Stakeholder Group Meeting #1 Minutes

5th Street Corridor Study – Phase 2

December 12, 2019

Albemarle County Offices

In attendance:

- Dan Butch, Albemarle County
- Kevin McDermott, Albemarle County
- Juwan Lee, CAT
- Garland Williams, CAT
- Amanda Poncy, City of Charlottesville
- Troy Austin, VDOT
- Adam Moore, VDOT
- Charles Proctor, VDOT
- Chip Boyles, TJPDC
- Jessica Hersh-Ballering, TJPDC
- Lucinda Shannon, TJPDC
- Rex Linville, 5th and Avon CAC
- Patty Hurd, Kittelson & Associates, Inc.
- Meredyth Sanders, Kittelson & Associates, Inc.
- Chris Tiesler, Kittelson & Associates, Inc.

Welcome and Introductions

Chris Tiesler (Kittelson) welcomed the 5th Street Stakeholder Group and thanked them for attending the kick-off meeting for Phase 2 of the 5th Street Corridor Study. He welcomed Patty Hurd, who introduced herself as the project manager for Phase 1 and Phase 2 of the 5th Street Corridor Study. The stakeholders and remaining study team members introduced themselves.

Following introductions, the study team provided the Stakeholder Group with a general study overview, shared an update on corridor conditions, outlined the study goals, objectives, and evaluation criteria, and led a discussion about community input and outreach strategies.

Study Overview

The 5th Street Corridor runs 1.93 miles along 5th Street (Route 631, 5th Street Extended, Old Lynchburg Road) between Harris Road in the City of Charlottesville and Ambrose Commons Drive in Albemarle County. The corridor serves local and regional traffic via eastbound and westbound ramps to Interstate
64, Charlottesville Area Transit (CAT) service, and connections to key regional trail facilities (Biscuit Run Park trail system and Moore’s Creek trail).

The 5th Street Corridor Study was identified by VDOT Culpeper District to evaluate existing automobile, transit, bicycle, and pedestrian conditions, assess future travel projections and development patterns, generate a range of multimodal solutions to address the study goals and objectives, and test the application and relevance of multimodal solutions through community input.

Patty Hurd (Kittelson) reminded the Stakeholder Group that the study includes two phases. The first phase established the stakeholder group, conducted a preliminary existing conditions evaluation of the corridor, and identified a mutually agreed upon set of goals and a study scope for Phase 2. The second phase of the corridor study will enact the scope developed during the first phase to identify transportation alternatives that will help meet the study goals and objectives.

Patty provided the stakeholders with a high-level outline of the scope for phase 2 of the 5th Street Corridor Study.

**Phase 2 Scope**

- **Traffic Analysis**
  - Future No-Build Projections (Design Year – 2040)
  - Interim Year No-Build Analysis (Design Year – 2030) to understand how in-process development may affect traffic operations at corridor intersections
  - Operational Analysis
    - No-build and alternatives
- **Safety Analysis**
  - Evaluate existing crash patterns/ future multimodal travel patterns
  - Evaluate intervention measures
- **Recommendations**
- Segment and intersection configurations
- Identify near- and long-term improvements
- For intersections improvements – evaluate cost/benefit
  - Public Engagement
    - Includes online engagement for the duration of the study

Schedule, Milestones, and Assumptions
Patty introduced the eight-month Phase 2 schedule, which is expected to conclude in late July/Early August 2020. The first two tasks for Phase 2 involve completing an existing and future no-build corridor conditions analysis, and finalizing the goals, objectives, and evaluation criteria for the study. These tasks are planned to conclude in late Winter 2020. The final three tasks involve developing, evaluating and revising transportation alternatives to address the study goals and objectives. These tasks are planned to take place in Spring and Summer 2020.

Four stakeholder meetings will take place during the study so that the stakeholder group members can weigh in on initial, revised, and final transportation alternatives developed by the study team. Two public engagement phases will take place to introduce the study goals and objectives to the public (Winter 2020) and gather public feedback on the study’s transportation alternatives (Spring 2020). Ongoing community engagement, including two online surveys, will be facilitated through the study website.

Corridor Conditions
The study team provided a map of the 5th Street corridor and shared insights concerning corridor land use, bicycle and pedestrian accommodations, transit accommodations, safety, and existing and future intersection operations:

Land Use
- The study corridor is primarily residential, with concentrations of commercial and office uses fronting the corridor between Harris Road and I-64, and at 5th Street and Old Lynchburg Road.
- I-64 acts as an informal “boundary” between the denser, mixed use northern half of the corridor and the less dense, primarily residential southern half of the corridor.
- Generators along the corridor include schools (The Covenant School, Jackson Via Elementary School), shopping destinations (Willoughby Shopping Center, 5th Street Station Shopping Center), places of worship (Calvary Chapel Charlottesville, Kingdom Hall of Jehovah’s Witnesses), government institutions (Albemarle County 5th Street Office Building), and trail-to-park connections (Biscuit Run Park and Azalea Park)
- In-process developments along the corridor include:
  - Southwood
    - Phase 1: 225 apartments/townhomes, 25 single family units, 37,250 SF of office space, and 37,250 SF of retail space
    - Phase 2: 143 apartments/town homes, and 16 single family units
Royal Fern
- Kevin McDermott and Dan Butch (Albemarle County) shared that the developer for Royal Fern is in the process of revising the proposed mix of land uses for the Royal Fern Development. The latest known proposal for the Royal Fern Site included: 150 mixed apartments, 50 town homes, and 2 acres of commercial space.

Brookdale
- 96 multi-family dwelling units

Timberland Park
- 80 multi-family dwelling units

Bicycle and Pedestrian Accommodations
- Existing bicycle and pedestrian accommodations
  - Pedestrian facilities along the corridor include standard sidewalk and substandard paved paths (< 4’ wide). Pedestrian facilities are primarily located on the north side of 5th Street, with a small stretch of sidewalk located on the south side of 5th Street between Harris Road and the Charlottesville/Albemarle County border.
  - There are four signalized crossings on the corridor at Harris Road, 5th Street Station Parkway, I-64 WB ramps, and I-64 EB ramps.
  - The longest length of the corridor without a marked, signalized crossing is 1.22 miles.
  - Two of the four signalized crossings (I-64 WB ramps and I-64 EB ramps) do not have marked crosswalks.
  - Marked bicycle lanes are provided on 5th Street between Harris Road and 5th Street Station Parkway, and on the portion of Bent Creek Road adjoining the 5th Street Station Shopping Center.

- Planned bicycle and pedestrian facilities
  - The long term vision for the 5th Street Corridor as laid out in City of Charlottesville and Albemarle County transportation plans includes a network of bicycle and pedestrian facilities providing connections to corridor generators and CAT stops. A continuous shared use path is envisioned along 5th Street to provide separate, off-road facilities for both bicyclists and pedestrians.

Transit Accommodations
- Four Charlottesville Area Transit (CAT) Routes serve the study corridor:
  - Route 2: 5th Street Station
    - Serves 5th Street Station Shopping Center and Willoughby Center Shopping Center
    - Service hours: Monday to Saturday (6:35 AM to 11:42 PM) and Sunday (7:35 AM to 5:42 PM)
    - Buses arrive every 30 minutes during all service hours
  - Route 3: Southwood and Belmont
- Runs from the City of Charlottesville into Albemarle County along the full length of the study corridor, with a turn-around at Hickory Street and the Southwood Community.
- Service hours: Monday to Saturday (6:00 AM to 11:45 PM)
- Buses arrive every 30 minutes during peak hours, and every hour during all other service hours
  - Route 4: Cherry Avenue and Harris Road
    - Runs from the City of Charlottesville to 5th Street Station Parkway (along 5th Street), with a turn-around at Willoughby Shopping Center.
    - Service Hours: Monday to Friday (6:25 AM to 12:03 AM) and Saturday (6:36 AM to 12:03 AM)
    - Buses arrive every 24 minutes during peak hours, and every hour and ten minutes during all other service hours
  - Route 6: Ridge Street and Prospect Avenue
    - Runs from the City of Charlottesville to 5th Street Station Parkway (Turns onto 5th Street from Harris Road), with a turn-around at Willoughby Shopping Center.
    - Service hours: Monday to Saturday (6:30 AM to 12:00 AM)
    - Buses arrive every hour during all service hours
- CAT provided the study team with 2018 stop-level ridership data (weekday boardings only) for bus stops located on the 5th Street Corridor. A review of 2018 stop-level ridership data showed that the following three stations experienced the highest ridership on the corridor in 2018:
  - Hickory Street and Quest Drive (7,699 weekday boardings in 2018)
  - 5th Street and Wahoo Way (4,455 weekday boardings in 2018)
  - 5th Street and Albemarle County Office Building (3,415 weekday boardings in 2018)
- CAT representatives shared that neighborhoods located off of Old Lynchburg Road regularly ask that CAT provide service on Old Lynchburg Road. Residents currently have to walk to the intersection of 5th Street and Old Lynchburg Road to catch the bus.
- Stakeholders recommended that the study team quantify the stop amenities that are available at each bus stop on the corridor.
- CAT representatives noted that building a roundabout on Hickory Street would improve efficiency for CAT Route 3.

**Safety**

- The study team assessed five years of crash data along the study corridor (2014-2018).
- The study corridor has experienced a general increase in the number of crashes per year.
- One fatal crash occurred on the study corridor in 2016.
  - This crash involved a drunk driver.
- The top three crash types that occurred along the corridor between 2014 and 2018 included angle (41%), rear end (32%), and sideswipe, same direction (8%).
  - Other crash types observed along the corridor include fixed object – off road (7%), head on (6%), pedestrian (<1%), and bicycle (<1%).
The Stakeholders commented on the high percentage of angle crashes observed on the corridor. The study team explained that the uncharacteristically high number of angle crashes is likely related to vehicles turning from low-speed streets onto a higher speed street (i.e., 5th Street) at unsignalized intersections.

- Most of the study corridor crashes were located within in the influence area of intersections (188 total - 96%) as opposed to along segments (7 total – 4%).
  - The study team shared a map showing crash totals by intersection. 5th Street intersections with higher numbers of crashes included Harris Road, 5th Street Station Parkway, Old Lynchburg Road, and the EB and WB I-64 ramps.
- VDOT conducted a network screening analysis which shows intersection and segment “hot-spots” with potential for safety improvement (PSI). The analysis assessed crashes in VDOT’s Culpeper District for years 2013-2017. The study team checked intersections identified for VDOT Culpeper District through the 2013-2017 analysis and identified two locations along the 5th Street corridor:
  - 5th Street from Harris Road to 5th Street Station Parkway (District Rank 17)
  - 5th Street from south of 5th Street Station Parkway to Moore’s Creek/City of Charlottesville and Albemarle County border (District Rank 129)
- VDOT staff noted that more recent PSI scores may be available for the Culpeper District.
- The study team took a closer look at intersection safety on the study corridor by calculating an equivalent property damage only (EPDO) score for all intersections on the study corridor. The EPDO performance measure identifies locations that have exhibited a combined greater severity and frequency of crashes than other locations. The study team highlighted the five highest-scoring intersections:
  - 5th Street Station Parkway
  - Harris Road
  - I-64 EB Ramps
  - Old Lynchburg Road
  - I-64 WB Ramps
- Each of the five intersections were characterized by higher numbers of injury and severe injury crashes, and a high number of angle and rear end crashes.
  - The stakeholders asked the study team to take a closer look at the head on crashes recorded at 5th Street Station Parkway. They suspected that those head-on crashes were mis-coded.
- Three bicycle and pedestrian crashes have occurred along the study corridor over the past five (5) years of available data:
  - Bicycle PDO crash at Old Lynchburg Road
  - Pedestrian minor injury crash at I-64 EB ramps
  - Pedestrian severe injury crash at 5th Street Station Parkway

**Intersection Operations**

- The study team assessed existing intersection operations at signalized and unsignalized intersections located along the study corridor.
• Most intersections in the study area effectively process traffic during the AM peak hour
  o Two intersections have movements operating at LOS E: Stagecoach Road and 5th Street Station Parkway
  o Two intersections have movements that are near capacity:
    • 5th Street and WB Ramps: v/c=0.93 (WBR)
    • 5th Street Station Parkway: v/c=0.92 (WBR)
  o The I-64 EB off-ramp is susceptible to potential queue spillbacks onto the interstate
• Most intersections in the study area effectively process traffic during the PM peak hour
  o Three intersections have movements operating at LOS F: I-64 EB ramp, 5th Street Commercial, and 5th Street Station Parkway
  o Two intersections have movements that are at or over capacity:
    • I-64 EB off-ramp: v/c=1.00
    • 5th Street Station Parkway
      • v/c=1.12 (WBR)
      • v/c=1.28 (NBR)
  o The I-64 EB off-ramp is still susceptible to potential queue spillbacks onto the interstate
• The study team also assessed future no-build intersection operations at signalized and unsignalized intersections along the study corridor. This analysis assumed:
  o No changes to intersection geometry or lane configuration
  o Background volume growth to 2040
    • 2 percent from I-64 to Harris Road
    • 1.5 percent south of I-64
  o Additional development growth
    • Royal Fern mixed use development
    • Southwood mixed use development

Patty asked the stakeholder group for their feedback on the assumptions used in the future no-build analysis. The stakeholder group members noted that 2% background growth was higher than expected, and that 1.5% was generally closer to growth rates used in other planning studies in Albemarle County. The study team explained that the 2% growth rate was used in the 5th Street Corridor Study conducted in the City of Charlottesville, which concluded in 2019.
• Using the future no-build analysis assumptions outlined above, seven intersections could have movements operating at LOS F during the AM peak hour:
  o Sunset Avenue Extended, Old Lynchburg Road, Stagecoach Road, I-64 EB ramp, I-64 WB ramp, 5th Street Commercial, and 5th Street Station Parkway.
  o The I-64 EB and I-64 WB off-ramps are susceptible to potential queue spillbacks onto the interstate
• Using the future no-build analysis assumptions outlined above, six intersections could have movements operating at LOS F during the PM peak hour:
  o Old Lynchburg Road, Stagecoach Road, I-64 EB ramp, I-64 WB ramp, 5th Street Commercial, and 5th Street Station Parkway.
  o The I-64 EB ramp is susceptible to potential queue spillbacks onto the interstate
Two intersections (I-64 WB ramps and 5th Street Station Parkway) may experience southbound queues that spill back into upstream intersections.

- The study team shared that they planned to collect travel speed, travel time, and reliability data 5th Street between Harris Road and Ambrose Commons Drive to better understand how travel times change along the corridor.
- Stakeholders asked if the study team had assessed traffic operations at the intersection of 5th Street Station Parkway and Wegman’s Way. The study team explained that this intersection was not included in the original scope for the study and had not been included in the preliminary analysis.
- Stakeholders asked if the future no-build operational analysis at 5th Street Commercial considered imminent changes to the intersection geometry (e.g. restricting left-turns, etc.). The study team explained that the current version of the operational analysis did not take these changes into account, and noted that the analysis could be updated.

**Summer Field Visit**

The study team concluded the corridor conditions discussion by sharing images from the summer field visit conducted as part of Phase 1 of the 5th Street Corridor Study.

**Goals, Objectives, and Evaluation Criteria**

The study team revised the goals and objectives for the 5th Street Corridor Study based on stakeholder feedback from the last stakeholder meeting. Screening criteria were identified for each set of goals and objectives allow for robust alternatives analysis during Phase 2 of the study.

**Vision**

5th Street is a Complete Street that supports development and provides safe and comfortable travel for all uses and users of the roadway.

**Goal: Improve Safety**

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<tr>
<th>Objectives</th>
<th>Screening Criteria</th>
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<tbody>
<tr>
<td>Reduce/manage vehicular conflict points</td>
<td>• Number of elements with high crash modification factors (CMFs)</td>
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<tr>
<td></td>
<td>• Potential to incorporate access management as part of alternative</td>
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<tr>
<td>Manage vehicular travel speeds</td>
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</table>
| Provide continuous, consistent bicycle and pedestrian facilities | • Potential to influence driver compliance with posted speeds  
• Miles of consistent, continuous bicycle and pedestrian facilities  
• Number of protected pedestrian crossing opportunities  
• Pedestrian crossing distance curb to curb  
• Width of buffer between back of pedestrian/bicycle facility and edge of vehicular travel lane |
| Provide protected pedestrian crossing opportunities |
| Provide separation between vehicular travel and bicycle/pedestrian travel |

**Goal: Manage Congestion**

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| Increase person throughput capacity | • Potential to increase daily transit ridership  
• Travel times for representative trips |
| Reduce travel time variability | • Physical improvements that promote consistent transit run times |
| Make efficient use of right-of-way for all users | • Potential to increase bicycle and pedestrian activity on the corridor |
| Mitigate delay at corridor pinch-points (intersections) | • Potential to impact intersection delay at intersections that will be congested in the future no-build condition |

**Goal: Support Economic Development**

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<th><strong>Objectives</strong></th>
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| Provide access to jobs for users with a range of abilities | • Households accessible by connected bike and pedestrian facilities  
• Jobs accessible by connected bike and pedestrian facilities |
| Provide mode choice in access to employment opportunities | • Transit stops accessible by connected bike and pedestrian facilities |
Beautify the corridor

- Potential to increase landscaping
- Potential to increase lighting
- Potential to improve signage/wayfinding

**Goal: Environmental Sustainability and Community Health**

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<tr>
<td>Provide bicycle facilities that connect to existing and future trails</td>
<td>• Miles of separated bicycle facilities that connect to existing and future trails</td>
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<tr>
<td>Provide ADA access corridor-wide</td>
<td>• Increase in ADA-accessible facilities</td>
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<tr>
<td>Prioritize multimodal investments to and near mixed and low-income housing developments</td>
<td>• Mixed and low-income neighborhoods accessible by interconnected bike, and pedestrian facilities</td>
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**Stakeholder Feedback:**

The stakeholders provided the following feedback on the study goals and objectives:

- Modify goal “Improve Safety” to “Improve safety and comfort”.
- Change objective “Provide continuous, consistent bicycle and pedestrian facilities” to “Provide continuous, consistent bicycle, pedestrian, and transit facilities”.
- Add the following criteria to objective “Provide continuous, consistent bicycle, pedestrian, and transit facilities”: “Number of ADA-accessible transit stops”.
- Modify objective “Provide protected pedestrian crossing opportunities” to “Provide designated (e.g., signed, signalized) pedestrian crossing opportunities”.
- Modify the criteria “Number of protected pedestrian crossing opportunities” to “Number of designated (e.g., signed, signalized) pedestrian crossing opportunities”.
- Add the following criteria to objective “Provide designated (e.g., signed, signalized) pedestrian crossing opportunities”: “Number of designated (e.g., signed, signalized) pedestrian crossing opportunities connecting to corridor generators”.
- Modify the criteria “Travel times for representative trips” to “Travel times for trips”.
- Modify the criteria “Mixed and low-income neighborhoods accessible by interconnected bike, and pedestrian facilities” to “Mixed and low-income neighborhoods accessible by interconnected bike, pedestrian, and transit facilities”.
- Stakeholders asked how the study team planned to measure the criteria “Miles of separated bicycle facilities that connect to existing and future trails”. The study team explained that they would use the GIS-based network analyst tool to conduct this analysis.
• Otherwise, stakeholders generally agreed with the revisions to the study vision, goals, objectives, and evaluation criteria.

Community Input

Patty shared and gathered stakeholder feedback on the community input plan for the corridor study. The study team planned to collect community feedback through the following channels:

• Two public surveys
• Two public meetings
• Ongoing community engagement through the project website
  o Will be hosted on VDOT’s projects and studies web platform
  o Scheduled to go live in early January 2020

The first public meeting and survey is scheduled to take place in late January 2020. The stakeholders provided the following feedback on the public meeting and survey:

• Recommend two smaller, targeted public forums instead of a full-scale public meeting in late January:
  o Southwood Community
  o 5th & Avon CAC (can coordinate with other Albemarle County CAC’s to ensure that all local community representatives are aware and invited)
• Translate all public outreach materials into Spanish
• Stakeholders can help distribute copies of the survey and other public outreach materials through the following marketing channels:
  o Albemarle County communications
  o Local Boys and Girls Club Center
  o CAT buses
  o 5th Street Station Shopping Center - Wegmans

After gathering feedback on the first public meeting/forums from the stakeholders, the study team noted that they would look into substituting two smaller public forums in place of the first public meeting. Patty explained that the team would share outreach and survey materials with the study stakeholders in mid-January.

The stakeholder group used the remaining meeting time to review a draft copy of the first survey for the corridor study. The stakeholders provided the following specific comments about the survey:

• Consider re-wording the “What is your home zip code” question to avoid confusing temporary corridor residents (i.e., students)
• Remove reference to desired transit recommendations that aren’t directly related to physical infrastructure (i.e., reduced fares, increased hours of operation, etc.).
Some members of the stakeholder group provided additional, written comments on the survey draft. The study team will take all recommended modifications into consideration when finalizing the survey draft.

Next Steps

Patty Hurd thanked everyone for attending and reminded them that the first set of public engagement for the study would take place in mid- to late-January 2020. An Existing and Future No-Build Conditions memorandum would be posted on the study website at around the same time. The next stakeholder group is scheduled to take place in late February/early March 2020.

Attachments: Meeting presentation, Survey 1

Cc: Stakeholders, Meeting Attendees