pantops Drive. The pedestrian improvements are in the areas of intersections "A" and "B" as presented, and will include possible crosswalks and crosswalk signalization. He noted that the road coming through is also shown on the diagram presented.

Ms. Thomas asked if this plan leads pedestrians to an intersection where there is no plan to have signalization. Mr. Cilimberg replied that there is a difficulty because of the number of lanes at the intersection.

Ms. Thomas emphasized that there is a sidewalk that will lead to an intersection without any crossing assistance. Mr. Cilimberg responded that it is ultimately VDOT's approval, but acknowledged that VDOT would not do it unless the County encouraged them to.

Ms. Thomas asked what could be done to make that happen. Mr. Cilimberg said if the County wants to pursue signalizing for pedestrians at either location, this certainly allows that. He said the monies proffered could provide for that.

Ms. Thomas said she is also concerned about bus transportation, as she does not see a bus stop in this plan. Mr. Cilimberg replied that pullouts are usually placed in more typically heavily traveled roads; the bus would essentially just come into the Pantops project.

Mr. Rooker said if a bus is going to service that area, it would pull into the property.

Ms. Thomas said she did not think the Board should be approving things that seem to have no recognition of the future of public transportation on Richmond Road (Route 250). She thinks it is going to be a busy place where the availability of public transit will be needed.

Mr. Boyd noted that there is not any bus pull-off at all on this stretch.

Mr. Rooker said it is likely any bus route would use Richmond Road and then the bus turn right into this property. From there a pedestrian could access the shopping center, the Albemarle County Service Authority building, the medical offices, etc., all within a short radius of that property.

Mr. Cilimberg said the County currently does not have any plans for bus service changes in the Pantops area, but the connecting road between Richmond Road and South Pantops Drive could accommodate a bus. The applicant can talk about the best potential site within their parking area to accommodate bus movement. The proffers do not specify exactly how the \$20,000 given to the County will be used, but the money will be used for pedestrian/transportation needs.

Mr. Cilimberg mentioned that the County has received an agreement from all property owners who will dedicate for a public road. He noted that a waiver of the neighborhood model district to provide at least two housing types will also be necessary if this request is approved. Staff feels that allowing this project to have just one type is appropriate because there are other residential uses within a quarter of a mile. He concluded by saying staff and the Commission have both recommended approval of the rezoning subject to the proffers submitted, a Code of Development and Application Plan, and have also recommended approval of the special use permit with three conditions.

Mr. Rooker confirmed with staff that the Albemarle County Service Authority is a signature party to the written agreement. Mr. Davis pointed out that there have been a few changes since the Board's packets were distributed; some slight modification to wording.

Mr. Wyant asked about how the \$20,000 costs in Item No. 4 in the proffers came about.

Mr. Cilimberg noted that the proffers attached to the Executive Summary are the effective proffers; they are dated December 20, 2005, and noted as being Version No. 7. Mr. Davis pointed out that Version No. 7 just corrects the handwritten amendments on Version No. 6, but it is substantively the same.

In response to a question from Mr. Rooker, Mr. Davis said the County is not a party to the agreement although the document says the County can enforce it. The agreement is different from the one in the Board packets, and he has not had an opportunity to review the newer version.

With no further questions for staff, Mr. Rooker asked the applicant to speak.

Mr. Bill Dittmar addressed the Board. He said they chose the "path less traveled" to do the Neighborhood Model, and looked for interconnectivity in the project. He noted that Version No. 7 of the proffers takes the handwritten changes from Version No. 6, but all of those changes were done "hand-in-hand" with Planning staff. He emphasized that there is pedestrian signalization at the "B" site, which goes from sidewalk to sidewalk. He said they are not specifying where the money should be spent. Regarding the bus issue, Mr. Dittmar said the Spotnap Road connector would be a less traveled road that could handle bus connections into pedestrian access points. Riverbend Drive and South Pantops Drive both offer options as well in the event of VDOT issues.

Ms. Thomas asked about a pullover on Richmond Road itself.

Mr. Dittmar replied that they have a deceleration lane into the property and are closing down two interconnections and leaving the third; because of VDOT requirements, the bus could stop in a taper but one does not exist. He does not believe there are any changes from the last variation of the multi-party agreement. He reported that there are two pedestrian connections between two parking areas – down along the new connector road and one within the project itself.

At this point, Mr. Rooker opened the public hearing. With no one from the public rising to speak, the hearing was closed and the matter placed before the Board.

Mr. Davis confirmed that changes to the Agreement deal with issues that the Albemarle County Service Authority had, and they look to be acceptable. Regarding the enforceability issue with the County, he is comfortable because the proffer requires the applicant to build a road if the agreement has been reached and dedicate it to public use.

At this time, Mr. Boyd **moved** for approval of ZMA-2005-008 subject to the proffers dated December 20, 2005 (Version No. 7). Ms. Thomas **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

(**Note:** The proffers are set out in full below.)

Proffer: December 20, 2005  
Version # 7

#### **PROFFER FORM**

**Date:** December 20, 2005

**ZMA #:** 2005-0008

**Tax Map 78, Parcel 16**

**4.77 Acres to be rezoned from Highway Commercial to Neighborhood Model District**

Pursuant to Section 33.3 of the Albemarle County Zoning Ordinance, the Owner hereby voluntarily proffers the conditions listed herein below which shall be applied to Pantops Park (herein after "the Property") if the Zoning Map Amendment (hereinafter "ZMA") is approved by the County of Albemarle. These conditions are proffered as a part of the requested ZMA and it is agreed that: (1) the ZMA itself gives rise to the need for the conditions, and (2) such conditions have a reasonable relation to the rezoning requested.

The term "Owner" as referenced herein shall include within its meaning the owner of record of the Property and successors in interest. The term "ZMA Application Plan," prepared by the Cox Company, last revised November 11, 2005, serves as the General Development Plan under Albemarle County Zoning Ordinance § 20A.4, and is referred to herein as Exhibit A. The term "Code of Development" refers to Exhibit B.

The headings of the proffers and conditions set forth below have been prepared for convenience or reference only and shall not control or affect the meaning or be taken as an interpretation of any provisions of the proffers.

- 1. Construction and Dedication to Public Use of Extension of Spotnap Road:** Owner shall design and construct to VDOT public road standards, at no expense to the County of Albemarle or the Commonwealth of Virginia, an extension of Spotnap Road from its present terminus to US Route 250 within the recorded 50 foot access easement which runs from the existing terminus of Spotnap Road to TMP 78-16, and adjacent to the eastern boundary line of TMP 78-16 to US Route 250, as shown on the ZMA Application Plan, including a pedestrian sidewalk along the western side of such extension. The design of the extension shall accommodate vehicular ingress and egress to and from the lower parking lot located on TMP 78-15C, owned by the Albemarle County Service Authority. Owner shall construct an entrance from such parking lot to the extension in conjunction with the construction of the extension. Owner shall complete construction of the extension by the later of twenty-four (24) months after the first final site plan or subdivision plat is approved by the County, or eighteen (18) months after the first building permit has been issued by the County for the construction of a commercial building on the Property. The extension shall be deemed to be complete when it is either accepted by

VDOT or bonded for acceptance by VDOT, and the easement on which the extension is constructed on TMP 78-16, if not previously dedicated to the County on a final subdivision plat, has been dedicated to the County in fee simple for public use. If the written consent to the dedication to public use proffered herein is not obtained from the Albemarle County Service Authority, owner of TMP 78-15C, by February 28, 2006, the portion of this proffer relating to dedication to public use shall be null and void as to portions of the easement located on TMP 78-15C.

2. **Improvement and Dedication to Public use of Existing Spotnap Road.** Owner shall construct all improvements to Spotnap Road which are required for Spotnap Road to be accepted into the state maintained highway system, and cause the fee interest in Spotnap Road, together with any necessary easements for fills, drainage and sight distance, to be dedicated to public use. Owner shall complete construction of the improvements to Spotnap Road by the later of twenty-four (24) months after the first final site plan or subdivision plat is approved by the County, or eighteen (18) months after the first building permit has been issued by the County for the construction of a commercial building on the Property. If the written consent to the dedication to public use proffered herein is not obtained from the Albemarle County Service Authority, owner of TMP 78-15C, and from the owners of TJMJ 78-15C4, TMP 78-15C5 and TMP 78-15C7, by February 28, 2006 the portion of this proffer which relates to dedication to public use shall be null and void.
3. **Access Easement for Benefit of Adjoining Properties West of TMP 78-1.** Prior to issuance of a Certificate of Occupancy for Building 1-A as shown on the ZMA Application Plan, Owner shall (i) convey a recorded private cross-easement for ingress and egress to the extension of Spotnap Road for the benefit of properties adjacent to the western boundary of TMP 78-16 via one point as shown on the ZMA Application Plan, and (ii) construct and pave the travelway at grade within the cross-easement area contained on the Owner's property as depicted by the ZMA Application Plan.
4. **Pedestrian Crosswalk Improvements on Riverbend Drive.** Owner shall design and construct pedestrian crosswalk improvements in accordance with VDOT standards on Riverbend Drive between its intersections with South Pantops Drive and US Route 250 at a cost not to exceed \$20,000.00. Owner shall complete construction of the pedestrian crosswalk improvements by the later of twenty-four (24) months after the first final site plan or subdivision plat is approved by the County, or within eighteen (18) months after the first building permit has been issued by the County for the construction of a commercial building on the Property.

The undersigned, which is the sole owner of the Property, hereby proffers that the use and development of the Property shall be in conformance with the proffers and conditions hereinabove and these proffers shall supersede all other proffers and conditions made prior hereto.

PANTOPS PARK, LLC

By: (Signed) William D. Dittmar, Jr.  
William D. Dittmar, Jr., Manager

Date: 12-20-2005

Mr. Boyd then **moved** for approval of the waiver for required Neighborhood Model residential housing types. Mr. Wyant **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

Mr. Boyd **moved** for approval of SP 2005-015 subject to the three conditions recommended by the Planning Commission. Ms. Thomas seconded the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

**(Note:** The conditions of approval are set out in full below.)

1. Drive-up windows will be limited to three (3); including one to be used for an ATM;
2. Architectural Review Board issuance of a Certificate of Appropriateness; and
3. Applicant is responsible for installation and maintenance of control devices such as signage, and pavement markings as indicated on the site plan. The crosswalk just beyond the drive-up window bays for the bank shall be identified with crosswalk signage on either side of the drive aisle.

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Agenda Item No. 17. ZMA-2005-013. Inn at Monticello (Signs #78, 79). **Public Hearing** on a Proposal to: Rezone 4.6 acres from R-4 Residential (4 units per acre), to amend proffers to allow additional dwelling unit & possible expansion of existing inn. Proffers: Yes. Existing comprehensive plan land use/density: Neighborhood Density Residential-residential (3-6 units/acre) & supporting uses such as religious institutions & other small-scale non-residential uses. Location: Tax Map 77E1, Section 1, Parcel

1; 1188 Scottsville Rd (Rt. 20) & Willow Lake Dr (Rt 1135). Magisterial district: Scottsville. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg reported that this request is to amend proffers associated with the original R-4 Residential zoning to allow one additional dwelling on this particular 4.6 acre property. He said the owners have a residence on the property – which serves as a bed and breakfast – and they would like to build an additional residence to use as part of their business. The applicants submitted five proffers intended to address comments of the reviewer and potential impacts associated with the rezoning. The number of dwellings on the property would be limited to no more than two. Building permits would be required for any additional dwelling units. The applicant would consult with staff and the Department of Historic Resources prior to expansion of the Inn. The applicants will meet all requirements of the site plan section of the Zoning Ordinance including evaluation of the existing access drive and bridge, parking requirements and improvements, and impacts of the floodplain. He said that staff and the Planning Commission both recommended approval of the Zoning Map amendment with the proffers submitted by the applicant.

Mr. Cilimberg explained that under the ordinance, the owner would not have to occupy the second dwelling of the bed and breakfast, as that could be inhabited by an innkeeper. Concerns about the second unit being separated from Willow Lake have been resolved. Zoning staff determined that there are 95 units including this particular house. There are no issues in terms of this particular proposal affecting the Willow Lake development and its requirements for open space and the maximum number of units that can be built. This application amends the Willow Lake proffers, but the applicant is still 25 units below what they could have built by-right.

With no questions for staff, Mr. Rooker asked the applicant to speak.

Ms. Rebecca Lindway addressed the Board. She and her husband have operated the Inn for 10 years. She said the need for tourist lodging is increasing, and their five rooms are occupied at a rate of over 70 percent, which is extremely high for a bed and breakfast. The house they currently live in was the original piece of property that became the PVCC, the visitor's center, and Willow Lake subdivision. She emphasized that they are not connected to Willow Lake except by a proffer that was offered prior to their purchase, which designated their 4.6 acres. She said the property was disconnected from Willow Lake in the 1980s, and they get no services such as snow removal from them.

Ms. Lindway noted that their house, built in 1856, does not allow for some of the amenities the public is looking for, such as Jacuzzi tubs. She said they are looking for the potential to develop, even though they are not certain yet that they will make the improvements.

Ms. Thomas said the Inn has a good reputation nationwide, as her sister in San Francisco mentioned it to her.

At this time, the public hearing was opened. With no one from the public rising to speak, the hearing was closed and the matter placed before the Board.

**Motion** was immediately offered by Mr. Dorrier for approval of ZMA-2005-013 subject to the amended proffers. He feels this is a positive asset to Albemarle County, and it allows the owner to maintain the property while sharing its history. Mr. Wyant **seconded** the motion. Roll was called, and the motion passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

(**Note**: The proffers are set out in full below.)

#### PROFFER FORM

Date: **November 28, 2005/December 13, 2005**

ZMA # **2005-00013**

Tax Map and Parcel Number(s): **77E1, Section 1, Parcel 1**

\_\_\_\_\_ Acres to be rezoned from \_\_\_\_\_ to \_\_\_\_\_

Pursuant to Section 33.3 of the Albemarle County Zoning Ordinance, the owner, or its duly authorized agent, hereby voluntarily proffers the conditions listed below which shall be applied to the property, if rezoned. These conditions are proffered as a part of the requested rezoning and it is agreed that: (1) the rezoning itself gives rise to the need for the conditions; and (2) such conditions have a reasonable relation to the rezoning request.

1. No more than two (2) dwelling units shall be constructed on this 4.6-acre property.
2. The Owners shall not establish any additional tourist lodging in any dwelling unit other than the one existing on the property on [date of rezoning by BOS] unless and until a site plan meeting all the requirements of Section 32 of the Zoning Ordinance is approved by the County.
3. During the site plan review process for additional tourist lodging as referenced in proffer 2, the existing bridge shall be evaluated by the County Engineer for its ability to provide

adequate access for the additional traffic and to assure that fire and rescue vehicles and equipment can cross the bridge at all times, including during flood events.

4. Should the bridge be found to be inadequate by the County Engineer, the Owners shall provide alternative methods of access prior to final site plan approval.
5. Prior to issuance of a building permit for any additional dwelling units, the Owners shall consult with and obtain approval by the Virginia Department of Historic Resources and the County's Director of Planning regarding the design of the proposed Structure. The final building design shall be compatible with the existing historic dwelling in terms of form, mass, scale, material, and overall character, as determined by the Director of Planning.

<u>Signature of All Owners</u>	<u>Printed Names of All Owners</u>	<u>Date</u>
(Signed) Rebecca K. Lindway	Rebecca K. Lindway	Nov 28, 2005

<u>Signature of All Owners</u>	<u>Printed Names of All Owners</u>	<u>Date</u>
(Signed) Norman J. Lindway	Norman J. Lindway	Nov 28, 2005

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Agenda Item No. 18. ZMA-2003-008. Woodbrook Station (formerly Rio Hills) (Signs #65, 66, 67). **Public Hearing** on a Proposal to: Rezone 1.21 acres from PD-SC (Planned Development Shopping Center) shopping centers, retail sales & service uses; & residential by special use permit (15 units/acre) to NMD (Neighborhood Model District) residential (3-34 units per acre), mixed with commercial service & industrial uses. Proffers: Yes. Existing comprehensive plan land use/density: Regional Service, regional-scale retail wholesale, business and/or employment centers & residential (6.01-34 units/acre). Location: Tax Map 45, Parcel 94A. Located on Berkmar Drive (Rt 1403) approx .75 miles from intersection of Berkmar Drive & Rio Rd. Magisterial District: Rio. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg said this is a request for a rezoning from Planned Development-Shopping Center (PD-SC) to Neighborhood Model district (NMD) for a property on Berkmar Drive behind the Rio Hills Shopping Center. He said there are to be eight residential units and 9,600 square feet of commercial office space, as well as open space amenities. Staff noted that the proposal conforms to Comprehensive Plan and Neighborhood Model principles, although there are issues related to design, need for a street tree waiver, and lack of a written commitment to provide affordable housing.

Mr. Cilimberg said that at the Planning Commission's last meeting on this request, it recommended approval with commitments from the applicant, specifically a proffer for \$1725 per unit for affordable housing as well as modifying some items in the Code of Development. The Commission met and voted unanimously to grant the waiver for the street tree requirement based upon conflicts with utilities, and recommended that a waiver be granted, due to its small size, to provide one housing type within this infill project.

Mr. Cilimberg explained that the requested changes have been revised and completed per the recommendations of the County Attorney and Planning Commission. He said there was a need to clarify ownership in the signed proffers, and he distributed information on the necessary commitments as reviewed by Mr. Davis. He explained that two proffers are provided – one for affordable housing and one for the actual site design.

Mr. Rooker asked if the proffers had changed. Mr. Cilimberg replied that the applicant adjusted the use of unexpended funds; now they would provide for projects identified in the County's CIP if they were not used for affordable housing. In an earlier version, he said, the funds would have been refunded to the owner. Mr. Davis noted that the last sentence in the first proffer also clarifies maintenance of the pedestrian pathway.

Mr. Boyd asked how the figure of \$1725 was arrived at. Mr. Cilimberg said the Housing Committee has recommended that as a standard amount for a cash proffer, the Commission asked for that commitment, which the applicant gave. He explained that the Board received information that was referred to the Commission, and the housing proffer was part of that information.

Mr. Rooker emphasized that the Commission is making a recommendation based on the information they have. The Board can certainly make a different recommendation. He added that the amount would be about \$14,000 in lieu of an actual provision of 15 percent of the development being in affordable housing. Mr. Davis said the Housing Committee felt that smaller developments should not have to provide as much toward affordable housing as a large developer. He thinks the eight units being developed here would clearly be a smaller development.

Mr. Boyd said he does not think the Housing Department should be turning out policy statements. Mr. Davis replied that it is not a policy statement, but just a position paper. This Board has established no policy on affordable housing proffers.

Mr. Slutzky asked if the Board might want to establish such a policy. Mr. Tucker emphasized that this is the Housing Committee's recommendation.

Mr. Boyd asked what happened to the recommendation concerning affordable housing recommendation that the Board gave to the Commission. Mr. Cilimberg said the Commission got the information from the Housing Committee and held a number of work sessions concerning the Affordable

Housing Policy. In this particular situation the Commission felt that having one unit dedicated as affordable was not reasonable, and agreed that having a proffer in lieu of a unit was appropriate. They asked what figure had been used, and that's how the \$1725 came to be.

Mr. Rooker reminded Board members that with bigger developments, such as the development on Route 250 West, \$3,000 per unit was proffered. There certainly is a way to solve this problem, and that is for this Board to establish a policy. It can wait for the Commission to make a recommendation or the Board can take on the issue. Mr. Cilimberg said the Housing Department did not make a specific recommendation on a cash proffer amount, but when the question was asked, the figure of \$1725 was used because of precedent with other development proffers.

Mr. Rooker noted that in some communities the proffers only apply to rezonings. Mr. Tucker said the proffer policy will be before the Board in March.

Mr. Davis commented that proffers are intended to deal with impacts of development, and trying to put a numerical figure on affordable housing might be difficult. He said an applicant can proffer it, but coming up with a fair formula is going to be tricky.

Mr. Slutzky said his preference would be units, instead of dollars. He asked if this site is occupied by low-income units. Mr. Cilimberg replied that an adjacent property does have low-income housing, but this is open space property now.

Mr. Rooker pointed out that it is unattractive open space, so the development would be an improvement. Mr. Cilimberg commented that the property has served mostly as a buffer between the shopping center and Berkmar Drive. In response to a question from Ms. Thomas about other outstanding issues, he said they have been addressed through the Code of Development to the satisfaction of staff and the County Attorney.

Mr. Rooker said the Neighborhood Model calls for a certain amount of open space within developments. Mr. Cilimberg responded that when the open space plan was done, this area was identified as a significant wooded area, but not much was left after the building of the Rio Hills Shopping Center. He noted that Places 29 is addressing general open space use in the community; the Commission discussed this issue in their last meeting.

Mr. Rooker said that as part of the master planning process, the County needs to commit public resources to acquire those areas, perhaps through CIP funds.

With no further questions for staff, Mr. Rooker asked the applicant to speak.

Mr. Hunter McCardle of McKee Carson, representing Parkside 1 LLC, addressed the Board. He explained that Parkside began working on this project in 2003, and held an onsite work session in January, 2004. At that time, the Planning Commission recommended studying this parcel as a Neighborhood Model. The applicant has created a plan for mixed-use development with re-vegetation of the area. This project helps tie the parcel into the urban fabric by creating a streetscape along this road.

Mr. George Ray, managing member of Parkside 1 LLC, addressed the Board. He said Mr. Rieley, Chairman of the Commission had recommended working with staff to draw up a Neighborhood Model project and it is considerably better than the original plan brought forward. The Commission asked if the applicant would make a contribution to affordable housing, and he agreed to the \$1725 figure. He and his partner have purchased a 23-acre property near the Airport, and they intend to contribute \$600,000 – half of which would be available for down payment assistance, and half of which would bring down the cost of the lots for the developers so they could offer the lots for less.

At this time, Mr. Rooker opened the public hearing. With no one from the public rising to speak, the hearing was closed, and the matter was placed before the Board.

Mr. Rooker commented that a combination of affordable housing tools – units, down payment assistance, etc. – will help people get into homes.

**Motion** was offered by Mr. Slutzky for approval of ZMA-2003-008 subject to the proffers dated January 11, 2006. Mr. Boyd **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

(**Note:** The proffers are set out in full below.)

#### PROFFER FORM

Date: 01/11/2006

ZMA # 03-008

Tax Map and Parcel Number(s): TMP 45-94A

1.21 Acres to be rezoned from PDSC to NMD

Pursuant to Section 33.3 of the Albemarle County Zoning Ordinance, the owner, or its duly authorized agent, hereby voluntarily proffers the conditions listed below which shall be applied to

the property, if rezoned. These conditions are proffered as a part of the requested rezoning and it is agreed that: (1) the rezoning itself gives rise to the need for the conditions; and (2) such conditions have a reasonable relation to the rezoning request.

1. The Owner shall establish the sidewalks, pedestrian pathway, and stairway shown on the plan entitled Woodbrook Station Rezoning Application Site Concept, prepared by McKee Carson, Consulting Engineers, Landscape Architects, Land Planners, last revised October 24, 2005, including that portion of the pedestrian pathway shown on Tax Map and Parcel Number 45-94A, in conjunction with the first site plan approved for the property. The sidewalks, pedestrian pathway and stairway shall be designed and constructed to VDOT or County standards, as applicable, as provided in Albemarle County Code 18-32.7.2.8. These improvements shall be completed prior to the issuance of any CO's for any business or residences in the development. The Owners shall maintain the pedestrian pathway it establishes on Tax Map and Parcel number 45-94A.
2. The Owner shall contribute to Albemarle County one thousand seven hundred twenty-five dollars (\$1,725) cash per dwelling unit for affordable housing. The cash contribution shall be due and payable with each application for a building permit. If the cash contribution has not been exhausted by the County for the stated purpose within 10 years from the date of the last payment of the contribution, all the unexpended funds shall be applied to projects identified in the County's Capital Improvements Program.

<u>Signature of All Owners</u>	<u>Printed Names of All Owners</u>	<u>Date</u>
(Signed) George W. Ray, Jr. Member, Parkside I, LLC	George W. Ray, Jr. Member, Parkside I, LLC	1/11/06

Mr. Slutzky then moved for approval of the waiver for the residential property variance from the Neighborhood Model for housing types. Ms. Thomas seconded the motion, which passed by the following recorded vote.

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

Board members thanked Mr. Ray for his work on the Paramount Theatre in Charlottesville, stating that it is a great asset to the community.

Agenda Item No. 19. CPA-2005-001. Land Use Plan Transportation Update. **Public Hearing** on a Proposal to: Amend the Transportation Section of the Comprehensive Plan to include, but not be limited to, references & updated information based on adopted regional transportation plans. (This public hearing was advertised in the Daily Progress on December 26, 2005 and January 2, 2006.)

Mr. Cilimberg at the Board's last work session on this CPA, it was decided to pursue changes in the Comprehensive Plan regarding Land Use Transportation as represented in Pages 1-36 of the draft, but the Board decided not to include changes to development area profiles for individual neighborhoods. That will be part of more comprehensive updates during master planning. He said this amendment intends to incorporate the MPO's Regional Transportation Plan, which has components that include the urbanized area, a regional bike, pedestrian, and greenway plan, and a rural area transportation long-range plan.

Mr. Boyd suggested changing the language regarding Hillsdale Drive Extended not being completed until after completion of the Meadow Creek Parkway. Mr. Tucker said most of Hillsdale Drive lies in the City so it may be difficult to control that.

Mr. Rooker said all but a few feet of it is in the City.

Ms. Thomas recalled agreeing to Mr. Boyd's suggestion at an earlier meeting.

Mr. Rooker said the language in the Board's motion was a detailed policy statement on that project, including a number of things regarding design.

Mr. Slutzky asked if he supported this language today if he is foreclosing an opportunity to revise the building of this road.

Mr. Rooker said that if the County were not to support this road, it would put the City in a difficult situation. He said the County asked for this road for a long time, and the City did not go forward with it. But, when the Route 29/250 study was completed, the City saw the need for the road, and has moved expeditiously to get things in place to do the project. He said the project was thoroughly debated and the City has moved forward based on the County's intention to support the project. He clarified that representatives from the Senior Center did not speak against the project, but wanted some assurance of the design aspects of the project. He assured Mr. Slutzky that it is not too late to be involved in the project, as the final design has not been signed off on.

Ms. Thomas said this plan had a tremendous amount of public input.

Mr. Davis suggested changing the language to say "This roadway should be timed to be completed after the completion of the Meadow Creek Parkway."

At this time, Mr. Rooker opened the public hearing. With no one from the public rising to speak, the public hearing was closed, and the matter was placed before the Board.

**Motion** was immediately offered by Ms. Thomas to adopt CPA-2005-001 amending the Transportation section of the Comprehensive Plan and to include the following additional language under Hillsdale Drive Extended: "This roadway should be timed to be completed after the completion of the Meadow Creek Parkway."

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

**(The adopted language of CPA-2005-001 is set out below:)**

## Introduction

Transportation is one of the most important services provided by government. Transportation links people to their jobs, schools, shopping, community activities, and entertainment. The County strives to create an efficient and affordable system that offers travel choices that are functional and will minimize harm to the community and natural environment.

There is a distinct and mutually dependent relationship between transportation and land use. Land use decisions affect existing transportation networks and future transportation needs. Conversely, the existing and planned transportation network/system affect most land use decisions. There is also a regional context to transportation issues which goes beyond local interest. While land use plans and decisions are made in the context of governmental boundaries, transportation needs and networks cross those jurisdictional boundaries. Careful coordination of transportation planning with land use planning at a state, regional, and local level is essential.

Transportation facilities include state primary and secondary roads, public transportation services and facilities, intra-and inter-regional air, rail, bus, and trucking (freight) facilities and services, as well as walkways, bikeways, and greenways.

## General Principles for Transportation

The following principles provide guidance for transportation related decisions. The principles establish the overall focus and vision for transportation in the County. These principles: 1) reflect the need for transportation related decisions to be consistent with and support the County's growth management policy; and, 2) recognize the regional efforts in transportation planning established by the Metropolitan Planning Organization (MPO) and Thomas Jefferson Planning District Commission. In order to develop effective regional solutions, the United Jefferson Area Mobility Plan (UnJAM 2025) combines the Charlottesville-Albemarle Regional Transportation (CHART) Plan for the Metropolitan Planning Organization (MPO) area with the Rural Area Transportation Long-Range Plan, for the five-county Thomas Jefferson Planning District (Nelson, Louisa, Fluvanna, Greene, Albemarle).

General Principles:

1. Plan, establish, and maintain a comprehensive County transportation system which supports the growth management policy and provides for necessary public safety.
2. Establish a transportation system that supports the preservation and enhancement of land use and environmental preservation goals, and that facilities are developed and built in a manner sensitive to the environment.
3. Encourage (1) the reduction of traffic congestion, pollution and energy consumption, vehicular miles traveled and (2) increased mobility of the general public, especially, handicapped and the disadvantaged, through the increased use of public transportation, car/vanpooling and park and ride lots.
4. Support regional transportation planning efforts by utilizing the policies of the UnJAM-CHART Plan as the transportation principles for the County. They are as follows:

The over-arching goal of the UnJam 2025 is to create a balanced, multi-modal transportation network, by A) Improving connections throughout the region; B) Improving mobility within neighborhoods, towns, and counties; and C) Making transportation choices which help foster livable communities. Several major factors are required to achieve these goals:

- Completion of a well-connected network of roadways parallel to major highways, with better connections within and between neighborhoods.
- Re-engineered intersection and corridor design, along with added lanes and capacity improvements, to improve operational efficiency and safety.
- Fast, frequent, dependable transit service with seamless connections throughout the region.
- A terrain-modified grid of smaller streets serving more compact development forms in the suburban and rural developments.

- Well-executed design details for pedestrian-friendly streets, bike lanes and trails, transit stops, safer intersections and pedestrian crossings.
- Improve connection and travel throughout the region.
- Improve mobility within neighborhoods.
- Make transportation choices which help foster livable communities.

All of these elements will also help complete the transit “customer delivery system” needed for efficient, cost-effective transit operations. By building new critical facilities and re-engineering existing roadways, the Plan will improve system operations and safety. In addition, the Plan will increase mobility of the general public, especially the elderly, handicapped, and disadvantaged, through the increased use of public transportation, car/van pooling, park and ride lots, and through the integration and coordination of existing and future transit services.

### **Transportation Planning**

Transportation planning and policy development occur at the state, regional and local levels.

#### **State**

The Commonwealth of Virginia, through several state agencies, develops plans for a wide range of transportation facilities and services. The Virginia Department of Transportation (VDOT) develops the Statewide Long-Range Transportation Plan and six year improvement plans for urban, interstate, primary, and secondary roads. The Virginia Department of Rail and Public Transportation develops the state rail plan and is responsible for public transportation planning. The Department of Aviation develops individual airport master plans and the Virginia Air Transportation Systems Plan. The Virginia Port Authority is responsible for developing public port and waterway plans.

#### **Regional**

The amended Federal Highway Act of 1962 established that federal, state, and local officials create a cooperative, continuing, and comprehensive transportation planning process for urban areas. This process must conform to objectives stated by the U.S. Department of Transportation. In Charlottesville and Albemarle County the Metropolitan Planning Organization (MPO) was formed in response to this requirement. The MPO is the primary planning body responsible for regional transportation planning. Both localities, along with the University of Virginia, are represented in this process by appointees of the governing bodies. Two committees of the MPO, the Technical Committee and the Policy Board, are responsible for insuring that the planning process is carried out in a cooperative, comprehensive and on-going manner, and in conformity with federal and state guidelines. CHART and the Rural Areas Long Range Plan make up what is known as UnJAM 2025 Plans. Albemarle County staff and elected and appointed officials are represented on both of these committees and participated with the compilation of these documents.

#### **Urban Area Transportation Planning**

The regional transportation planning document for the MPO area is the CHART Plan. This is the lead document for regional transportation planning for the City and County urbanized area (see Map N) and is used as a general guide for planning future transportation improvements in the County, providing a comprehensive approach to the Urban Area’s transportation problems. It addresses all modes of travel including highways, public transportation, pedestrian and bicycle access. The study contains inventories, data, and analyses, of the transportation system and makes recommendations for providing and maintaining an adequate transportation system. The MPO is the acting policy and decision-making body for the CHART Plan.

The CHART Plan covers only the urbanized area of the County, not the entire County (see Map N).

#### **Rural Area Transportation Long Range Planning**

The County is also involved in a regional transportation planning effort covering areas of the County outside the MPO Study area, Fluvanna, Greene, Louisa, and Nelson Counties. The Rural Area Transportation Long Range Plan process complements MPO level planning efforts and establishes a regional transportation planning process to address broader regional and rural issues. This Plan identifies a larger transportation system/network framework within the Planning District area. The Plan is generally reflective of and consistent with County principles and goal for transportation planning for the Rural Areas.

The major transportation goals for Albemarle County’s rural areas are to preserve rural character while improving safety and multi-modal transportation choices. Residents suggested leaving the rural roads as they are whenever possible, focusing on road safety improvements such as shoulders and guardrails, straightening curves, and increased regular maintenance, rather than paving and widening rural roads. Road improvements should support intended growth, as indicated in the County Comprehensive Plan, and not encourage growth outside of designated development areas, as well as provide access from farms to markets along strategic routes. Rural roads have multiple purposes and benefit from design that keeps drivers alert and moving at appropriate speeds to react safely to slower moving farm equipment, bicyclists, people checking the mail, or children walking to a bus stop.

The County has adopted a policy to address private citizens that wish to utilize their own resources to pave public roads. This policy is located in the Albemarle County Department of Community Development.

The Rural Areas Section of the Comprehensive Plan addresses land use and transportation issues in more depth. Rural transportation is being addressed in this section to identify the regional effort undertaken with the Rural Area Transportation Long Range Plan.

### **County**

The primary components of the County transportation planning efforts are the Comprehensive Plan, UnJAM 2025 Plan, the Six Year Primary and Secondary Road Plan Project Priority Lists, the County Capital Improvement Plan (CIP), and cooperative planning and study efforts with the state, MPO, and TJPDC.

An important role of the County in road planning and development is to ensure that VDOT projects and private sector development proposals adhere to the recommendations of the Comprehensive Plan, CHART Plan and other County and MPO adopted transportation studies. These studies include:

- Transportation Systems Management (TSM)/Functional Classification Study
- Route 29 Crossover Study
- Route 29 Pedestrian Study
- Ivy Road Corridor Study
- Jefferson Area Bicycle, Pedestrian, and Greenways Plan
- Southern Charlottesville Transportation Study and Entrance Corridor Study
- Crozet Master Plan

### ***Neighborhood Model:***

Planning for transportation should consider and incorporate the principles and recommendations of the County's Neighborhood Model. The Neighborhood Model describes the more "urban" form of development desired for the Development Areas. The Neighborhood Model supports convenient routes for pedestrians, bicyclists, buses and other transit including light rail that will augment the street network. Public transit stops will be located within each Development Area. Walking to them will be safe and convenient.

The Neighborhood Model establishes the 12 Principles for Development that should be adhered to in new development proposals.

These principles are:

- Pedestrian Orientation
- Neighborhood Friendly Streets and Paths
- Transportation Networks and Interconnected Streets
- Parks and Open Space
- Mixed Uses
- Neighborhood Centers
- Buildings and Spaces of Human Scale
- Relegated Parking
- Affordability with Dignity
- Redevelopment
- Site Planning that Respects Terrain
- Clear Boundaries with the Rural Areas

A more specific discussion of the Neighborhood Model Principles can be found in the Land Use Section (page 8) and Appendix A1, *The Neighborhood Model*.

### **Recommendations**

- Recognize the Charlottesville-Albemarle Metropolitan Planning Organization (MPO) as the transportation planning body for the region. The MPO, with the assistance of designated staff, should take the lead role in:
  - Planning for the coordinated delivery of transportation services by public and private providers.
  - Identifying and recommending to Charlottesville, Albemarle County, and the University of Virginia, administrative and operational activities which can be appropriately coordinated or centralized among service providers.
  - Continuing the implementation and monitoring of its "Charlottesville-Albemarle MPO Private Sector Participation Policy Process." Adopted May, 1986; Revision Approved March, 2002. This document is available at Albemarle County Department of Community Development and the Thomas Jefferson Planning District Commission. The Planning District Commission updates this document on an as needed basis.
  - Reviewing all service proposals and developing a procedure for identifying public transportation service demand and-identifying appropriate service providers.

- Support the MPO's planning function through the following efforts:
  - Take formal action on MPO recommendations.
  - Review its adopted studies and, where appropriate, consider them for adoption into the Comprehensive Plan.
- Adhere to and implement Neighborhood Model Principles in transportation planning.
- Make all residential and commercial development as transit –ready and transit-worthy as possible

## Streets and Roads

The development and maintenance of an efficient and safe road system is critical to influencing the location of future residential development and economic activity while also accommodating existing needs. Planning for roadway improvements is a complex procedure due to fragmented and limited funding sources. In addition, the ultimate responsibility for construction and maintenance of roadways in the County lies with the State, through the Virginia Department of Transportation: there are no County maintained public roads.

All County roads are categorized either as interstate, primary or a secondary. Interstate highways are the highest level of functional road and are part of a national system of freeways and expressways, providing long distance traffic, high speed and limited access connections. Interstate 64 traverses the County and connects the Charlottesville-Albemarle County area to major north-south interstates (I-81 and I-95) and the Richmond and Norfolk metropolitan areas. The total length of Interstate 64 in the County is approximately 31 miles.

The Primary System consists of arterial roads. From the state level planning perspective, the primary purpose of these roads is to move traffic; access to properties is considered a lower function/priority. There are 115 miles of primary roads in the County, including the following:

Route 53	Route 6	Route 20
Route 231	Route 22	Route 240
Route 29	Route 250	Route 151

All of these primary roads are designated as Entrance Corridor routes, providing provides access to the City and County's historic districts and properties. Therefore, these roads are important not only for the transportation function, but also for scenic and visual character.

The majority of roads in Albemarle County are secondary roads. As of December 31, 2000 there were 818.07 miles of secondary roads in the County. Of this, 587.53 (72%) were hard surfaced and 230 miles (28%) were gravel roads.

## Major Corridors

The County has three major corridors that present particular transportation concerns. These corridors are Route 29 North, Route 250 East, and Route 250 West.

### **Route 29 North**

Route 29 North is the major north-south arterial road through the County, and a major state arterial which links Washington, D.C., Charlottesville, Lynchburg and, Danville. Route 29 north of Charlottesville is the major commercial corridor in the County. Route 29 is proposed to be upgraded from the South Fork of the Rivanna River to Airport Road (Route 649). However, plans have not been developed or scheduled for construction by VDOT. VDOT has conducted a major study of the Route 29 Corridor from Albemarle County (from the South Fork Rivanna River) to Warrenton, Virginia. The purpose of the transportation analysis was to determine the future level of travel demand along the corridor and to assess whether the highway is designed adequately to accommodate projected traffic volumes.

In early 2003 a staff team from the Thomas Jefferson Planning District Commission & Charlottesville-Albemarle MPO, VDOT, City of Charlottesville, and Albemarle County conducted the 29H250 Study. The purpose of the study was to develop specific intersection design concepts that address vehicular, pedestrian, bicycle, and transit movement for improved mobility, safety, and development opportunities within the Route 29/Hydraulic Road/Route 250 Bypass area, while protecting existing tax base, business, neighborhoods, and employment. This study was considered the first component of an ultimate study including the full length of Route 29 in the County. This initial study has been completed and adopted by the MPO, City and County as the guiding plan for improvements to Route 29 in the area.

The major traffic improvement recommendations include a grade-separated interchange at Route 29 and Hydraulic Road, constructed with roundabouts at the end of the off-ramps for optimum traffic controls. Signalized intersections could also work. A new Hydraulic Road alignment is proposed just north of existing Hydraulic Road to allow full traffic movement during construction.

The County is currently undertaking a Master Planning process (*Places29 Study*) for the Northern Development Areas along the Route 29 corridor (Neighborhood 1 and 2, Hollymead, and Piney Mountain). The *Places29 Study* includes a major transportation planning component which will not only complete the "29H250" study process for Route 29 north, but will establish recommendation for overall road network serving the Northern Development Areas. This unified land use and

transportation study will be completed within the next 2 years (2007). Other studies that have been conducted along the Route 29 Corridor are described below.

***U.S. Route 29 Corridor Development Study***

The U.S. Route 29 Corridor Development Study (Phases I Albemarle County to Fauquier County). The goals of this Study are to create a unified multi-modal transportation system of air, rail, transit, and highways, improve energy efficiency, promote economic development, and improve quality of life. The Study reviewed all relevant elements of the federal legislation including an extensive public participation process. It addressed land use planning, advanced acquisition and preservation of right of way, and overall social, economic, and environmental effects. The Albemarle County Board of Supervisors supports the use of access management techniques as the principle means of controlling traffic on this corridor of Rt. 29.

***U.S. Route 29 Corridor Development Study (combined Phases II/III N.C. to Charlottesville)***

This study resulted in a long-range multi-modal plan for transportation in the corridor and will assist state and local governments in prioritizing transportation projects, identifying and requesting funding, and planning the location of various land uses and public facilities. Most all of the area along this section of the Corridor Study is not in the County's Development area and the County did not support any of VDOT's widening recommendations. On February 14, 2001, the Albemarle County Board of Supervisor endorsed a resolution that established their position regarding this study and the Route 29 South Corridor. It states:

Almost all of the area along the Rt. 29 South Corridor is not in the County's Development area. Data developed by the consultant and verified by the County does not project significant development in this area of the County through the study period. Therefore, the County does not believe controlled access through elimination of all individual access points and an extensive system of service roads and signalized intersections should be assumed as necessary for Albemarle County. The County does support the coordination of land use planning and transportation system planning through specifically incorporating the access management recommendations of the Phase I Corridor Study into the planning for the Route 29 South corridor in Albemarle and throughout the study area. Albemarle County believes that access management planning is a logical and viable recommendation for the Route 29 corridor south of Charlottesville. Through proper planning that balances land use and transportation priorities in the particular sections of the corridor in the County, appropriate access management measures can be identified and pursued.

Use the "Parkway" design cross-section in Albemarle County, without service roads and limited access should be used in Albemarle County. Under no scenario should the "Freeway" design concept be used in Albemarle County. Furthermore, it is not anticipated that signalization of intersections will be necessary in Albemarle County, but in no case is reservation for interchanges at any Albemarle County intersections necessary. The full study with recommendations is available at the Department of Community Development.

***Route 250 East***

Significant commercial development exists along Route 250 East mostly within the designated Development Areas. The County is currently conducting a Master Plan for the Pantops Development Area. This study should be completed by 2006. This study will identify land use and transportation recommendations that will guide the growth of the Pantops area. A separate study will evaluate the feasibility of an Eastern Connector. The Eastern Connector is identified in the *UnJAM 2025 Plan* to be studied to determine its potential impact to analysis the traffic on the Route 250 East and Route 29 north corridors.

In 1999, VDOT conducted the *Route 250 East Corridor Study*. The purpose of the study was to examine existing and future travel conditions within the corridor in order to identify transportation deficiencies. The Route 250 East Corridor Study area begins at the east corporate limits of Charlottesville and ends approximately three-tenths of a mile east of Route 15 at Zion Crossroads in Louisa County. A conceptual multi-modal transportation plan to address these deficiencies will result from the study.

The study recommended a series of short term and long term recommendations. The Study's recommendations will be considered in conjunction with the Pantops Master Plan process.

***Route 250 West***

In the fall of 1997, VDOT initiated the *Route 250 West Corridor Study* to produce a long-range planning study with conceptual engineering plans. The Route 250 West Corridor Study may be used to assist VDOT and Albemarle in preserving rights-of-way to accommodate future transportation needs in the corridor. The subject of the study was the segment of Route 250 in between I-64 (Exit 107 Yancey Mills) and the west corporate limits of Charlottesville.

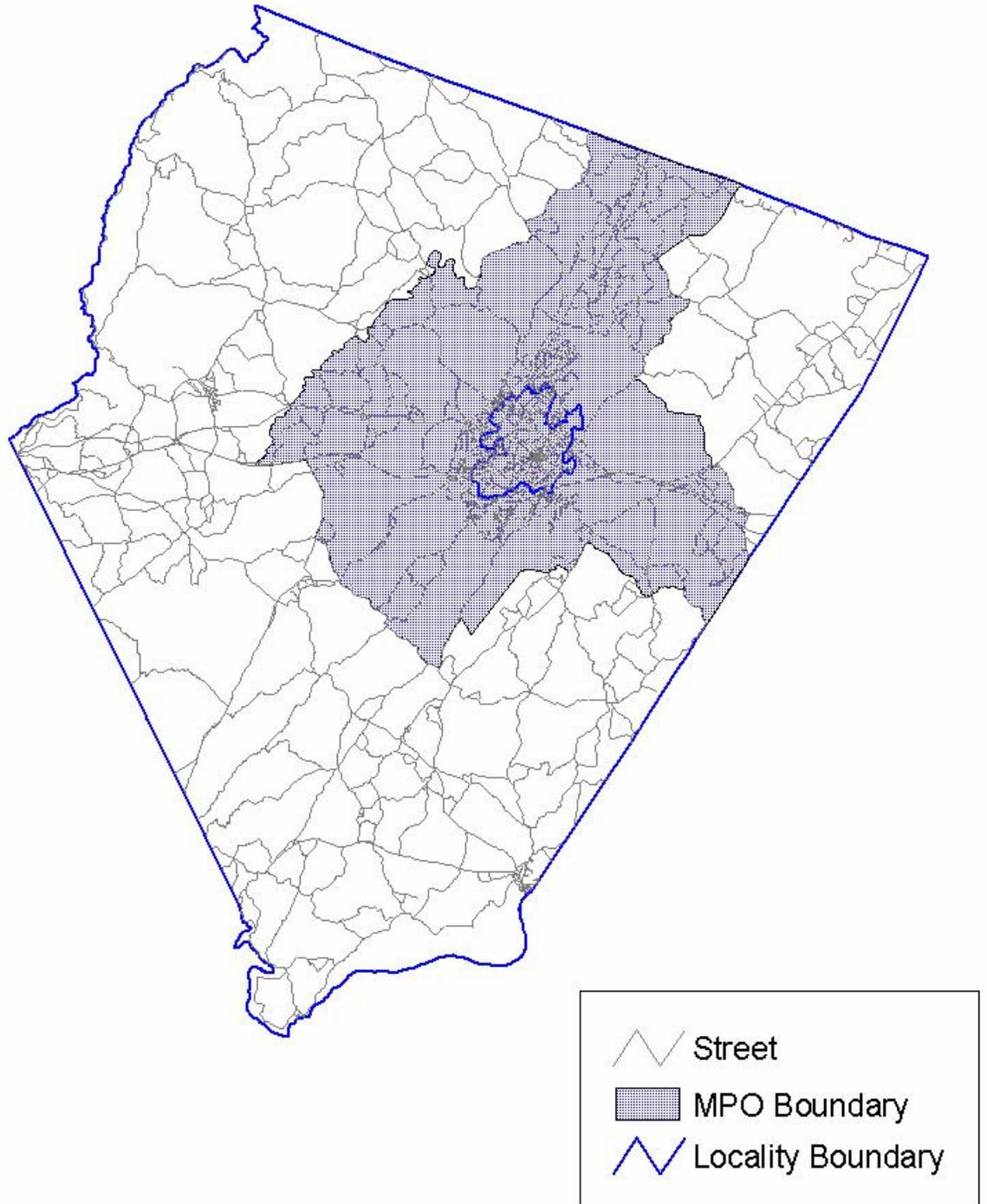
The study recommended a series of short term and long term recommendations (the *Route 250 West Corridor Study* is on file in the Albemarle County Department of Community Development Department). A controversial long term recommendation was to widen Route 250 from the City limits to Mechums River. The Citizens Advisory Committee and the Board of Supervisors opposed VDOT's recommendations for Route 250 West. The Citizen Advisory Committee and the Board of Supervisors supported maintaining Route 250 West with its present roadway cross section. The Board also created the Route 250 Task Force, which is a standing committee charged to review and make recommendations to the Board of Supervisors with regard to all transportation improvements on the

Route 250 West corridor (Route 250 Bypass to the Yancey Mill interchange). The Task Force will review each proposal prior to approval.

It should be recognized that Route 29 North, Route 250 East, and Route 250 West provide both access for inter-regional travel and access for the major commercial and residential areas of the Urban Area and City. Road improvements should be designed to accommodate anticipated traffic demands and present capacity should be utilized to the greatest extent possible.

**MAP N:**

## Charlottesville-Albemarle MPO Study Area



#### ***Meadow Creek Parkway***

The Meadow Creek Parkway, from the intersection of McIntire Road and the Route 250 Bypass in the City of Charlottesville to Rio Road at Norfolk Southern Railroad will provide new north-south route connection from the County northern urban area to downtown Charlottesville. The new road will also provide an alternative to Rio Road and Park Street.

The Meadow Creek Parkway Final Report, May 2001, by Jones and Jones Consultants, establishes an alignment location and design standards for the development of Phase I of the Parkway in the County, from Melbourne Road to the railroad bridge on Rio Road. This report can be found under separate cover. In summary, the study calls for a two-lane road constructed on sufficient right-of-way to allow for its upgrade to a four-lane road, if necessary. The proposed design calls for a parkway concept, which includes pedestrian and bicycle facilities, landscaping and an adjacent linear park. The linear park will provide an open space and recreational benefit to the community and will serve to connect McIntire Park, Greenbrier Park, and the City/County greenway along Meadow Creek, with additional linkages, to Pen Park, Charlottesville High School, CATEC and Charlottesville Catholic School. The proposed road alignment and design in the Meadow Creek Parkway Final Report are consistent with the alignment and design for the City portion of the road.

#### ***Northern Free State Road***

The Northern Free State Road was formerly referred to as the Meadow Creek Parkway Phase II. The *UnJAM 2025 Plan* recommends that this road be studied in conjunction with the Eastern Connector, based on changes in development patterns and proposed projects in the northern area. It is assumed that portions of the roadway will be built by private developers, and that the character of the roadway may change within and between neighborhoods.

This road will be considered with the *Route 29 Corridor Transportation Study (29H250)* Master Planning process and with the *Places29 Study* now underway. This road will provide access to existing neighborhoods and areas of development north of Rio Road and potentially connect Urban Area to the Hollymead Community and Route 29.

#### ***Hillsdale Drive Extended***

The Hillsdale Drive Extended will connect existing Hillsdale Drive from its terminus at Greenbrier to Hydraulic Road, creating a parallel roadway east of Route 29. This roadway will create an efficient alternate route for many residents, allowing them easier direct access to work, shopping, schools, and community facilities without having to travel on the Route 29 corridor. This roadway should be timed to be completed after completion of the Meadow Creek Parkway.

#### ***Southern Parkway***

The Southern Parkway will connect Avon Street to 5th Street Extended. Currently, there is no direct connection and this requires travelers to take a circuitous route to travel a very short distance. This road will provide an important east/west connection to the Southern urban area and provide important emergency (fire/rescue/police) access to in the area. This road will also improve east/west traffic now traveling through city neighborhood streets. Since some commuters use Interstate 64 to make this connection, this project could reduce local traffic on the Interstate.

#### ***Route 29 (Western) Bypass***

The Western Bypass is a proposed six-mile long roadway from the interchange of Route 29 and Route 29/250 Bypass to just north of Route 643 (Polo Grounds Road). It is planned to connect with Route 29 and the proposed Northern Free State Road.

The County has been working with VDOT through the MPO to address the County's concerns with the Western Bypass. As a result of this effort, the *UnJAM 2025 Plan* described the Western Bypass as noted below.

The project as designed does not meet community or regional needs, and has been determined too costly for the transportation benefits to be gained (draft design plans for the Western Bypass can be found in the Albemarle County Department of Community Development and the local VDOT Residency Office). The transportation goals of the Bypass can be more effectively realized with improvements to the existing Route 29 corridor.

Portions of the right-of-way reserved for this project should be considered for potential use in other projects such as Berkmar Drive Extended. The remaining right-of-way should be sold, with the proceeds going toward other projects in the Route 29 corridor that better deliver cost-effective solutions to congestion along the corridor. These include adding additional lanes to Route 29 North. These actions would effectively contribute to the near-term improvements needed to maintain Route 29 as the major north-south automobile and truck route.

#### **Recommendation**

- Implement the recommendations of the *UnJAM 2025 Plan*, including but not limited to the following:
  - The recommendation for the Western Bypass.
  - To undertake a traffic impact and location study for the Eastern Connector.
- Implement the recommendations of the *29H250 Study* and implement the transportation recommendations of the *Places29 Study*, when adopted.

- Maintain existing cross-section of Route 250 West from Route 29/250 Bypass to the I-64 interchange.
- Implement improvements to Route 250 East consistent with Neighborhood Plan, when adopted.
- Construct the Meadow Creek Parkway, including an interchange at the Route 250 Bypass.
- Construct the Hillsdale Drive extension as recommended in the Hillsdale Drive Extension Study.
- Complete construction of the Southern Parkway by extending the road to connect to 5<sup>th</sup> Street.
- Implement the *UnJAM 2025 Plan* recommendations regarding the Route 29 Western Bypass.

## Road Development

There are several major tools and processes that are used to plan for needed road improvements. These tools and processes are discussed below.

### Six Year Primary and Secondary Road Plans

The Primary System Construction Program consists of a prioritized list of improvements and a financial implementation plan for all projects in each locality within the Culpeper Highway District (Culpeper, Fauquier, Madison, Orange, Albemarle, Fluvanna, Greene, Rappahannock, and Louisa Counties). The Board of Supervisors reviews and approves a priority listing of projects for the County and forwards this list to VDOT. The final list of improvements and financial plan is established by VDOT for the entire district.

The Six Year Secondary Road Plan also consists of a priority list of improvement projects and a financial implementation plan for all projects within the County. Each year the financial implementation plan must be reviewed and approved for appropriation by the Board of Supervisors. The County adopts a priority listing of projects every two years. The list is based on transportation recommendations identified in the *UnJAM 2025 Plan*, the Comprehensive Plan, and related planning studies. The total list of projects exceeds anticipated that which can be completed during the six year time horizon of the plan. The County has significantly more control over project priorities on the Secondary System than it does on the Primary System.

Traditionally, most County roadway improvements have been limited to funding through VDOT's six year road planning process for both primary and secondary roads. Recently, however, the County has made a more concerted effort to fund the development of proposed roads and work with the development community to encourage participation in the development of these roads. Examples of these projects include the connection of Commonwealth Drive to Greenbrier Drive, and the construction of Hillsdale Drive/Branchlands Boulevard and Berkmar Drive Extended in which the County and developers shared construction costs. In order to take advantage of these types of efforts in the future, it is necessary that the County have an effective transportation planning process which provides standardized methods to identify and prioritize new projects. Future roads which the County proposes for development, but which are ineligible for VDOT construction funds, will need to be funded through the Capital Improvements Program.

### Recommendation

- Maintain and regularly update a County Priority List of Secondary and Primary Road Improvements.

### General Design Standards For Roads

The following are general design standards for roads in the County:

1. Design new roads in a manner which is sensitive to County and regional efforts which encourage multi-modal opportunities and neighborhood and pedestrian-friendly character:
  - Provide sidewalks on both sides of the street along all arterials, collectors, and local through-roads in the Urban Area, Communities and Villages unless, other pedestrian access facilities adequately address current needs or pedestrian access in a certain location is deemed inappropriate for reasons of safety.
  - Encourage, where right of way is reasonably available, paved shoulders on shoulder and ditch designed roads (rural cross-section) and wider outside lanes on curb and gutter designed road (urban cross-section) on any new or reconstructed road to more safely accommodate bicycles. Paved shoulders also improve long term road maintenance by reducing pavement deterioration along road edge of rural cross-section roads.
  - Accommodate, where appropriate, bus stop pull-outs or other improvements necessary to support bus service. For new major road projects consider long term need for additional room to support mass-transit facilities (rapid/express bus lanes, rail service, etc.). Major road projects can be considered a significant widening or improvement to a primary road or a secondary road.

2. In the Rural Area, road improvements should be designed to protect environmentally sensitive areas and conform to County goals to preserve rural character. In this regard, improvements which contribute to increased vehicle speed, such as straightening alignments and additional lanes may create less safe conditions and may not be consistent with the rural character of the County. Paving shoulders for enhanced safety and bike use should be encouraged. In the Development Areas, streets should be designed with a streetscape (sidewalks and plantings) that support the Neighborhood Model. Any anticipated road improvements or construction in sensitive or significant resource areas as defined by the Open Space Plan, Natural Resource and Cultural Assets Plan, or other documents should receive extremely careful scrutiny and provide protection measures to eliminate ecological, environmental, and aesthetic concerns.
3. Landscaping should be provided along major roads in the Urban Area, Communities and Villages, particularly along designated Entrance Corridor Roadways and areas of intensive development.
4. Mast arm traffic light poles and street light poles and signs are encouraged over hanging street lights.
5. Locate utilities underground where feasible. If utility poles are to be above ground, encourage their consolidation into one corridor along the road.
6. Minimize clearing activities associated with construction to the greatest extent feasible.
7. Require interconnection of adjacent developments/neighborhoods within Development Areas, and, where appropriate, in Rural Area development, to achieve a local road system and provide alternatives to the regional road network for local trips. This principle should apply to residential and non-residential developments. "Traffic calming" measures (lower speed limits, all directional stop intersections, speed bumps, traffic channeling measures).
8. Discourage direct access from individual lots to arterial and major collector roads. Utilize joint entrances, frontage roads, and side street access or other methods to reduce access points to adjacent properties on major collector or arterial roads.
9. Minimize the number of access points per parcel or development area to those necessary to provide safe and convenient access to and from the site.
10. Minimum desirable separation of street intersections is 1,000 feet for principle arterial roads and 800 feet for minor arterial roads. Minimum desirable spacing for cross-overs (divided road) is 1,300 feet for principle arterial and 1,000 feet for minor arterials. Entrances shall be located either directly across from a cross-over or at a minimum of 500 feet from a crossover. Encourage use of block configurations in the Development Areas. Block lengths should range from 200-600'.

### **Traffic Reduction**

Traffic reduction initiatives are intended to reduce dependency on the automobile, and change the pattern of single-occupant auto trips, as the dominant means of transportation. Although it is recognized that auto travel will continue to be a primary means of travel, reducing auto trips can: 1) delay the need for road improvements by better utilizing existing road capacities; and, 2) conserve fuel and reduce pollution (air, water, noise). Alternative transportation services and initiatives which can reduce single-occupant auto travel include public transit services, ride-sharing/vanpooling programs, bicycle and pedestrian access facilities, and travel demand reduction techniques such as tele-commuting and flex-time work hours. Adherence to the General Principles for Transportation recommendations for the above noted services and facilities should serve to implement traffic reduction initiatives.

### **Transportation Services**

Public transportation includes any public mass transit services available to County residents such as the Charlottesville Transit System (CTS), the University Transit Service (UTS), and JAUNT. The County also benefits from other providers it does not fund, such as taxi services and inner-city bus services. The transit service providers to the County are described in more detail below. An important component in planning and providing public transportation services is the "Private Sector Process" adopted by MPO members. This process is designed to more equitably involve the private sector when selecting public transportation service options. The inclusion of the private sector perspective has resulted from Federal Transportation Administration (FTA) regulations requiring: (1) notification of proposed services to private providers; (2) consultation with private enterprise for public services; (3) consideration of private carriers in providing services; (4) comparison of costs between service proposals by the private and public sectors; and, (5) complaint resolution mechanisms for private operators.

### **Charlottesville Transit Service (CTS)**

Public transportation in the Charlottesville and the urban areas of Albemarle County is provided by Charlottesville Transit Service (CTS). CTS operates six days a week with ten daily, fixed routes,

one demand response, and six night service routes throughout the urban area. Creating the hub of the public transportation network, bus routes circle around the downtown pedestrian mall before breaking off in the designated direction. CTS service extends south to Interstate 64, as far up Route 29 North to Wal-Mart, and east to Pantops. Buses are wheelchair accessible and CTS offers paratransit programs, in conjunction with JAUNT, for riders with disabilities who are unable to use regular route buses. CTS buses are also equipped with bike racks. The County will continue to:

- Implement County related recommendations of the Charlottesville Transit Development Plan, and participate in its update which occurs every five years.
- Continue to support Thomas Jefferson Planning District Commission (TJPDC) Rideshares services and the Commuter Information Team (CIT).
- Participate with TJPDC, MPO, and Rural Area Transportation Long Range Plan to develop regional plan for park and ride lots.
- Continue to work with area employees to reduce single occupancy commuter vehicles.

### **JAUNT**

JAUNT, Inc. is a regional transportation system providing fixed-route and demand-response service to the citizens of Charlottesville, Albemarle, Fluvanna, Louisa, and Nelson Counties. JAUNT receives federal and state mass transit funding as well as funds from the local governments, human service agency payments and passenger fares. The eighty-vehicle fleet carries the general public, agency clients, the elderly and people with disabilities throughout Central Virginia. Mobile Data Computers have been installed in all of JAUNT's vehicles and new, sophisticated scheduling software handles all 1,200 scheduled trips per day. Reservationists can quickly find the most effective vehicle for each trip, dispatchers know exactly where each vehicle is, and operators access their trip information directly from their on-board computer. Fixed route services primarily connect outlying communities to the urban area, but routes to less populated centers are available as well. Weekday transit routes operate on most primary roads: Route 29 North and South, Route 20 South, Route 250 East and West, and Interstate Route 64. Routes in rural Albemarle County originate in various communities including Scottsville, Coveseville, North Garden, Keswick, Advance Mills, Earlysville and Slate Hill.

The following services are provided to the County by JAUNT:

- Coordinated transportation services for all human service agencies serving the County.
- Rural public transportation services, including rural to urban commuter work runs.
- Special services to the handicapped and elderly, including door-to-door prearranged personalized service.
- Supporting services to the handicapped in CTS areas.

### **University Transit Service (UTS)**

UTS offers transportation and charter services to students, employees, and visitors to the University of Virginia. It operates twenty fixed routes throughout the calendar year, with a focus on the academic year. UTS has three types of service: full, holiday, and commuter. Transfers can be made between CTS and UTS buses.

Currently, UTS is wholly owned and operated by the University and is funded through mandatory student fees and parking passes. The service is oriented toward students, faculty, and employees of the University.

The County's growth management policy and land use plan create both distinct advantages and disadvantages in providing public transportation services. The effort to concentrate growth in specified Development Areas, particularly in the Urban Area around the City, permits a large portion of the population to be served with relative ease and efficiency. However, the low density and wide dispersal of population in the Rural Areas make it more difficult to provide convenient access to public transportation to those areas in a cost effective manner. While providing public transportation in the urban areas only is consistent with the County's growth management policy, it results in little or no service to low-and moderate-income individuals and families, the elderly, and the handicapped who reside in the rural regions of the County.

### **Ride Sharing**

RideShare is a program of the Thomas Jefferson Planning District Commission working to reduce traffic congestion and increase mobility throughout the city of Charlottesville and the counties of Albemarle, Fluvanna, Greene, Louisa, and Nelson by promoting alternatives to the single occupant vehicle. Its services includes car and vanpool matching, referrals to transit providers, inventory, marketing, development of Park and Ride lots, operating the Guaranteed Ride Home Program, and promotion of bicycle and pedestrian transportation. This program is continuing to expand and most recently has implemented a School Pool program, to assist schools with traffic congestion that frequently occurs in their lots. RideShare is also an active participant of the Commuter Information Team (CIT) which includes RideShare, Charlottesville Transit Service (CTS), JAUNT, University Transit Service (UTS), and Greene County Transit.

Park and Ride lots located in Albemarle County include:

Scottsville - Rt. 20 at the Scottsville Market Keene  
Mountainside Senior Living  
Avon Street Extended  
Pantops Shopping Center  
Darden Towe Park  
Wal-Mart  
Forest Lakes South Entrance  
Peace Lutheran Church  
Forest Lakes North (Health Services Center)  
Maple Grove Church  
Grace United Methodist Church

### **Recommendations**

- Identify methods of funding transit services and develop a funding structure/program to support transit in the County.
- Expand transit service in the Urban Area, and to the Hollymead, Cedar Hill Mobile Estates and Piney Mountain Communities.
- Utilize the Transit Development Plan and other studies to assist in determining the location and timing for the provision of transit services.
- Consider expansion of service hours to include nights and weekends on appropriate routes to improve ridership and service.
- Continue to recognize and support JAUNT as the primary public transportation provider for rural Albemarle County and the County's transportation disadvantaged.
- Continue to support MPO and JAUNT ride-sharing services.
- Participate with MPO and JAUNT to develop a regional system of park and ride lots.
- Work with area employers through MPO to encourage development of ridesharing/vanpooling programs and travel demand reduction programs. Encourage development of ridesharing and travel demand reduction programs in evaluating rezoning and parking lot requests for major industrial, office, and commercial projects.

### **Pedestrian, Bicycle, and Greenway Access**

Pedestrian and bicycle access is an important aspect of the County's overall transportation system. Walkways and bikeways provide for safe and convenient travel and improve the efficiency of the roadway system by reducing potential conflicts between motor vehicles and pedestrians/cyclists.

Pedestrian and bicycle access improvements can also complement and enhance the mass transportation system by improving access to bus stops and places of economic activity. The provision of an effective pedestrian/bicycle system can also enhance the sense of community within developed or developing areas of the County by providing pedestrian/bicycle facilities that interconnect communities and facilitate and encourage interaction within the area.

Appropriate facilities such as walkways, pathways and bike facilities create a safe and effective pedestrian/bicycle environment. These facilities alone, however, do not provide for adequate safe and efficient access, and as a result, additional facilities or improvements may be necessary such as street lights, signs, and other road intersection improvements.

The Department of Community Development in cooperation with the Thomas Jefferson Planning District Commission has developed the Jefferson Area Bicycle, Pedestrian, and Greenways Plan. This Plan will replace the existing Pedestrian Obstacle Study, and the Bicycle Plan for the City of Charlottesville and Albemarle County.

The purpose of this plan is to provide information and guidance on development of facilities and other accommodations to enhance safe bicycle and pedestrian travel within the Thomas Jefferson Planning District. This plan will also satisfy the Virginia Department of Transportation requirement that a roadway be identified as a bike lane or sidewalk in a locally adopted bicycle or pedestrian plan before improvements can be made. Descriptions are given as to how localities can create and maintain safe and efficient walking and biking systems, linking people to the services they need. An overall network is proposed that connects the many communities of the region, and smaller networks proposed for within those communities. The plan also identifies methods for increasing awareness among the public, especially automobile drivers, about the needs of walkers and cyclists. The Plan provides recommendations for both physical improvements and programs aimed at improving bicycle and pedestrian facilities and safety, and discusses implementation and funding issues. The improvement recommendations from the study are provided in Appendix B of the Land Use Plan.

The Jefferson Area Bicycle, Pedestrian, and Greenways Plan begins with a description of existing conditions, demand and need, and possible facility types for both bicycles and pedestrians. The Plan allows for links to surrounding localities. Public input was invaluable to the development of this plan.

Local biking clubs and organizations were invited to the meetings. The Jefferson Area Bicycle, Pedestrian, and Greenways Plan incorporates the recommendations of the County's Greenway Plan (Appendix A of the Natural Resources and Cultural Assets Section of the Comprehensive Plan (page 201)).

**Goals and Objectives of the Regional Plan are:**

GOAL 1: Provide a comprehensive and coordinated regional bicycling and walking system.

- Objective: Provide safe bicycle and pedestrian access to public facilities, employment and commercial centers, schools, residential areas, and recreation and tourism attractions.
- Objective: Integrate bicycles and pedestrians into planning for transportation and land development.
- Objective: Ensure consistency among local plans, designs, and facilities in the region.
- Objective: Provide adequate support facilities for the travel networks.
- Objective: Encourage developers to include bicycle and pedestrian access in projects.
- Objective: Integrate bicycle and walking networks with transit systems.
- Objective: Preserve and restore walking and bicycle access when roadways expand.

GOAL 2: Provide safe bicycle and walking networks, convenient for all users.

- Objective: Provide a system that serves expert, intermediate, and novice users of all ages.
- Objective: Provide a system that serves recreational and utilitarian user needs.
- Objective: Create a network easily used by residents, guests, and tourists.
- Objective: Develop a system that meets or exceeds VDOT standards.
- Objective: Minimize potential conflicts between bicycles, motor vehicles, and pedestrians.
- Objective: Provide signage, markings, and physical improvements to ensure safe and easy usage.
- Objective: Provide and maintain riding surfaces free of obstructions, trash, gravel, and other hazards.
- Objective: Develop improved methods of bicycle accident data gathering, analysis, and retrieval.

GOAL 3: Educate the public of bicycling and walking advantages, facilities, safety and regulations.

- Objective: Develop a comprehensive public information and education program to raise the community's awareness and enjoyment of walking and bicycle riding facilities.
- Objective: Inform public of health and environmental benefits to further entice users.
- Objective: Incorporate maps of facilities into standard transportation and tourist maps.
- Objective: Inform bicyclists and pedestrians of their responsibility in relation to traffic.
- Objective: Educate bicyclists and drivers on the rules of the road and bicycle safety.

GOAL 4: Establish a system to coordinate steady implementation of the plan.

- Objective: Establish priorities for facility development consistent with funding priorities while maintaining flexibility to develop any segment of the system as opportunities permit.
- Objective: Develop facilities which are cost efficient to construct and maintain.
  - Objective: Maintain awareness of and pursue all potential funding sources.
- Objective: Hire staff at each locality or regionally to be in charge of grant writing, plan coordination, and other activities that will provide the necessary support to implement the plan.

**Recommendations**

- Utilize the existing Neighborhood and Master Plans for identifying potential walkway, bicycle, greenway, and streetlight projects.
- Implement the recommendations of the Jefferson Area Bicycle, Pedestrian and Greenway Plan.
- Evaluate existing Zoning and Subdivision Ordinance requirements and enabling legislation to ensure pedestrian facilities are being provided as called for in this Plan.
- Evaluate the need (and method) for the County to supplement VDOT's walkway maintenance, grassy strips, and tree lawn areas.
- Maintain an on-going walkway, bicycle, and greenway construction fund in the Capital Improvements Program. Utilize all possible funding sources for the construction of walkways and bicycle facilities.
- Utilize Development Standards for Roads and Land Use Standards for Development as guidelines for pedestrian facility development.
- Implement the recommendations of the existing Bicycle Plan for the City of Charlottesville and Albemarle County. Regularly review and update Plan.
- Include bicycle and sidewalk facilities within new major developments depending on their location. Provide amenities such as bike racks and shower facilities.
- Consider using VDOT and railroad excess right-of-way for multi-use trails.

**Other Transportation Types**

***Air Travel***

The purpose of the Charlottesville-Albemarle Airport Master Plan of August 18, 2004 is to provide the Charlottesville-Albemarle Airport Authority with useful, understandable information and guidance to develop and maintain a safe and efficient airport. It also provides the Federal Aviation Administration (FAA) and the Virginia Department of Aviation with information concerning the planned development at Charlottesville-Albemarle Airport. The Charlottesville-Albemarle Airport Master Plan is a comprehensive planning guide that ensures the Charlottesville-Albemarle Airport remains a safe, efficient, and environmentally sensitive air transportation facility, while serving the growing needs of air travelers throughout the region.

The Airport has maintained a master plan for facility development since 1972. Prior updates include 1982 and 1994. FAA requires an airport to maintain a master plan in order to be eligible to receive

grant-in-aid funding through its airport improvement program. There are no set guidelines from FAA on how often an airport master plan should be updated. Each master plan includes forecasts of aviation activity that are applicable for 5, 10 and 20 year periods. Historically, the Charlottesville-Albemarle Airport has conducted an update every 10-12 years.

Charlottesville-Albemarle Airport (CHO) is the only commercial service airport in the region (the Louisa County Industrial Airpark is a general aviation airport). The Charlottesville-Albemarle Airport is located in northern Albemarle County west of Route 29 at Routes 649 and 606, approximately eight miles north of Charlottesville. Service was initiated at the Airport by Piedmont Airlines in 1955. Since then, the facility has grown to include a 60,000 square foot terminal facility with modern customer amenities offering on-site rental cars, ground transportation, and food service. General aviation facilities include an executive terminal offering a full-service fixed base operation, flight schools, and aircraft charter firms. Significant increases in the number of passengers departing from the airport on commercial flights have occurred. The Charlottesville-Albemarle Airport continues to grow, from 65,620 passengers departing on commercial flights in 1980 to 132,432 in 1990, and serving 163,416 passengers in 2003.

The County is aware of the need to address infrastructure needs which would improve airport operations, such as public utility and road improvements. Any future land acquisition and development by the Authority will also need to be coordinated with the County to insure consistency with the Comprehensive Plan and all applicable ordinances, and to minimize negative impacts of expansions.

### ***Rail Travel***

Passenger and freight rail service are available in north-south and east-west directions throughout the region. AMTRAK service for passengers originates at the City of Charlottesville's Union Station on West Main Street. There are no other AMTRAK stops in the planning district.

### **TransDominion Express (TDX)**

The TransDominion Express (TDX) project is a collaborative effort between both state and local agencies. As detailed in the 1998 Bristol Report, The TDX is a proposed rail system that would connect southwest Virginia with both Washington, D.C. and Richmond. TransDominion Express will serve the region, with proposed rail corridors starting in Bristol, with destinations to Washington D.C., and Richmond. Service to Richmond will be through Lynchburg, and a stop is proposed for Charlottesville on the route to Washington. The TDX would cover approximately 400 miles and has nineteen formal and informal proposed stations. The Virginia Department of Rail and Public Transportation found that "creation of TDX would decrease traffic congestion on highways and interstates, reduce air traffic pollution, increase safety, stimulate tourism and commerce and provide an efficient alternative to automobile travel. The County supports the TDX and funding.

A direct physical impact of rail service is the possible conflict with pedestrians and autos at crossing points. Also, hazardous materials are transported daily along railroad lines. Safety records show that railroad shipment of such material is safer by far than along highways. The shipment of hazardous material further increase the importance of railroad crossing improvements, such as the installation of warning devices to minimize potential collisions. The responsibility of rail-road-highway at-grade crossings are considered the responsibility of the Virginia Department of Transportation and, therefore, are addressed in the Six Year Road planning process.

Presently no freight originates in the Charlottesville-Albemarle area. Freight trains, however, run on the rail line. Two private terminals receive freight in the Charlottesville area: the University of Virginia receives coal; Better Living receives building material.

A team track loading facility is presently located at the existing Norfolk-Southern Railroad Station adjacent to West Main Street. The platform, although used infrequently, provides a facility to unload industrial and farm equipment from railroad cars to other vehicles. When the proposed multi-modal station is constructed, the team track loading platform will need to be relocated.

Rail access is an important component of the County's overall transportation system, and it is important to maintain the railway system as a complement and supplement to other transportation modes. Rail access can also be important to industrial activities.

Should usage of rail lines be abandoned, efforts should be made to maintain the lines for future rail use. Interim uses, such as trail use, may also be appropriate. These rights-of-way would be different and costly to re-establish if needed again in the future. Their availability in the long term may prove beneficial to the County and to adjacent communities.

Grade-separated crossings, whether underpasses or overpasses, are generally the responsibility of the railroad involved. Several existing railroad bridges and underpasses are of substandard design or condition, create impediments to free traffic flow, and may present safety problems.

### **Recommendations**

- The Charlottesville-Albemarle Airport Master Plan of August 18, 2004 is recognized as a guide for the development Charlottesville-Albemarle Airport. Continue to recognize the Airport Authority as responsible for the management, planning, and expansion of the Charlottesville-Albemarle Airport facilities. The County and the Airport Authority should coordinate long-term land use and development plans for the airport area.

- Continue to implement improvements to railroad crossings and bridges through the six year road planning process or other necessary means.
- Maintain existing rail passenger service and pursue enhanced service for the Charlottesville/Albemarle Community. Monitor all potential railroad abandonment efforts to determine the impact on the County and region. If abandonment takes place, evaluate possible alternative uses such as a linear park with pedestrian, equestrian or bicycle trails.

Maintain support of the funding of the TransDominion Express and support that it be seriously considered as a multi-modal means to address congestion on Route 29.

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Agenda Item No. 20. Thomas Jefferson Partnership for Economic Development (TJPED), Discussion of.

Mr. Rooker noted that there will be a public hearing on this matter, and he asked that people who speak tonight not speak again at that time.

Mr. Tucker reported that the Board has received TJPED's by-laws and five-year plan of activities, along with a list of its Board of Directors. The cost of participation would be \$12,500 per year, and the County would have one representative on its Board. The Partnership's Board meets quarterly, while their Executive Committee meets monthly.

Mr. Rooker mentioned that the Board has discussed adopting a new Economic Development Policy section of the Comprehensive Plan, and asked about the timing of that change. Mr. Tucker responded that the Board indicated it wanted to adopt the Thomas Jefferson Planning District Commission's Economic Plan, which it has done. The Board will see the Economic Development part of the Comprehensive Plan next month.

Mr. Rooker asked Mr. Robert De Mauri, TJPED Executive Director, to come forward and answer a few questions.

Mr. Boyd said the Partnership is perceived by some members of the public as a lobbying organization. Mr. De Mauri said the Partnership's mission is to promote and facilitate job creation and new business investments. It is not trying to effect public policy or legislation. If an organization asks for TJPED's opinion on something, they give it.

Mr. Boyd said public perception is that the TJPED Board meets privately. Mr. De Mauri said the full board meets four times a year, and the executive committee meets each month. The meeting schedule is predetermined, and they could certainly make that information available to the public.

Mr. Dorrier asked what TJPED's role is when a business wants to locate in Albemarle County. Mr. De Mauri said if a company makes an inquiry, TJPED contacts the County and determines a level of interest on the part of the locality. They do not provide any additional assistance in that regard. He said they have a 21-member voting board (they could have 24 members) with an equal balance of private and public partners. It would not make sense for him to direct a company to locate in Albemarle if the County does not want them. The marketplace actually drives the decision. There are very few locations in Albemarle County a business might be able to consider. He emphasized that the Partnership serves as a resource to business inquiries from outside of the County as well as companies from inside.

Mr. Wyant asked how Mr. De Mauri would view TJPED's role in the Crozet development area. Mr. De Mauri replied that he views the Partnership as a secondary resource to a local economic development person or local government individual who is trying to facilitate something happening within the county. He emphasized that their role is connecting businesses to localities, and vice-versa. The whole economic development process is one of trying to identify requirements that a company may have and then matching those requirements somewhere in the region to fulfill that requirement most effectively, both location-wise and otherwise.

Ms. Thomas asked if the TJPED would do that even if the County were not a member of the TJPED. Mr. De Mauri said he tries to represent the region as it exists, and the County's participation would encourage better dialogue as to the County's objectives. He thinks an ongoing relationship would only strengthen the process and, hopefully, effectively enable the County to achieve what it wants to achieve.

Mr. Dorrier asked if the TJPED has had good results in other jurisdictions. Mr. De Mauri said "yes." There are just three other localities that are not currently participating. He indicated that Greene is probably going to rejoin TJPED; Madison is not currently a member but each locality makes a decision in its annual budgeting process about participation. He said Madison felt a bit insulated from the development pressures affecting Greene and Albemarle and decided not to join. He emphasized that TJPED focuses on basic job creation, and does not engage with shopping center developers, as those projects are market-driven, but deals with research centers, manufacturers, etc.

Mr. Slutzky said his experience as a small business owner in Charlottesville is that the TJPED helped find him a new location and offered connections to training opportunities. Mr. De Mauri said a good portion of TJPED's activity is focused on existing business, and trying to accommodate their needs somewhere in the region. They have strong partnerships with academic institutions, such as PVCC and the University. They also arrange meetings between businesses outside of the area and ones already

located here. He emphasized that their focus is to connect information about a locality in the context of the region to a prospective business. If a company they are working with does not feel it is a good fit, they have the country and the world to go to.

Mr. Wyant asked if the TJPED had a role in State Farm moving more of its operation to the area. Mr. De Mauri said they did.

Ms. Thomas asked how TJPED encourages community leaders to support infrastructure, etc., if they don't engage in discussions with the boards of the various localities. Mr. De Mauri said they provide a means to present that need to the community in the context of business development. All they do is present the information, and hopefully bring the people together.

Ms. Thomas asked about TJPED's interest in developing a regional business park. Mr. De Mauri said that recently a high-tech manufacturing company wanted to locate here, but the only location possible was the University Research Park. No where else in the region was there a competitive location. This region does not have very many – if at all – that can be considered world-class or even regional-class locations for companies who want a nice setting, an image, good landscaping, the kind of company all would be pleased to have. He said a regional park would provide this type of environment where businesses could locate, making the area competitive with locations like Richmond. He said the area is in transition from traditional manufacturing jobs to a more knowledge-based, technology-oriented economy. The challenge is creating jobs that are at higher skill levels, and the challenge for TJPED is to encourage these companies to come while creating the training and education to work here.

Ms. Thomas said one thing that might need attention is the area's agricultural base, and the marketing of local products. Mr. De Mauri replied that if the County had a specific initiative related to that, then TJPED would certainly develop a dialog about it.

At this time, Mr. Rooker invited members of the public to speak.

Ms. Colette Sheehy, Vice-President for Management and Budget at the University of Virginia, addressed the Board. She said that a couple of years ago, she stood in this same position to encourage the County to participate in the Partnership. The University still believes participation is important. She said the University does not understand why elected representatives do not choose to be at the table when important work affecting the future of the community is being discussed and addressed by other localities, the University, and businesses. She thinks this is inconsistent with the high standards of participation in other parts of the Board's work. They are not suggesting that this Board alter its views or compromise what it stands for. They are asking that the Board allow its views to be heard, and that it share its vision for the County and the larger region. She encouraged the Board to have the County become a full member, as it will benefit TJPED's work.

Mr. Eric Kaplan, founder of Front Line test equipment, addressed the Board. He said Charlottesville is a terrible place to have a business, as there is no access to capital, no customers, no skilled labor. He said organizations like this are needed to help businesses. Why not help them? What's the obstacle here?

Mr. Rooker encouraged Mr. Kaplan to come back when the public hearing is held to hear this discourse. After some discussion, Board members agreed to have the public hearing on joining the TJPED on February 8, 2006.

Mr. Boyd said that he strongly supports the County's participation in TJPED, citing Mr. Kaplan's concern as an example of why.

Mr. Rooker thanked everyone who came out tonight, and said this question will be considered early on the agenda at the meeting on February 8.

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Agenda Item No. 21. Appointments.

**Motion** was offered by Mr. Boyd, to appoint Ms. Mary Lou Fowler as the Jack Jouett District representative on the Social Services Board, with said term to expire December 31, 2009.

The motion was **seconded** by Mr. Slutzky. Roll was called and the motion carried by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.  
NAYS: None.

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Agenda Item No. 22. From the Board: Matters Not Listed on the Agenda.

Mr. Cilimberg clarified that the Pantops Park application had existing conditions which provided for the potential for a crosswalk and signalization at Richmond Road and Route 250, contingent upon VDOT approval. He said the discussion earlier at this meeting may have implied that those amenities would not be a possibility. The pricing leading to the \$20,000 proffer did include that possibility.

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Mr. Cilimberg said he did get the handout from Mr. Tom Loach regarding the Crozet growth information. His staff is going to take another look at the work of the DISC Committee that produced the information on population growth in Crozet: that data actually references adding population. He said the worksheet table used was part of what was put together with the DISC work that led to the Neighborhood Model, and staff is going to clarify the figures.

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Mr. Tucker said the Board adopted a resolution earlier concerning the design for the Meadow Creek Parkway, but it wanted some confirmation from VDOT regarding an at-grade or grade-separated interchange at Melbourne Road. He noted that in June, 2004 VDOT brought back information in which they indicated an at-grade intersection would be fine. He said the Board did not take any action at that time but generally agreed with VDOT about the interchange.

Ms. Thomas asked if the City agrees with the interchange plan.

Mr. Rooker replied that the only alternatives on the table are a roundabout or at-grade intersections.

Ms. Thomas said Mr. Harrison Rue feels a roundabout would work, but VDOT feels it would not.

Mr. Rooker noted that the Airport Road roundabout has received many positive comments.

Mr. Wyant said some people are confused the first time they drive through it, but it provides a very smooth flow.

Ms. Thomas said an engineer pointed out to her that the Route 240/250 interchange going into Crozet would be an ideal place for a roundabout.

Mr. Boyd **moved** that the Board of Supervisors confirm its determination made on July 7, 2004, that VDOT had demonstrated to the satisfaction of the Board of Supervisors that the public would not be better served by grade-separating the Meadow Creek Parkway and Melbourne Road and the Board is satisfied that Condition No. 4 of the Meadow Creek Parkway Resolution of Intent adopted by the Board on May 5, 2004, has been met. Mr. Wyant **seconded** the motion, which passed by the following recorded vote:

AYES: Mr. Boyd, Mr. Dorrier, Mr. Rooker, Mr. Slutzky, Ms. Thomas and Mr. Wyant.

NAYS: None.

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Mr. Wyant said the Jefferson Country Fire and Rescue Association had sent to him a check for \$4,000 to be used in recruitment of volunteers. Mr. Rooker said he will send a thank you letter from the Board.

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Ms. Thomas said she has a draft of the MPO's monthly report, and wondered if Board members would like additional information on the MPO other than the year-end report. Mr. Rooker said the [TJPDC.org](http://TJPDC.org) website covers everything the MPO adopts or does. Mr. Boyd said he would like copies of the MPO minutes put in his Board packet.

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Mr. Rooker said he has had a meeting with an individual from Rivanna Village who expressed an interest in doing a visioning process there. He said the discussion revolved around who might be the best party to lead that process, and he suggested Mr. Harrison Rue, Executive Director, Planning District Commission, as the facilitator of such a process.

Mr. Slutzky asked if the Board is committed to doing a detailed master plan of that area.

Mr. Rooker responded that the County is committed to doing master plans of all growth areas, but there are not sufficient resources to accomplish this all at one time. He said that in order to get a framework done, the process for this area of the County started with Pantops.

Mr. Slutzky said Pantops seems more urgent, and he is not convinced that Rivanna Village is the next choice. Mr. Tucker replied that the plans for the growth areas have been prioritized.

Mr. Boyd said people in the Pantops area feel they were "led to water and then not allowed to drink."

Ms. Thomas drew a distinction between holding a charrette and doing an actual master plan. She wondered if something other than a master plan could be done.

Mr. Rooker said it is good to take advantage of the energy of the public while it is there, and Rivanna Village residents are ready to move forward with something.

Mr. Slutzky said the County cannot afford to do simultaneous master planning of growth areas because there are not sufficient staff resources or money for consultants. He is reluctant to send a signal to people that the County is moving forward with a master planning exercise at Rivanna Village because he thinks it is unlikely to happen.

Mr. Tucker explained that the County provides money to the TJ Planning District Commission, and could contract with them to move things forward.

Mr. Slutzky said staff would still need to be involved.

Mr. Rooker stated that Mr. Tucker is indicating there may be a more economical way to move this forward by using TJPDC instead of having staff lead the charge.

Mr. Slutzky said he would be sympathetic to doing what it takes to master plan the growth area sooner rather than later.

Mr. Mark Graham said it might be appropriate to hold this conversation at the work session on February 1 concerning the Community Development Department. He said the five-year work plan for the Comprehensive Plan would be reviewed at that time, along with the master plans. Board members agreed with that plan.

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Agenda Item No. 23. Adjourn. At 9:17 p.m., with no further business to come before the Board, the meeting was adjourned.

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Chairman

Approved by the Board of County Supervisors
Date: 9-06-06 Initials: ewc