

MINUTES FOR THE WEEKLY MEETING OF THE STEERING COMMITTEE ON MONDAY, APRIL 6TH, 2009 AT 3 PM IN THE COUNTY GOVERNMENT CENTER BOARD ROOM, BUILDING F.

PARTICIPANTS:

MEMBERS PRESENT:

Jack Fraley
Mary Jones
Bill Porter
Julie Leverenz
Chris Henderson
Mark Wenger
Rich Krapf
Vaughn Poller
Tom Tingle

NOT PRESENT:

George Billups
Ruth Larson

STAFF PRESENT:

Tammy Rosario
Ellen Cook
Leanne Reidenbach
Allen Murphy
Steven Hicks
Jason Purse
Luke Vinciguerra
Brian Elmore

I. CALL TO ORDER

Mr. Jack Fraley called the meeting to order at 3:05 p.m. Mr. Vaughn Poller arrived later in the meeting.

II. PUBLIC COMMENT

Mr. Fraley opened the public comment period.

Mr. Robert Richardson, 2786 Lake Powell, stated traffic improvements should be tied to limiting growth. He said incentives for home businesses and catalogue shopping could decrease traffic. He advocated a gas tax for additional road construction.

Mr. Ray Baseley, 4060 South Riverside, asked that the Committee consider making all railroad crossings in the County either underpass or overpass.

Mr. Mike Capolis, 4193 Teakwood, discussed traffic law violations in the County. He discussed speed limit changes and stricter enforcement of traffic laws as an efficient means of managing traffic.

III. MINUTES

A. March 26, 2009 minutes

Mr. Rich Krapf stated he had a correction on page four, paragraph four. Where it states "tension," it should read "dimension."

Mr. Chris Henderson moved for adoption of the minutes as amended, with a second from Mr. Krapf.

In a unanimous voice vote, the minutes were adopted (8-0; Absent: Poller, Billups, Larson).

B. March 30, 2009 minutes

Mr. Henderson moved for adoption of the minutes, with a second from Mr. Krapf.

In a unanimous voice vote, the minutes were adopted (8-0; Absent: Poller, Billups, Larson).

IV. TRANSPORTATION

Mr. Luke Vinciguerra stated that since the last traffic discussion, staff and the consultant have refined traffic projections, analyzed possible congestion points, reviewed possible road widenings, and incorporated possible land use changes into the model. After the consultant's presentation, he will ask the Committee which roads they see as priorities for improvement and which roads are unacceptable to widen for Community Character or other reasons.

Mr. Bill Cashman, URS Corporation, presented his traffic modeling analysis. He first summarized the findings from his previous Steering Committee presentation and noted that some major York County development proposals and the Quarterpath shopping center have been added to the traffic forecast. He stated the build-out analysis does not consider market dynamics. Hill Pleasant Farm was projected to be built out at a density approximate to Stonehouse Commerce Park, as well as built-out according to a transit oriented development in two different scenarios. No model assumed light rail. Changes were made from previous figures based on staff research that retail employment was over-forecasted. Also included in the network was proffered road improvements in Stonehouse, Rochambeau Drive changing to four lanes, and Mooretown Road extended to Croaker Road. The build-out by zoning analysis has not significantly changed since the previous model, while built-out by Comprehensive Plan revisions resulted from various road improvements and the News Road corridor. Various road widenings often affect traffic flow in far-reaching areas of the County. The Hill Pleasant Commerce Park scenario at build-out would attract trips away from Route 199, Monticello Avenue, and News Road.

Mr. Tom Tingle stated the URS's projected build-out population of 176,000 was much higher than several other models reviewed by the Committee.

Mr. Cashman stated the transit-oriented alternative, although it had more development, did not produce a significantly higher trip generation than the commerce park alternative. Most of the additional vehicle trips went directly to York County and the interstate. He noted deficiencies along Longhill Road and various commercial corridors. He stated the model assumes a new employment center at Richmond Road and Rochambeau Drive, creating a redistribution of trips. This model triples current population and doubles employment from the current numbers. Traffic patterns are only a snapshot, and any new center approvals disrupt all of the current patterns. The analysis looked at how efficiently County roads operated under the various build-out scenarios, of which the commerce park scenario most improved traffic flow. The model did not include any redevelopment proposals for the Eastern State hospital property.

Ms. Tammy Rosario stated the model data reflects no further growth on the Eastern State property as it is not the subject of a current land use map application. She said the build-out by Comp Plan model used the most intense development options for low and moderate density residential areas. Where no master plans were in place, staff took guidance from the Comp Plan.

In response to questions, Mr. Cashman explained the gravity model dynamics such that building a commerce park away from existing development would create additional nodes of attraction and pull

traffic away from existing nodes, making a more efficient traffic situation at build-out. He said tourist traffic was included in the model but averaged out over the day. The new Quarterpath development was reflected in the model as well as proposed new roads to service it. He discussed his methodology for deriving the floor-area ratio and development level for the commerce park scenario based on the Stonehouse Commerce Park at build-out. He said the analysis was not suited to any one parcel, but worked well for a macro-analytical evaluation.

Mr. Tingle stated the Crossroads charette and master plan projected future development intensity on Eastern State similar to New Town.

Mr. Cashman stated all land use applications were factored into the projections.

Mr. Tingle stated that a too-high projection of the build-out population could create unrealistic expectations on the County's part.

Mr. Cashman discussed how he arrived at the population estimates using the County's GIS system and list of undevelopable areas. He discussed his priority ranking methodology. He stated Committee members should review the "With Improvements" charts for a list of roads that will likely require substantial improvements.

Mr. Fraley stated the Committee should focus on improving roads on the chart that will require upgrades in any of the scenarios.

Mr. Henderson asked whether the Outer Bypass, eliminated as a new road in the past, would improve traffic.

Ms. Rosario stated development in the Colonial Heritage area precluded any further discussion of a connector road between Centerville and Croaker.

Mr. Fraley stated several other roads would need improvements regardless of the build-out scenario used.

Ms. Julie Leverenz stated that there are alternatives that would be preferable to widening some roads, particularly John Tyler Highway. She said as a member of the Historic Route Five Association, she wants to see the community character preserved, even if the speed limit is lowered. There may be an inconvenience associated with preserving character.

Mr. Fraley stated roads with specific issues, such as John Tyler Highway, Jamestown Road, and News Road, will be identified. He said making road improvements also required evaluating levels of service.

Mr. Vaughn Poller asked at what point do road service levels interfere with public safety.

Ms. Mary Jones stated specific corridor recommendations would allow for better review of proposed future development.

Mr. Fraley stated by-right development would eventually overtax News Rd. He said some roads need their own plan. The Virginia Department of Transportation's new cul-de-sac regulations would not substantially affect these roads.

Mr. Mark Wenger stated there were roads slated for additional lanes where the County did not own the right of way.

Mr. Cashman stated many of the new lanes could be placed either in the existing median or use curb and gutter on the sides of the pavement to reduce the need for right of way.

Mr. Bill Porter stated that instead of either living with congestion or adding lanes, the County could reconsider how it allows development along those roads.

Mr. Fraley stated an additional meeting may be needed to discuss County roads.

Mr. Tingle stated that according to the traffic model, developments in Lightfoot could possibly shift traffic patterns away from John Tyler Highway.

Mr. Fraley stated that some roads will require improvements regardless of the traffic modeling projections.

Mr. Porter stated that according to the model, several New Town intensity developments would be needed around the County to reduce traffic. He said County attitudes on urban nodes would have to change.

Ms. Rosario stated the traffic models were brought before the Committee in order to be refined.

Mr. Cashman stated heavily developed suburban nodes, less intense than New Town, around the County would reduce traffic as well.

Mr. Fraley asked Committee members to review all green-highlighted roads on the "With Improvements" chart and return with recommendations for staff.

Mr. Cashman stated the traffic models will be recalculated based on Committee recommendations whether or not to widen certain roads. He said service levels could change regardless of Committee recommendation.

Mr. Henderson asked if improved connections to failing roads are effective at reducing corridor traffic.

Mr. Cashman stated improved connections can be an effective strategy. He said after the opening of Route 199, use of the Barhamsville interstate exit plunged. He said Jamestown Road's main use was now residents driving to employment centers eastward.

Ms. Rosario stated Committee members could publish their road recommendations to the blog.

Mr. Tingle stated Committee members should be given a simple checklist for their recommendations. He said if the model is continually updated, it can be used to assess large future developments.

Ms. Rosario stated that while the County will have all data related to the model, it will not have access to the modeling software to run future models without using the consultant.

Mr. Cashman stated he believed top five road improvement priorities in the County were Route 60 East, Longhill Road, Centerville Road, Croaker Road, and Route 199. In response to a question from

Mr. Henderson, he said that although a potential above-grade interchange at Route 199 and John Tyler Highway would be an improvement, the Jamestown Road/Route 199 intersection would still be problematic, and potentially offset the gains made by the improvements.

V. LAND USE APPLICATIONS

Ms. Ellen Cook stated two Land Use applications were of sufficient scale to influence the results of the traffic model, with the consultant deciding that the remaining applications were too small to influence traffic patterns. The traffic model does allow the remainder of the applications to be put in context as far as the projected levels of service of the adjacent roads.

Ms. Cook said the Jamestown Yacht Basin and Marina was a new staff application, and that there were updates for several other applications. Staff currently wants feedback from the Committee, with votes scheduled for May 4th.

Ms. Leanne Reidenbach stated the Jamestown Yacht Basin was withheld from previous Committee review due to its inclusion in the Shaping Our Shores master planning process. She said the Board held a work session on the proposal, and after getting Board direction, the basin application is coming before the Steering Committee. The basin is approximately 37 acres and County owned, zoned B-1, and partially designated Mixed Use. Staff proposes redesignation to all Mixed Use, with uses including recreation, water use, retail, and historical and environmental education. She said current designations allow for the marina's use on the property. This application represents the less intense master plan use, although it is flexible.

Ms. Jones stated there were discussions between citizen desires for a low impact use versus the need for the property to be financially viable and more intense.

Mr. Krapf asked if the proposal's language would limit development below normal mixed use densities.

Ms. Reidenbach stated that while there were no specific caps, the language was geared towards smaller-scale uses, similar to Neighborhood Commercial or Community Commercial levels. Residential uses, other than care-taker units, were not included in the language.

Mr. Fraley moved to accept staff's recommendation, with a second from Ms. Leverenz.

In a unanimous voice vote, the Committee approved staff's recommendation (8-0; Absent: Poller, Billups, Larson).

Ms. Reidenbach stated the property owner for Regency Apartments, currently zoned R-5, was requesting consideration for a change from Low Density and Moderate Density Residential to Mixed Use for both parcels. She said based on environmental and site constraint issues, staff was recommending changing only the one parcel from Low Density to Moderate Density. This proposal is a modification to a staff application.

Ms. Jones asked for Committee feedback for adding another Moderate Density area to the already stressed Longhill Road traffic corridor.

Ms. Reidenbach noted that both parcels were already developed as the Regency Apartments development.

After discussion, Mr. Fraley indicated that it was the sense of the Committee that staff's original recommendation was a better option.

Ms. Reidenbach stated Staff #8, Treyburn Drive adjacent to High Street, was being brought back before the Committee after input from City of Williamsburg. The property is currently zoned R-2, designated Low Density Residential, with a Staff proposed change to Neighborhood Commercial. The city recommended redesignating the parcels to Mixed Use. Staff favored office and commercial uses for primary uses of the parcels, while Williamsburg wanted them primarily as multi-family.

After discussion, it was the sense of the Committee was that Mixed Use, with commercial as the primary use, was appropriate for the parcels.

Mr. Henderson stated that residential uses should be limited as secondary, considering tax base issues.

Mr. Jason Purse stated he had an update to Land Use application LU-15-08, with the applicant turning in a recent rezoning application for the property. He said the applicant was requesting 219 acres to be brought inside the Primary Service Area (PSA) through the land use application. The rezoning application would rezone 130 acres, with 65 acres as R-2 and 66 acres as Mixed Use. Ninety acres would remain A-1 as conservation easement. The rezoning application would not raise the population cap of the Colonial Heritage master plan area.

Mr. Fraley stated the application had several environmental benefits, including additional protection of Deer Lake.

Mr. Purse stated the applicant had not changed his original land use application.

Ms. Reidenbach stated Staff #5 Five Forks originally recommended four properties in the Five Forks area to be redesignated from Low Density and Moderate Density Residential to Moderate Density and Mixed Use. The original application was deferred due to citizen interest and the Committee's desire to work with citizen groups. A public meeting was held in early March on the issue, with consensus being the Zooms parcel becoming Mixed Use, and the other parcel on Ironbound/John Tyler parcel changing to Mixed Use with language limiting intensity to the Governor's Grove Master Plan. Citizens had traffic concerns from the parcel adjacent to Clara Byrd changing to Moderate Density Residential. Staff would be amenable to that parcel remaining Low Density.

Ms. Jones stated although the parcel was a good location for affordable housing, there was no citizen support for that measure during this Comp Plan.

Mr. Tingle stated that at some future point, the community will hopefully realize this parcel's potential for positive infill and affordable housing.

Ms. Leverenz stated that although the proposal had good intention, Five Forks does not have enough of a functioning pedestrian system and needs better traffic flow.

Mr. Henderson stated driveways in the parcels should be located as far as possible from the intersection to maximize traffic spacing.

Ms. Reidenbach stated the northern John Tyler Highway parcel fell under the Governor's Grove Master Plan.

Ms. Rosario stated that there have been a number of Five Forks Study implementation efforts, but that not all pedestrian or bicycle capital improvements have been funded yet.

After discussion, it was the sense of the Committee that the alternative scenario with the parcel on Ironbound Road remaining Low Density Residential was preferable, but asked that staff also look into the idea of whether adequate controls could be written into a Mixed Use description for that parcel.

Mr. Purse stated in regard to Staff #9, the Toano Moderate Density area was approximately 35 acres, with staff recommending a redesignation from Moderate Density to Mixed Use. He said the Committee previously recommended redesignating a portion of the area Neighborhood Commercial, another portion Low Density Residential, and the remainder Rural Lands/outside the PSA to retain its community character. Staff wants more guidance from the proposal as it moves forward. One landowner objected to possible removal from the PSA.

Mr. Krapf stated one of the landowners had no issues leaving the PSA, since the Rural Lands designation would create a buffer down Forge Road. He said the proposal added to the rural village character of Toano. One property owner was concerned with the possibility of an intense development next to her horse farm, and felt keeping her property inside the PSA would retain property values.

Mr. Tingle stated he had issues with the shape of the parcels potentially to be designated Neighborhood Commercial, which would force strip development along Richmond Road.

Mr. Purse stated that the small depth of the parcel prevented a lot of buffering. He said the ability to develop would be difficult for anything except a strip development.

Mr. Krapf stated he would visit with affected property owners before the final vote on the parcel.

Mr. Fraley stated he would be averse to pulling any property out of the PSA without support from the property owner.

Mr. Purse stated this area would be a poor location for a rail stop in Toano due to the topography.

Ms. Cook stated staff was seeking additional input from the Committee regarding the proposed Economic Opportunity (EO) designation. She said staff had forwarded Mr. Tingle's ideas, researched nearby localities, and studied the three properties under consideration. Staff recommended the Hazelwood Holdings property be accommodating through a modified Mixed Use designation. Aspects of the EO designation did not appear to apply strongly to the Taylor Farm. Staff found EO proposals for Hill Pleasant Farm were similar to the existing Mixed Use description. Taylor Farm and Hill Pleasant Farm were included in the traffic modeling.

Mr. Tingle stated his reasoning for a new designation, as opposed to modified Mixed Use, was the public feels Mixed Use is over-used and vague, and that any type of development can be adjusted to fit Mixed Use language. He said EO provides a long-term outlook for the property, recognizing it as appropriate to hold onto for an ideal development with regional master planning. Mixed Use with modified language did not distinguish the property strongly enough.

Mr. Porter stated EO designation would allow parcels to be developed with an appropriate timing.

Mr. Tingle asked about the effects of placing existing single family homes in an EO designation.

Ms. Cook stated that staff would look into examples of single family homes in or adjacent to Mixed Use designations. She noted that once a designation changes, expectations about what can or should occur on parcels within that area also changes.

Mr. Krapf asked whether all property owners for the potential EO designation area had been notified.

Ms. Cook stated adjacent property owners were not notified of possible EO designation, only the original Land Use application, as staff had not been sure of the Committee's inclinations as to the extent of the area.

Mr. Fraley stated the Mixed Use definition had been extended beyond citizen comprehension. He said an EO designation focuses on properties with income producing potential.

Mr. Krapf stated that although he supported Hill Pleasant Farm as EO, he wanted additional information before deciding on the other two properties (Taylor and Hazelwood), and whether or not to automatically include EO in the PSA. He said he supported Norge's exclusion from the EO designation.

Mr. Henderson stated he would support the designation as distinct from Mixed Use, which would put more emphasis on significant non-residential economic development on a site. He said the designation should include as many parcels as possible to magnify the area's potential.

Ms. Leverenz questioned the ability of homeowners to sell homes designated EO.

Mr. Tingle stated that including the designated area in the PSA allows for the County to plan infrastructure for sites.

Mr. Porter stated included EO zones inside the PSA would make it too easy for residential development.

Mr. Fraley stated the Committee was interested in further pursuing the EO designation.

Mr. Allen Murphy stated staff would like additional guidance from the Committee on the PSA issue in EO zones.

Ms. Leverenz stated that although she did not want the EO zones included in the PSA, their language could include commitments from the County to partner on utilities.

Mr. Wenger stated he was more comfortable with modified Mixed Use designations than EO. He said the size of the undertaking would require a public/private partnership. Homeowners would be wary of the designation. The Croaker corridor should be developed as intensely as possible.

Ms. Jones stated that bringing the parcel inside of the PSA illustrates County seriousness about developing the property.

Mr. Porter stated leaving EO zones outside the PSA would give the County an additional negotiating tool. He said based off of experiences with Monticello Avenue, there would be little chance of giving the EO designation its own special taxing district.

Mr. Steven Hicks stated funds are available to perform a corridor location study on Mooretown Road. He said the PSA inclusion should be a part of the package.

Mr. Fraley stated that although the two traffic models vary little on traffic impacts, their impact on employment and population is significant. He said the EO designation is intended as high employment centers. The Committee supported use of the transit-orient development for future traffic modeling. The Committee will continue to review the EO designation and PSA boundaries.

VI. PUBLIC COMMENT

Mr. Fraley opened the public comment session.

There being none, Mr. Fraley closed the public comment session.

VII. ADJOURNMENT

Mr. Krapf moved at adjourn, with a second from Mr. Krapf.

The meeting was adjourned at 6:30p.m.

Mr. Jack Fraley, Chair