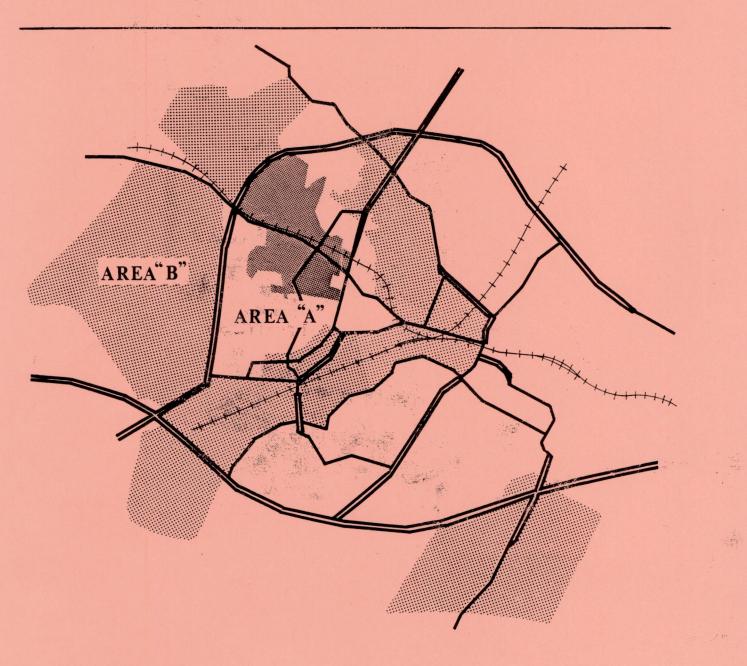
Replaced w/ 6-10-15 LEWIS MOUNTAIN-UNIVERSITY HEIGHTS Comp. NEIGHBORHOOD STUDY



Prepared by the

Charlottesville Department of Community Development and the Albemarle County Department of Planning and Community Development

for the

Planning and Coordination Council of the City of Charlottesville, County of Albemarle, and University of Virginia

as adopted by the

Planning and Coordination Council Policy Committee

October, 1989

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EXECUTIVE SUMMARY

A. GENERAL SITUATION

The Lewis Mountain-University Heights neighborhood is a half-square-mile area situated at the City's western gateway astride U.S. Route 250. Largely residential with a commercial strip along U.S. 250, it is surrounded on three sides by major functions of the University of Virginia. Its location makes it a popular student residential area, a crossroads for circulation among University facilities, and an arterial traffic conduit. The principal planning issues fall into four categories:

- 1. **Population and Housing Mix:** high student population (43%); predominance of rental housing units (85%).
- 2. **Circulation:** Major road deficiencies; inadequate transit and accommodation of pedestrians and bicycles.
- 3. Environment: Storm drainage problems along Emmet Street; visual amenity of the Ivy Road corridor; preservation of existing environmentally and historically significant areas.
- 4. Growth Pressures: On-going development in County sector; potential University expansion.
- B. SUMMARY OF RECOMMENDATIONS (See discussion on page 42)
 - 1. Carefully evaluate impacts of any development of the Universityowned Massie property and the St. Anne's School site on Ivy Road.
 - 2. Change "public/semi-public" land use designations in the Albemarle County Land Use Plan to appropriate residential uses; protect historic/natural features in development of the "Midmont" property.
 - 3. Reduce rental housing pressure through more student housing on University grounds.
 - 4. Make major improvements to Ivy and Old Ivy Roads.
 - 5. Extend sidewalk network and street crossing controls.
 - 6. Expand access to public and University transit services.
 - 7. Explore biking, jogging, and pedestrian alternatives for the railroad right-of-way if the CSX railroad abandons it.
 - 8. Work jointly to eliminate drainage problems.
 - 9. Build Lewis Mountain water storage tank and interconnect the South Rivanna and Observatory water transmission lines.
 - 10. Protect natural features in future development.
 - 11. Establish urban design standards for the Ivy Road corridor.

I. INTRODUCTION

A. BACKGROUND

In an effort to promote cooperation in planning and development efforts, the City of Charlottesville, Albemarle County and the University of Virginia established the Planning and Coordination Council (PACC) in 1986. One task of the Council is to coordinate the development of neighborhood plans in "Area B," a zone adjacent to the University established by a joint memorandum of understanding adopted by the three jurisdictions (see Map A). The "Lewis Mountain-University Heights Neighborhood Study" is one of eight neighborhood studies to be undertaken as part of that cooperative agreement.

B. GENERAL CONDITIONS

The Lewis Mountain-University Heights neighborhood is a largely residential area-single-family in the east and multi-family in the west--traversed by a business and retail commercial strip along U.S. Route 250/Ivy Road. The eastern sector lies within the City of Charlottesville and is a mature urban area with a scattering of vacant developable property. The western sector, lying in Albemarle County, has developed comparatively recently and contains most of the study area's developable land. The neighborhood is embraced by the University on three sides: a major sports arena and commuter parking facilities lie immediately to the north, with housing and academic complexes beyond; to the east are academic, administrative, housing and athletic facilities; and to the south, academic, research, housing and support centers. Beyond part of the study area's western boundary lie University land holdings as yet undeveloped.

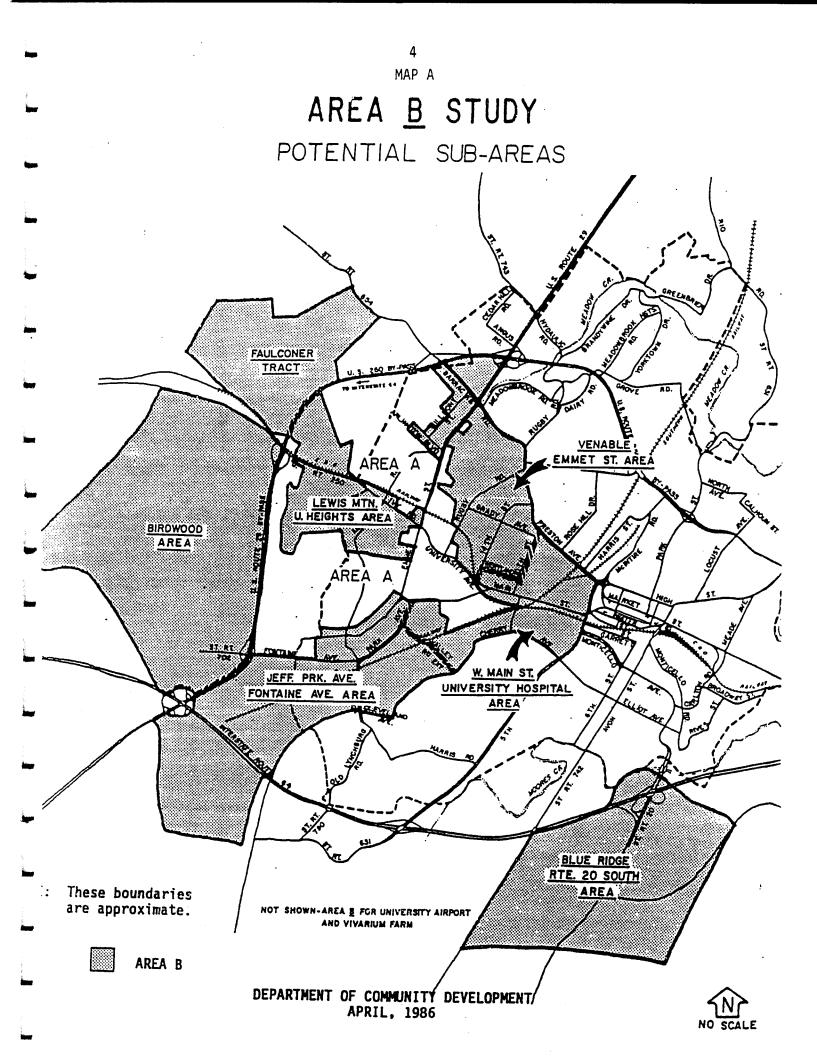
C. PURPOSE OF THE STUDY

The overall purpose of the study has been stated as follows:

- 1. To assess current and past conditions and the potential for change in the Lewis Mountain-University Heights area.
- 2. To produce an analysis of specific areas of concern in the area.
- 3. To assist the Planning and Coordination Council, the Charlottesville Planning Commission, the Albemarle County Planning Commission and the University of Virginia Master Planning Council in developing a plan for the area.
- 4. To work with other parties involved in the planning process, including residents, property owners, neighborhood associations, community and business leaders, as part of a neighborhood study advisory committee.

D. PRINCIPAL AREAS OF CONCERN

The neighborhood's strategic location makes it a crossroads for travel to, from, and between University facilities and a very popular residential location for students. Its equilibrium is especially sensitive to a variety of forces for change--internal prospects for growth as well as external pressures associated with potential University expansion. This study focuses



II. POPULATION

A. Growth

The current population of the study area is estimated by City and County planning departments to be approximately 3,000 people, two-thirds of whom live in the County sector. Projections for 1990 predict a population increase of 37% over 1980 in the study area, with the following two decades seeing a further increase of 40% over the 1990 figure. The County sector is expected to account for all of the growth (see Table 1). The population shift towards the County sector is represented in percentage terms in Table 2.

Table 1: STUDY AREA POPULATION

	Census 1980	Estimate 1986	1990	-Projection 2000	n 2010
City sector	921	1,040	1,040	1,040	1,040
County sector	1,501	2,034	2,271	2,852	3,580
TOTAL	2,422	3,070	3,311	3,892	4,620

SOURCE: City of Charlottesville Department of Community Development, County of Albemarle Department of Planning and Community Development, and U.S. Census (1980)

Table	2:	POPULATION	0F	CITY	AND	COUNTY	SECTORS
	AS	A PERCENTAGE	E OF	TOTA	L ST	FUDY AF	REA

	Census 1980	Estimate 1986	1990	Projectior 2000	2010
City sector	38.0	33.8	31.4	26.7	22.5
County sector	62.0	66.2	68.6	73.3	77.5

SOURCE: City of Charlottesville Department of Community Development, County of Albemarle Department of Planning and Community Development, and U.S. Censum (1980)

B. <u>Characteristics</u>

Selected characteristics of the population, drawn from 1980 U.S. Census data, are detailed in Table 3. More up-to-date data will not be available until the 1990 Census.

Because of the area's high student population, median age is significantly lower than for the respective jurisdictions. In the 1980 Census, median age in

C. Income and Poverty Status

Table 5 gives income and poverty status information derived from 1980 Census data, comparing the respective sectors with the City and County as a whole. The apparent sector extremes--higher income yet also higher poverty--are attributable to the skewing effect of a high student population. (In addition to students residing in off-grounds housing, the population base for City statistics included 250 persons residing in University dormitories situated in the Lewis Mountain neighborhood.)

Information shown for the County sector reflects data for the larger Census Block Group which encompasses the sector and some adjacent areas; therefore, figures may not be entirely representative of the sector alone. Given the high student population, one would expect the median household income to be lower and the percent below poverty level to be higher.

	City Sector	All City	County Sector	All County
Median household income	\$17,039	\$13,942	\$21,643	\$17,808
Median family income	\$32,803	\$19,115	\$20,114	\$20,554
% of population below poverty level	28.5%	21.0%	12.0%	9.8%

Table 5: INCOME AND POVERTY STATUS (1980 Census)

SOURCE: U.S. Census (1980)

III. EMPLOYMENT

According to City and County planning department estimates, there are 809 jobs in the study area, 89% of them in the trade (retail and wholesale) and service sectors. Employment opportunities are expected to increase by nearly half by the year 2010, with 83% of the growth concentrated in the City sector (see Table 6). The City sector projection is based on the area of B-2 zoning north of Ivy Road. An undeveloped, University-owned parcel constitutes 38% of that zoning area and is expected to account for most of the employment growth.

A breakdown of current jobs by employment categories is given in Table 7. It is noteworthy that, despite the high student population of the study area, indigenous jobs do not appear to be especially oriented to student employment. The number and variety of jobs also suggest that employment opportunities probably attract a substantial number of workers from outside the study area.

	1986 est	2010 proj
City Sector	645	1,017
County Sector	164	241
Study Area	809	1,258

Table 6: JOBS IN STUDY AREA (1988)

SOURCE: City of Charlottesville Department of Community Development and County of Albemarle Department of Planning and Community Development

Table 7: JOBS BY TYPE (1988)

	City Sector	County Sector	Study Area
Agricultural		4	4
Contract Construction	18	-	18
Transportation	14	-	14
Trade	287	126	413
Finance	4	12	16
Services	284	22	306
Unclassified	38	-	38
TOTAL	645	164	809

SOURCE: City of Charlottesville Department of Community Development and County of Albemarle Department of Planning and Community Development

IV. HOUSING

A. Number and Type of Units

Since 1980, the study area has seen a 17% increase in dwelling units, in both the City and County sectors (see Table 8). Multi-family apartment units account for the bulk of the increase, as indicated in Table 9. Further multi-family development--University Village, a 260-unit townhouse/condominium retirement complex--is currently under way in the County sector.

Table 8:	NUMBER OF	DWELLING	UNITS
----------	-----------	----------	-------

• •	City Sector	% of Total	County Sector	% ∘of Total	Study Area
1980 Census	297	(25%)	868	(75%)	1,165
1986 Estimate	347	(25%)	1,016	(75%)	1,363

SOURCE: City of Charlottesville Department of Community Development, County of Albemarle Department of Planning and Community Development, and U.S. Census (1980)

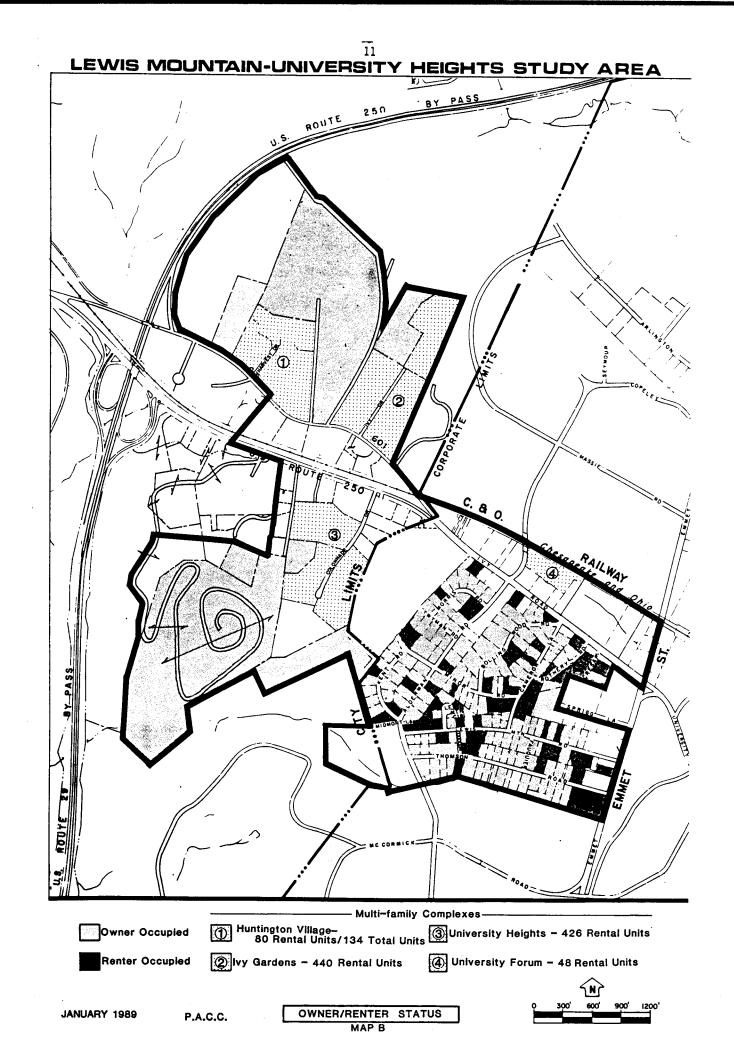
Table 9: TYPES OF DWELLING UNITS

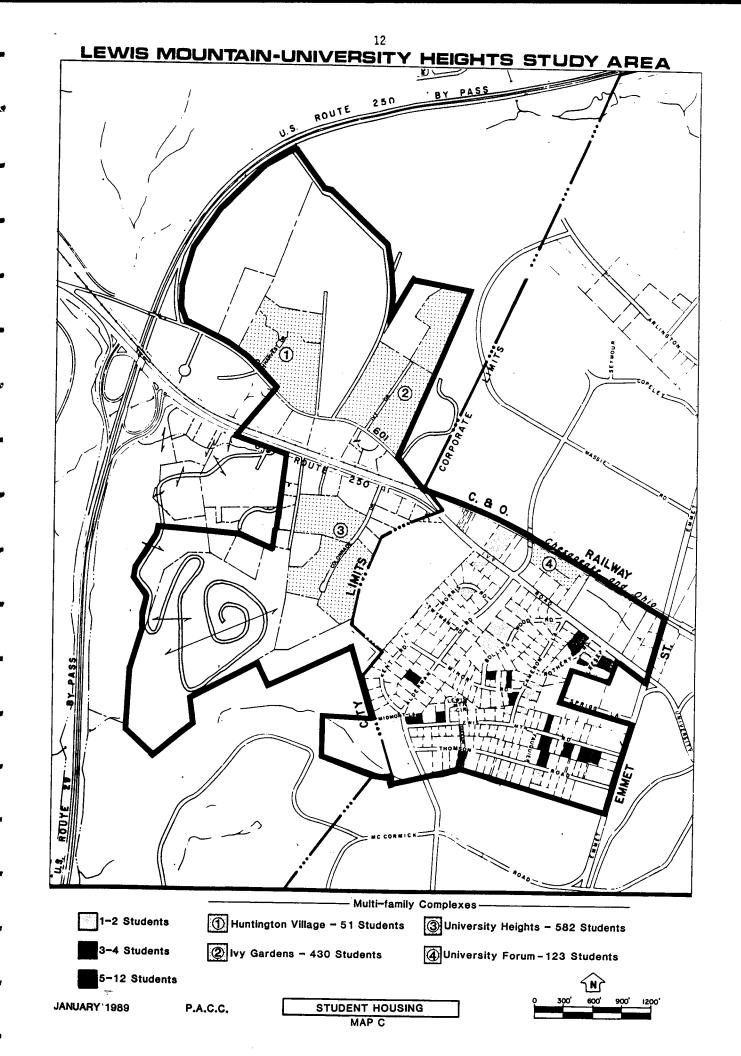
	City Sector	% of Units	County Sector	% of Units	Study Area	% of Units
Single Family Residences	167	(48%)	9	(1%)	176	(13%)
Single Family Attached (Townhouse, Duplex <u>)</u>	80	(23%)	134	(13%)	214	(16%)
Multi-Family (Apartments)	100	(29%)	873	(86%)	973	(71%)
TOTAL UNITS	347	(100%)	1,016	(100%)	1,363	(100%)
SOURCE: City of Charlottesville Departmen	t of Community	Development and				

COURCE: City of Charlottesville Department of Community Development and County of Albemarle Department of Planning and Community Development

B. <u>Owner/Renter Ratio</u>

The current owner/renter balance is shown in Table 10. Almost all of the housing in the County sector is rental units and has been ever since the major apartment complexes were built there in the 1970's and 1980's. This accounts for the high percentage of renters there. Table 11 reflects the trend in





C. <u>Tenure</u>

Current information on tenure of housing occupants is not available. Data derived from the 1980 Census is presented in Table 12 for reference. The high student population probably accounts for the high turnover of rental units--more than half turn over annually.

Table 12: RESIDENCE TENURE (1980 Census)

<u>Owner-Occupant</u>					
	City Sector	County Sector	Study Area		
One year or less	11%	-	10%		
2-5 years	9%	-	8%		
6-10 years	25%	100%	31%		
More than 10 years	55%	-	51%		

	.City Sector	County Sector	Study Area
One year or less	57%	56%	56%
2-5 years	38%	36%	36%
6-10 years	-	6%	5%
More than 10 years	5%	2%	2%

SOURCE: U.S. Cansus (1980)

D. Age and Condition

Of the housing in the City sector, 77% was built prior to 1960, the bulk of it during the 1950's. The 48-unit University Forum apartment complex, built in 1983, accounts for 60% of the more recent housing. Two-thirds of all housing units were found to be in "good" or "excellent" condition during the 1987 biennial survey by the City. The rest were "average," except for one singlefamily residence rated "poor." None were described as "deteriorated."

V. LAND USE

A. <u>Existing Land Use Analysis</u>

Existing land use in the study area is depicted on Map D and broken down in Table 15. Approximately two-thirds of the study area is devoted to residential uses--somewhat more in the County sector and somewhat less in the City sector. The larger County percentage is attributable to the statistical influence of a few very large single-family properties. Commercial and office uses constitute 7.2%, with the City sector having the larger share. Other categories of use are confined to the City sector, where 28.6% of the land is devoted to educational and cultural/public uses. The County sector has 85% of the study area's vacant land.

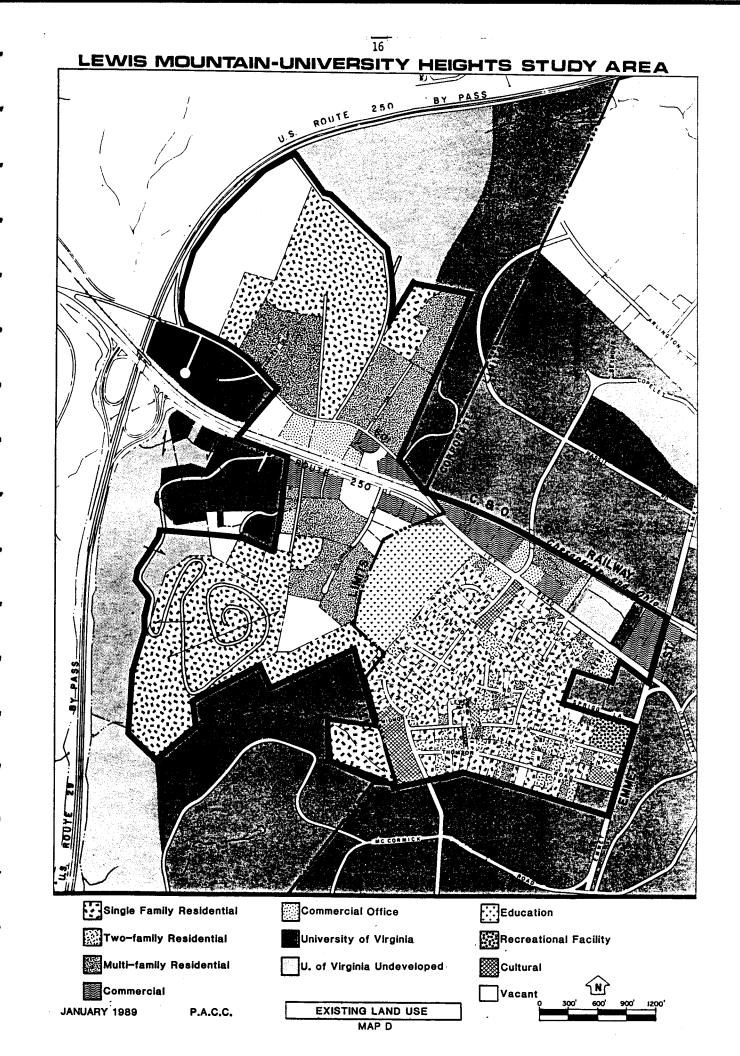
Туре	City Se Acres	ctor %	County Acres	Sector %	Study Acres	v Area %
Residential		- ·				
Single-Family Two-Family Multi-Family	56.31 12.44 <u>5.04</u>	43.5 9.6 <u>3.9</u>	98.96 <u>-</u> <u>46.98</u>	48.8 	155.27 12.44 <u>52.02</u>	46.7 3.7 <u>15.7</u>
Total Res	73.79	57.0	145.94	71.9	219.73	66.1
Commercial	7.24	5.6	6.55	3.2	13.79	4.1
Office	3.61	2.8	6.74	3.3	10.35	3.1
Educational	28.81*	22.3	-	-	28.81	8.7
Cultural/Public	8.22**	6.3	-	-	8.22	2.5
Vacant	7.75	6.0	43.63	21.5	51.38	15.5
TOTAL	129.42	100.0	202.86	99.9	332.28	100.0

Table 15: EXISTING LAND USE

*The only community educational use is the private St. Anne's-Belfield School. Figure includes properties owned by the University of Virginia, such as Lambeth Hall and the University Press, and property associated with the University, such as Alumni Hall.

**All are church properties.

SOURCE: City of Charlottesville Department of Community Development and County of Albemarle Department of Planning and Community Development



B. <u>Zoning Analysis</u>

Land in the study area is zoned for either residential or commercial use; there is no industrially zoned property. Current zoning is depicted on Map E and broken down by general category in Table 16. Considerably more land is zoned for residential use than currently used. This is due to the large percentage of allowable alternative uses (primarily educational and cultural/public) in City residential zones and the amount of residentially zoned property in the County that is presently vacant.

The City and County zoning ordinances do not use comparable classifications under the residential and commercial categories. A statistical breakdown by classification for the respective jurisdictions is provided in the following section dealing with development potential.

Table 16: CURRENT ZONING

Туре	City S Acres	ector %	County Acres	Sector %	Study Acres	Area %
Residential	108.17	83.6	185.30	91.3	293.47	88.3
Commercial	21.25	16.4	17.56	8.7	38.81	11.7
TOTAL	129.42	100.0	202.86	100.0	332.28	100.0

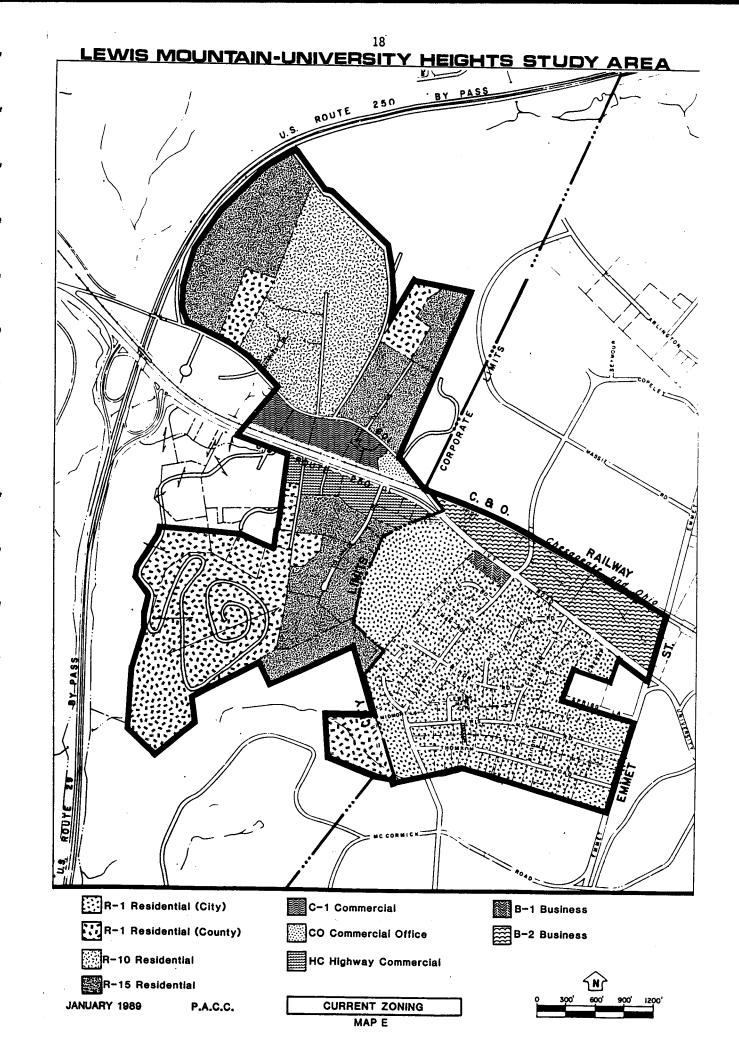
COURCE: City of Charlottesville Department of Community Development and County of Albemarie Department of Planning and Community Development

C. <u>Development Potential under Existing Zoning</u>

<u>City</u> <u>Sector</u>: A breakdown of developed and developable land is given in Table 17; percentages are of total land in the sector. A breakdown by percentage of the classification is given in Table 18. All developable land is depicted on Map F as vacant or underdeveloped.

The largest residentially-zoned parcel is the 21-acre property on Ivy Road occupied by St. Anne's-Belfield School. Approximately one-half of this parcel was estimated to be underutilized in a recent study by the City's Department of Community Development. Under R-1 zoning, the underutilized acreage could accommodate as many as 40 single-family homes, or a planned unit development with a special permit. However, school officials do not foresee any change from existing land use other than possible expansion of some of the existing school facilities. Scattered throughout the City sector are seven vacant parcels suitable for single-family homes, ranging in size from 9,578 to 20,064 square feet; the average size is 14,743 square feet (one-third of an acre). Most of the vacant parcels belong to owners of adjoining property and are used as yard/garden extensions.

Business-zoned property within the City sector has all been developed, with the exception of two adjoining University-owned parcels on the north side of Ivy Road--one vacant (known as the Massie property) and the other underdeveloped (Virginia Foundation for the Humanities)--totalling 7.51 acres. A dormitory is being considered for the Massie property.



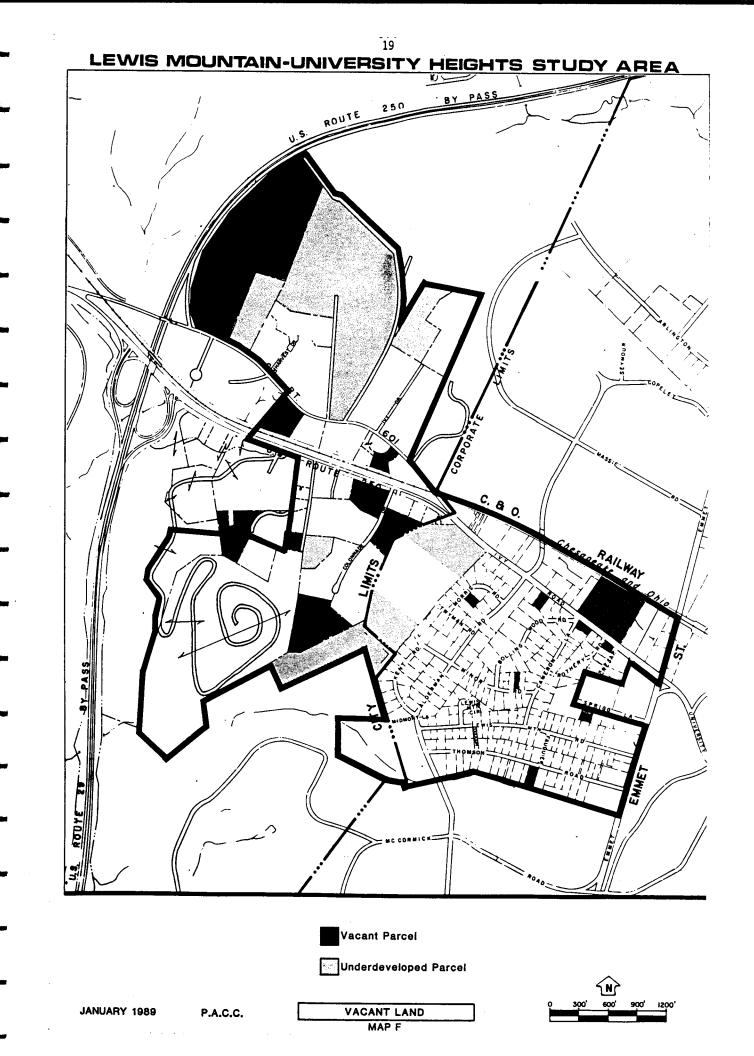


Table 17: LAND DEVELOPMENT STATUS - CITY SECTOR

(Breakdown by Percentage of Total Land)

Class*	Total Acres	Developed	Underdeveloped	Vacant
R-1	108.17 (83.6%)	84.68 (65.4%)	21.09 (16.3%)	2.40 (1.9%)
B-1	1.39 (1.1%)	1.39 (1.1%)	0.00	0.00
B-2	19.86 (15.3%)	12.35 (9.5%)	2.16 (1.7%)	5.35 (4.1%)
TOTAL	129.42 (100.0%)	98.42 (76.0%)	23.25 (18.0%)	7.75 (6.0%)

*Definitions:

R-1 = single family residential

B-1 = service-type business and office, normally open during the day only B-2 = neighborhood commercial business

SOURCE: City of Charlottesville Department of Community Development

Table 18: LAND DEVELOPMENT STATUS - CITY SECTOR

(Breakdown by Percentage of Available Acres in Classification)

Class	Developed	Underdeveloped	Vacant
Residential (All R-1)	78.3%	19.5%	2.2%
B-1	100.0%	-	
B-2	62.2%	10.9%	27.0%
All Business	64.7%	10.2%	25.2%

SOURCE: City of Charlottesville Department of Community Development

<u>County Sector</u>: The County sector has 95.55 acres of developable land, depicted on Map F as vacant or underdeveloped. A breakdown by classification is given in Tables 19 and 20.

Class **Underdeveloped** Developed Vacant 76.1% R-1 18.5% 5.4% R-10 28.8% 71.2% 44.4% 8.0% R-15 47.6% 27.7% Residential 51.5% 20.8% C-1 71.4% 28.6% CO 100.0% 33.7% HC 66.3%

Table 20: LAND DEVELOPMENT STATUS - COUNTY SECTOR (Breakdown by Percentage of Available Acres in Classification)

SOURCE: County of Albemarle Department of Planning and Community Development

70.8%

D. Land Use Plan Analysis

Commercial

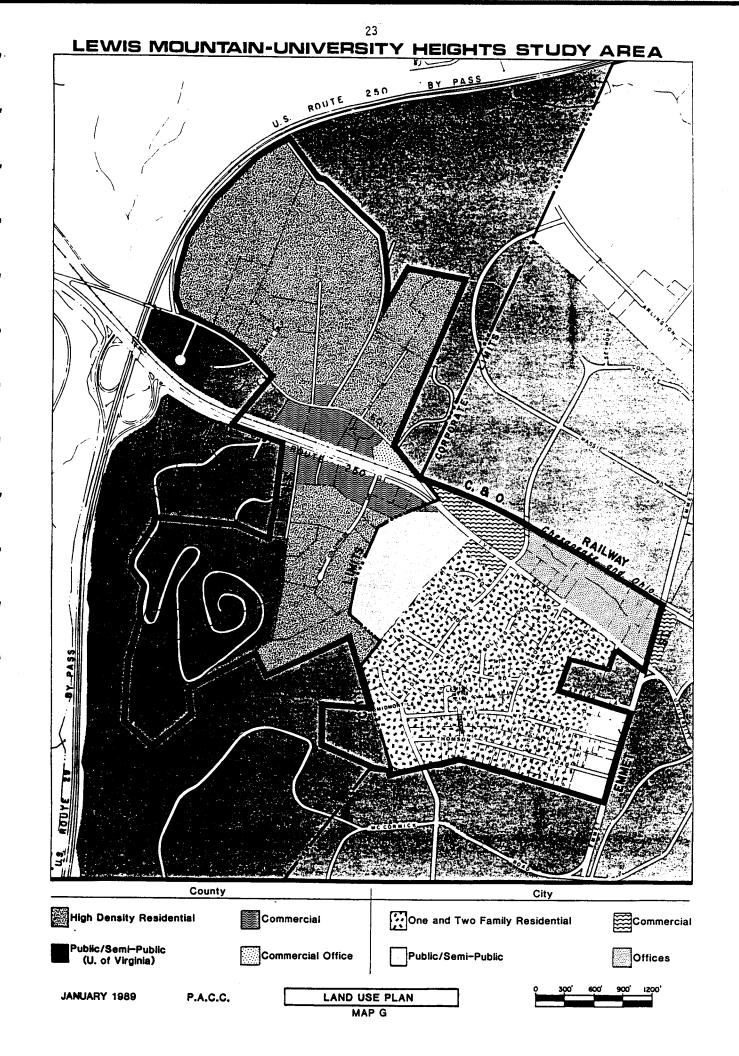
The comprehensive plans of both jurisdictions envisage future land use that generally parallels existing use and zoning, in type if not intensity.

29.2%

The City's Land Use Plan calls for the Lewis Mountain-Alderman Road neighborhood to remain low-density (one- and two-family) residential in character. As at present, its fringes would be devoted to institutional uses on the west (St. Anne's-Belfield School) and east (University-related) and commercial uses along the Ivy Road corridor on the north. For the commercial area north of Ivy Road between Copeley Road and Emmet Street, the Plan calls for less intensive business use than now exists or is permitted by current zoning. However, the general proportions of residential, commercial, and public/semi-public land uses remain unchanged. Planners foresee significant change in population or number of dwelling units in the City portion of the study area.

The County's Land Use Plan also retains much the same residential/commercial ratio as current zoning provides. However, two significant departures from existing land use and zoning are projected: all residential property would be high density, and the low density residential parcels abutting University property in the southwest corner of the study area have been designated for University use. There are 86.36 currently underdeveloped/vacant acres shown as residential on the County's Plan. Developed to high density levels of 15 dwelling units per acre and 1.93 persons per household, these parcels could theoretically add 1,295 dwelling units and 2,499 people to the County sector. This is unlikely to occur. Development of the largest parcel--University Village's 33.4 acres--is already under way at a medium density of 7.7 dwelling units per acre.

Land use projected for the study area and immediate vicinity by the current City and County comprehensive plans is depicted on Map G.



VI. PUBLIC FACILITIES

A. <u>Water and Sewer</u>

Throughout the study area, it is anticipated there will be adequate water and sanitary sewer service for existing and proposed development. The Albemarle County Service Authority is planning a 500,000-gallon water storage tank at the south end of Colonnade Drive, which will improve water pressure in the western neighborhoods of the City and adjacent County areas. The project is expected to be completed within five years and will be financed with developer contributions along with City and ACSA funds. The site plan reserves enough room for a second tank if it is needed in the future.

B. <u>Storm</u> <u>Drainage</u>

Undersized pipes are blamed for occasional drainage problems in the City sector during heavy rains. During the past year the most severe flooding has occurred along the west side of Emmet Street: the Emmet Street-Ivy Road intersection and the Cavalier Inn property, by water draining from University grounds to the southeast; Wesley Memorial Methodist Church at the northwest corner of Emmet Street and Thomson Road; and the Dell, a University recreation area abutting study area properties on the south side of Thomson Road near Emmet Street (see Map K, Environmental and Preservation Aspects section). Correction of the problem would require replacement of the pipes through the Capital Improvement Program at a potential cost of \$500,000 to \$600,000, according to the City Engineer.

Isolated runoff problems elsewhere in the Lewis Mountain-Alderman Road area have been investigated by City authorities, primarily at the Bollingwood Road-Minor Road intersection and the east end of Thomson Road. Proposed remedies involve installation of curbing or higher sidewalks and could be undertaken through the City's Neighborhood Drainage Program whereby the cost is shared by the property owner and the City.

One serious, recurring drainage problem exists in the County sector of the study area: during heavy rains, Old Ivy Road floods near its eastern terminus at the railroad overpass. Remedying this problem needs to be incorporated in highway improvements at that location.

C. <u>Sidewalks</u>

In the City sector, 44% of the land parcels have sidewalks along street frontage. Continuous sidewalk on one or both sides of the street exists only along the major thoroughfares--Ivy Road, Emmet Street, and Alderman Road (although there are sidewalk gaps on both sides of Ivy Road). Sidewalks extend from Emmet Street into the neighborhood for a short distance along Sprigg Lane and Thomson Road and for two-thirds the length of Lewis Mountain Road. The City's 1987 field survey found 88% of existing sidewalks in good condition and the remainder poor.

In the County sector, sidewalks exist only along both sides of Colonnade Drive serving University Heights; they are in good condition. There are no sidewalks along the two major traffic arteries, Route 250 and Old Ivy Road.

VII. TRANSPORTATION

Transportation issues are of primary concern. Major traffic arteries pass through the study area, which serves as one of the City's main entries as well as the crossroads of the University's sprawling grounds. In addition, the study area is home to more than 1,400 University students, faculty and staff, who travel frequently between the study area and Grounds by automobile, bus, bicycle, and foot. Growth in the County sector will add to the traffic burden, as would expansion of University facilities adjacent to the study area. Principal transportation issues are described below.

A. <u>Street and Highway Traffic</u>

<u>Volume</u>: The major traffic arteries carry a high volume of traffic through the study area. Average Daily Traffic (ADT) counts by the Virginia Department of Transportation at monitoring stations relevant to the study area are shown on Map H and in Table 22. Some of the year-to-year fluctuation indicated in Table 22 is attributable to variation in the dates of the counts (i.e., whether or not the University was in session).

Property development in the County sector and expansion of nearby University facilities will undoubtedly increase traffic on all major roads in the study area. The principal known future traffic generators include residential development north of Old Ivy Road, commercial development on the south side of Route 250, and expansion of the University athletic complex around University Hall just north of the study area. In addition, the University's science and research facilities are concentrated immediately south of the study area and have Alderman Road as a primary access route. Expansion of this complex, while not projected imminently, is envisioned in the future.

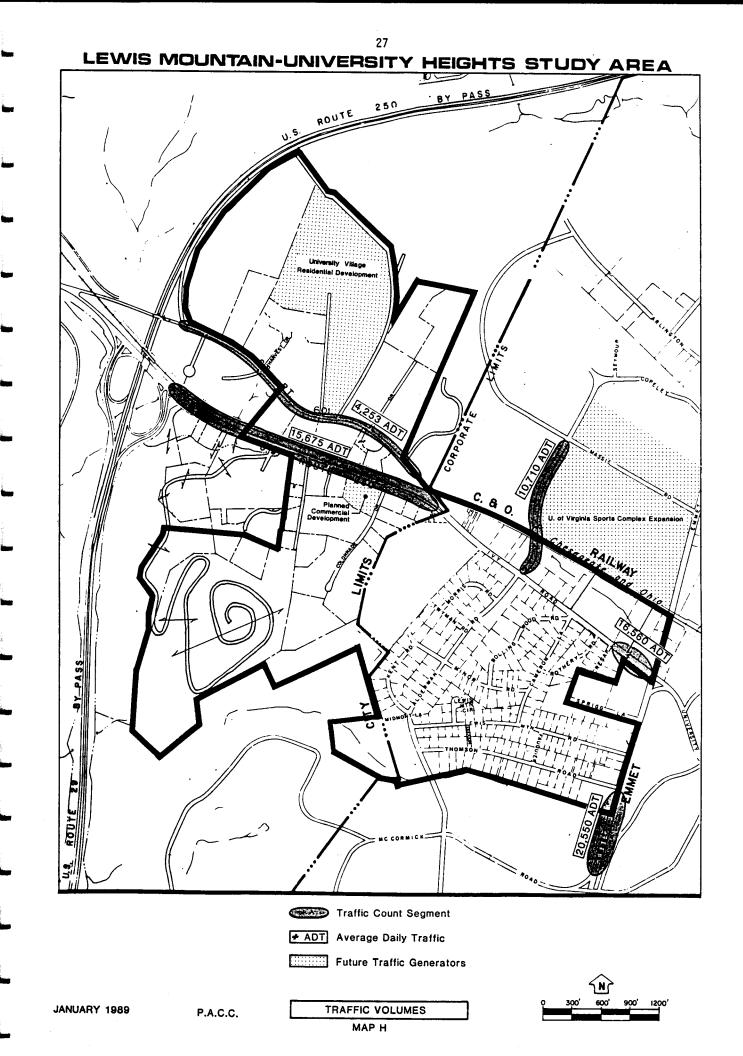
Another factor that could impact traffic volume in the Ivy Road corridor is the final decision on location of a possible new by-pass for U.S. Route 29. The three "near western" route options all have their southern terminus at the present intersection of Route 250 (Ivy Road) and the Route 250 By-pass. If any of the western options is built, it can be anticipated that much of the City-bound traffic from the north will enter the City via Ivy Road rather than Emmet Street (Business Route 29) as at present.

YEAR	ROUTE 250 (By-pass to City Limit)	OLD IVY ROAD (By-pass to Ivy Rd)	IVY ROAD (Cresap to Emmet)	COPELEY ROAD (Ivy to Massie)	EMMET STREET (Thomson to McCormick)
1988	*	*	16,560	10,710	20,550
1987	15,675	-	-	10,710	20,550
1986	15,835	4,253	17,010	8,270	- **
1985	15,095	-	-	0,270	
1984	14,515	4,011	14,670	8,860	-
1983	13,820	-	14,070	0,000	26,100
1982	12,125	2,950	12,380	7,750	- 18,740

Table 22: AVERAGE DAILY TRAFFIC COUNTS

*Counts performed but results not available until early 1989. **No results due to counter malfunction.

SOURCE: Virginia Department of Transportation



<u>Impediments</u>: Several deficiencies in the existing road system serve to impede the flow of traffic and reduce safety (see Map I).

- The abutments supporting the railroad overpass on Old Ivy Road leave a very narrow, hazardous opening for the passage of traffic.

- A similar overpass at the northeast corner of the study area restricts Emmet Street to its present three-lane width. Less than 1,000 feet to the north it is a four-lane boulevard.

- The acute angle of intersection between Old Ivy Road (at both ends) with Ivy Road/Route 250 makes vehicle movements between the two extremely hazardous. Left turns from the west end of Old Ivy Road onto Route 250 are prohibited, reducing travel route options.

- Eastbound traffic on Old Ivy Road is impeded by left-turning vehicles attempting to access the residential complexes on the north side of the road. Left turn lanes at the major access roads would alleviate the problem.

- Inadequate/nonexistent shoulders along both sides of Old Ivy Road reduce roadway safety and sight distance.

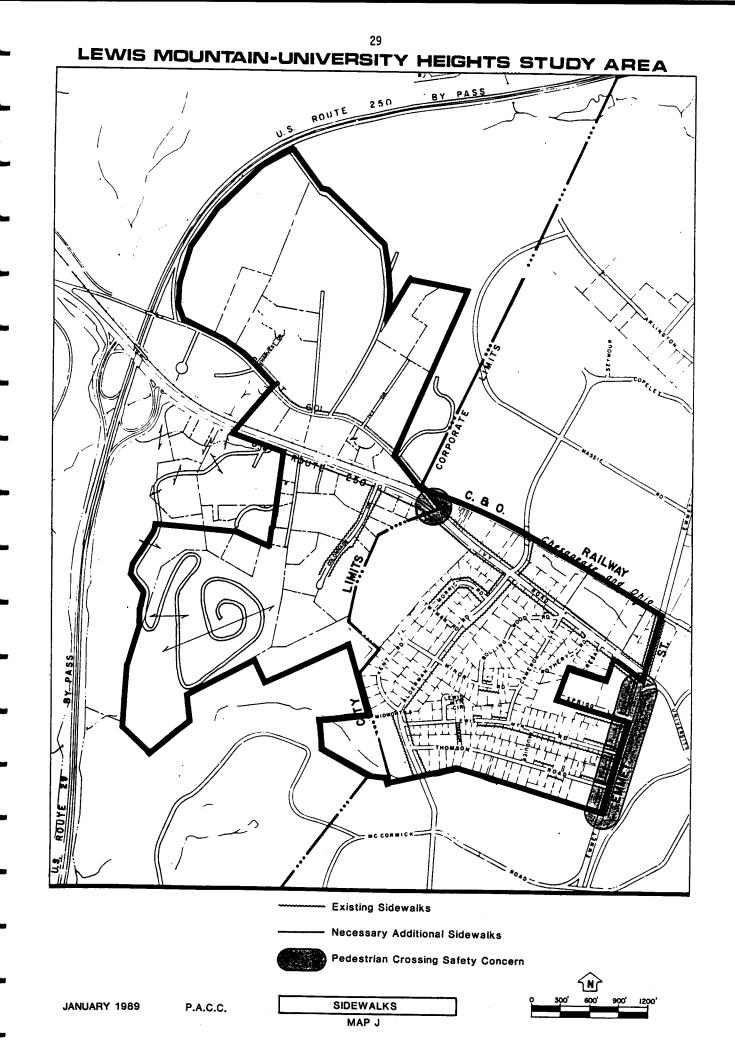
- There are excessive curb cuts providing access to commercial activities along the north side of Ivy Road between Copeley Road and Old Ivy Road. Restricting roadway entry and exit to fewer collective access points would improve traffic flow.

- Night lighting along the built-up stretches of Ivy Road/Route 250 and Old Ivy Road is inadequate to nonexistent.

Major needed improvements to the east-west traffic corridor have previously been identified. Based on traffic volume predictions, the Charlottesville Area Transportation Study's <u>Year 2000 Transportation Plan</u> calls for widening Ivy Road/Route 250 to four lanes from Emmet Street to the By-pass (and beyond). A recent County study suggested various measures for Old Ivy Road, including conversion to one-way traffic westbound, shoulder improvements, and a raised traffic channelization island at the Ivy Road-Old Ivy Road intersection to clarify movement patterns. The County's Six-Year Secondary Road Plan includes a request for a State study of spot improvements to Old Ivy Road as well as the Ivy Road intersection and the railroad overpass.

<u>Parking</u>: On-street parking has long been a concern in the City sector because of its proximity to University facilities. Inadequate off-street parking for residents is due primarily to non-conformance which pre-dates the zoning ordinance and is therefore "grandfathered." Permit parking, introduced about 10 years ago, has done much to alleviate intrusion by University commuters, as has the park-and-ride concept of the University parking system and transit service. The university provides reserved and student storage parking on University property adjacent to Alumni Hall between Sprigg Lane and Lewis Mountain Road.

In the County sector, parking in conformance with land use requirements has been provided in conjunction with development.



B. <u>Pedestrian and Bicycle Traffic</u>

The study area's high student population and proximity to the University grounds generate considerable pedestrian and bicycle traffic, particularly in the City sector. (In the 1980 Census, 51% of respondents in the Lewis Mountain-Alderman Road neighborhood indicated they walk to work; for many, that undoubtedly meant the University.)

As indicated in the Public Facilities section, the City sector has a fairly extensive sidewalk system in place, primarily along the major traffic arteries. There are none along the County sector's thoroughfares (See Maj J). Ivy Road, which is the principal connector between the heavily student-populated County sector and University facilities to the east, has sidewalk gaps on each side-on the north along vacant University-owned property near Emmet Street, and on the south along the St. Anne's-Belfield School property. Westward extension of the south sidewalk past St. Anne's along Route 250 to Colonnade Drive would be of particular benefit to University Heights residents. According to a County study of pedestrian needs, a sidewalk or path is also needed along the north side of Old Ivy Road to facilitate pedestrian movement between the residential complexes there and the Ivy Road shopping district in the City sector or the University beyond. (A path could also serve the needs of joggers.)

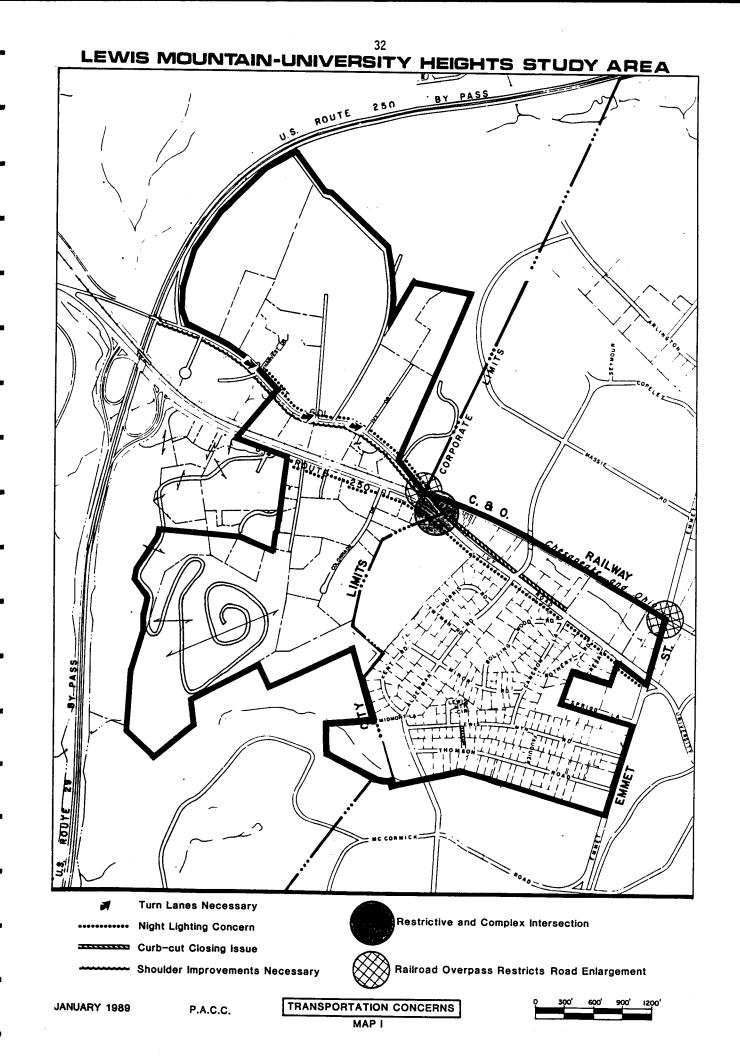
Pedestrian street crossing safety is of particular concern at two locations. One is the four-block stretch of Emmet Street south of Ivy Road. This heavily traveled arterial segment experiences a high volume of uncontrolled pedestrian crossings during the day, primarily students accessing the University grounds. The other is the Ivy Road-Old Ivy Road intersection, where vehicle turns are difficult to negotiate and pedestrians heading to and from Old Ivy Road must compete with vehicles for the narrow right of way under the railroad overpass.

Bicycle traffic in the study area is heaviest during the nine months of the year that the University is in full session. The City's Bicycle Plan, adopted in 1976, identifies a basic loop connecting four major activity areas (Downtown, University, Barracks Road, and Charlottesville High School/McIntire Park) and radial routes linking the major activity routes to residential areas. Data in the plan indicated that the area around the University has the greatest number of bike riders and improvement needs. Alderman Road through the current study area is designated a second priority route, most likely because it connects University activities to the north and south. The Ivy Road corridor, which connects the University's Central Grounds as well as the Alderman Road route with residential areas to the west, is undesignated in the Bicycle Plan, probably because most of the residential development in the County sector occurred after the Plan was adopted.

In the County sector, accommodation of bike riders needs to be considered in connection with improvements to Old Ivy Road and Route 250, in terms of linking the residential complexes with the Ivy Road corridor and the University. For example, an off-road bicycle path along Old Ivy Road would be useful.

C. <u>Transit</u>

Three of the Charlottesville Transit System's nine bus routes serve the City sector with stops on Ivy Road, Emmet Street, and Alderman Road/Copeley Road. West of Alderman Road, there is no public transit service.



VIII. PUBLIC SAFETY

Incidence of crime, as reflected in the rate of requests for police response, is lower in the study area than in the City and County as a whole. Totals calculated from 1987 police records are shown in Table 23.

Part I offenses--the eight most serious crimes--constituted 12.9% of all calls for service in the study area (11.5% in the City sector and 16.7% in the County sector). The breakdown is given in Table 24. While there were no rapes reported, five lesser sex offenses were reported in the City sector.

Of the less serious offenses reported in the study area during 1987, the most common were loud music (91), prowler/trespass/suspicious activity (88), disorderly conduct (79), vandalism (45), domestic dispute (23), and public drunkenness (17).

The fact that the City sector had the lion's share of police service calls is probably attributable to its possession of the lion's share of the study area's commercial activities and traffic arteries. Seventy percent of the City sector's calls for service and eighty percent of its Part I offenses were concentrated in the Ivy Road/north Emmet strip. The City sector also accounted for the great majority (87%) of the 260 traffic and parking offenses reported in the study area.

Table 23: CALLS FOR POLICE SERVICE (1987)

	City	County	Total
Total calls in sector	772	281	1,053
Total calls in jurisdiction	37,085	19,292	56,377
Sector calls as % of jurisdiction	2.1%	1.5%	1.9%
Sector population as % of jurisdiction	2.5%	3.3%	3.0%

SOURCE: City of Charlottesville and County of Albemarie Police Departments

Table 24: PART I OFFENSES (1987)

	City Sector	County Sector	Study Area
Homicide	0	0	0
Forcible rape	Ō	Õ	õ
Robbery	2	Ō	2
Aggravated assault	10	4	14
Burglary	11	8	19
Larceny	53	26	79
Motor vehicle theft	12	9	21
Arson	1	Ō	1
TOTAL	89	47	136

SOURCE: City of Charlottesville and County of Albemarle Police Departments

IX. ENVIRONMENTAL AND PRESERVATION ASPECTS

A. Physical Environment

The study area serves as a bridge between the city and open country to the west; thus the landscape is transitional--more rural in the west and urban in the east. The City sector is itself a mature urban zone, although fairly heavily wooded. The County sector is characterized by open land sloping up gently from both sides of Route 250 to woodland at the northern and southern ends. In the south, slopes become severe on Lewis Mountain. The mountain is the most prominent physical feature of the study area; its wooded slopes are visible from a great distance in most directions. Preservation of this physical landmark in its natural state is of prime concern. The northern reaches of the County sector contain substantial woodland and open space on property which has potential for medium and high density development. Sensitive site planning could preserve much of the natural landscape (see Map K).

Drainage in the study area has been a problem primarily in locations where man-made improvements channel or impede natural run-off, causing flooding during heavy rains. These problem areas are discussed in the Public Facilities section and are shown on Map K.

B. <u>Visual Environment</u>

The visual character of the Route 250/Ivy Road corridor is an important concern.

- Route 250, in the County portion of the study area, is designated a Virginia Scenic Byway as well as an Albemarle County Scenic Highway.

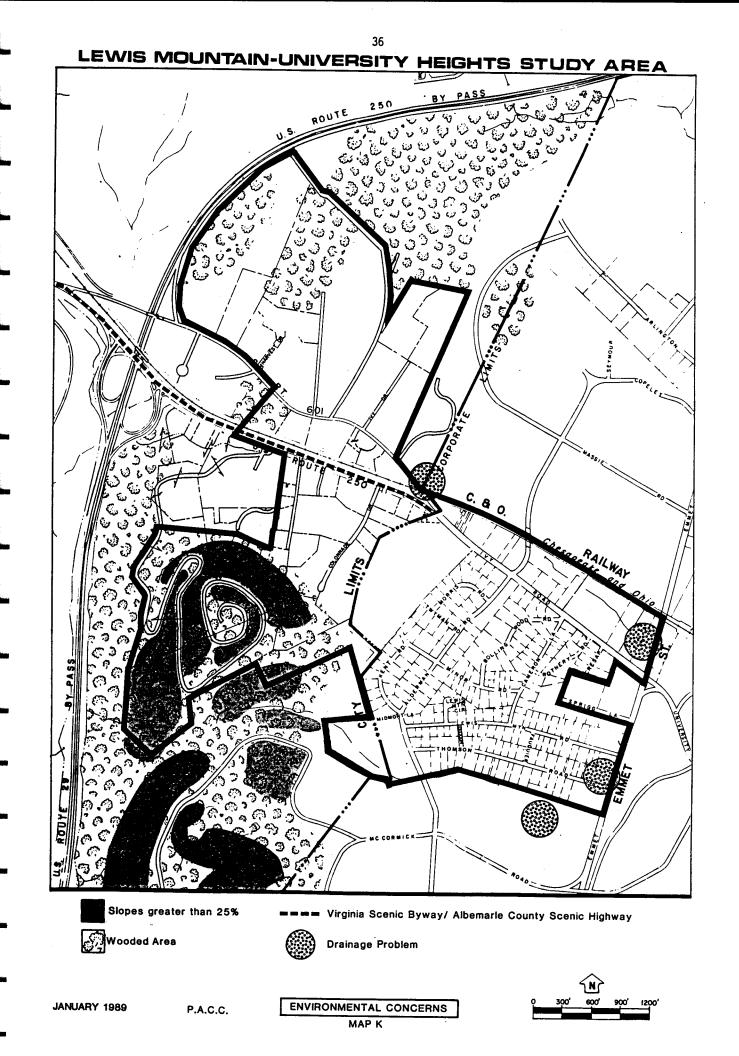
- The corridor is a principal western entrance to the City. Although it was not addressed in the City's recently completed Urban Design Plan, it deserves attention in the same context.

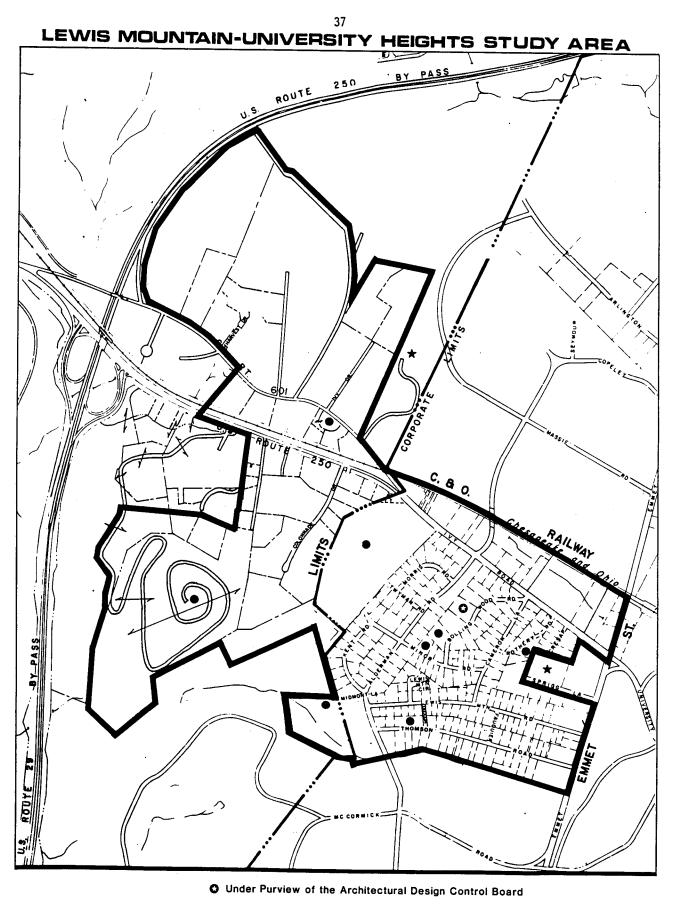
- The corridor is viewed by the University as its primary access route for visitors from outside the area. University-bound traffic on U.S. Route 29 and Interstate 64 is directed by highway signs via the By-pass to Route 250/Ivy Road. The University has established its visitor center on Route 250 near the By-pass, just outside the study area.

The Chesapeake and Ohio Railroad tracks along the north side of Route 250 figure prominently in the landscape and limit the options for imaginative treatment of the corridor. C & O officials have indicated that the railroad may abandon this section of track and right-of-way.

C. <u>Historic</u> <u>Environment</u>

A number of historic or architecturally significant buildings dot the study area and immediate environs (see Map L). Two properties bordering the study area, "Morea" at 209 Sprigg Lane in the City and "Faulkner House" north of Old Ivy Road just west of the City limit, are listed on the National Register of Historic Places. Both are owned by the University.





 \bigstar Listed on the National Register of Historic Places

HISTORIC SITES

MAP L

Architecturally Significant Building

JANUARY 1989

P.A.C.C.

X. UNIVERSITY IMPACTS

There are two principal areas where the University's presence is felt in the study area: housing and traffic.

A. <u>Housing</u>

Housing in the study area has been especially affected by the University's growth in enrollment over recent years without commensurate expansion of on-grounds housing. The effect has been not so much to displace local residents through competition for existing housing as to promote development of new residential complexes geared to the student rental market. This is especially true in the County sector. As a result, the student representation in the population has become much more pronounced.

Currently, only about one-third of the University's 17,000 enrolled students (undergraduate and graduate) reside in on-grounds housing. Most of the remainder occupy rental units within five miles of the University, chiefly in the neighborhoods immediately adjacent to the grounds. The University's long-range planning acknowledges more on-grounds housing as a desirable goal. At least two factors have promoted the status quo, according to University planners. One is the current development philosophy, under which the preferred location of future housing would be on or very near the Central Grounds, where space is extremely limited. The other factor is the market influence on construction decisions. University housing construction is financed with bond issues paid off by rental fees; vacancy rates therefore become critical and are directly influenced by the availability of alternative rentals off grounds. As long as the local market can absorb student demand, there is little incentive to construct additional housing on grounds.

Recent demographic projections for the State of Virginia suggest the University may be obliged to increase its enrollment over the next 10-20 years to accommodate the growing number of young people graduating from high school each year. The University has indicated that it is entertaining the possibility of a gradual 20% increase in enrollment by the year 2004. Such an increase, if not accompanied by construction of additional on-grounds housing, would undoubtedly alter the balance of rental housing supply and demand in the study area.

B. <u>Traffic</u>

As the study area is surrounded by University facilities and serves as a crossroads between them, any expansion of those facilities is likely to affect traffic patterns and volume in the study area. Near-term development projected by the University is focused on the North Grounds: development of a sports complex around University Hall (addition of practice, football training, and sports medicine facilities, and possible enlargement of University Hall) and expansion of the Law and Darden Schools. The sports complex would very likely generate traffic affecting the study area.

The University's announced goal of becoming a premier research institution could well lead to expansion of research facilities located immediately south of the study area. To the west, property on Old Ivy Road currently occupied by Food Service functions could convert to other use if food service operations at

XI. ISSUES

Following is a brief summary of the principal issues which surfaced in assembling and analyzing data for the Lewis Mountain-University Heights neighborhood study. Only the more significant problems associated with each issue are described here; other aspects (which may also warrant action) are covered in the preceding topical sections.

A. <u>Population mix</u>: Students comprise 43% of the study area's population. The temporary nature of their residency does not foster community involvement or neighborhood cohesiveness. The largest infusion of new population in the near term will come from the 260-unit University Village retirement community. Successful integration of an aged element into a predominantly student-oriented population may present a challenge.

B. <u>Owner/Renter Ratio</u>: Eighty-five percent of the dwelling units in the study area are renter-occupied, due to the predominance of apartment complexes in the County sector. In the City sector the trend has been to renter dominance, whereas an even split existed in 1980. Future growth of the study area will take place in the County sector, where most of the vacant residential land is zoned for medium or high density development (i.e., potential rental units). Any significant increase in the University's enrollment without additional on-grounds housing would exert considerable market pressure on this convenient neighborhood for construction of additional rental complexes or conversion of single-family homes to rental uses.

C. <u>Drainage</u>: The capacity of the storm drainage system along Emmet Street on the east side of the study area needs to be increased.

D. <u>Traffic Circulation</u>: Traffic volume on the study area's thoroughfares is already high and will increase with projected development in the County sector and expansion of nearby University facilities. Old Ivy Road is unfit for its ever-growing role as a major collector road feeding traffic into the Ivy Road/Route 250 corridor; it needs physical upgrading as well as transportation system management (TSM) measures. Railroad overpasses on Old Ivy Road and Emmet Street are traffic bottlenecks and block needed improvements.

E. <u>Pedestrian</u> <u>Circulation</u>: There is no continuous system of sidewalks available to serve pedestrian traffic between the housing complexes in the County sector and the City sector's shopping zone or the University.

F. <u>Bicycle Circulation</u>: There are no provisions for accommodating bicycle traffic in the Ivy Road corridor, despite its role as the principal connector between a large concentration of student housing (the County sector) and University facilities to the north, east and south. The City's Bicycle Plan needs to be updated to reflect Ivy Road's status.

G. <u>Transit</u>: There is no public transit service west of Alderman Road, although that is where most of the study area's population is concentrated and future growth is projected. Bus access needs to be assured in addressing improvements to Old Ivy Road and its railroad overpass.

XII. RECOMMENDATIONS

The following recommendations have been developed in conjunction with the PACC Technical Committee and the Lewis Mountain-University Heights Neighborhood Study Advisory Committee.

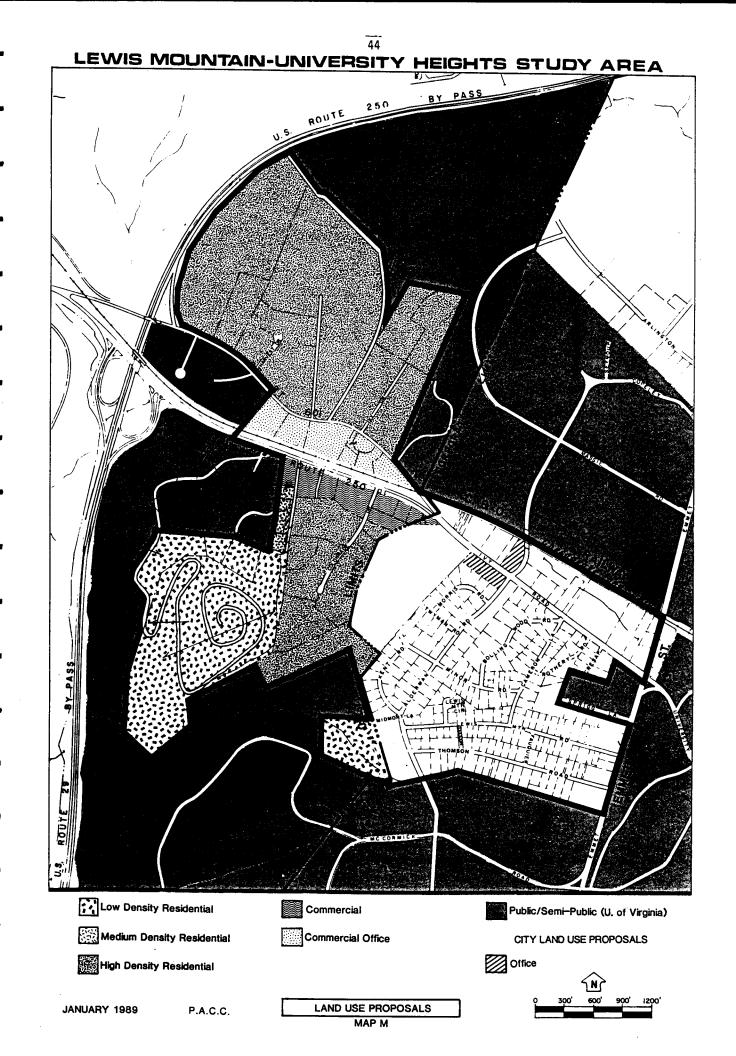
1. <u>Underutilized/Vacant Properties (City)</u>: Assure any development of major underutilized/vacant parcels (i.e. St. Anne's School site and the Massie property owned by the University) is fully coordinated for consideration of potential impacts. Work with the property owners to encourage development (if it occurs) that is sensitive to neighborhood concerns.

JUSTIFICATION

The major developable parcels in the City sector are critically situated in the Ivy Road corridor. Their development could have significant impact on neighborhood conditions, particularly with respect to circulation and visual quality.

IMPLEMENTATION

- a. St. Anne's Belfield School: About ten acres of the upper school campus on Ivy Road has been identified as underutilized. The property is a bridge between single-family residential uses on the east and a multi-family rental complex on the west. Although it appears there are no immediate plans to develop this property for purposes other than a school, its development potential for other uses must be recognized and planned for. Any future changes to this property should be compatible with bordering uses. Appropriate uses that are generally consistent with existing zoning (R-1) would include single family residential or a low-density Planned Unit Development (PUD).
- b. Massie Tract on Ivy Road: The University is encouraged to develop this tract for office/research use or student housing, taking into consideration possible impact to the surrounding community. A recent proposal to construct a dormitory on this site to house 400-500 students is consistent with this recommendation. Any plans for this property should include drainage improvements and accommodations for pedestrians (i.e., sidewalks along Ivy Road).
- 2. <u>Land Use Changes (County)</u>: Change designated land use for study area properties shown as "public/semi-public (University of Virginia)" in the 1988 revision of the County Comprehensive Plan, as follows:
 - a. Between railroad and Old Ivy Road: Designated for office use.
 - b. South of U.S. 250 (Ivy Road) to base of Lewis Mountain: Designate for medium density residential use.
 - c. Lewis Mountain: Due to steep slopes and significant wooded area, designate for low density residential use. Clusters of higher net



significant enrollment increase at the University without additional on-grounds housing would produce considerable market pressure for more rental units in this convenient neighborhood.

IMPLEMENTATION

- a. University Commitment to More On-Grounds Housing: It is recognized that the availability of attractive on-grounds housing will mitigate pressures on rental housing in the Lewis Mountain-University Heights neighborhood and encourages the University to continue development of additional student housing commensurate with demand and financial feasibility. A desirable long range goal would be to house a majority of University enrollment on grounds.
- b. Housing to Accommodate Increased Enrollment: Housing needs should be considered by the University as part of the planning process for accommodating any increase in enrollment. The University should match any increase in enrollment with at least a similar proportion of new on-grounds housing, consistent with demand, financial feasibility, and long range housing goals.
- c. Study the Establishment of an Impact Zone or Overlay District to Discourage Rental Conversions in Vulnerable Areas Around the University: Study the creation of a designation that would restrict or discourage conversion of owner-occupied housing into rental units by setting greater restrictions on lot area, needed parking, etc. Consider University related impacts in the creation of an overlay district.
- 5. <u>Street and Traffic Improvements</u>: Implement identified road improvements and traffic management measures to enhance safe and expeditious vehicle circulation within and through the study area.
 - a. Ivy Road: Pursue the Ivy Road recommendations of the Charlottesville Area Transportation Study (CATS). Improvements should include a boulevard concept that incorporates four-laning with a landscaped median, other enhanced landscaping, bike lanes, sidewalks and a reduced number of curb cuts. Actual conceptual designs and cross sections should be developed by the City, County and University in conjunction with the Virginia Department of Transportation at an early stage.
 - b. Old Ivy Road: Relocate Old Ivy Road/Ivy Road eastern intersection as a T-intersection and/or improve railroad underpass. Construct turn lanes and improve shoulders along Old Ivy Road as deemed necessary in design review. Analyze need for bikeways.
 - c. Traffic Routing: Determine the volume of heavy vehicle traffic (trucks and busses) in the Lewis Mountain neighborhood and assess the need for alternate routing. In particular, consider channeling truck traffic to Emmet Street or the Route 250 By-pass instead of Alderman Road and other neighborhood streets.

and University facilities to the east. With most of the study area's future growth projected along Old Ivy Road, pedestrian travel should be accommodated and encouraged to reduce the potential volume of automobile traffic.

IMPLEMENTATION

- a. Sidewalk and streetlighting improvements should be accomplished either as elements of road improvement projects or included in the City and County Capital Improvements Programs.
- b. Carry out the recommendations of the City's Pedestrian Safety Study for the Emmet Street-Sprigg Lane area.
- 7. <u>Transit Service</u>: Assess the feasibility of expanding access to public and University transit service in the study area, particularly in the County sector.

JUSTIFICATION

There is no public transit service west of Alderman Road and no bus service by either system to the Old Ivy Road residential area, where most of the future growth is projected.

IMPLEMENTATION

- a. Implement recommendations of the joint transit study relevant to the study area.
- b. CTS should analyze further needs for public transit along Old Ivy Road that could be met upon improvements to the road and/or underpass.
- 8. <u>CSX</u> <u>Railroad</u> <u>Right-of-Way:</u> Develop alternatives, such as biking and jogging trails and a pedestrian path, for the railroad right-of-way if CSX abandons it.

JUSTIFICATION

The railroad right-of-way offers an excellent, vehicle-free alternate route for bicycle and foot traffic through the heavily-traveled Ivy Road corridor. It could be a prime connector between the University's North Grounds and Central Grounds.

IMPLEMENTATION

If the CSX right-of-way becomes available, its future use in the study area should be jointly planned by the City, County and University.

9. <u>Drainage Improvements</u>: Work to eliminate drainage problems in the study area, with emphasis on those identified in the Meadow Creek Drainage Study.

10. <u>Utility Improvements:</u> Build the Lewis Mountain water storage tank and interconnect the South Rivanna and Observatory water transmission lines.

JUSTIFICATION

A water storage facility at a suitable elevation is needed in this area to assure adequate water pressure, particularly in view of proposed and potential further development in the County sector of the study area.

IMPLEMENTATION

Tank construction and water line interconnection are being planned and will be managed by the Albemarle County Service Authority.

 Protection of the Natural Environment: Minimize disturbance of significant wooded areas (primarily on Lewis Mountain and along the U. S. 250 Bypass) and critical slopes (25% or greater) in future property development.

JUSTIFICATION

Preservation of natural features is important to the ecological and scenic quality of the area.

IMPLEMENTATION

Wooded areas and steep slopes should be identified and protected through careful site plan review.

12. <u>Visual Amenity:</u> Establish urban design goals and standards for the Ivy Road corridor.

JUSTIFICATION

U. S. Route 250/Ivy Road serves as a principal entrance corridor for the City, University, and County urban area. It deserves special design attention in keeping with its gateway function.

IMPLEMENTATION

- a. The City, County and University should jointly develop design goals and standards applicable to future development and/or improvements along U. S. Route 250/Ivy Road between the By-pass and Emmet Street. Goals and standards should be consistent with the Urban Design Plan for Charlottesville and the County's scenic road overlay requirements for U. S. 250. Areas for particular focus include:
 - (1) Improvements to the road itself.
 - (2) New commercial development on properties bordering U. S. 250/Ivy Road, and improvement of the physical environment of the existing University Shopping Center.

APPENDIX THREE PARTY AGREEMENT

The CITY OF CHARLOTTESVILLE; the COUNTY OF ALBEMARLE; and THE RECTOR AND VISITORS OF THE UNIVERSITY OF VIRGINIA, hereby agree as follows:

The University Will:

1. Voluntarily comply with the land use plans and regulations (as exemplified by those listed in Exhibit 1) of either the City or the County regarding the use of real estate held in Area C on the attached map.

Area C* includes all land not included in Areas A and B (see attached map).

2. Voluntarily submit its construction and/or development plans for review by the City or County to determine their compliance with land use plans and regulations on any real estate held in Area B on the attached map; and make reasonable efforts to comply with any recommendations received.

Area B* includes land which lies at the boundaries of or between the University and either the City or the County and on which the activities of any or all three of the parties might have an effect. Area B will be designated a "study area." The City, County and University will work with each other to try to develop a master plan for the study area perhaps by beginning with its most critical parts. The intent is that the results of the cooperative study will be made a part of the Comprehensive Plan of each body.

3. Voluntarily submit its construction and/or development plans for review by the City or County on any real estate held in

The County and/or City Will:

1. Submit to the University and to each other for review all proposed changes in land use plans or regulations in Area B on the attached map and make reasonable efforts to comply with any recommendations made by the other parties.

2. Submit to the University for review all proposed changes in land use plans or regulations in Areas A and C on the attached map and make reasonable efforts to comply with any recommendations made by the University.

3. Attempt to define a desired community growth rate within its laws, regulations, or plans and attempt to regulate development according to this growth rate to the extent allowed by law.

4. Include a representative of the University as a non-voting member of their planning commissions.

each party shall select one arbitrator and these two arbitrators shall select a third. If the first two selected are unable to agree on a third, then they shall request the third selection be made by the judge of the Circuit Court of the City of Charlottesville.

9. Agree these understandings may be dissolved on one year's written notice by any party to the other two parties.

10. Take no actions which circumvent the purposes of this agreement.

BY RESOLUTION duly adopted by Council on the 21st day of April , 1986, the Mayor was authorized to execute this Agreement on behalf of the City of Charlottesville.

BY RESOLUTION duly adopted by the Board of Supervisors on the 14th day of May , 1986, the Chairman was authorized to execute this Agreement on behalf of the County of Albemarle.

BY RESOLUTION duly adopted by the Board of Visitors on the 31st day of January, 1986, the President was authorized to execute this Agreement on behalf of the Rector and Visitors of the University of Virginia.

CITY OF CHARLOTTESVILLE By_

COUNTY OF ALBEMARLE

THE RECTOR AND VISITORS OF THE UNIVERSITY OF VIRGINIA retal By N

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