

BOARD OF SUPERVISORS WORK SESSION

GOVERNMENT CENTER BOARD ROOM

AUGUST 14, 2012 - 4 P.M.

A. Call to Order

B. Roll Call

C. Board Discussions

1. Transportation Projects Update (Summary) (Memorandum) (Attachment 1 - Project Overview Spreadsheet) (Attachment 2 - Individual Project Spreadsheets)
2. Land Acquisition Programs (Memorandum) (Attachment 1 - May 24, 2011 Greenspace Land Acquisition Updte) (Attachment 2 - Draft Sumary of PDR Appraisals)

D. Adjournment

MEMORANDUM COVER

Subject: Update on Transportation Project Allocations and Potential Transfers

Action Requested: Shall the Board provide feedback on potential donor projects, strategies, and desired outcomes for transportation funding transfers?

Summary: Since November, staff has been working with the Virginia Department of Transportation (VDOT) District Office to inventory County transportation projects, to identify projects needing action or cancellation, and to consolidate funding to advance projects that best align with the Board of Supervisor's priorities. Through this effort, staff has developed a series of spreadsheets which outline the County's projects, their sources of funding, and options for transfers.

Staff will present these options at the work session and seeks Board feedback on the list of donor projects, strategies, and desired outcomes. Staff will use this guidance in proceeding with the transfer requests with VDOT and the Hampton Roads Transportation Planning Organization (HRTPO) in the coming months.

Fiscal Impact: N/A

FMS Approval, if Applicable: Yes ☐ No ☐

Assistant County Administrator

Doug Powell _____

County Administrator

Robert C. Middaugh _____

Attachments:

1. Memorandum
2. Project Overview Spreadsheet
3. Individual Project Spreadsheets

Agenda Item No.: C-1

Date: August 14, 2012

MEMORANDUM

DATE: August 14, 2012

TO: The Board of Supervisors

FROM: Tamara A. M. Rosario, Principal Planner

SUBJECT: Update on Transportation Project Allocations and Potential Transfers

Since November, staff has been working with the Virginia Department of Transportation (VDOT) District Office to inventory County transportation projects, to identify projects needing action or cancellation, and to consolidate funding to advance projects that best align with the Board of Supervisor's priorities. Through this effort, staff has developed a series of spreadsheets which outline the County's projects, their sources of funding, and options for transfers. These spreadsheets are attached for the Board's review, and pending Board feedback, will serve as the basis for future requests to the Hampton Roads Transportation Planning Organization (HRTPO) and VDOT.

Project Overview

As noted on the Project Overview spreadsheet (Attachment No. 1), County transportation projects are funded through a variety of programs using a combination of Federal, State, and local resources. Each program has a specific purpose for its use, different eligibility criteria, and particular rules regarding transfers of money between projects. The initial allocations and any subsequent transfers also require coordination and approval with the HRTPO and/or VDOT, depending on the funding source. In general, transfers or reallocations of funds are most easily made within the same program, and therefore, the projects are color-coded according to their program/funding source.

Also noted on the Project Overview spreadsheet is the project status: active (A), canceled (C), cancellation pending (CP), or awaiting Board direction (?). To cover the realm of possibilities, all projects except those with an active status were considered as potential "donor" projects from which monies could be transferred to "recipient" projects, with Board concurrence.

Transfer Option Strategies

In total, staff identified approximately \$7 million in potential transfers from donor projects in four main programs:

1. CMAQ (Congestion Management and Air Quality)
 - o Longhill Road Multi-Use Trail
 - o Longhill Road Corridor Improvements (paved shoulders)
 - o Ironbound Road Corridor Improvements (paved shoulders)
 - o Airport Road Bicycle Improvements
2. RSTP (Regional Surface Transportation Program)
 - o Olde Towne Road Curve
 - o Mooretown Road Extended Study
 - o Skiffes Creek Connector Study
3. Secondary Funds
 - o Olde Towne Road Curve
4. Revenue Sharing
 - o Richmond Road/Lightfoot Road Turn Lane Improvements
 - o Tewning Road Shoulder and Drainage Improvements

Staff then met with VDOT to determine which projects were viable recipient projects. In evaluating the various combinations and options for transfers between the donor and recipient projects, staff used the following strategies:

- Meet VDOT rules for transfers.
- Maximize and optimize the use of available money, with priority given to using the oldest funds and minimizing the amount of local match needed to leverage the funds.
- Fund construction deficits on recipient projects on course to be advertised, allowing them to proceed to construction.
- Fund projects as directed per the Board's discussion on the Secondary Six-Year Plan.
- Fund construction deficits on recipient projects, allowing them to remain fully funded.
- Fund other projects identified in the Transportation Improvement Plan in order to fund a complete phase or advance their timelines.

Next Steps and Intended Outcomes

Ultimately, any transfers will require several steps of approval and are not guaranteed. In particular, staff will be pursuing these actions over the next several months:

- VDOT Central Office preliminary approval of individual transfers;
- HRTPO agreement to classify Longhill Road widening as an RSTP project;
- HRTPO agreement to classify Pocahontas Trail (Route 60) Multi-Modal as a CMAQ project;
- Board designation of any Revenue Sharing projects; and
- VDOT and HRTPO final approval of individual transfers.

Due to these uncertainties, staff intends to rely upon the strategies described as a flexible framework for decision-making. The desired outcomes are outlined in the table below:

PROJECT	DESIRED OUTCOME	SOURCE
Monticello Avenue	Cover \$794,330 construction (CN) deficit to allow project to proceed to ad - March 2014	80% CMAQ/ 20% Secondary Funds as match
Safe Routes to School – James River Elementary	Cover \$40,442 CN deficit to allow project to proceed to ad - August 2012	Secondary Funds
Longhill Road Widening	Advance and fully fund preliminary engineering (PE) and 80% of right-of-way (RW)	100% RSTP
Racefield Drive	Advance and fully fund project	Secondary Funds
Croaker Road Multi-Use Trail	Cover \$251,707 CN deficit to allow project to remain fully funded	80% CMAQ/ 20% Secondary Funds as match
Richmond Road/Route 199W Ramp Improvements	Advance and fully fund CN	80% CMAQ/ 20% local funds match
Centerville Road/News Road Intersection Improvements	Advance and fully fund CN	80% CMAQ/ 20% local funds match
Pocahontas Trail (Route 60) Multi-Modal	Advance and fully fund PE and RW, partially fund CN	80% CMAQ/ 20% local funds match
Longhill Road Widening	Fully fund RW and partially fund CN	Secondary Funds

The actual outcomes for any of these projects may be more or less than the desired outcome depending on the final amount of funds available for transfer.

Recommendation

Staff will present these options at the work session and seeks Board feedback on the list of donor projects, strategies, and desired outcomes. Staff will use this guidance in proceeding with the transfer requests with VDOT and HRTPO in the coming months.

Tamara A. M. Rosario

CONCUR:

Allen J. Murphy, Jr.

TAMR/nb

TranspUpdate_mem

Attachments:

1. Project Overview Spreadsheet
2. Individual Project Spreadsheets

PROJECT OVERVIEW

UPC	Name	Project Status	Funding Source	PE Cost	RW Cost	CN Cost	Total Cost	Allocations								Available to Transfer *	Funding Needed
								Previous	FY13	FY14	FY15	FY16	FY17	FY18	Total Allocations		
98823	Bridge Replacement Hicks Island Road Bridge (Rt 601) over Diascund Creek, Fed ID 10516	A	Bridge Funds	\$115,000	\$61,000	\$550,000	\$726,000	\$280,799	\$0	\$0	\$0	\$479,827	\$157,874	\$0	\$918,500	\$0	(\$192,500)
101871	Airport Access Road	A	Access	\$0	\$0	\$940,741	\$940,741	\$450,000	\$360,000	TBD	\$0	\$0	\$0	\$0	\$810,000	\$0	\$0
98435	Rt 199 Signal Upgrade - Route 5	A	HSIP	\$30,000	\$0	\$209,788	\$239,788	\$350,000	\$0	\$0	\$0	\$0	\$0	\$0	\$350,000	\$0	(\$110,212)
97010	Signal Upgrade; Pavement Makings, Pedestrian Access Richmond Road (Rt 60) to Airport Road	A	HSIP	\$50,000	\$0	\$383,670	\$433,670	\$679,374	\$0	\$0	\$0	\$0	\$0	\$0	\$679,374	\$0	(\$245,704)
98279	Signal Upgrade/Median Barrier/ Longhill	A	HSIP	\$73,090	\$0	\$332,991	\$406,081	\$401,160	\$0	\$0	\$0	\$0	\$0	\$0	\$401,160	\$0	\$4,921
97214	Safe Routes to School - James River Elementary	A	SRTS	\$51,059	\$0	\$115,383	\$166,442	\$126,000	\$0	\$0	\$0	\$0	\$0	\$0	\$126,000	\$0	\$40,442
91220	Richmond Road Pedestrian Improvements	A	Enhancement	\$7,305	\$0	\$41,713	\$49,018	\$83,750	\$0	\$0	\$0	\$0	\$0	\$0	\$83,750	\$0	(\$34,732)
67134	Racefield Drive	A	Rural Rustic	\$5,000	\$0	\$172,591	\$177,591	\$69,357	\$0	\$0	\$0	\$0	\$0	\$0	\$69,357	\$0	\$108,234
101271	Turn Lane Improvements Rt 60/ Lightfoot Rd	CP	Rev Share	\$75,000	\$40,000	\$885,000	\$1,000,000	\$500,000	\$500,000	\$0	\$0	\$0	\$0	\$0	\$1,000,000	\$1,000,000	\$0
101266	Tewning Road Shoulder and Drainage Improvements	CP	Rev Share	\$25,000	\$0	\$171,327	\$196,327	\$100,000	\$100,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$200,000	(\$3,673)
3089	Croaker Road (Rt 607) Reconstruction	C	Secondary	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	\$20,000	(\$20,000)
100921	Longhill Road Widening	A	Secondary	\$800,000	\$2,000,000	\$9,000,000	\$11,800,000	\$134,976	\$215,328	\$227,377	\$227,377	\$227,377	\$227,377	\$0	\$1,259,812	\$0	\$10,540,188
90425	Centerville Road Signalization - Jolly Pond Road	C	Secondary	\$794,000	\$0	\$0	\$794,000	\$794,000	\$0	\$0	\$0	\$0	\$0	\$0	\$794,000	\$233,000	\$0
50057	Ironbound Road Reconstruction	A	RSTP/Sec/Rev Share	\$1,853,830	\$4,153,499	\$8,064,520	\$14,071,849	\$14,078,912	\$0	\$0	\$0	\$0	\$0	\$0	\$14,078,912	\$0	(\$7,063)
60512	Olde Towne Road Curve	CP	RSTP/Secondary	\$700,000	\$350,000	\$1,605,801	\$2,655,801	\$1,523,224	\$0	\$0	\$0	\$0	\$0	\$0	\$1,523,224	\$1,523,224 [RSTP: \$513,974 + Secondary: 1,009,250]	\$1,132,577
100920	Croaker Road Widening	A	RSTP/ Secondary	\$1,018,785	\$350,309	\$11,296,047	\$12,665,141	\$984,211	\$0	\$9,618	\$9,618	\$9,618	\$9,618	\$736,995	\$1,759,678	\$0	\$10,905,463
98810	Mooretown Road Corridor Study	?	RSTP	\$400,000	\$0	\$0	\$400,000	\$400,000	\$0	\$0	\$0	\$0	\$0	\$0	\$400,000	\$400,000	\$0
98812	Skiffes Creek Connector Corridor Study	CP	RSTP	\$300,000	\$0	\$0	\$300,000	\$300,000	\$0	\$0	\$0	\$0	\$0	\$0	\$300,000	\$300,000	\$0
100200	Skiffes Creek Connector Construction	A	RSTP	\$3,000,000	\$7,000,000	\$25,000,000	\$35,000,000	\$10,000,000	\$0	\$0	\$0	\$0	\$0	\$10,000,000	\$20,000,000	\$0	\$15,000,000
98811	Longhill Road Corridor Study	A	RSTP	\$500,000	\$0	\$0	\$500,000	\$300,000	\$200,000	\$0	\$0	\$0	\$0	\$0	\$500,000	\$0	\$0
102980	Pocahontas Tr. (Rt 60) Multimodal Corridor	A	RSTP	\$700,000	\$400,000	\$5,000,000	\$6,100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$800,000	\$800,000	\$0	\$5,300,000
13496	Pocahontas Tr. Construction (Rt 60 Relocation)	A	RSTP	\$2,321,435	\$11,439,375	\$23,232,946	\$36,993,756	\$3,250,000	\$0	\$0	\$0	\$0	\$0	\$0	\$3,250,000	\$0	\$33,743,756
17633	Croaker Road Multi-Use Trail	A	RSTP/CMAQ	\$515,414	\$150,000	\$2,009,841	\$2,675,255	\$2,423,548	\$0	\$0	\$0	\$0	\$0	\$0	\$2,423,548	\$0	\$251,707
13719	Longhill Road Multi-Use Trail	CP	CMAQ	\$298,677	\$1,834,812	\$1,436,601	\$3,570,090	\$960,000	\$0	\$0	\$0	\$0	\$0	\$0	\$960,000	\$843,261	\$2,610,090
71617	Longhill Road Corridor Improvements	CP	CMAQ	\$138,000	\$1,017,888	\$672,151	\$1,828,039	\$226,400	\$0	\$0	\$0	\$0	\$0	\$0	\$226,400	\$210,816	\$1,601,639
83462	Airport Road Bicycle Improvements	CP	CMAQ	\$31,000	\$0	\$79,113	\$110,113	\$29,900	\$0	\$0	\$0	\$0	\$0	\$0	\$29,900	\$29,900	\$80,213
87944	Mooretown Road Bicycle Improvements	CP	CMAQ	\$197,000	\$0	\$1,048,476	\$1,245,476	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,245,476
71616	Ironbound Road (Rt 615) Corridor Improvements	C	CMAQ	\$322,813	\$849,490	\$2,364,921	\$3,537,224	\$3,113,918	\$0	\$0	\$0	\$0	\$0	\$0	\$3,113,918	\$3,113,918	\$423,306
102944	Centerville/News Road Intersection	A	CMAQ	\$70,000	\$500,000	\$325,000	\$895,000	\$0	\$0	\$0	\$0	\$0	\$0	\$70,000	\$70,000	\$0	\$825,000
102948	Intersection Improvements Rt 199/Brookwood	A	CMAQ	\$50,000	\$25,000	\$200,000	\$275,000	\$0	\$0	\$0	\$50,000	\$25,000	\$125,000	\$75,000	\$275,000	\$0	\$0
102947	Richmond Road Improvements/ Rt 199 West Ramp	A	CMAQ	\$80,000	\$25,000	\$545,000	\$650,000	\$0	\$0	\$0	\$0	\$41,172	\$64,000	\$350,000	\$455,172	\$0	\$194,828
102562	Public Safety Announcement Points	A	CMAQ	\$0	\$0	\$90,538	\$90,538	\$90,600	\$0	\$0	\$0	\$0	\$0	\$0	\$90,600	\$0	(\$62)
82961	Monticello Avenue Intersection Improvements at Ironbound Road	A	CMAQ	\$520,000	\$890,326	\$1,808,324	\$3,218,650	\$860,000	\$0	\$669,188	\$777,673	\$117,459	\$0	\$0	\$2,424,320	\$0	\$794,330

* After Expenditures - Expenditures require 20% Local Match payback.

Funding Program Acronyms			
ARRA	American Reinvestment and Recovery Act	RSTP	Regional Surface Transportation Program
CMAQ	Congestion Mitigation and Air Quality	SRTS	Safe Routes to School
HSIP	Highway Safety Improvement Program		

Project Status
A = Active
C = Cancelled
CP = Cancellation Pending
? = BOS Guidance Requested

TRANSFER CMAQ FUNDS TO UPC 82961 Monticello Avenue

UPC 82961 DEFICIT \$794,330

PE \$520,000 + RW \$890,326 + CN \$1,808,324 = Total Estimated Cost \$3,218,650

Previous Allocations FY16 = \$2,424,320

UPC	Donor Project Name	Federal Available Funds to Transfer	Amount to Transfer	CMAQ Transfer (Federal)	Local Match Required *	Total Amount Transferred	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
13719	Longhill Road Multi-Use Trail	\$843,261	\$794,330	\$635,464	\$158,866	\$794,330	\$48,931	\$0	Completely funds deficit
			TOTAL	\$635,464	\$158,866	\$794,330			

*From Olde Towne Road (UPC 60512) Secondary Funds

TRANSFER SECONDARY FUNDS TO UPC 97214 Safe Routes to School

UPC 97214 DEFICIT \$40,442

PE \$51,059 + RW \$0 + CN \$115,382 = Total Estimated Cost \$166,441

Previous Allocations = \$126,000

UPC	Donor Project Name	Available Funds to Transfer	Amount to Transfer	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
3089	Croaker Road (Rt 607) Reconstruction	\$20,000	\$20,000	\$0	\$20,442	Fully funds deficit; no delay to advertise.
60512	Olde Towne Road	\$801,386	\$20,442	\$780,944	\$0	
TOTAL			\$40,442			

TRANSFER RSTP FUNDS TO UPC 100921 Longhill Road Widening

UPC 100921 DEFICIT \$10,540,188

PE \$800,000 + RW \$2,000,000 + CN \$9,000,000 = TOTAL ESTIMATED COST \$11,800,000

Previous Allocations FY17 = \$1,259,812

OPTION 1: Funds and Advances PE & Partial RW					
UPC	Donor Project Name	RSTP Transfer (Federal)	Local Match Required	Total Amount Transferred	Benefit
60512	Olde Towne Road	\$513,974	\$0	\$513,974	When combined with allocations, funds and advances PE to FY13 and funds 80% of RW
98812	Rt60/143 Connector Study	\$400,000	\$0	\$400,000	
98810	Mooretown Road Extension Study	\$300,000	\$0	\$300,000	
TOTAL		\$0	\$0	\$1,213,974	

OPTION 2: Fully Funds Remainder of RW						
UPC	Donor Project Name	Fund Type	Available Funds to Transfer	Total Amount Transferred	Donor Project Remainder	Benefit
60512	Olde Towne Road	Secondary	\$781,194	\$326,214	\$454,980	Fully funds RW
TOTAL			\$781,194	\$326,214		

NOTE: Requires Longhill Road be designated as an RSTP Project by the Hampton Roads Transportation Planning Organization.

TRANSFER SECONDARY FUNDS TO UPC 67134 Racefield Drive

UPC 67134 COST \$108,234

PE \$5,000 + RW \$0 + CN \$\$172,591 = Total Estimated Cost \$177,591

Previous Allocations = \$69,357

UPC	Donor Project Name	Available Funds to Transfer	Total Amount Transferred	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
60512	Olde Towne Road Curve	\$454,980	\$108,234	\$346,746	\$0	Fully funds project

TRANSFER CMAQ FUNDS TO UPC 17633 Croaker Road Multi-Use Trail

17633 DEFICIT \$251,707

PE \$515,414 + RW \$150,000 + CN \$2,009,841 = Total Estimated Cost \$2,675,255

Previous CMAQ Allocations = \$2,423,548

UPC	Donor Project Name	Federal Available Funds to Transfer	Amount to Transfer	CMAQ Transfer (Federal)	Local Match Required *	Total Transfer Amount	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
13719	Longhill Rd. Multi-Use Trail	\$48,931	\$48,931	\$39,145	\$9,786	\$48,931	\$0	\$202,776	Completely funds deficit
71617	Longhill Rd. Corridor Improvements	\$210,816	\$202,776	\$162,221	\$40,555	\$202,776	\$8,040	\$0	
TOTAL				\$201,366	\$50,341	\$251,707			

*From Olde Towne Road (UPC 60512) Secondary Funds

TRANSFER TO CMAQ FUNDS TO UPC 102947 Richmond Road/199 West Ramp

102947 COST \$650,000

PE \$80,000 + RW \$25,000 + CN \$545,000 = Total Estimated Cost \$650,000

FY16-18 CMAQ Allocations \$455,000

UPC	Name	Federal Available Funds to Transfer	Amount to Transfer	CMAQ Transfer (Federal)	Local Match Required *	Total Transfer Amount	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
71616	Ironbound Rd (Rt. 615) Corridor Improvements	\$3,113,918	\$650,000	\$520,000	\$130,000	\$650,000	\$2,463,918	\$0	Fully funded. PE advances to 2013. Transfer existing allocation of \$455,000 beginning in FY 16 to UPC 102980 to fund PE & RW

AND TRANSFER TO CMAQ FUNDS TO UPC 102944 Centerville/News Road

102944 DEFICIT \$825,000

PE \$70,000 + RW \$500,000 + CN \$325,000 = Total Estimated Cost \$895,000

FY18 CMAQ Allocations \$70,000

UPC	Name	Federal Available Funds to Transfer	Amount to Transfer	CMAQ Transfer (Federal)	Local Match Required *	Total Transfer Amount	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
71616	Ironbound Rd (Rt. 615) Corridor Improvements	\$2,463,918	\$825,000	\$660,000	\$165,000	\$825,000	\$1,638,918	\$0	Fully funded. PE advances to 2013. Transfer existing allocation of \$70,000 from FY 18 to UPC 102980

AND TRANSFER FUTURE YEAR CMAQ ALLOCATIONS TO UPC 102980 Rt. 60 Multimodal Corridor

102980 DEFICIT \$5,300,000

PE \$700,000 + RW \$400,000 + CN \$5,000,000 = Total Estimated Cost \$6,100,000

FY18 CMAQ Allocations \$800,000

UPC	Name	Federal Available Funds to Transfer	Amount to Transfer	CMAQ Transfer (Federal)	Local Match Required *	Total Transfer Amount	Donor Project Remainder	Balance to Fund Deficit on Recipient Project	Benefit
83462	Airport Road Bicycle Improvements	\$29,900	\$29,900	\$29,900	\$0	\$29,900	\$0	\$5,270,100	Total of \$1,249,900 when combined with FY18 Allocation. Funds PE & RW.
102947	Richmond Road/199 West Ramp	\$455,000	\$455,000	\$364,000	\$0	\$364,000	\$91,000	\$4,906,100	
102944	Centerville/News Road	\$70,000	\$70,000	\$56,000	\$0	\$56,000	\$14,000	\$4,850,100	
					Total	\$449,900			

*From Olde Towne Road (UPC 60512) Secondary Funds

MEMORANDUM

DATE: August 14, 2012

TO: The Board of Supervisors

FROM: Doug Powell, Assistant County Administrator

SUBJECT: Land Acquisition Programs

Background

During the FY 13-14 Budget process, the Board discussed the County's two land acquisition programs, Greenspace and Purchase of Development Rights (PDR), which are tools to further the goals of preserving land and maintaining the character of the County. Discussion focused on activity in the programs relative to the Board's priorities, and it was agreed that a work session was needed to determine the future direction of the programs.

In 2005, voters approved a referendum with that authorized the County to borrow up to \$20 million for "the purpose of financing a portion of the cost of acquisition of land and voluntary land conservation easements that will serve as green space for the County and preserve agricultural, forestal, or environmentally sensitive lands." The County has borrowed \$6 million to date, with the ability to borrow \$14 million more in effect until November 2013. At that time, the County can request that the Circuit Court extend the borrowing authority for another two years. In addition to the borrowing authority, the Greenspace program currently has a balance of General Fund dollars in the Capital Improvements Program (CIP) in the amount of \$3.9 million, and the PDR program currently has a balance of General Fund dollars in the CIP in the amount of \$1.9 million.

It is assumed that the Board wishes to use part or all of the borrowing authority before it expires. If the County borrowed the full \$14 million, the debt service over a 20-year term would be approximately \$800,000 per year, which is not currently included in the budget. The \$5.8 million currently available in the CIP for the two programs could be used for debt service if desired. It should be noted that the County must spend any money it borrows within two years.

There are currently few resources dedicated to managing these two programs. The Director of General Services oversees the Greenspace program and dedicates time as available to reach out to land owners and negotiate acquisitions. The PDR program is administered by an On Call employee who is authorized to work a maximum of 624 hours per year.

This memorandum provides a brief description of each program and provides alternatives for managing the programs should the Board wish to increase activity and resources for the programs.

Greenspace

This program began in 1999 with the acquisition of Mainland Farm and, to date, has conserved 1,314 acres through a combination of outright purchase and easements. The Board was last briefed in May 2011 on the status of the program. At that time the Board reaffirmed criteria for selection of parcels, reviewed progress on priority parcels, reviewed newer policies and plans with conservation impacts and discussed administrative issues. Attached is the May 24, 2011, memorandum presented to the Board.

Purchase of Development Rights

The PDR program began in 2001 as a tool specifically designed to protect undeveloped rural property (outside the PSA) through conservation easements, and has acquired seven easements comprising 583 acres (see attached). It is a voluntary program for landowners interested in preserving their property whereby the property owner enters into an agreement to sell development potential of qualifying property to the County while maintaining the right to continue to own and use the property. The program was designed to be transparent and as a result it can be a deliberate and time consuming process to complete an acquisition.

Open application periods are advertised, interested landowners complete an application, and the PDR Administrator then evaluates the property based on the program criteria for eligibility and priority. The property is then evaluated by the PDR Committee prior to consideration by the Board of Supervisors. After the Board approves an application for negotiation, negotiations ensue with the applicant. With mutual agreement on the terms to be included in a deed of easement, an appraisal is conducted and offer made to the property owner based on the difference between the appraised value of the property before the easement and after the easement. Negotiations can be complex and generally require significant time to complete. In fact, each application submitted requires significant effort by the PDR Administrator. Staff generally spends much time with an applicant before an application is even submitted. Once an application is submitted, the PDR Administrator must:

- Advertise an open application period.
- Evaluate and rank the parcel.
- Brief other County staff.
- Present it to the PDR Committee.
- Present it to the Board.
- Work with an appraiser to have an appraisal conducted.
- Present it to the Appraisal Review Committee.
- Present the approved appraisal to the PDR Committee for review.
- Present the appraisal to the applicant and negotiate on price if necessary. Negotiations on price require input from the PDR Committee and County Administrator.
- With mutual agreement on price and terms, present the applicant's written offer to the Board for approval to purchase.
- Work with attorneys to close on the easement.

Alternatives

If the Board wishes to increase activity in these programs, several options exist. In the case of all of these options, staff recommends that if the Board wants to increase the resources for the programs that funds come from the balances in the CIP. In addition, it is assumed in all of these options, that the increased resources would allow for the development of a more specific and detailed plan.

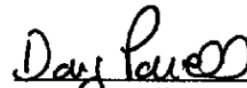
1. Hire a full-time limited term employee to increase emphasis on marketing of the program and outreach to landowners. Under this scenario, the employee would also be responsible for developing a long-range plan, negotiating acquisitions and managing the programs on a day-to-day basis.
2. Hire a part-time employee that focuses solely on marketing of the program and outreach to the landowners. Existing County staff would then be responsible for planning, negotiating acquisitions, and managing the programs on a day-to-day basis.

3. Contract with a private firm to acquire easements. This could entail the entire program or could privatize certain elements (such as marketing and outreach, or a law firm to assist with the negotiation and closing of an easement).
4. Maintain the current program.

Conclusion

Staff seeks guidance from the Board about its relative priority and desired future direction of these programs. Specifically:

- Does the Board want to attempt to use all or part of the remaining \$14 million available to borrow, or would the Board prefer only spend the combined \$5.8 million currently in the CIP?
- Is the Board interested in increasing resources for the programs in the current fiscal year, and if so, does the Board have a preference among the three options listed above?
- Does the Board want to develop a more strategic approach to target specific parcels or areas of the County for the PDR program? (The Board already has approved a priority list for the Greenspace program).
- Does the Board want to attempt to return to dedicating a penny of the tax rate to the programs in future budgets?



Doug Powell

DP/nb

LandAcqProg_mem

MEMORANDUM

DATE: May 24, 2011
TO: The Board of Supervisors
FROM: John T. P. Horne, Manager of General Services
SUBJECT: Greenspace Land Acquisition Update

The purpose of this work session is to discuss the overall objectives of the County's Greenspace Program. While notable success has been achieved by the County in conserving important greenspace parcels over the last several years, the Board has not had a general discussion of the subject since 2002. Acquisition efforts continue the Board's previous policy to acquire environmentally threatened properties, certain properties with historical significance, or property where development threatens to destroy a unique community characteristic. The Purchase of Development Rights (PDR) program also continues to operate under approved ordinances and rating guidelines unique to that program. Over the years some parcels which were initially identified through PDR applications were ultimately acquired through the greenspace program.

Acquisition funding is available from account balances of \$3,957,000 for Greenspace and \$2,537,000 for PDRs and from \$14 million in remaining bonding authority from the 2005 bond referendum. Under the terms of the referendum, bonds must be issued within eight years (by November 2013) although the Circuit Court Judge may authorize an additional two years.

The areas the Board previously identified as having the greatest need for conservation or preservation were Jamestown Road, John Tyler Highway, and Greensprings Road. Since then, additional parcels have been identified in the Norge, Toano, and Anderson's Corner area. The Powhatan Creek and Yarmouth Creek Watershed Management Plans also identified several priority conservation areas. To date, 1,314 acres have been conserved by the program through a combination of easements and outright purchase.

Previous Greenspace Land Acquisition Recommendations

When the greenspace program was originally developed, a matrix was used to assist staff and the Board in evaluating and ranking an initial set of potential properties. Criteria included the following:

- Parcel status (if it was for sale or threatened by development)
- Significance of the site (are there natural, scenic, historic, or cultural qualities which make this site unique), community character issues (does it affect the fabric, character, or heritage of a community)
- Other factors (such as multiple priority factors or alternative means of acquisition)

The planning documents that contributed to these categories included the Comprehensive Plan, Greenways Master Plan, Parks and Recreation Master Plan, historical and archaeological studies, Watershed Management Plans, and specific recommendations from the Board, Planning Commission, and citizens. Examples of purchases that were driven by these other policy documents include timber buffers on Route 5, Chickahominy Riverfront Park, and the Whitehall Tavern historical preservation easements.

Current Status of Potential Greenspace Parcels

The County has had considerable success in conserving the highest priority parcels on the previous priority list. Eight of the top 10 parcels have been acquired. Of the two remaining parcels, staff has been in frequent contact with one owner to make sure he is aware of the County's interest. Staff is recommending removal of the other parcel because the conservation objectives have been achieved by other means. Over 60 additional parcels have been identified in earlier discussions with the Board. Several of these have also been acquired or ~~conserved in other ways and several parcels have been purchased for conservation based on specific opportunities that have arisen over the years.~~

Powhatan Creek and Yarmouth Creek Watershed Management Plans Conservation Recommendations

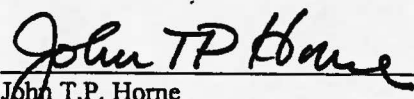
These watershed management plans contain conservation areas among many other recommendations. Over 60 parcels are contained within the conservation areas. The criteria used to identify these areas include protection of water quality in watershed streams, protection of identified rare or endangered species, and preservation of rare ecological areas. The Plans promote the conservation of these areas, but in no way assume that the only way to achieve that is County acquisition. Where County acquisition is involved, conservation easements are much more likely than fee simple purchase. Attached is a map showing the general location of the Conservation Areas.

Administrative Issues

Two issues have arisen with budgetary challenges in recent years. Staffing for active pursuit of priority parcels has decreased. The General Services Manager remains the primary staff person responsible for activities, with some staff assistance from Development Management. As specific acquisition opportunities arise, a wider range of staff from FMS, County Attorney's Office, and County Administration become involved. Staff is currently discussing measures to increase efforts to pursue greenspace priorities.

Another issue is the systematic monitoring of lands acquired through the program. Many parcels such as the Jamestown parcels, Mainland Farm, and Chickahominy Riverfront Park are actively monitored and managed by staff. Many others, however, don't receive the necessary monitoring. Staff has attempted to identify a local partner who would be interested in a monitoring contract, but has not been successful to date. As more lands are acquired, monitoring will be a growing need. Existing County field staff may be used to increase monitoring.

Finally, staff would note that County acquisition or land or easements are not the only tools available for land conservation in the County. Agricultural and Forestal Districts (AFDs), easements to other public and private organizations, zoning, environmental regulations, and a variety of other measures can be effective. Private landowner stewardship is also critical to success in the community. If County acquisition is the most appropriate initial conservation technique, long-term redeployment of certain properties, with the necessary protections, should be considered. All these additional measures are ongoing.


John T.P. Horne

JTPH/nb
GLAUpdateWS_mem

Attachment

PDR PROGRAM

Summary of PDR Appraisals For Recorded Easements DRAFT

Bold Font = Board Approved

Value

Year Closed	Ranking (Pts.)	Name	Location	Acres	Acres Closed or Pending	Appraised Before Value	Appraised After Value	Appraised Easement Value	% of Appraised Before Value	Per Dwelling (est.#)	Reimbursements From VDACS
2003	#1 of 14 (143.25)	Lyle Hall et al.**	Forge Rd.	123	123	\$900,000 (\$7317) \$876,000 (\$7300)	\$455,000 (\$3699) \$300,000 (\$2500)	445,000 (\$3617) \$576,000 (\$4800)	49.40% 65.70%	\$10,853.00 (41) \$14,048.78 (41)	
2003	#2 of 14 (96.5)	Alex Penland	Diascund Rd	57.4 ac.	57.4	\$515,000 (\$8972)	\$315,000 (\$5487)	\$200,000 (\$3,484)	38.80%	\$16,666.00 (12)	
2003	#8 of 14 (69.75)	Randall Davis	Diascund Rd	18.9 ac.	18.9	\$123,000 (\$6508)	\$ 47,000 (\$2487)	\$ 76,000 (\$4,021)	61.80%	\$19,000.00 (4)	
2003	#9 of 14 (66.5)	Bert Geddy (Cranston's Mill Pond)	Off Centerville Rd.	167.5	167.5	\$880,000 (\$5253)	\$645,000 (\$3850)	\$235,000 (\$1,402)	26.70%	\$9,791.00 (24)	
2008	#4 of 6 (81.75)	Cindy Cragg**	Diascund Rd	103.23	103.23	\$960,000 (\$9,320)	\$650,000 (\$6,311) \$465,000 (\$4504.50)	\$310,000.00 \$495,000 (\$4,806)	 51.57%	\$9,117.65 (34) \$14,559.00 (34)	\$250,000
2012	#2 of 3 (78.00)	Skillman	Diascund Rd	39.5	39.698 39.198	\$595,000 (\$14,988.16) \$587,505.92 (\$14,988.16)	\$260,000 (\$6,549.45) \$256,725.28 (\$6,549.45)	\$335,000 (\$8,438.71) \$330,781 (\$8,438.72)	32.29% 56.30%	\$25,444.69 (13)	\$93,000
2012	#3 of 3 (46.5)	Weygand **	Diascund Rd	34.03	34.03	\$527,500 (\$15,500)	\$240,000 (\$12,000)	\$287,500 (\$8448.43) \$300,000 (\$8,815.75)	54.50% 56.87%	\$26,136.36 (11) \$27,272.73 (11)	
					Total Acres Protected	582.956	Total Cost	\$2,212,781.00	Average	51.11%	

** Easement Value negotiated above appraised value