



**CITY COUNCIL AGENDA**  
**January 5, 2015**

**6:00 p.m. – 7:00 p.m.**      **Closed session as provided by Section 2.2-3712 of the Virginia Code**  
*Second Floor Conference Room*

**CALL TO ORDER**      *Council Chambers*  
**PLEDGE OF ALLEGIANCE**  
**ROLL CALL**

**AWARDS/RECOGNITIONS**      VRPS Awards  
**ANNOUNCEMENTS**

**MATTERS BY THE PUBLIC**      Public comment permitted for the first 12 speakers who sign up before the meeting (limit 3 minutes per speaker) and at the end of the meeting on any item, provided that a public hearing is not planned or has not previously been held on the matter.

**COUNCIL RESPONSE TO MATTERS BY THE PUBLIC**

- 1. CONSENT AGENDA\***      (Items removed from consent agenda will be considered at the end of the regular agenda.)
- a. Minutes for December 15
  - b. APPROPRIATION:      Virginia Department of Health Special Nutrition Program Child and Adult Care Food Program - \$32,000 (2<sup>nd</sup> of 2 readings)
  - c. APPROPRIATION:      2015 Department of Motor Vehicles Virginia Highway Safety Grant for Speed Enforcement - \$7,680 (1<sup>st</sup> of 2 readings)
  - d. APPROPRIATION:      VDOT Funds for the Condemnation of CATEC Property Used for the Meadowcreek Parkway - \$144,700 (1<sup>st</sup> of 2 readings)
  - e. APPROPRIATION:      National Endowment for the Arts (NEA) Our Town Grant "Play the City" – \$50,000 (1<sup>st</sup> of 2 readings)
  - f. APPROPRIATION:      Central Library Restroom Renovation and A.D.A. Improvements Project – Albemarle County Reimbursement – \$10,033.19 (1<sup>st</sup> of 2 readings)
  - g. APPROPRIATION:      Local Contributions for Crisis Intervention Training - \$16,000 (1<sup>st</sup> of 2 readings)
  - h. APPROPRIATION:      2015 Department of Motor Vehicles Virginia Highway Safety Grant for Alcohol Enforcement – \$24,114 (1<sup>st</sup> of 2 readings)
  - i. APPROPRIATION:      Preston Morris Building Envelope Restoration Project – Albemarle County Reimbursement – \$1,200 (1<sup>st</sup> of 2 readings)
  - j. APPROPRIATION:      Outside Area Contributions for Crisis Intervention Training - \$3,500 (1<sup>st</sup> of 2 readings)
  - k. APPROPRIATION:      Environmental Protection Agency Solid Waste Management Assistance Grant for Composting at the Charlottesville City Market - \$9,000 (1<sup>st</sup> of 2 readings)
  - l. APPROPRIATION:      Adoption Incentive Funds – \$2,977.92 (1<sup>st</sup> of 2 readings)
  - m. APPROPRIATION:      Virginia Initiative for Employment not Welfare (VIEW) Purchase of Services – \$12,675 (1<sup>st</sup> of 2 readings)
  - n. RESOLUTION:      Tax Payment Refund to Jefferson Properties, Inc. (1<sup>st</sup> of 1 reading)
  - o. RESOLUTION:      Special Use Permit for 722 Preston Ave. (1<sup>st</sup> of 1 reading)
  - p. RESOLUTION:      City Council Regular Meeting Schedule for 2015 (1<sup>st</sup> of 1 reading)
- 2. REPORT**      Public Safety Camera Proposal
- 3. REPORT**      Human Rights Commission Annual Report
- 4. RESOLUTION\***      SUP Sycamore Hotel (1<sup>st</sup> of 1 reading)
- 5. RESOLUTION\***      McIntire Road Extended Naming (1<sup>st</sup> of 1 reading)
- 6. REPORT**      Parking Management Strategy
- 7. RESOLUTION\***      YMCA Ground Lease (1<sup>st</sup> of 1 reading)

**8. REPORT**

National League of Cities Annual Conference Council Summary

**OTHER BUSINESS  
MATTERS BY THE PUBLIC  
COUNCIL RESPONSE TO MATTERS BY THE PUBLIC**

\*ACTION NEEDED

**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



Agenda Date:	December 15, 2014
Action Required:	Approval and Appropriation
Presenter:	Erica Goode, Recreation Program Manager
Staff Contacts:	Erica Goode, Recreation Program Manager Leslie Beauregard, Director, Budget and Performance Management
<b>Title:</b>	<b>Virginia Department of Health Special Nutrition Program Child and Adult Care Food Program - \$32,000</b>

**Background:**

The City of Charlottesville, through Parks and Recreation, has received approval for reimbursement up to \$32,000 from the Virginia Department of Health-Special Nutrition Program to provide free dinner to children 18 and under attending our drop-in afterschool programs through their Child and Adult Care Food Program

**Discussion:**

Charlottesville Parks and Recreation will operate an afterschool meals program for 36 weeks, during the course of the regular school year. There are currently 5 locations, Friendship Court, Greenstone on 5<sup>th</sup>, South First Street, Tonsler and Westhaven Community Centers that serve children 18 years and under. An educational/enrichment component is planned along with dinner. Dinner will be served from 4:30-7pm at various locations. The Virginia Department of Health-Special Nutrition Program provides a free nutritious dinner for these children. Most of the children served receive free or reduced meals during the school year. Over 350 children will be served each week during the months of September-May. This program was piloted in the Spring of 2014.

The \$32,000 appropriation covers the cost of food for the Child and Adult Care Food Program. The dinners are purchased through the City of Charlottesville School Food Service. The Parks and Recreation Department pays the bills to the City of Charlottesville Food Service and is then reimbursed by the Virginia Department of Health Special Nutrition Programs.

**Community Engagement:**

N/A

**Alignment with City Council's Vision and Strategic Plan:**

Approval of this agenda item aligns directly with Council's vision for Charlottesville to be America's Healthiest City and it contributes to Goal 2 of the Strategic Plan. Be a safe, equitable, thriving, and beautiful community. Children will receive a nutritious dinner, hopefully replacing a meal that did not exist or providing a healthier balanced option for them.

**Budgetary Impact:**

The funds will be expensed and reimbursed to a Grants Fund.

**Recommendation:**

Staff recommends approval & appropriation of funds

**Alternatives:**

If money is not appropriated, the free dinner program will not be offered to youth, most of which receive free or reduced meals during the school year.



**APPROPRIATION.**

**Virginia Department of Health Special Nutrition Program  
Child and Adult Care Food Program.  
\$32,000.**

**WHEREAS**, the City of Charlottesville, through Parks and Recreation, has received approval for reimbursement up to \$32,000 from the Virginia Department of Health Special Nutrition Program to provide free dinner to children attending select drop-in afterschool centers; and

**WHEREAS**, the grant award covers the period from period October 1, 2014 through September 30, 2015;

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that the sum of \$32,000, received from the Virginia Department of Health Special Nutrition Program is hereby appropriated in the following manner:

**Revenue – \$32,000**

Fund: 209                      Internal Order: 1900230                      G/L Account: 430120

**Expenditures - \$32,000**

Fund: 209                      Internal Order: 1900230                      G/L Account: 530670

**BE IT FURTHER RESOLVED**, that this appropriation is conditioned upon the receipt of \$32,000 from the Virginia Department of Health Special Nutrition Program.

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**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



<b>Agenda Date:</b>	January 5, 2014
<b>Action Required:</b>	Appropriate Grant Funding
<b>Presenter:</b>	Lieutenant Cheryl Sandridge, Police Department
<b>Staff Contacts:</b>	Lieutenant Cheryl Sandridge, Police Department
<b>Title:</b>	2015 Department of Motor Vehicles Virginia Highway Safety Grant for Speed Enforcement - \$7,680

**Background:**

The Commonwealth of Virginia Department of Motor Vehicles has awarded the City of Charlottesville \$5,120 through a Virginia Highway Safety Grant, with a required local in-kind match of \$2,560, for a total award of \$7,680.

**Discussion:**

The Virginia Highway Safety Grant is administered by the Commonwealth of Virginia Department of Motor Vehicles to provide funding for programs which are designed to reduce the number of fatalities, injuries and related economic losses resulting from traffic crashes on Virginia roadways.

The Charlottesville Police Department will utilize awarded grant funds in the following areas:

- Pedestrian and Bicycle Safety
- Speeding and Aggressive Driving
- Occupant Protection (seat belts and child safety seats)
- Alcohol and Impaired Driving
- Highway Safety Training and Equipment

**Alignment with City Council's Vision Areas and Strategic Plan:**

This appropriation aligns with Council's vision by helping to ensure safe neighborhoods through traffic enforcement and added equipment as a Smart, Citizen-Focused Government, with additional outside funding. Traffic enforcement is designed to slow traffic and reckless drivers, thus lowering traffic accident related injuries and deaths. This directly supports Goal 2 of the Strategic Plan, to be a safe, equitable, thriving, and beautiful community by promoting vehicular safety.

**Community Engagement:**

This item requires no community engagement.

**Budgetary Impact:**

These funds will be appropriated into a grants fund. The required local match will be satisfied through highway safety related expenditures that are already appropriated in the Police Department's General Fund budget, thus requiring no additional City funds to meet the match.

**Recommendation:**

Appropriate grant funds

**Alternatives:**

The alternative is to not approve this project.

**Attachments:**

N/A

**APPROPRIATION.**

**2015 Department of Motor Vehicles Virginia Highway Safety Grant for Speed Enforcement.  
\$7,680.**

**WHEREAS**, the Police Department, through the City of Charlottesville, has received a Virginia Highway Safety Grant award from the Commonwealth of Virginia Department of Motor Vehicles in the amount of \$5,120, to be used for overtime, related to highway safety; and

**WHEREAS**, the Police Department will utilize regular traffic officer, related to highway safety as an in-kind match in the amount of \$2,560.

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the sum of \$5,120, received from the Commonwealth of Virginia Department of Motor Vehicles (2015 Virginia Safety Grant) and the local match of \$2,560 is hereby appropriated in the following manner:

Transfer Local Match of \$2,560 from Fund: 105 CC: 3101001000, G/L: 519999

**Revenue**

\$5,120	Fund: 209	IO: 1900238	G/L: 430120 State (Federal Pass-thru)
\$2,560	Fund: 209	IO: 1900238	G/L: 498010 Transfer from Other Funds

**Expenditures**

\$ 2,560	Fund: 209	IO: 1900238	G/L: 510010 Full Time Salaries
\$ 5,120	Fund: 209	IO: 1900238	G/L: 510060 Overtime

**BE IT FURTHER RESOLVED** that this appropriation is conditioned upon the receipt of \$5,120 from the Commonwealth of Virginia Department of Motor Vehicles (2015 Virginia Safety Grant).

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**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



<b>Agenda Date:</b>	January 5, 2015
<b>Action Required:</b>	Approve Appropriation
<b>Presenter:</b>	Maurice Jones, City Manager Leslie Beauregard, Director, Budget and Performance Management
<b>Staff Contacts:</b>	Maurice Jones, City Manager Leslie Beauregard, Director, Budget and Performance Management
<b>Title:</b>	V.D.O.T. Funds for the Condemnation of C.A.T.E.C. Property Used for the Meadowcreek Parkway - \$144,700

**Background:** The Charlottesville City School Board and the Albemarle County Schools Board each received a check in the amount of \$144,700 from the Virginia Department of Transportation (V.D.O.T.) for its share of compensation for the condemnation of 2.75 acres of the 15 acre Charlottesville Albemarle Technical Education Center (C.A.T.E.C.) property. The 2.75 acres was required for the Meadowcreek Parkway. The C.A.T.E.C. property is jointly owned by the County and City Schools Boards. City Council, as the appropriating body for the City Schools, must now appropriate these funds for their future use.

**Discussion:** The Charlottesville City School Board and the Albemarle County School Board have each indicated that they would like these funds to support the needs as determined by the C.A.T.E.C. Board. The County Board of Supervisors appropriated the County share into a reserve capital budget account for a future C.A.T.E.C. capital request. The City is recommending to follow the Albemarle County Board of Supervisors actions by placing the funds in a reserve capital account.

**Alignment with Council Vision Areas and Strategic Plan:** N/A

**Community Engagement:** N/A

**Budgetary Impact:** The condemnation funds, a total of \$144,700, will be appropriated into a reserve capital budget account, the use of which will be determined through future C.A.T.E.C. C.I.P. requests.

**Recommendation:** Staff recommends approval and appropriation funds.

**Alternatives:** Council may choose to not appropriate the funds at this time, or for a different purpose than recommended.

**Attachments:** None

**APPROPRIATION**  
**V.D.O.T. Funds for the Condemnation of C.A.T.E.C. Property Used for the**  
**Meadowcreek Parkway**  
**\$144,700**

**WHEREAS**, the Charlottesville City School Board has received a check in the amount of \$144,700 from the Virginia Department of Transportation (V.D.O.T.) for its share of compensation for the condemnation of 2.75 acres of the 15 acre Charlottesville Albemarle Technical Education Center (C.A.T.E.C.) property.

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the sum of \$144,700 be appropriated in the following manner:

**Revenues**

\$144,700	Fund: 426	WBS: P-00845	G/L Account: 432085
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**Expenditures**

\$144,700	Fund: 426	WBS: P-00845	G/L Account: 599999
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**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



Agenda Date:	January 5, 2015
Action Required:	Approval of Appropriation
Presenter:	Melissa Thackston, Grants Coordinator
Staff Contacts:	Melissa Thackston, Grants Coordinator
Title:	<b>National Endowment for the Arts (N.E.A.) Our Town Grant – “Play the City” - \$50,000</b>

**Background:**

In January 2014, the City of Charlottesville and the Bridge Progressive Arts Initiative along with partners Piedmont Council for the Arts (P.C.A.), the University of Virginia School of Architecture, and other community partners, applied for funding through the National Endowment for the Arts (N.E.A.) “Our Town” grant for a project known as “Play the City”. The N.E.A. “Our Town” grant supports creative placemaking projects that contribute to the livability of communities and place the arts at their core.

The NEA has selected the City of Charlottesville as one of 66 2014 Our Town grant winners for “Play the City”. The project will receive \$50,000 towards the \$200,000 project focused on activating Charlottesville’s Strategic Investment Area (S.I.A.) through a series of workshops, public art installations, and festivals. The City of Charlottesville is also the only locality in Virginia to be awarded an Our Town grant this year.

**Discussion:**

“Play the City,” focuses on engaging those living in the S.I.A. to deeply understand their knowledge about the neighborhood, and then partner artists with the community to produce several artworks that respond to community concerns. Partnering with the City of Charlottesville, The Bridge P.A.I. will lead a series of community projects and conversations that seek to energize the S.I.A. through art installations, performances, and events to define a new future for the neighborhoods through the eyes of residents. Play the City will encourage adults and children alike to experiment with their preconceptions of Charlottesville and use the arts for self-expression.

**Community Engagement:**

A large component of “Play the City” involves engaging with the residents of the S.I.A. area through a series of workshops and resident directed art installations. “Play the City” will be the first time that residents not only participate in a planning effort, but also get to see their vision realized and developed into something tangible.

**Alignment with Council Vision Areas and Strategic Plan:**

“Play the City” aligns directly with Council’s vision for **C’ville Arts and Culture**. Expected outcomes include improved services provided to Charlottesville residents as well as enhanced local quality of life and creative economic development initiatives. The project also will help realize the following Strategic Plan objectives: *2.6. Engage in robust and context sensitive urban planning; 5.1. Respect and nourish diversity; 5.2. Build collaborative partnerships’ and 5.3. Promote community engagement.*

**Budgetary Impact:**

A local match of \$30,000 will be requested at a future date.

**Recommendation:**

Staff recommends approval of the appropriation.

**Alternatives:**

Council may decline the grant.

**Attachments:**

N/A

**APPROPRIATION.**  
**National Endowment for the Arts Our Town Grant for “Play the City”.**  
**\$50,000.**

**WHEREAS**, the City of Charlottesville has received a \$50,000 Our Town grant from the National Endowment for the Arts to support the implementation of project known as “Play the City”,

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that the following is hereby appropriated in the following manner:

**Revenues**

\$50,000	Fund: 211	IO: 1900236	G/L: 431110
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**Expenditures**

\$50,000	Fund: 211	IO: 1900236	G/L: 599999
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CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA



Agenda Date:	January 5, 2015
Action Required:	Approve Appropriation of Reimbursement
Presenter:	Mike Mollica, Division Manager, Facilities Development – Capital Projects Coordinator, City of Charlottesville
Staff Contacts:	Leslie Beauregard, Director – Budget and Performance Management, City of Charlottesville Mike Mollica, Division Manager, Facilities Development – Capital Projects Coordinator, City of Charlottesville
Title:	<b>Central Library Restroom Renovation and A.D.A. Improvements Project – Albemarle County Reimbursement - \$10,033.19</b>

**Background:**

The City of Charlottesville received a reimbursement check in the amount of \$45,262.54 from Albemarle County for the County's share of the 1st Quarter 2015 joint project expenses related to the Central Library Restroom Renovation and A.D.A. Improvements project. Of that amount, \$10,033.19 was not included in the C.I.P. revenue budget because the project budget increased after the initial C.I.P. submission; therefore, appropriation of these funds is necessary to replenish the City's Government Lump Sum Large Cap account for these project related expenses.

**Discussion:**

The City of Charlottesville Facilities Development Division oversees capital projects for jointly owned buildings with Albemarle County. The City regularly invoices the County to recover the County's share of the joint project related expenses. In October 2014, the City and County agreed to move to monthly invoicing of the projects managed by the Facilities Development Division; however, in this case, the reimbursement is associated with the 1<sup>st</sup> Quarter 2015 billing.

**Alignment with Council Vision Areas and Strategic Plan:**

This request supports City Council's "Smart, Citizen-Focused Government" vision. It contributes to Goal 4 of the Strategic Plan, be a well-managed and successful organization, and objective 4.1, to align resources with the City's strategic plan.

**Community Engagement:**

N/A

**Budgetary Impact:**

This has no impact on the General Fund. The funds have been expensed from the Facilities Development Government Lump Sum Large Cap project budget and the reimbursement is intended to replenish the project budget for the County's portion of those expenses.

**Recommendation:**

Staff recommends approval and appropriation of reimbursement funds.

**Alternatives:**

If reimbursement funds are not appropriated, the Central Library Restroom Renovation and A.D.A. Improvements project budget will reflect a deficiency balance.

**Attachments:**

N/A

**APPROPRIATION.**  
**Albemarle County Reimbursement for the Central Library Restroom Renovation and**  
**A.D.A. Improvements Project.**  
**\$10,033.19.**

**WHEREAS**, Albemarle County was billed by the City of Charlottesville in the amount of \$45,262.54, of which \$10,033.19 has not yet been appropriated.

**NOW, THEREFORE, BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that \$10,033.19 from Albemarle County is to be appropriated in the following manner:

**Revenue: \$10,033.19**

Fund: 426                      Funded Program: CP-013 (P-00726-01)                      G/L Account: 432030

**Expenditures: \$10,033.19**

Fund: 426                      Funded Program: CP-013 (P-00726-01)                      G/L Account: 599999

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**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



<b>Agenda Date:</b>	January 5, 2015
<b>Action Required:</b>	Appropriation of ongoing funding for Crisis Intervention Training
<b>Presenter:</b>	Lieutenant C. Sandridge, Police Department
<b>Staff Contacts:</b>	Lieutenant C. Sandridge, Police Department Thomas Von Hemert, Jefferson Area C.I.T. Coordinator
<b>Title:</b>	<b>Local Contributions for Crisis Intervention Training - \$16,000</b>

**Background:**

The Thomas Jefferson Area Crisis Intervention Program provides regular training courses for Law Enforcement and other agencies, both local and from throughout the state. These week long training sessions for Police Officers, along with other training sessions for security guards, dispatchers, and others are provided regularly over the course of each year led by C.I.T. Coordinator, Thomas von Hemert. This training serves to keep Agencies equipped with C.I.T. trained officers in order to better service those in mental crisis. Funding for this training is provided from multiple agencies on a previously agreed upon cost.

**Discussion:**

This funding will provide ongoing training, along with mentoring, technical assistance, and consultation, to C.I.T. programs and will be provided in the following manner per fiscal year:

Albemarle County Police Department	\$2,500
City of Charlottesville Police Department	\$2,500
University of Virginia Police Department	\$2,500
Albemarle/Charlottesville Regional Jail	\$2,500
Region Ten	\$2,500
Central Virginia Regional Jail	\$2,500
C.A.C. Foundation	\$1,000
Total contributions	\$16,000

Additional income may be received from outside jurisdiction agencies who attend training in the Thomas Jefferson Training Area. These are reimbursed through The Department of Criminal Justice Services, at \$500 per person and received on a case by case basis as the training occurs.

**Alignment with Council Vision Areas and Strategic Plan:**

Appropriation of this item aligns with Council’s visions by providing funding to aid the Thomas Jefferson Crisis Intervention Team Program and the Charlottesville Police Department in delivering optimal C.I.T. services to our City as a Smart, Citizen-Focused Government. It supports our Mission

of **providing services that promote exceptional quality of life for all in our community** by providing important quality services to those in need of mental health assistance and safety.

This appropriation also supports **Goal 2** of the Strategic Plan: **Be a safe, equitable, thriving and beautiful community**. The C.I.T. program provides education and training to members of the Community who have frequent interaction with those in need of mental health assistance. These people include but are not limited to, police officers, dispatchers, corrections officers, and fire department personnel. C.I.T. encourages safer and more effective interaction between care providers and those in need, making those interactions and the community more equitable and safer for all. The Jefferson Area C.I.T. program also embraces **Goal 5: Foster Strong Connections** by involving all aspects of the mental health processes and making them more efficient and safer. C.I.T. facilitates and fosters relationships between Region 10, mental health providers, law enforcement, local hospitals, jails, and many others to ensure that those in need of mental health services can obtain them as safely and efficiently as possible. Outcomes for C.I.T. programs can be reported through the number of people who received services related to the program.

**Community Engagement:**

N/A

**Budgetary Impact:**

The funds will be used to operate the program through the Thomas Jefferson Area Crisis Intervention Team.

**Recommendation:**

Staff recommends approval and appropriation of funds.

**Alternatives:**

The alternative is to not approve this project to the detriment of increasing much needed mental health programs.

**Attachments:**

N/A

**APPROPRIATION.**

**\$16,000.**

**Local Agency Contribution for Crisis Intervention Training.**

**WHEREAS**, the City of Charlottesville, through the Thomas Jefferson Crisis Intervention Team and the Charlottesville Police Department, receives from local agencies \$16,000 per fiscal year;

**WHEREAS**, the City of Charlottesville, through the Thomas Jefferson Crisis Intervention Team and the Charlottesville Police Department, receives from other local agencies, funding to support Crisis Intervention Training programs;

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the lump sum of \$16,000, received from local Agencies is hereby appropriated in the following manner:

**Revenues: \$16,000**

\$ 2,500	Fund: 209	Cost Center: 3101003000	G/L Account: 432030
\$ 8,500	Fund: 209	Cost Center: 3101003000	G/L Account: 432080
\$ 2,500	Fund: 209	Cost Center: 3101003000	G/L Account: 432152
\$ 2,500	Fund: 209	Cost Center: 3101003000	G/L Account: 498010

**Expenditures: \$16,000**

\$16,000	Fund: 209	Cost Center: 3101003000	G/L Account: 519999
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**Transfer: \$2,500**

\$ 2,500	Fund: 105	Cost Center: 3101001000	G/L Account: 561209
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**BE IT FURTHER RESOLVED**, by the Council of the City of Charlottesville, Virginia, that this appropriation is conditioned upon the receipt of funding by the participating agencies listed above, and will be hereby considered as a continuing appropriation and funds received for this purpose will be immediately available to spend for the C.I.T. program.

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**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



<b>Agenda Date:</b>	January 5, 2015
<b>Action Required:</b>	Appropriate Grant Funding
<b>Presenter:</b>	Lieutenant Cheryl Sandridge, Police Department
<b>Staff Contacts:</b>	Lieutenant Cheryl Sandridge, Police Department
<b>Title:</b>	2015 Department of Motor Vehicles Virginia Highway Safety Grant for Alcohol Enforcement - \$24,114

**Background:**

The Commonwealth of Virginia Department of Motor Vehicles has awarded the City of Charlottesville \$16,076 through a Virginia Highway Safety Grant, with a required local in-kind match of \$8,038, for a total award of \$24,114.

**Discussion:**

The Virginia Highway Safety Grant is administered by the Commonwealth of Virginia Department of Motor Vehicles to provide funding for programs which are designed to reduce the number of fatalities, injuries and related economic losses resulting from traffic crashes on Virginia roadways.

The Charlottesville Police Department will utilize awarded grant funds in the following areas:

- Pedestrian and Bicycle Safety
- Speeding and Aggressive Driving
- Occupant Protection (seat belts and child safety seats)
- Alcohol and Impaired Driving
- Highway Safety Training and Equipment

**Alignment with City Council's Vision Areas and Strategic Plan:**

This appropriation aligns with Council's vision by helping to ensure safe neighborhoods through traffic enforcement and added equipment as a Smart, Citizen-Focused Government, with additional outside funding. Traffic enforcement is designed to slow traffic and identify intoxicated drivers, thus lowering traffic accident related injuries and deaths. This directly supports Goal 2 of the Strategic Plan, to be a safe, equitable, thriving, and beautiful community by promoting vehicular safety.

**Community Engagement:**

This item requires no community engagement.

**Budgetary Impact:**

These funds will be appropriated into a grants fund. The required local match will be satisfied through highway safety related expenditures that are already appropriated in the Police Department's General Fund budget, thus requiring no additional City funds to meet the match.

**Recommendation:**

Appropriate grant funds

**Alternatives:**

The alternative is to not approve this project.

**Attachments:**

N/A

**APPROPRIATION.**

**2015 Department of Motor Vehicles Virginia Highway Safety Grant.  
\$24,114.**

**WHEREAS**, the Police Department, through the City of Charlottesville, has received a Virginia Highway Safety Grant award from the Commonwealth of Virginia Department of Motor Vehicles in the amount of \$16,076, to be used for overtime, equipment, and training related to highway safety; and

**WHEREAS**, the Police Department will utilize highway safety related expenditures as an in-kind match in the amount of \$8,038.

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the sum of \$16,076, received from the Commonwealth of Virginia Department of Motor Vehicles (2015 Virginia Safety Grant-Alcohol Enforcement), and the local match of \$8,038 is hereby appropriated in the following manner:

Transfer Local Match of \$8,038 from Fund: 105 CC: 3101001000, G/L: 5199999

**Revenue**

16,076	Fund: 209	IO: 1900237	G/L: 430120 State (Federal Pass-thru)
\$ 8,038	Fund: 209	IO: 1900237	G/L: 498010 Transfer from Other Funds

**Expenditures**

\$ 8,038	Fund: 209	IO: 1900237	G/L: 510010 Full Time Salaries
\$ 8,640	Fund: 209	IO: 1900237	G/L: 510060 Overtime
\$ 5,041	Fund: 209	IO: 1900237	G/L: 520900 Machine/Equip/Furn.
\$ 750	Fund: 209	IO: 1900237	G/L: 530210 Training

**BE IT FURTHER RESOLVED** that this appropriation is conditioned upon the receipt of \$16,076 from the Commonwealth of Virginia Department of Motor Vehicles (2015 Virginia Safety Grant-Alcohol Enforcement).

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**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



<b>Agenda Date:</b>	January 5, 2015
<b>Action Required:</b>	Approve Appropriation of Reimbursement
<b>Presenter:</b>	Mike Mollica, Division Manager, Facilities Development – Capital Projects Coordinator, City of Charlottesville
<b>Staff Contacts:</b>	Leslie Beauregard, Director – Budget and Performance Management, City of Charlottesville Mike Mollica, Division Manager, Facilities Development – Capital Projects Coordinator, City of Charlottesville
<b>Title:</b>	<b>Preston Morris Building Envelope Restoration Project – Albemarle County Reimbursement - \$1,200</b>

**Background:**

The City of Charlottesville received a reimbursement in the amount of \$1,200 from Albemarle County for the County's share of the November 2014 joint project expenses related to the Preston Morris Building Envelope Restoration project. Appropriation of these funds is necessary to replenish the City's Government Lump Sum Large Cap account for these project related expenses.

**Discussion:**

The City of Charlottesville Facilities Development Division oversees capital projects for jointly owned buildings with Albemarle County. The City invoices the County on a monthly basis to recover the County's share of project expenses associated with these joint projects.

**Alignment with Council Vision Areas and Strategic Plan:**

This request supports City Council's "Smart, Citizen-Focused Government" vision. It contributes to Goal 4 of the Strategic Plan, be a well-managed and successful organization, and objective 4.1, to align resources with the City's strategic plan.

**Community Engagement:**

N/A

**Budgetary Impact:**

This has no impact on the General Fund. The funds have been expensed from the Facilities Development Government Lump Sum Large Cap project budget and the reimbursement is intended to replenish the project budget for the County's portion of those expenses.

**Recommendation:**

Staff recommends approval and appropriation of reimbursement funds.

**Alternatives:**

If reimbursement funds are not appropriated, the Preston Morris Building Envelope budget will reflect a deficiency balance.

**Attachments:**

N/A

**APPROPRIATION.**  
**Albemarle County Reimbursement for the Preston Morris Building**  
**Envelope Restoration Project.**  
**\$1,200.**

**WHEREAS**, Albemarle County was billed by the City of Charlottesville in the amount of \$1,200.

**NOW, THEREFORE, BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that \$1,200 from Albemarle County is to be appropriated in the following manner:

**Revenue: \$1,200**

Fund: 426                      Funded Program: CP-014 (P-00785-02)                      G/L Account: 432030

**Expenditures: \$1,200**

Fund: 426                      Funded Program: CP-014 (P-00785-02)                      G/L Account: 599999

**BE IT FURTHER RESOLVED**, that this appropriation is conditioned upon the receipt of \$1,200 from Albemarle County.

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CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA



Agenda Date:	January 5, 2015
Action Required:	Appropriation of ongoing funding for Crisis Intervention Training
Presenter:	Lieutenant C. Sandridge, Police Department
Staff Contacts:	Lieutenant C. Sandridge, Police Department Thomas Von Hemert, Jefferson Area C.I.T. Coordinator
Title:	<b>Outside Area Contributions for Crisis Intervention Training - \$3,500</b>

**Background:**

The Thomas Jefferson Area Crisis Intervention Program provides regular training courses for Law Enforcement and other agencies, both local and from throughout the state. This training cost is reimbursed to the program at \$500 per attendee. One current reimbursement check has been received through Region 10 in the amount of \$3,500.

**Discussion:**

These week long training sessions for Police Officers, along with other training sessions for security guards, dispatchers, and others are provided regularly over the course of each year led by C.I.T. Coordinator, Thomas von Hemert. This training serves to keep agencies in the Thomas Jefferson Area equipped with C.I.T. trained officers in order to better service those in mental crisis. Agencies from outside of the Thomas Jefferson Area C.I.T. Program can also send employees to this training if space allows. This external funding will provide training, along with mentoring, and consultation, to other C.I.T. programs and will be billed for each officer in attendance from areas not included in the Thomas Jefferson C.I.T. Region. Future attendees will be reimbursed through the Department of Criminal Justice Services when invoiced for the training.

**Alignment with Council Vision Areas and Strategic Plan:**

Appropriation of this item aligns with Council's visions by providing funding to aid the Thomas Jefferson Crisis Intervention Team Program and the Charlottesville Police Department in delivering optimal C.I.T. services to our City as a Smart, Citizen-Focused Government. It supports our Mission of **providing services that promote exceptional quality of life for all in our community** by providing important quality services to those in need of mental health assistance and safety.

This appropriation also supports **Goal 2** of the Strategic Plan: **Be a safe, equitable, thriving and beautiful community**. The C.I.T. program provides education and training to members of the Community who have frequent interaction with those in need of mental health assistance. These people include but are not limited to, police officers, dispatchers, corrections officers, and fire department personnel. C.I.T. encourages safer and more effective interaction between care providers and those in need, making those interactions and the community more equitable and safer for all.

The Jefferson Area C.I.T. program also embraces **Goal 5: Foster Strong Connections** by involving all aspects of the mental health processes and making them more efficient and safer. C.I.T. facilitates and fosters relationships between Region 10, mental health providers, law enforcement, local hospitals, jails, and many others to ensure that those in need of mental health services can obtain them as safely and efficiently as possible. Outcomes for C.I.T. programs can be reported through the number of people who received services related to the program.

**Community Engagement:**

N/A

**Budgetary Impact:**

The funds will be used to operate the program through the Thomas Jefferson Area Crisis Intervention Team.

**Recommendation:**

Staff recommends approval and appropriation of funds.

**Alternatives:**

The alternative is to not approve this project to the detriment of increasing much needed mental health programs.

**Attachments:**

N/A

**APPROPRIATION.**

**Outside Agency Contribution for Crisis Intervention Training.  
\$3,500.**

**WHEREAS**, the City of Charlottesville, through the Thomas Jefferson Crisis Intervention Team and the Charlottesville Police Department, receives support from non-local agencies; and

**WHEREAS**, the City of Charlottesville, through the Thomas Jefferson Crisis Intervention Team and the Charlottesville Police Department, receives from The Department of Criminal Justice Services, funding to support Crisis Intervention Training programs;

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the lump sum of \$3,500, received from Region 10 and additional sums to be received in the future from the Department of Criminal Justice Services for Crisis Intervention Training is hereby appropriated in the following manner:

**Revenues: \$3,500**

\$ 3,500      Fund: 209      Cost Center: 3101003000      G/L Account: 434410

**Expenditures: \$3,500**

\$3,500      Fund: 209      Cost Center: 3101003000      G/L Account: 519999

**BE IT FURTHER RESOLVED**, by the Council of the City of Charlottesville, Virginia, that this appropriation is conditioned upon the receipt of funding by the participating agencies listed above, and will be hereby considered as a continuing appropriation and funds received for this purpose will be immediately available to spend for the C.I.T. program.

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CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA



Agenda Date:	January 5, 2015
Action Required:	Appropriation
Presenter:	Kristel Riddervold, Environmental Sustainability Manager
Staff Contacts:	Kristel Riddervold, Environmental Sustainability Manager Maya Kumazawa, Public Works Program Coordinator Stephanie Anderegg-Maloy, City Market Manager
<b>Title:</b>	<b>Environmental Protection Agency Solid Waste Management Assistance Grant – Composting at the Charlottesville City Market - \$9,000</b>

**Background:**

The City of Charlottesville has received funding of \$9,000 from the U.S. Environmental Protection Agency (E.P.A.) Region III to pilot a composting program during the 2015 summer season of the Charlottesville City Market. The program would serve as an opportunity to pilot a composting model and assess interest and opportunities in the City. The funds would be directly used to: capture organic waste from customers and market vendors, facilitate an organic waste drop-off location for residents, provide guidance for residents on how to compost at home, and collect community input to gauge public interest on composting initiatives.

**Discussion:**

Currently, all waste generated at the City Market is collected as one waste stream and brought to a regional dirty M.R.F. As other cities have demonstrated, establishing a composting component at the farmers market can be a springboard for increased composting awareness and participation. The Public Works Department, together with the Department of Parks & Recreation, has identified a strong, reasonable, and appropriately-sized composting initiative. The City Market features over 100 local vendors and attracts between 4,000 and 6,000 visitors during each market event. The program will provide market vendor and customer/resident education, a staffed collection point at every Saturday Market event from April through September, and composting hauling and management services. Further, the initiative will provide key experience-based data to inform future discussions around the design of a Charlottesville composting program.

### **Alignment with Council Vision Areas and Strategic Plan:**

The project supports City Council's "Green City" vision. It contributes to Goal 2 of the Strategic Plan - Be a safe, equitable, thriving, and beautiful community, and Objective 2.5 - To provide natural and historic resources stewardship. Charlottesville has committed to reducing its community-wide greenhouse emissions, including those associated with waste processing. Specifically, the City's Comprehensive Plan sets forth goals to support increases in renewable materials and more effectively manage the solid waste produced in the community.

### **Community Engagement:**

Discussions are currently on-going with community partners and composting providers. One primary goal of the program is to engage the community and gauge public interest regarding publically-available composting alternatives in the City.

### **Budgetary Impact:**

Grant funds will be appropriated and expended from a grants fund account and will have no impact on the General Fund.

### **Recommendation:**

Staff recommends approval and appropriation of grant funds.

### **Alternatives:**

If grant funds are not appropriated, the pilot composting program will not be offered during the City Market in 2015.

### **Attachments:**

Grant Award Letter



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION III  
1650 Arch Street  
Philadelphia, Pennsylvania 19103-2029

Maya Kumazawa  
City of Charlottesville, Department of Public Works  
305 4th St. N.W.  
Charlottesville, VA 22903

December 16, 2014

Solicitation Number: EPA-R3-LCD-14-07.

Dear Ms. Kumazawa:

I am pleased to notify you that your Fiscal Year 2014 Solid Waste Management grant proposal to do Composting at the Charlottesville City Market: Shrinking the Waste Footprint of a Food-Oriented Event has been recommended for funding of \$9,000 for the period of February 1, 2015 to January 31, 2016.

The Grants office has conducted an administrative review of the application you mailed to us and found that it complies with federal grant requirements. You will be notified if any additional documentation is needed or if there are any other issues that need to be addressed.

We are now preparing the proper forms to enter the grant into our system, once this is done E.P.A. will notify you by letter of an account which E.P.A. will set up for you to draw down funding from to pay for the grant activities. We anticipate the issuance of the official grant awards to be completed by January 15, 2015.

If you have any other questions regarding this information, please feel free to contact me at [Giuranna.mike@epa.gov](mailto:Giuranna.mike@epa.gov) , or 215-814-3298 (office).

Sincerely,

*Mike Giuranna*

Mike Giuranna  
Solid Waste Specialist  
Office of Materials Management  
Land and Chemicals Division

**APPROPRIATION.**

**Environmental Protection Agency Solid Waste Management Assistance Grant –  
Composting at the Charlottesville City Market.  
\$9,000.**

**WHEREAS**, the City of Charlottesville has received a Grant from E.P.A. Region III in the amount of \$9,000.

**NOW, THEREFORE BE IT RESOLVED** by the City Council of Charlottesville, Virginia, that the sum of \$9,000 received from the U. S. EPA Region III is hereby appropriated in the following manner:

**Revenues - \$9,000**

Fund: 211                      IO:     1900239                      G/L Account: 431110 Federal Grants

**Expenditures - \$9,000**

Fund: 211                      IO:     1900239                      G/L Account: 530550 Contractual Services

**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



Agenda Date:	January 5, 1015
Action Required:	Approve appropriation
Presenter:	Diane Kuknyo, Director Charlottesville Department of Social Services
Staff Contacts:	Diane Kuknyo, Director Laura Morris, Chief of Administration Charlottesville Department of Social Services
<b>Title:</b>	<b>Adoption Incentive Funds- \$2,977.92</b>

**Background:**

The Virginia Department of Social Services makes adoption incentive funding available to local Departments of Social Services to purchase resources for adoptive parents, celebrate with adoptive parents during adoption finalization, and host post adoption workshops for adoptive families. Charlottesville Department of Social Services has received \$2,977.92 in Adoption Incentive Funds.

**Discussion:**

These funds will help the Department develop resources and programming to support adoptive parents. We will establish a resource library for adoptive families to learn more about the clinical issues that arise during the adoption process and to help them prepare for future challenges. Some of the funds will be used for gifts at adoption finalization ceremonies. \$1,500 of the funds will be used to partner with Albemarle County D.S.S. to provide 4 post adoption workshops for adoptive parents.

**Alignment with Council Vision Areas and Strategic Plan:**

This initiative aligns with the Vision 2025 areas Economic Sustainability, Community of Mutual Respect, and Smart, Citizen-Focused Government. It contributes to Goal 1: Enhance the self-sufficiency of our residents; Goal 2: Be a safe, equitable, thriving and beautiful community; Goal 4: Be a well-managed and successful organization; and Goal 5: Foster strong connections.

**Community Engagement:**

The Department of Social Services works collaboratively with community partners to ensure individuals and families are safe and stable, and to enhance the self sufficiency of our residents. Celebrating adoption finalization and providing ongoing support to adoptive families are critical activities for community engagement.

**Budgetary Impact:**

The funds have been received and will be appropriated into the Department of Social Services Fund.

**Recommendation:**

Staff recommends approval and appropriation of the funds.

**Alternatives:**

The department will be unable to implement these new adoption incentive resources or programs if the funds are not appropriated.

**Attachments:**

None

**APPROPRIATION.**  
**Adoption Incentive Funds.**  
**\$2,977.92.**

**WHEREAS**, the Charlottesville Department of Social Services has received \$2,977.92 to purchase resources for adoptive parents, celebrate with adoptive parents during adoption finalization, and host post adoption workshops for adoptive families.

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the sum of \$2,977.92 is hereby appropriated in the following manner:

**Revenue – \$2,977.92**

Fund: 212    Cost Center: 3301008000    G/L Account: 430080

**Expenditures - \$2,977.92**

Fund: 212    Cost Center: 3301008000    G/L Account: 540060

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**CITY OF CHARLOTTESVILLE, VIRGINIA.  
CITY COUNCIL AGENDA.**



Agenda Date:	January 5, 2015
Action Required:	Approve appropriation
Presenter:	Diane Kuknyo, Director Charlottesville Department of Social Services
Staff Contacts:	Kelly Logan, VIEW Supervisor Diane Kuknyo, Director Sue Moffett, Assistant Director Charlottesville Department of Social Services
Title:	<b>Virginia Initiative for Employment not Welfare (VIEW) Purchase of Services--\$12,675</b>

**Background:**

The Charlottesville Department of Social Services has received an additional \$12,675 to purchase job training and employment support services for participants in the Virginia Initiative for Employment not Welfare (VIEW) program.

**Discussion:**

The Department of Social Services has partnered with the Office of Economic Development to develop a job training program targeting entry level customer service and administrative positions. The pre-employment training program will be modeled after the successful GO Driver initiative. The curriculum will include training on general office administration, Microsoft Office certification, customer service training and certification, workplace readiness training, and the Career Readiness Certificate. This funding will support the enrollment of five (5) VIEW clients in this program.

**Alignment with Council Vision Areas and Strategic Plan:**

This project aligns with the Vision 2025 areas Economic Sustainability, A Center for Lifelong Learning, A Connected Community, and a Community of Mutual Respect. It contributes to Goal 1. Enhance the self-sufficiency of our residents; Goal 3. Have a strong, diversified economy; and Goal 5. Foster strong connections.

**Community Engagement:**

This collaborative project addresses the basic literacy, education and training barriers identified in the July 2013 Growing Opportunity report issued by the Strategic Action Team. The year-long work of that team included multiple opportunities for community engagement to identify

workforce development services provided to City residents, explore barriers to successful employment, and provide input on recommendations for workforce development strategies to help move city residents toward self-sufficiency.

**Budgetary Impact:**

The funds have been received and will be appropriated into the Department of Social Services Fund.

**Recommendation:**

Staff recommends approval and appropriation of grant funds.

**Alternatives:**

VIEW clients will be unable to enroll in this pre-employment training program if the funds are not appropriated.

**Attachments:**

None

**APPROPRIATION.**

**Virginia Initiative for Employment not Welfare (VIEW) purchase of services.  
\$12,675.**

**WHEREAS**, the Charlottesville Department of Social Services has received \$12,675 to purchase job training and employment support services for participants in the Virginia Initiative for Employment not Welfare (VIEW) program.

**NOW, THEREFORE BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia, that the sum of \$12,675 is hereby appropriated in the following manner:

**Revenue – \$12,675**

Fund: 212    Cost Center: 333002000    G/L Account: 451022

**Expenditures - \$12,675**

Fund: 212    Cost Center: 333002000    G/L Account: 540060

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**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



Agenda Date: January 5, 2015

Action Required: Approval of Refund of Tax Payment

Staff Contacts: Jason Vandever, City Treasurer  
Roosevelt Barbour, City Assessor

Presenter: Jason Vandever, City Treasurer

**Title: Refund of Tax Payment to Jefferson Properties, Inc.**

**Background:** Earlier this year, one of the owners of the Water Street Parking Garage, Jefferson Properties, Inc., contacted the City Assessor regarding a possible error in the property's assessment. The assessment was appealed based on an incorrect apportionment of parking spaces for each owner of the garage. After further review, the City Assessor determined that the original tax assessment for the years 2012-2014 was too high. This resulted in a refund of \$18,800.64 for parcel 280061100, payable to Jefferson Properties, Inc.

**Discussion:** City Code requires Council approval for any tax refunds resulting from an erroneous assessment in excess of \$2,500 (City Code Sec. 30-6b). Payment of interest is required in accordance with Code of Virginia 58.1-3918. The refund has been approved for presentment to Council by the City Attorney, City Assessor, and City Treasurer.

**Budgetary Impact:** The refund will reduce current year Real Estate Tax revenue by \$16,816.90 (GL 400010) and Interest revenue by \$1,983.74 (GL 400030), for a total revenue reduction of \$18,800.64.

**Recommendation:** Approval of the refund.

**Alternatives:** N/A

**Attachments:** City Assessor Exoneration  
Interest Calculation



# City of Charlottesville

## MEMO

TO: Richard Palumbo/City Treasurer's Office  
 CC: Jason Vandever/City Treasurer  
 FROM: Roosevelt Barbour, REA & Joyce Pattison  
 DATE: 12/15/14  
 SUBJECT: Exoneration's/Supplements

*R.W. Barbour*

See below corrected exoneration for assessment corrections. Please apply toward 2<sup>nd</sup> half taxes and refund any overage:

Parcel ID	Owner	Original 2014 Assessment	Corrected 2014 Assessment	To be Taxed For Corrected Assessment
280061100 RPC 14919	Jefferson Properties Inc	\$2,949,800	\$2,318,200	\$22,022.90/Yr \$11,011.45/1/2 Yr
"	"	2013 \$2,949,800	2013 \$2,318,200	"
"	"	2012 \$2,757,000	2012 \$2,250,000	\$21,375.00/Yr. \$10,687.50/1/2 Yr

**Refund Interest Calculation- 14919 Jefferson Properties Inc**

<u>Payment</u>	<u>Paid</u>	<u>Today</u>	<u>Months</u>	<u>Rate</u>	<u>Annualized Refund</u>	<u>Payment Made</u>	<u>New Balance</u>	<u>Difference</u>	<u>Refund Due</u>
2nd h 2014	1/1/2015	1/1/2015	0	10.00%	\$ 300.01	\$ 14,011.55	\$ 11,011.45	\$ 3,000.10	\$ -
1st h 2014	7/1/2014	1/1/2015	6	10.00%	\$ 300.01	\$ 14,011.55	\$ 11,011.45	\$ 3,000.10	\$ 150.01
2nd h 2013	1/1/2014	1/1/2015	12	10.00%	\$ 300.01	\$ 14,011.55	\$ 11,011.45	\$ 3,000.10	\$ 300.01
1st h 2013	7/1/2013	1/1/2015	18	10.00%	\$ 300.01	\$ 14,011.55	\$ 11,011.45	\$ 3,000.10	\$ 450.02
2nd h 2012	1/1/2013	1/1/2015	24	10.00%	\$ 240.83	\$ 13,095.75	\$ 10,687.50	\$ 2,408.25	\$ 481.65
1st h 2012	7/1/2012	1/1/2015	30	10.00%	\$ 240.83	\$ 13,095.75	\$ 10,687.50	\$ 2,408.25	\$ 602.06
						<b>Interest Refund Due</b>			<b>\$ 1,983.74</b>

Tax Refund	\$ 16,816.90
Interest Refund	\$ 1,983.74
<b>Total Refund</b>	<b>\$ 18,800.64</b>

**RESOLUTION**  
**AUTHORIZING REFUND OF REAL ESTATE TAXES PAID**  
**(Water Street Parking Garage)**

**WHEREAS**, the real estate tax assessment for Parcel 61.1 on Real Estate Tax Map 28, known as the Water Street Parking Garage (the “Property”), was erroneously assessed due to an incorrect apportionment of parking spaces for each owner of the Property; and

**WHEREAS**, the real estate taxes for the Property for the years 2012 through 2014 were paid on time and as billed; and

**WHEREAS**, the City Real Estate Assessor has certified that the real estate tax assessments for 2012, 2013 and 2014 were erroneous as a result of this incorrect apportionment, and determined that Jefferson Properties, Inc., owner of the Property, is due a refund of \$16,816.90 plus interest in the amount of \$1,983.74; and

**WHEREAS**, City Code Section 30-6(b) requires City Council approval for any tax refund exceeding \$2,500.00, and payment of interest is required in accordance with Virginia Code Section 58.1-3918; now, therefore,

**BE IT RESOLVED** by the Council for the City of Charlottesville, Virginia, that the City Council hereby authorizes the City Treasurer to issue a refund of \$18,800.64, representing \$16,816.90 in overpaid taxes and \$1,983.74 in interest, payable to Jefferson Properties, Inc.



**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**

Agenda Date: January 5, 2014

Action Required: Consideration of a Special Use Permit

Presenter: Brian Haluska, Neighborhood Planner, Neighborhood Development Services

Staff Contact: Brian Haluska, Neighborhood Planner, Neighborhood Development Services

**Title: SP-14-10-09: 722 Preston Avenue**

**Background:**

Pete Goergen, Riverbend Development, authorized representative of 700 Preston, LLC has submitted an application seeking approval of a Special Use Permit in conjunction with a site plan for a renovations of a commercial building located at 722 Preston Avenue. The Property has additional street frontage on Albemarle Street and 8<sup>th</sup> Street NW. The proposed development plan shows a 32,650 square foot commercial building. The building would have parking for 101 cars located in a surface lot adjacent to the building.

The applicant is requesting a special use permit for retail establishments greater than 4,000 square feet in size.

**Discussion:**

The Planning Commission considered this application at their regular meeting on December 9, 2014.

The topics of discussion that the Commission focused on were:

- The connection to Albemarle Street.

**Citizen Engagement:**

The Planning Commission held a joint public hearing with City Council on this matter at their meeting on December 9, 2014. Several members of the public expressed support for the project.

**Alignment with City Council's Vision and Priority Areas:**

The City Council Vision of Quality Housing Opportunities for All states that "Our neighborhoods feature a variety of housing types, including higher density, pedestrian and transit-oriented housing at employment and cultural centers."

The City Council Vision of Economic Sustainability states that "We have a business-friendly environment in which employers provide well-paying, career-ladder jobs and residents have access to small business opportunities," and further that, "The City has facilitated significant mixed and infill development within the City."

The City council Vision of A Connected Community states that “An efficient and convenient transit system supports mixed use development along our commercial corridors, while bike and pedestrian trail systems, sidewalks, and crosswalks enhance our residential neighborhoods,” as well as “A regional network of connector roads helps to ensure that residential neighborhood streets remain safe and are not overburdened with cut-through traffic.”

**Budgetary Impact:**

No direct budgetary impact is anticipated as a direct result of the special use permit.

**Recommendation:**

The Commission took the following action:

“Mr. Lahendro moved to recommend approval of a special use permit as requested in SP-14-10-09, subject to conditions, because approval of this request is required for the public necessity, convenience, general welfare or good zoning practice. The motion includes a recommendation for the conditions referenced in the staff report dated November 24, 2014, subject to the revisions at this meeting on December 9, 2014.”

Ms. Green seconded the motion. The Commission voted 7-0 to recommend approval of the special use permit.

**Alternatives:**

City Council has several alternatives:

- (1) by motion, take action to approve the attached resolution (granting an SUP as recommended by the Planning Commission);
- (2) by motion, request changes to the attached Resolution, and then approve an SUP in accordance with the amended Resolution;
- (3) by motion, defer action on the SUP, or
- (4) by motion, deny the requested SUP.

**Attachment:**

Conditions recommended for the approval of SP-14-10-09 by the Planning Commission on December 9, 2014.

Staff Report dated November 24, 2014.

**Conditions recommended for the approval of SP-14-10-09 by the Planning Commission on December 9, 2014.**

1. The maximum gross floor area that a single retail establishment may occupy is 10,000 square feet.
2. All deliveries to the site should be directed to enter and exit via the Preston Avenue entrance.
3. The owner shall maintain a bicycle and pedestrian connection to the site via Albemarle Street.
4. The use shall be contained within the existing structure at the time of this approval.

**RESOLUTION**  
**APPROVING A SPECIAL USE PERMIT**  
**AS REQUESTED BY APPLICATION NO. SP-14-10-09**  
**TO AUTHORIZE RETAIL USE UP TO 20,000 SQUARE FEET**  
**WITHIN THE COCA COLA BUILDING AT 722 PRESTON AVENUE**

**WHEREAS**, 700 Preston, LLC (“Applicant”) has submitted application SP-14-10-09 (“Application”) seeking approval of a special use permit for property located at 722 Preston Avenue, identified on City Tax Map 31 as Parcels 19 and 38, consisting of approximately 1.89 acres (“Subject Property”); and,

**WHEREAS**, the special use permit application seeks authorization to use the Subject Property, up to 20,000 square feet of gross floor area, for retail stores (non-specified) pursuant to §34-796 of the City Code; and

**WHEREAS**, the Subject Property is zoned “CC” (Central City Mixed Use Corridor District) subject to the requirements of the City’s historic overlay district zoning regulations, because the Subject Property is an individually protected property designated within City Code § 34-273; and

**WHEREAS**, following a joint public hearing before the Planning Commission and City Council, duly advertised and held on December 9, 2014, the Planning Commission reviewed this application and determined that the proposed special use permit, under suitable regulations and safeguards set forth within a list of recommended conditions, will serve the interests of the public necessity, convenience, general welfare or good zoning practice, and will conform to the criteria generally applicable to special permits as set forth within §§ 34-156 et seq. of the City Code, and the Planning Commission has transmitted its recommendation to City Council; and

**WHEREAS**, this Council concurs with the Planning Commission and hereby finds and determines that, under suitable regulations and safeguards, the proposed special use permit will serve the interests of the public necessity, convenience, general welfare or good zoning practice, and will conform to the criteria generally applicable to special permits as set forth within §§ 34-156 et seq. of the City Code. **NOW, THEREFORE**,

**BE IT RESOLVED** by the City Council of the City of Charlottesville, that a special use permit is hereby approved, to authorize use of the Subject Property, up to 20,000 square feet of gross floor area, for retail stores (unspecified);

**AND BE IT FURTHER RESOLVED** that this special use permit is granted subject to the following conditions:

1. The maximum gross floor area that any one retail store/ establishment may occupy is 10,000 square feet.
2. All deliveries shall be directed to enter and exit via the Preston Avenue entrance to the Subject Property.
3. The owner of the Subject Property shall establish and maintain a bicycle and pedestrian connection to the Subject Property from Albemarle Street.
4. The uses authorized by this Special Use Permit shall be contained within the existing historic building that is located on the Subject Property as of the date on which this Special User Permit is approved.

**CITY OF CHARLOTTESVILLE  
DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES  
STAFF REPORT**

**APPLICATION FOR A SPECIAL USE PERMIT**

**PLANNING COMMISSION AND CITY COUNCIL JOINT  
PUBLIC HEARING**

**DATE OF MEETING: December 9, 2014  
APPLICATION NUMBER: SP-14-10-09**

**Project Planner:** Brian Haluska, AICP  
**Date of Staff Report:** November 24, 2014

**Applicant:** Pete Goergen, Riverbend Development, authorized representative of 700 Preston, LLC

**Current Property Owners:** 700 Preston LLC

**Application Information**

**Property Tax Map/Parcel # and Street Addresses:**

Tax Map 31 Parcels 19 and 38, 722 Preston Avenue.

**Total Square Footage/Acreage Site:** 1.89 acres

**Comprehensive Plan (Land Use Plan) Designation:** Mixed-Use

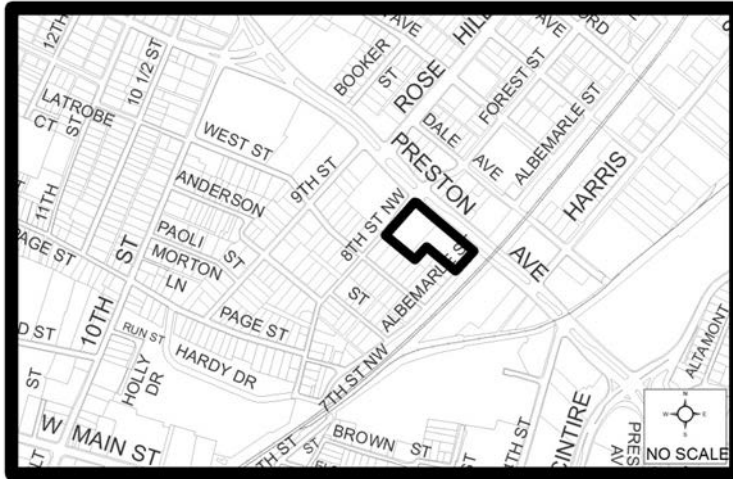
**Current Zoning Classification:** Central City Corridor with Individually Protected Property Overlay

**Tax Status:** The City Treasurer's office confirms that the taxes for the properties were current as of the drafting of this report.

**Applicant's Request**

Special Use Permit for **special uses** of the Property, per City Code Sec. 34-796: Other retail stores (non-specified), up to 20,000 square feet gross floor area.

## **Vicinity Map**



## **Background/ Details of Proposal**

The Applicant has submitted an application seeking approval of a Special Use Permit in an existing building at 722 Preston Avenue. The Property has additional street frontage on Albemarle Street. The proposed development plan shows locating several businesses in the structure, one of which would be a retail business of greater than 4,000 square feet of gross floor area. The building would have parking for 101 cars located in a surface parking lot adjacent to the building.

The Central City Corridor zoning permits retail businesses of up to 4,000 square feet by right, and retail businesses in excess of 4,000 square feet by special use permit. The applicant has requested a special use permit for retail uses up to 10,000 square feet of gross floor area.

## **Land Use and Comprehensive Plan**

### **EXISTING LAND USE; ZONING AND LAND USE HISTORY:**

The structure at 722 Preston Avenue is a historic structure that was once used as a soft drink bottling plant and distribution center. The adjacent parking area served the building. The property is currently undergoing renovation into a commercial structure along with the installation of an upgraded parking surface adjacent to the building in accordance with a site plan approved by the City on August 22, 2014.

Section 34-541 of the City Code describes the purpose and intent of the Central City Corridor zoning district:

“The intent of the Central City Corridor district is to facilitate the continued development and redevelopment of the quality medium scale commercial and

mixed use projects currently found in those areas. The district allows single use development, but encourages mixed use projects. The regulations are designed to encourage use of and emphasize proximity to natural features or important view sheds of natural features. Development allowed is of a scale and character that is appropriate given the established development that surrounds the district.”

**Zoning History:** In 1949, the property was zoned **B-1 Business**. In 1958, the property was zoned **M-1 Restricted Industrial**. In 1976, the property was zoned **M-1 Restricted Industrial**. In 1991, the property was zoned **M-1 Restricted Industrial**. In 2003, the property was rezoned to **Central City Corridor**.

## **SURROUNDING LAND USES AND ZONING DISTRICTS**

**North:** Immediately north of the property are several commercial structures on Preston Avenue, used primarily for retail and office uses. These properties are zoned Central City Corridor.

**South:** Immediately south of the property are residentially zoned properties along West Street. These properties are zoned R-1S. Further south are more residentially zoned properties in the 10<sup>th</sup> and Page neighborhood.

**East:** Immediately adjacent to the east are railroad tracks. Further east are commercial structures. These properties are zoned Central City Corridor.

**West:** Immediately adjacent to the west is a two-story structure owned and operated by Region 10. The property is zoned Central City Corridor.

## **NATURAL RESOURCE AND CULTURAL FEATURES OF SITE:**

The site does not have any notable natural resources. The site is mostly used for surface parking or the existing building. There are cherry and ash trees along Preston Avenue that are on the owner’s property, and are to be maintained as a part of the approved site plan.

## **COMPREHENSIVE PLAN ANALYSIS:**

The Comprehensive Plan is generally supportive of mixed-use developments along the major corridors in the City, especially along Preston Avenue. The Comprehensive Plan places a strong emphasis on supporting development that is multi-modal, particularly developments that encourage biking and walking.

Specific items from the Comprehensive Plan are as follows:

### **Land Use**

- When considering changes to land use regulations, respect nearby residential areas. (Land Use, 2.1)
- Enhance pedestrian connections between residences, commercial centers, public facilities and amenities and green spaces. (Land Use, 2.3)

- Expand the network of small, vibrant public spaces, particularly in areas that are identified for higher intensity uses and/or potential higher density. (Land Use, 2.5)
- Enhance existing neighborhood commercial centers and create opportunities for others in areas where they will enhance adjacent residential area. Provide opportunities for nodes of activity to develop, particularly along mixed-use corridors. (Land Use, 3.2)

### **Economic Sustainability**

- Continue to encourage private sector developers to implement plans from the commercial corridor study. (Economic Sustainability, 6.6)

### **Housing**

- Promote redevelopment and infill development that supports bicycle and pedestrian-oriented infrastructure and robust public transportation to better connect residents to jobs and commercial activity. (Housing, 8.5)

### **Transportation**

- Encourage a mix of uses in priority locations, such as along identified transit corridors and other key roadways, to facilitate multimodal travel and increase cost effectiveness of future service. (Transportation, 2.4)
- Encourage the development of transit-oriented/supportive developments. (Transportation 6.6)

### **Historic Preservation and Urban Design**

- Promote Charlottesville’s diverse architectural and cultural heritage by recognizing, respecting and enhancing the distinct characteristics of each neighborhood. (Historic Preservation and Urban Design, 1.2)
- Facilitate development of nodes of density and vitality in the City’s Mixed Use Corridors, and encourage vitality, pedestrian movement, and visual interest throughout the City. (Historic Preservation and Urban Design, 1.3)
- Encourage the incorporation of meaningful public spaces, defined as being available to the general public, into urban design efforts. (Historic Preservation and Urban Design, 1.6)

## **Public and Other Comments Received**

### **PUBLIC COMMENTS**

City staff has not received any public comments that pertain directly to the request. Staff has received some concerns about the property’s access on Albemarle Street, and whether that access will promote patrons of the businesses in the building to drive through the 10<sup>th</sup> and Page neighborhood to reach West Main Street.

### **IMPACT ON CITY SERVICES:**



**Public Works (Water and Sewer):**

Staff does not anticipate any problems with serving the projected demands of the project.

**Public Works (Storm Drainage/Sewer):** The proposed project will develop an area of land that is currently almost entirely impervious surface, and the resulting development will be required to provide Stormwater management and treatment in accordance with current state regulations and engineering standards. The Applicant provided a stormwater management plan as part of the final site plan submission.

**Staff Analysis and Recommendation**

**ANALYSIS**

**Assessment of the Development as to its relation to public necessity, convenience, general welfare, or GOOD ZONING PRACTICE:**

The City has zoned Preston Avenue to encourage commercial activity of the sort requested in this application. The proposed special use permit is located in an existing historic structure that is being adaptively re-used for a variety of commercial uses in the City’s urban core. The structure is adjacent to low-density residential properties, and will be a destination that can be reached by pedestrians, bicyclists and drivers; in addition to being located on City bus route. The special use permit will enable the owners of the building to offer prospective tenants potential room to grow within the facility, as well as flexibility in attracting tenants to the building.

**Assessment of Specific Potential Impacts of the Proposed Development:**

**1. Massing and scale of the Project, taking into consideration existing conditions and conditions anticipated as a result of approved developments in the vicinity.**

The existing structure on the site will not be changed with regards to massing and scale.

**2. Traffic or parking congestion on adjacent streets.**

The approved site plan for the project will bring the parking surface on the site into compliance with the current zoning ordinance. The projected build-out of the building would require 68 parking spaces on site. The approved site plan shows 101 spaces.

**3. Noise, lights, dust, odor, vibration**

The proposed project represents a use that is similar to surrounding uses in terms of impacts from lights, dust, odor and vibration. The lighting external to the building will be required to meet the City’s lighting regulations.

#### **4. Displacement of existing residents or businesses**

The proposal would not displace any existing residents or businesses, as the property is currently vacant.

#### **5. Ability of existing community facilities in the area to handle additional residential density and/or commercial traffic**

Preston Avenue is ideally suited to handle the commercial traffic that would result from the retail uses greater than 4,000 square feet. Staff has concern regarding the Albemarle Street access to the property, and the possibility of delivery trucks using Albemarle Street to access the site. Staff has recommended conditions to address this concern.

#### **6. Impact (positive or negative) on availability of affordable housing**

The proposed project would not directly impact the availability of affordable housing, as the property is currently vacant.

### **RECOMMENDATION**

Staff finds that the proposal is supported by the City's Comprehensive Plan, that the use requested is appropriate for this location, and that the impacts of the development can be addressed through conditions placed on the special use permit.

Staff recommends approval with the following conditions:

1. The maximum gross floor area that a single retail establishment may occupy is 10,000 square feet.
2. All deliveries to the site should be directed to enter and exit via the Preston Avenue entrance.

### **Attachments**

1. Copy of City Code Sections **34-157** (General Standards for Issuance) and **34-162** (Exceptions and modifications as conditions of permit)
2. Copy of City Code Section **34-541** (Mixed-Use Districts – Intent and Description)
3. Suggested Motions

## Attachment 1

### Sec. 34-157. General standards for issuance.

(a) In considering an application for a special use permit, the city council shall consider the following factors:

- (1) Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood;
- (2) Whether the proposed use or development and associated public facilities will substantially conform to the city's comprehensive plan;
- (3) Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations;
- (4) Whether the proposed use or development will have any potentially adverse impacts on the surrounding neighborhood, or the community in general; and if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate such impacts. Potential adverse impacts to be considered include, but are not necessarily limited to, the following:
  - a. Traffic or parking congestion;
  - b. Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment;
  - c. Displacement of existing residents or businesses;
  - d. Discouragement of economic development activities that may provide desirable employment or enlarge the tax base;
  - e. Undue density of population or intensity of use in relation to the community facilities existing or available;
  - f. Reduction in the availability of affordable housing in the neighborhood;
  - g. Impact on school population and facilities;
  - h. Destruction of or encroachment upon conservation or historic districts;
  - i. Conformity with federal, state and local laws, as demonstrated and certified by the applicant; and,
  - j. Massing and scale of project.
- (5) Whether the proposed use or development will be in harmony with the purposes of the specific zoning district in which it will be placed;
- (6) Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, or other city ordinances or regulations; and
- (7) When the property that is the subject of the application for a special use permit is within a design control district, city council shall refer the application to the BAR or ERB, as may be applicable, for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, that would mitigate any such impacts. The BAR or ERB, as applicable, shall return a written report of its recommendations to the city council.

(b) Any resolution adopted by city council to grant a special use permit shall set forth any reasonable conditions which apply to the approval.

**Sec. 34-162. Exceptions and modifications as conditions of permit.**

(a) In reviewing an application for a special use permit, the city council may expand, modify, reduce or otherwise grant exceptions to yard regulations, standards for higher density, parking standards, and time limitations, provided:

(1) Such modification or exception will be in harmony with the purposes and intent of this division, the zoning district regulations under which such special use permit is being sought; and

(2) Such modification or exception is necessary or desirable in view of the particular nature, circumstances, location or situation of the proposed use; and

(3) No such modification or exception shall be authorized to allow a use that is not otherwise allowed by this chapter within the zoning district in which the subject property is situated.

(b) The planning commission, in making its recommendations to city council concerning any special use permit application, may include comments or recommendations regarding the advisability or effect of any modifications or exceptions.

(c) The resolution adopted by city council to grant any special use permit shall set forth any such modifications or exceptions which have been approved.

## **Attachment 2**

### **Sec. 34-541. Mixed use districts—Intent and description.**

- (1) *Downtown Corridor.* The intent of the Downtown Corridor district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial environment in the city's downtown area. Ground-floor uses facing on primary streets should be commercial in nature. The area within this zoning district is the entertainment and employment center of the community and the regulations set forth within this district are designed to provide appropriate and convenient housing for persons who wish to reside in proximity to those activities. Within the Downtown Corridor district the following streets shall have the designations indicated:

*Primary streets:* All streets are primary.

*Linking streets:* None.

- (2) *Downtown Extended Corridor.* Historically, the areas within the Downtown Extended district contained manufacturing uses dependent upon convenient access to railroad transportation. In more recent times, use patterns within this area are similar to those within the Downtown district. The intent of this district is to encourage an inter-related mixture of high-density residential and commercial uses harmonious with the downtown business environment, within developments that facilitate convenient pedestrian and other links to the Downtown area. Within the Downtown Extended district, the following streets shall have the designations indicated:

*Primary streets:* Garrett Street, Monticello Avenue, 6th Street, Market Street, Carlton Road and 10th Street, N.E.

*Linking streets:* Avon Street, Dice Street, 1st Street, 4th Street, Gleason Street, Goodman Street, Oak Street, and Ware Street.

- (3) *North Downtown Corridor.* The Downtown North Corridor district is the historic center of the City of Charlottesville, and contains many historic structures. In more recent years this area has also developed as the heart of the city's legal community, including court buildings and related law and professional offices, and commercial and retail uses supporting those services. Within this area, residential uses have been established both in single-use and in mixed-use structures. Many former single-family dwellings have been converted to office use. The regulations for this district are intended to continue and protect the nature and scale of these existing patterns of development. Within the Downtown North Corridor district, the following streets shall have the designations indicated:

*Primary streets:* 8th Street, N.E. (between High Street and Jefferson Street), 5th Street, N.E., 1st Street, 4th Street, N.E., High Street, Jefferson Street, Market Street, 9th Street, 9th Street, N.E., 2nd Street, N.E., 2nd Street, N.W., 7th Street, N.E., 6th Street, N.E., and 3rd Street, N.E.

*Linking streets:* East Jefferson Street (east of 10th Street, N.E.), 8th Street, 11th Street, N.E., Lexington Street, Locust Street, Maple Street, Sycamore Street.

- (4) *West Main North Corridor.* The West Main North district is established to provide low-intensity mixed-use development at a scale that respects established patterns of commercial and residential development along West Main Street and neighborhoods adjacent to that street. When compared with the area further south along West Main Street, lots within this area are smaller and older, existing buildings (many of them historic in character) have been renovated to accommodate modern commercial uses. Within this district, established buildings are located in close proximity to the street on which they front, and one (1) of the primary goals of this district is to provide a uniform street wall for pedestrian-oriented retail and commercial uses. Within the West Main Street North district, the following streets shall have the designations indicated:

*Primary streets:* 4th Street, 14th Street, 10th Street, Wertland Street, and West Main Street.

*Linking streets:* Cream Street, Commerce Street, 8th Street, Elsom Street, 7th Street, 6th Street, 10½ Street and, 12th Street.

- (5) *West Main South Corridor.* Property on the south side of West Main Street are much deeper, and generally larger in size, than those to the north, and established non-commercial uses typically are separated from adjacent residential neighborhoods by railroad tracks and street rights-of-way. The purpose of this zoning district is to encourage pedestrian-friendly mixed-use development, at an intensity slightly greater than that to the north of West Main. The permitted uses and building heights, those allowed by-right and by special permit, respect the scenic character of the West Main Street corridor. Within the West Main Street South district, the following streets shall have the designations indicated:

*Primary streets:* Jefferson Park Avenue, 9th/10th Connector, Ridge Street, 7th Street, and West Main Street.

*Linking streets:* Dice Street, 11th Street, 5th Street, 4th Street, and 7th Street.

- (6) *Cherry Avenue Corridor.* This zoning classification establishes a district designed to encourage conservation of land resources, minimize automobile travel, and promote employment and retail centers in proximity to residential uses. It permits increased development on busier streets without fostering a strip-commercial appearance. It is anticipated that development will occur in a pattern consisting of ground-floor commercial uses, with offices and residential uses located on upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along primary street frontages. Within the Cherry Avenue Corridor district the following streets shall have the designations indicated:

*Primary streets:* Cherry Avenue, 9th/10th Connector.

*Linking streets:* 4th St., 5th St., Delevan St., Estes St., Grove St., King St., Nalle St., 9th St., 6th St., 6½ St., 7th St.

- (7) *High Street Corridor.* The areas included within this district represent a section of High Street that has historically developed around medical offices and support services, as well as neighborhood-oriented service businesses such as auto repair shops and restaurants. The regulations within this district encourage a continuation of the scale and existing character of uses established within this district, and are intended to facilitate infill development of similar uses. Within the High Street corridor district the following streets shall have the designations indicated:

*Primary streets:* East High Street and Meade Avenue.

*Linking streets:* 11th Street, Gillespie Avenue, Grace Street, Grove Avenue, Hazel Street, Moore's Street, Orange Street, Riverdale Drive, Stewart Street, Sycamore Street, Ward Avenue, and Willow Street.

- (8) *Neighborhood Commercial Corridor district.* The intent of the Neighborhood Commercial Corridor district is to establish a zoning classification for the Fontaine and Belmont commercial areas that recognize their compact nature, their pedestrian orientation, and the small neighborhood nature of the businesses. This zoning district recognizes the areas as small town center type commercial areas and provides for the ability to develop on small lots with minimal parking dependent upon pedestrian access. The regulations recognize the character of the existing area and respect that they are neighborhood commercial districts located within established residential neighborhoods. Within this district the following streets shall have the designations indicated:

*Primary streets:* Bainbridge St., Carlton Ave., Douglas Ave., Fontaine Ave., Garden St., Goodman St., Hinton Ave., Holly St., Lewis St., Maury Ave., Monticello Rd., and Walnut St.

*Linking streets:* None.

- (9) *Highway Corridor district.* The intent of the Highway Corridor district is to facilitate development of a commercial nature that is more auto oriented than the mixed use and neighborhood commercial corridors. Development in these areas has been traditionally auto driven and the regulations established by this ordinance continue that trend. This district provides for intense commercial development with very limited residential use. It is intended for the areas where the most intense commercial development in Charlottesville occurs. Within this district the following streets shall have the designations indicated:

*Primary streets:* Bent Creek Road, Carlton Rd., Emmet Street, 5th Street, Harris Road, Hydraulic Road, Monticello Ave., and Seminole Trail.

*Linking streets:* Angus Road, East View Street, Holiday Drive, India Road, Keystone Place, Knoll Street, Linden Avenue, Line Drive, Michie Drive, Mountain View Street, Seminole Circle, and Zan Road.

- (10) *Urban Corridor.* The intent of the Urban Corridor district is to continue the close-in urban commercial activity that has been the traditional development patterns in these areas. Development in this district is both pedestrian and auto oriented, but is evolving to more of a pedestrian center development pattern. The regulations provide for both a mixture of uses or single use commercial activities. It encourages parking located behind the structure and development of a scale and character that is respectful to the neighborhoods and university uses adjacent. Within this district the following streets shall have the designations indicated:

*Primary streets:* Barracks Road, Emmet Street, and Ivy Road.

*Linking streets:* Arlington Boulevard, Cedars Court, Copeley Drive, Copeley Road, Earhart Street, Massie Road, Meadowbrook Road, Millmont Street and Morton Drive.

- (11) *Central City Corridor.* The intent of the Central City Corridor district is to facilitate the continued development and redevelopment of the quality medium scale commercial and mixed use projects currently found in those areas. The district allows single use**

development, but encourages mixed use projects. The regulations are designed to encourage use of and emphasize proximity to natural features or important view sheds of natural features. Development allowed is of a scale and character that is appropriate given the established development that surrounds the district. Within the Central Corridor district the following streets shall have the designations indicated:

***Primary streets:* East High Street, Harris Street, Long Street, Preston Avenue, Rose Hill Drive, 10th Street, Preston Avenue, and River Road.**

***Linking streets:* Albemarle Street, Booker Street, Caroline Avenue, Dale Avenue, 8th Street, Forest Street, 9th Street, and West Street.**

(12)*Water Street Corridor District.* The intent of the Water Street Corridor District is to provide for a mix of commercial, retail and entertainment uses in a way that complements and supports the Downtown Pedestrian Mall area. As the Downtown Pedestrian Mall develops, the natural spillover will be to this area. While not a complete pedestrian zone, it contains many characteristics thereof. Development therefore should blend the pedestrian scale with a slightly more automobile oriented feel to achieve this supportive mixed-use environment.

*Primary streets:* All.

*Linking streets:* None.

(13)*South Street Corridor District.* Adjacent to the downtown area and wedged against the railroad tracks is a small grouping of large historic homes, many of which have been converted to offices and/or apartments. In order to preserve the rich character and style of these few remaining structures from another era, the South Street Corridor District has been created. This district is intended to preserve the historic pedestrian scale, recognizing the importance of this area to the history of the downtown area.

*Primary streets:* South Street.

*Linking streets:* None.

(14)*Corner District.* The Corner District is established to provide low-intensity missed-use development to primarily serve the area surrounding the University of Virginia. It encourages development at a scale that respects the established character of the historic commercial area adjacent to the central grounds of the University. Within the district two- and three-story buildings front the streets establishing a pedestrian scale for retail and commercial uses.

*Primary streets:* University Avenue, West Main Street, Wertland Street, Elliewood Avenue 13th Street and 14th Street.

*Linking streets:* Chancellor Street, 12th Street, 12½ Street and 13th Street.



### **Attachment 3**

#### **Approval without any conditions:**

I move to recommend approval of a special use permit as requested in SP-14-10-09, because I find that approval of this request is required for the public necessity, convenience, general welfare or good zoning practice.

OR

#### **Approval with conditions:**

I move to recommend approval of a special use permit as requested in SP-14-10-09, subject to conditions, because I find that approval of this request is required for the public necessity, convenience, general welfare or good zoning practice. My motion includes a recommendation for the conditions referenced in the staff report dated November 24, 2014, subject to the following revisions:

*[List desired revisions]*

#### **Denial Options:**

I move to recommend denial of this application for a special use permit;

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**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



Agenda Date:	January 5, 2015
Action Required:	Approval of Resolution
Presenter:	Maurice Jones, City Manager
Staff Contacts:	Maurice Jones, City Manager
<b>Title:</b>	<b>City Council Regular Meeting Schedule for 2015</b>

**Background:**

Local municipalities may approve a regular Council meeting schedule for the calendar year at their first meeting in January. This establishes meeting dates for the year and includes variances in the schedule according to holidays and summer break.

**Discussion:**

Regularly scheduled Council meetings take place on the first and third Mondays of each month at 7:00 p.m. in Council Chambers at City Hall. If a regularly scheduled Council meeting falls on a holiday, then the meeting will take place on Tuesday. Council typically takes a summer break in August.

The proposed regular Council meeting schedule for 2015 is as follows:

January 5, 2015	July 6, 2015
<i>Tuesday, January 20, 2015</i>	July 20, 2015
February 2, 2015	<i>August 3, 2015 – no meeting / summer break</i>
<i>Tuesday, February 17, 2015</i>	August 17, 2015
March 2, 2015	September 8, 2015
March 16, 2015	<i>Tuesday, September 21, 2015</i>
April 6, 2015	October 5, 2015
April 20, 2015	October 19, 2015
May 4, 2015	November 2, 2015
May 18, 2015	November 16, 2015
June 1, 2015	December 7, 2015
June 15, 2015	December 21, 2015

*Italics indicate an adjusted date due to a holiday.*

**Alignment with City Council's Vision and Priority Areas:**

This aligns with Goal 4 of the strategic plan: *Be a well-managed and successful organization.*

**RESOLUTION**  
**Approval of City Council Regular Meeting Schedule for 2015**

BE IT RESOLVED by the Council of the City of Charlottesville, Virginia that the following dates are approved for regularly scheduled Council meetings for 2015:

January 5, 2015	July 6, 2015
<i>Tuesday, January 20, 2015</i>	July 20, 2015
February 2, 2015	<i>August 3, 2015 – no meeting / summer break</i>
<i>Tuesday, February 17, 2015</i>	August 17, 2015
March 2, 2015	September 8, 2015
March 16, 2015	<i>Tuesday, September 21, 2015</i>
April 6, 2015	October 5, 2015
April 20, 2015	October 19, 2015
May 4, 2015	November 2, 2015
May 18, 2015	November 16, 2015
June 1, 2015	December 7, 2015
June 15, 2015	December 21, 2015

*Italics* indicate an adjusted date due to a holiday.

BE IT FURTHER RESOLVED that these dates will be published on the City's calendar at [www.charlottesville.org](http://www.charlottesville.org) and posted at the Clerk of Council's office; and

BE IT FURTHER RESOLVED that should Council have a compelling reason to amend the schedule during the year, they may do so with a majority vote; should such a change occur, it will be publicized with a City press release, updated on the City's calendar, and posted at the Clerk of Council's office.

**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



<b>Agenda Date:</b>	January 5, 2015
<b>Action Required:</b>	Direction
<b>Presenter:</b>	Timothy Longo, Police Chief
<b>Staff Contacts:</b>	Timothy Longo, Police Chief
<b>Title:</b>	<b>Public Safety Camera Proposal</b>

**Background:**

Much like the review of our table of organization, the leveraging of technology and other tools to enhance policing strategies seems properly placed within the city's Strategic Planning Process.

This process includes, among many other things, creating greater capacity within the police department to meet increasing needs that have resulted from economic development downtown. Historical demands have required the frequent redeployment of police resources from other areas of the city and increased overtime assignments. Increasing the existing table of organization will allow us to remain focused on neighborhoods while at the same time meet the emerging needs of a growing downtown.

A review of the crime data from 1998 to present revealed noticeable overall decreases in both property and persons crimes. While the past several months have presented some of the most violent criminal encounters in our recent history, a broader view demonstrates a steady decrease as evidenced by the attached statistical data compiled by the Police Department's Crime Analyst, Officer Cody Bowman.

In addition to statistical crime decreases, the city's unemployment rate has dropped, commercial vacancy rates have declined, and sales, meals, and parking revenues have increased. In short, our city continues to thrive and enjoy economic vitality.

Maintaining these accomplishments is critical, but in the process of doing so we cannot ignore the perception that others may have about the safety of our downtown mall and our broader community. The need to increase our visibility throughout our community in order to sustain safety and build the relationships necessary to establish positive police and community relations is the impetus behind our request for additional human assets in the Strategic Plan. The implementation of video surveillance technology helps leverage those assets in the best possible

way by providing an additional resource to the department in the areas of crime prevention and the retrospective investigation of crime.

In preparation of our report, our crime analyst briefly surveyed the following cities: Blacksburg, Virginia, Ann Arbor, Michigan, and Chapel Hill, North, Carolina. He did not receive a response from Ann Arbor, but did receive feedback from Blacksburg and Chapel Hill with regard to their use of video surveillance technology. Neither of those two municipalities deploys video surveillance systems. However, both Universities within those municipalities use video surveillance technology within their territorial jurisdiction. The municipal police departments in those localities do have access to the University's systems upon request and do utilize those systems for investigative purposes.

The materials reviewed in 2007, much like those in existence today, offer a host of opinions and conclusions with regard to video surveillance technology as to its effectiveness in the area of crime prevention. While some of those localities boast appreciable decreases in crime, the jury still remains out as to others.

What we do know is that video surveillance systems have long been deployed in areas across our community: the University of Virginia, the Charlottesville School Division, the Charlottesville Area Transit System, the many banking institutions that serve our community, commercial office space, shopping centers, and many retailers. Oftentimes the images captured from these systems have helped law enforcement to identify persons engaged in criminal misconduct and bring them to justice. In short, they communicate a pretty compelling message: "If you commit a crime, you will get caught."

The city's chief prosecuting authority, the Commonwealth's Attorney, can cite example after example where use of video surveillance technology has aided in the successful prosecution of criminal offenders. Moreover, recent events throughout our country have provided real-life examples of how video surveillance can aid in the identification of criminal offenders and lead to their apprehension.

### ***Leveraging Resources***

Since first suggesting that we leverage technology to supplement human assets, the question of whether hiring more personnel in lieu of purchasing cameras has repeatedly been asked as though one is necessarily material to the other. I see them as independent issues.

For reasons previously set out, I firmly believe that we must increase the department's table of organization. In addition, we must continue to work diligently to make the city an employer of choice keeping in mind that the deployment and implementation of technology will never replace the human asset on the street who will respond to calls, interact with citizens, suppress and investigate crime, and engage in relational policing.

Video surveillance technology serves as those eyes constantly present when human assets move about patrolling larger areas of responsibility. These systems create an omnipresence that, in my

opinion, cannot be replicated. These systems cannot and will not replace officers; they can, however, serve as a force multiplier for our department.

### ***Policy Issues***

While most any system that we would propose could allow for real time monitoring, that would be neither my intent nor my recommendation unless I have reason to believe such real time monitoring is related to a specific police action which may require immediate oversight and gathering of information necessary to properly formulate a tactical or strategic response plan.

The system that we would propose would capture data that would be retained for a period not to exceed fourteen (14) days and would be accessed by law enforcement personnel who have a specific investigative need or purpose. At no time would streaming video or video images be accessible by non-law enforcement personnel unless subject to applicable provisions within the Virginia Freedom of Information Act.

In 2007, a model policy was created by staff that included the following relevant and extremely important points: a commitment to administer the system in accordance with the Constitution of the United States and Virginia law, a prohibition against using the system in for any discriminatory purpose, the installation of signage in areas where the system would be in operation, yearly training updates for staff as well as yearly audits of the system and related policy to ensure compliance, limiting access to law enforcement personnel as authorized by the Chief of Police and use that is limited to a strict law enforcement objective, and a retention period not to exceed 14 days unless the image or images are related to an ongoing criminal investigation.

### ***Opportunity for Public/Private Partnerships***

As previously stated, video surveillance technology exists on private and commercial properties throughout our city. These systems are privately owned, and for the most part, are maintained by property owners or their tenants.

Frequently, our patrol officers and investigators have relied on these independent systems to aid in the investigative process, both to identify offenders and ensure successful prosecutions.

We have discovered that in addition to the inconsistencies in the quality of the video images we have had the opportunity to review, there are wide inconsistencies with regard to the retention schedules associated with each of these privately owned systems.

If council should desire to pursue implementation of video surveillance technology in public space, I believe this creates an opportunity for the City of Charlottesville to partner with the private sector in an effort to establish a network that will meet the needs of individual property owners and enhance the safety and security of areas around those properties. Such a partnership has the potential of improving the quality of existing systems, create a common platform for systems purchased in the future, and ensure consistency in retention schedules.

Several business and property owners have expressed an interest in assisting the Police Department as we move forward if Council should so desire. If that should occur, I would strongly recommend bringing these private sector property owners to the table in an effort to discuss operating systems, funding strategies, and possible incentives to encourage their participation.

**Alignment with Council Vision Areas and Strategic Plan:**

**America's Healthiest City**

*All residents have access to high-quality health care services. We have a community-wide commitment to personal fitness and wellness, and all residents enjoy our outstanding recreational facilities, walking trails, and safe routes to schools. We have a strong support system in place. Our emergency response system is among the nation's best.*

**Community Engagement:**

The Chief of Police has met with several community groups to discuss public safety issues including the placement of public security cameras in areas around the City.

The working groups associated with improvements for the Downtown Mall also discussed the possibility of utilizing a public security camera system on the Mall and beyond.

**Budget:**

Video technology has evolved greatly over the last several years. In addition to improved imagery and access, these systems have become more flexible and more affordable.

Charlottesville Police Detective Blaine Cosgro is our region's resident expert in video surveillance technology for law enforcement. He is both a subject matter expert in this area and is an executive officer in a national organization representing law enforcement technology officers. I have directed that he provide a rough order of magnitude as to the costs related to the most current and flexible video technologies that have both fixed and portable applications. According to Detective Cosgro, it is difficult to provide such information absent direction as to the type of system that council will approve for deployment, and the manner in which the system will access the power upon which to operate.

For example, the costs associated with deployment of any system deployed would be dependent on access to fiber, electricity, or wireless signal. Until such time as we determine the type of system that we wish to deploy, to include its features, flexibility, and operational utility it is difficult to contemplate costs without being highly speculative. The reality is that a single camera could range from \$750-\$6,000 depending on the quality of the imagery and the manner in which it would be deployed. Because there is no fiber access along the pedestrian mall, each camera would have to be hard wired to an electrical source.

In the next several weeks the Police Department will install seven (7) cameras (hard wired into our existing electrical system) that will complement the safety and security of the Police



Headquarters Building. This system will be housed within the Police Department and will be supported and maintained by departmental personnel. The cost of this system is less than \$10,000.

In staff's opinion, a fixed application approach would best serve the commercial and residential corridors of the downtown mall, West Main Street, and the University Corner. Portable applications may be deployed strategically into areas where we have identified emerging crime trends for which video technologies may be useful.

Once council approves taking the next step towards possible implementation, we can work with additional subject matter experts, existing city staff, and vendors to determine a rough order of magnitude.

**Recommendation:**

Over the last several months, our Police Department's capacity has been stretched to its operational limits. During the course of major criminal investigations that have extended beyond our resources and into neighboring jurisdictions, we have seen first-hand how the technology I am proposing can assist in the retrospective investigation of crime and aid in the successful prosecution of violent criminal offenders.

Moreover, we have seen examples nationally as to how such technology has aided law enforcement in their work. From the Boston Marathon bombing to the abduction of a woman in Philadelphia, Pennsylvania, video surveillance technology has proven its investigative value well worth the cost of implementation, maintenance, and support.

I respect and fully appreciate the financial considerations when choosing to purchase and implement such a system. There is a desire to conduct research, gather comparative data, and evaluate return on investment. Frankly, much research has been done on the issue of the value of these systems in the context of public safety. I believe the COPS Office publication speaks to that research and provides a useful framework to guide decision making.

When seeking to determine the return on investment that such a system may provide if purchased and implemented, I find it tremendously difficult to determine the value of a life saved, a violent perpetrator identified, arrested, and subsequently prosecuted, and the safety and security of our community.

I respectfully request City Council's support to move forward in the development of a rough order of magnitude as to both the scope of the project and its estimated cost of implementation.

**Attachments:**

CPD 10 Year Crime Graphs  
CPD Internal Public Safety Camera Policy

# Charlottesville Police Department

January 1st to October 31st

## P1 Crimes

Offense and Code	1998	1999	% Change	2000	% Change	2001	% Change	2002	% Change	2003	% Change	2004	% Change	2005	% Change	2006	% Change	2007	% Change	2008	% Change	2009	% Change	2010	% Change	2011	% Change	2012	% Change	2013	% Change	2014	% Change
09A: Murder and Nonnegligent Homicide	1	3	200%	4	33%	2	-50%	3	50%	0	-100%	2	NC	2	0%	2	0%	1	-50%	5	400%	0	-100%	3	NC	1	-67%	2	100%	1	-50%	4	300%
11A: Forcible Rape	23	23	0%	16	-30%	23	44%	25	9%	19	-24%	23	21%	29	26%	25	-14%	20	-20%	18	-10%	23	28%	25	9%	20	-20%	15	-25%	15	0%	9	-40%
120: Robbery	61	73	20%	88	21%	54	-39%	62	15%	55	-11%	53	-4%	63	19%	58	-8%	67	16%	59	-12%	72	22%	45	-38%	40	-11%	34	-15%	52	53%	29	-44%
13A: Aggravated Assault	251	193	-23%	208	8%	249	20%	190	-24%	152	-20%	145	-5%	138	-5%	146	6%	108	-26%	77	-29%	80	4%	75	-6%	66	-12%	80	21%	88	10%	82	-7%
220: Burglary/Breaking and Entering	317	236	-26%	298	26%	176	-41%	197	12%	154	-22%	188	22%	217	15%	234	8%	247	6%	149	-40%	133	-11%	136	2%	89	-35%	135	52%	172	27%	146	-15%
23A: Pocket-Picking	8	5	-38%	2	-60%	2	0%	7	250%	2	-71%	4	100%	6	50%	0	-100%	7	NC	8	14%	5	-38%	6	20%	6	0%	4	-33%	2	-50%	3	50%
23B: Purse-Snatching	5	5	0%	5	0%	4	-20%	7	75%	5	-29%	5	0%	3	-40%	4	33%	6	50%	4	-33%	8	100%	6	-25%	2	-67%	4	100%	1	-75%	2	100%
23C: Shoplifting	185	123	-34%	143	16%	114	-20%	135	18%	140	4%	198	41%	207	5%	113	-45%	138	22%	151	9%	197	30%	177	-10%	198	12%	165	-17%	169	2%	109	-36%
23D: Theft from Building	344	253	-26%	234	-8%	182	-22%	191	5%	167	-13%	143	-14%	156	9%	149	-4%	139	-7%	162	17%	131	-19%	129	-2%	102	-21%	117	15%	119	2%	185	55%
23E: Theft from Coin-Operated Machine	8	11	38%	16	45%	5	-69%	5	0%	9	80%	11	22%	5	-55%	4	-20%	4	0%	0	-100%	2	NC	2	0%	0	-100%	5	NC	6	20%	0	-100%
23F: Theft from Vehicle	545	489	-10%	410	-16%	351	-14%	223	-36%	220	-1%	152	-31%	264	74%	416	58%	372	-11%	482	30%	441	-9%	310	-30%	213	-31%	264	24%	269	2%	252	-6%
23G: Theft of Motor Vehicle Parts	156	179	15%	98	-45%	99	1%	131	32%	100	-24%	96	-4%	125	30%	115	-8%	96	-17%	92	-4%	115	25%	88	-23%	51	-42%	45	-12%	57	27%	54	-5%
23H: All Other Larceny	512	486	-5%	520	7%	443	-15%	513	16%	511	0%	402	-21%	493	23%	629	28%	516	-18%	506	-2%	542	7%	506	-7%	442	-13%	476	8%	487	2%	312	-36%
240: Motor Vehicle Theft	112	103	-8%	118	15%	80	-32%	125	56%	111	-11%	105	-5%	138	31%	130	-6%	97	-25%	119	23%	97	-18%	68	-30%	64	-6%	75	17%	44	-41%	60	36%
<b>TOTAL</b>	<b>2528</b>	<b>2182</b>	<b>-14%</b>	<b>2160</b>	<b>-1%</b>	<b>1784</b>	<b>-17%</b>	<b>1814</b>	<b>2%</b>	<b>1645</b>	<b>-9%</b>	<b>1527</b>	<b>-7%</b>	<b>1846</b>	<b>21%</b>	<b>2025</b>	<b>10%</b>	<b>1818</b>	<b>-10%</b>	<b>1832</b>	<b>1%</b>	<b>1846</b>	<b>1%</b>	<b>1576</b>	<b>-15%</b>	<b>1294</b>	<b>-18%</b>	<b>1421</b>	<b>10%</b>	<b>1482</b>	<b>4%</b>	<b>1247</b>	<b>-16%</b>

## P1 Violent Crimes

Offense and Code	1998	1999	% Change	2000	% Change	2001	% Change	2002	% Change	2003	% Change	2004	% Change	2005	% Change	2006	% Change	2007	% Change	2008	% Change	2009	% Change	2010	% Change	2011	% Change	2012	% Change	2013	% Change	2014	% Change
09A: Murder and Nonnegligent Homicide	1	3	200%	4	33%	2	-50%	3	50%	0	-100%	2	NC	2	0%	2	0%	1	-50%	5	400%	0	-100%	3	NC	1	-67%	2	100%	1	-50%	4	300%
11A: Forcible Rape	23	23	0%	16	-30%	23	44%	25	9%	19	-24%	23	21%	29	26%	25	-14%	20	-20%	18	-10%	23	28%	25	9%	20	-20%	15	-25%	15	0%	9	-40%
120: Robbery	61	73	20%	88	21%	54	-39%	62	15%	55	-11%	53	-4%	63	19%	58	-8%	67	16%	59	-12%	72	22%	45	-38%	40	-11%	34	-15%	52	53%	29	-44%
13A: Aggravated Assault	251	193	-23%	208	8%	249	20%	190	-24%	152	-20%	145	-5%	138	-5%	146	6%	108	-26%	77	-29%	80	4%	75	-6%	66	-12%	80	21%	88	10%	82	-7%
<b>TOTAL</b>	<b>336</b>	<b>292</b>	<b>-13%</b>	<b>316</b>	<b>8%</b>	<b>328</b>	<b>4%</b>	<b>280</b>	<b>-15%</b>	<b>226</b>	<b>-19%</b>	<b>223</b>	<b>-1%</b>	<b>232</b>	<b>4%</b>	<b>231</b>	<b>0%</b>	<b>196</b>	<b>-15%</b>	<b>159</b>	<b>-19%</b>	<b>175</b>	<b>10%</b>	<b>148</b>	<b>-15%</b>	<b>127</b>	<b>-14%</b>	<b>131</b>	<b>3%</b>	<b>156</b>	<b>19%</b>	<b>124</b>	<b>-21%</b>

## P1 Property Crimes

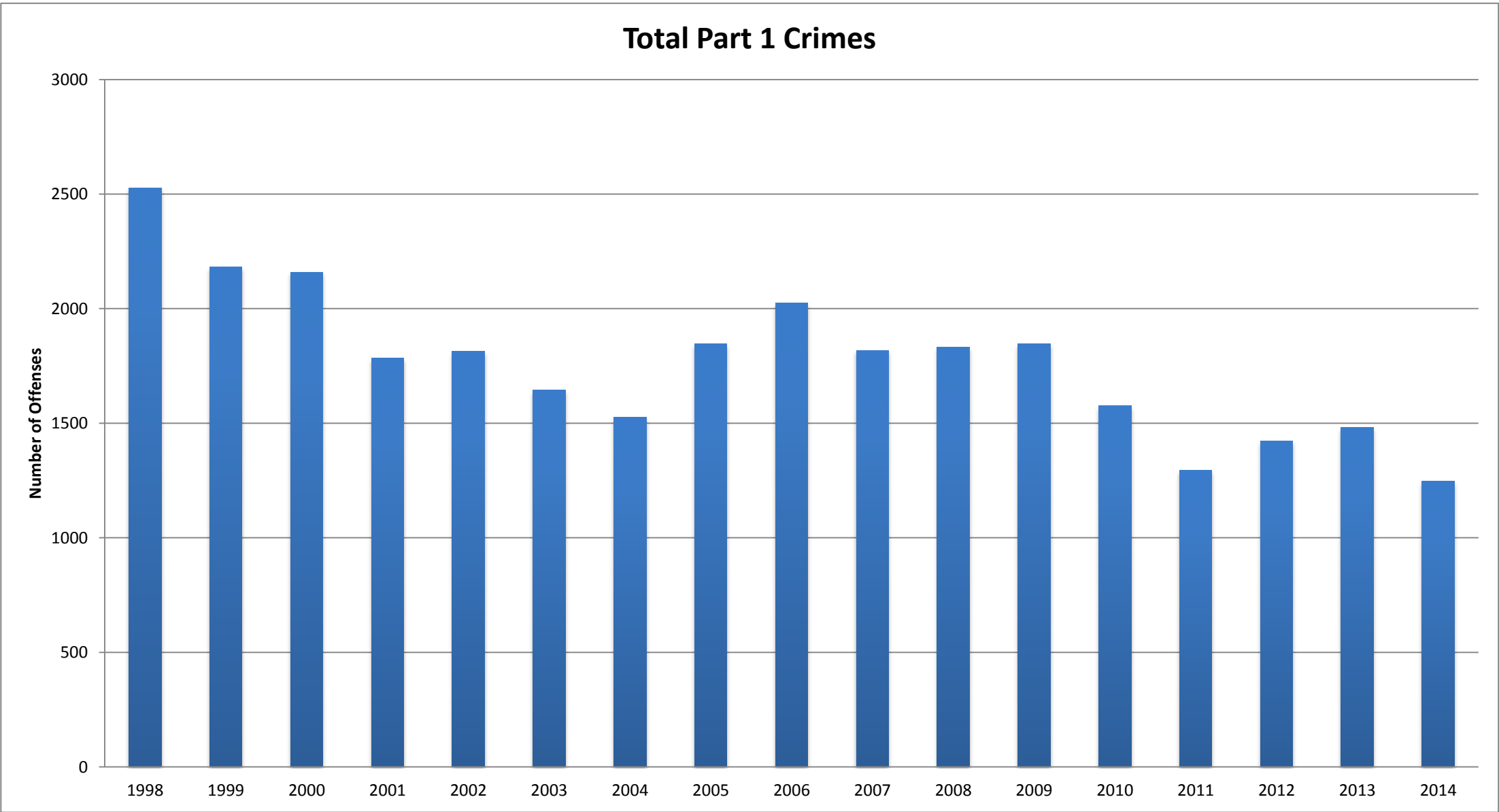
Offense and Code	1998	1999	% Change	2000	% Change	2001	% Change	2002	% Change	2003	% Change	2004	% Change	2005	% Change	2006	% Change	2007	% Change	2008	% Change	2009	% Change	2010	% Change	2011	% Change	2012	% Change	2013	% Change	2014	% Change
220: Burglary/Breaking and Entering	317	236	-26%	298	26%	176	-41%	197	12%	154	-22%	188	22%	217	15%	234	8%	247	6%	149	-40%	133	-11%	136	2%	89	-35%	135	52%	172	27%	146	-15%
23A: Pocket-Picking	8	5	-38%	2	-60%	2	0%	7	250%	2	-71%	4	100%	6	50%	0	-100%	7	NC	8	14%	5	-38%	6	20%	6	0%	4	-33%	2	-50%	3	50%
23B: Purse-Snatching	5	5	0%	5	0%	4	-20%	7	75%	5	-29%	5	0%	3	-40%	4	33%	6	50%	4	-33%	8	100%	6	-25%	2	-67%	4	100%	1	-75%	2	100%
23C: Shoplifting	185	123	-34%	143	16%	114	-20%	135	18%	140	4%	198	41%	207	5%	113	-45%	138	22%	151	9%	197	30%	177	-10%	198	12%	165	-17%	169	2%	109	-36%
23D: Theft from Building	344	253	-26%	234	-8%	182	-22%	191	5%	167	-13%	143	-14%	156	9%	149	-4%	139	-7%	162	17%	131	-19%	129	-2%	102	-21%	117	15%	119	2%	185	55%
23E: Theft from Coin-Operated Machine	8	11	38%	16	45%	5	-69%	5	0%	9	80%	11	22%	5	-55%	4	-20%	4	0%	0	-100%	2	NC	2	0%	0	-100%	5	NC	6	20%	0	-100%
23F: Theft from Vehicle	545	489	-10%	410	-16%	351	-14%	223	-36%	220	-1%	152	-31%	264	74%	416	58%	372	-11%	482	30%	441	-9%	310	-30%	213	-31%	264	24%	269	2%	252	-6%
23G: Theft of Motor Vehicle Parts	156	179	15%	98	-45%	99	1%	131	32%	100	-24%	96	-4%	125	30%	115	-8%	96	-17%	92	-4%	115	25%	88	-23%	51	-42%	45	-12%	57	27%	54	-5%
23H: All Other Larceny	512	486	-5%	520	7%	443	-15%	513	16%	511	0%	402	-21%	493	23%	629	28%	516	-18%	506	-2%	542	7%	506	-7%	442	-13%	476	8%	487	2%	312	-36%
240: Motor Vehicle Theft	112	103	-8%	118	15%	80	-32%	125	56%	111	-11%	105	-5%	138	31%	130	-6%	97	-25%	119	23%	97	-18%	68	-30%	64	-6%	75	17%	44	-41%	60	36%
<b>TOTAL</b>	<b>2192</b>	<b>1890</b>	<b>-14%</b>	<b>1844</b>	<b>-2%</b>	<b>1456</b>	<b>-21%</b>	<b>1534</b>	<b>5%</b>	<b>1419</b>	<b>-7%</b>	<b>1304</b>	<b>-8%</b>	<b>1614</b>	<b>24%</b>	<b>1794</b>	<b>11%</b>	<b>1622</b>	<b>-10%</b>	<b>1673</b>	<b>3%</b>	<b>1671</b>	<b>0%</b>	<b>1428</b>	<b>-15%</b>	<b>1167</b>	<b>-18%</b>	<b>1290</b>	<b>11%</b>	<b>1326</b>	<b>3%</b>	<b>1123</b>	<b>-15%</b>

# Charlottesville Police Department

January 1st to October 31st

## Total P1 Crimes

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
TOTAL	2528	2182	2160	1784	1814	1645	1527	1846	2025	1818	1832	1846	1576	1294	1421	1482	1247



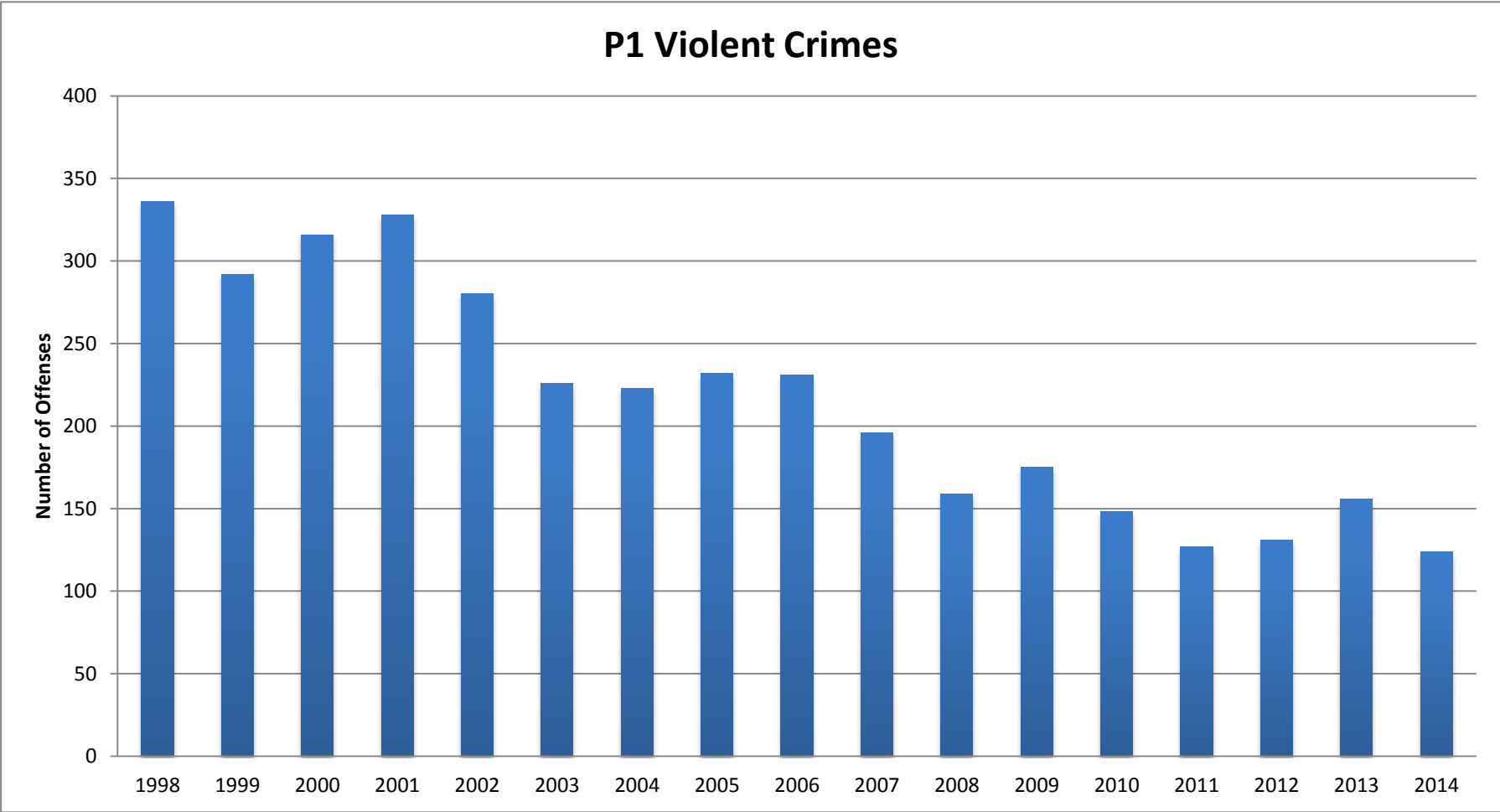
# Charlottesville Police Department

January 1st to October 31st

## P1 Violent Crimes

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
<b>TOTAL</b>	336	292	316	328	280	226	223	232	231	196	159	175	148	127	131	156	124

09A: Murder and Nonnegligent Homicide  
 11A: Forcible Rape  
 120: Robbery  
 13A: Aggravated Assault



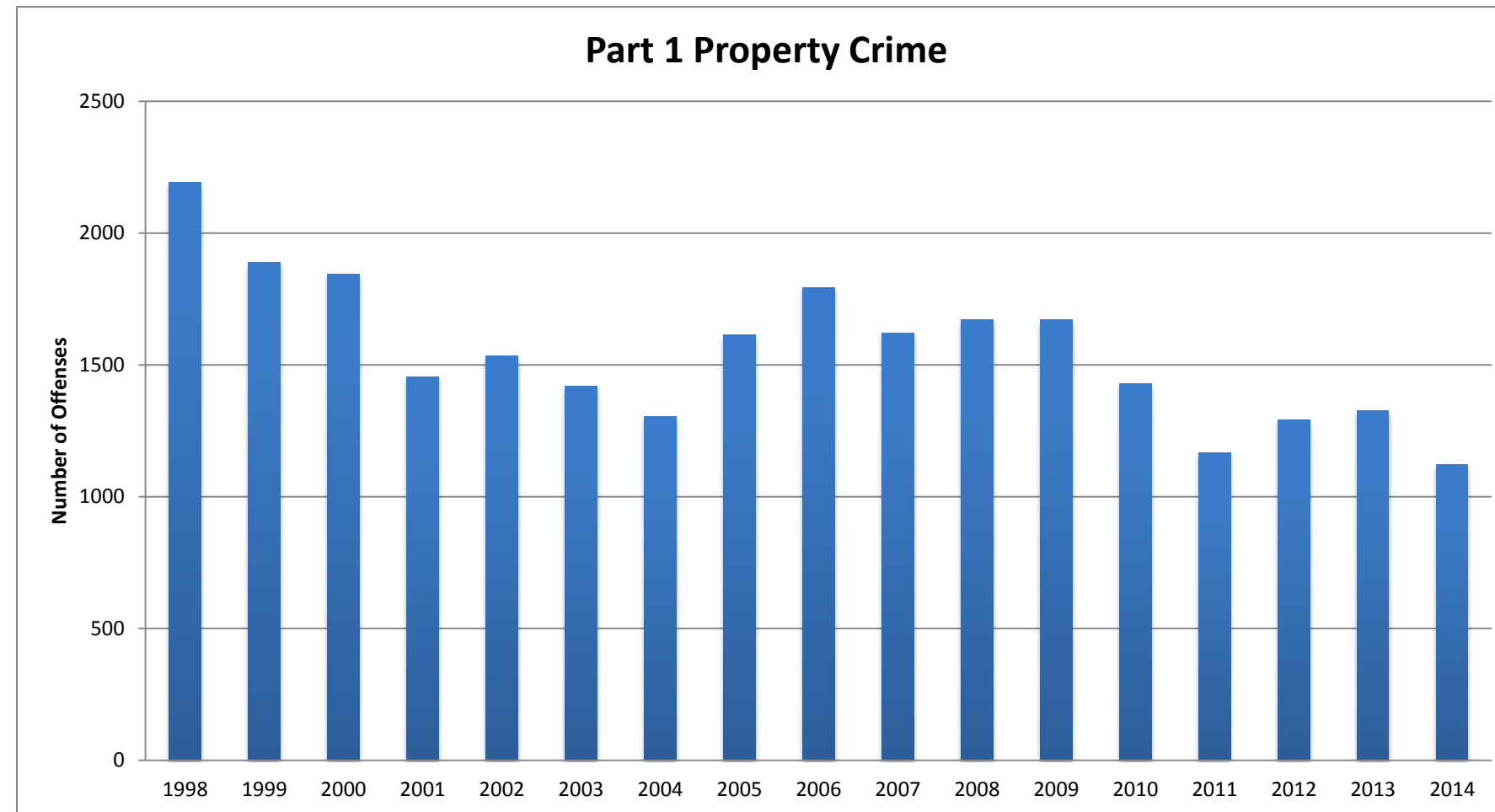
# Charlottesville Police Department

January 1st to October 31st

## P1 Property Crimes

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
<b>TOTAL</b>	2192	1890	1844	1456	1534	1419	1304	1614	1794	1622	1673	1671	1428	1167	1290	1326	1123

- 220: Burglary/Breaking and Entering
- 23A: Pocket-Picking
- 23B: Purse-Snatching
- 23C: Shoplifting
- 23D: Theft from Building
- 23E: Theft from Coin-Operated Machine
- 23F: Theft from Vehicle
- 23G: Theft of Motor Vehicle Parts
- 23H: All Other Larceny
- 240: Motor Vehicle Theft



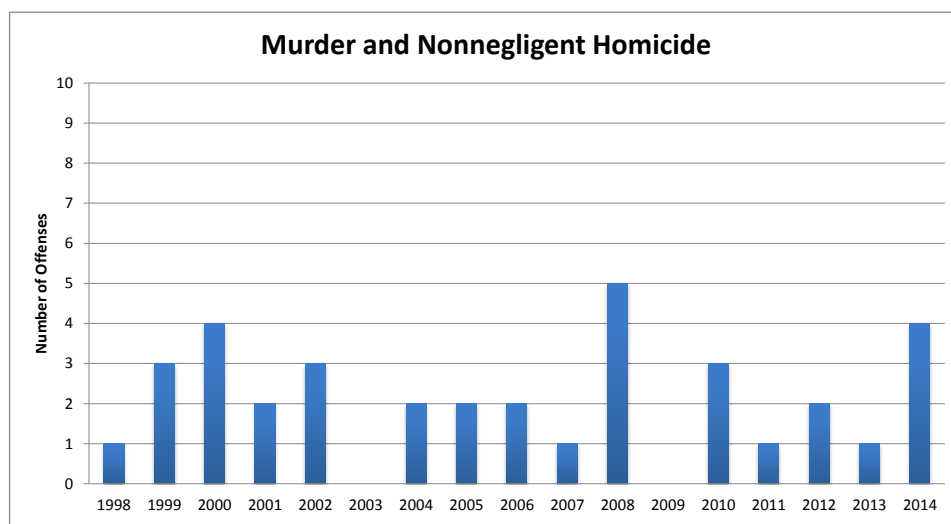
# Charlottesville Police Department

January 1st to October 31st

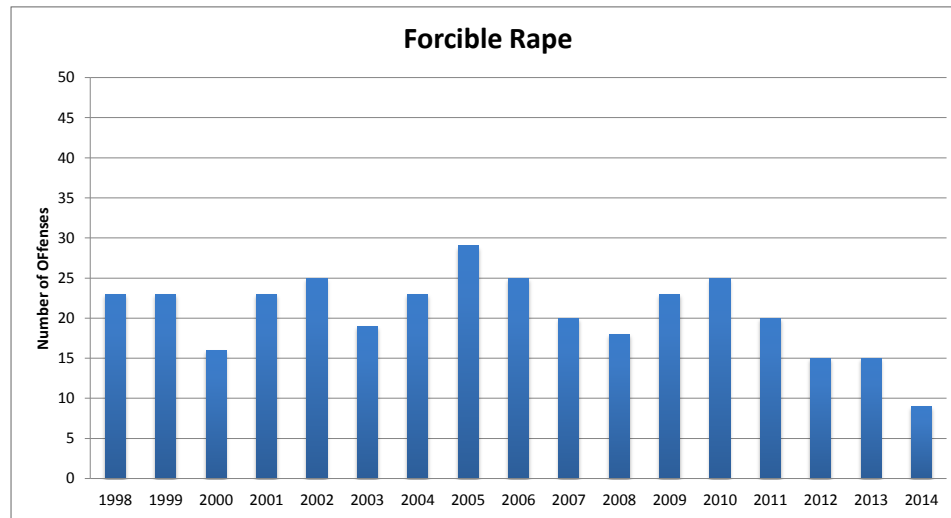
## P1 Crimes

Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
09A: Murder and Nonnegligent Homicide	1	3	4	2	3	0	2	2	2	1	5	0	3	1	2	1	4
11A: Forcible Rape	23	23	16	23	25	19	23	29	25	20	18	23	25	20	15	15	9
120: Robbery	61	73	88	54	62	55	53	63	58	67	59	72	45	40	34	52	29
13A: Aggravated Assault	251	193	208	249	190	152	145	138	146	108	77	80	75	66	80	88	82
220: Burglary/Breaking and Entering	317	236	298	176	197	154	188	217	234	247	149	133	136	89	135	172	146
23A: Pocket-Picking	8	5	2	2	7	2	4	6	0	7	8	5	6	6	4	2	3
23B: Purse-Snatching	5	5	5	4	7	5	5	3	4	6	4	8	6	2	4	1	2
23C: Shoplifting	185	123	143	114	135	140	198	207	113	138	151	197	177	198	165	169	109
23D: Theft from Building	344	253	234	182	191	167	143	156	149	139	162	131	129	102	117	119	185
23E: Theft from Coin-Operated Machine	8	11	16	5	5	9	11	5	4	4	0	2	2	0	5	6	0
23F: Theft from Vehicle	545	489	410	351	223	220	152	264	416	372	482	441	310	213	264	269	252
23G: Theft of Motor Vehicle Parts	156	179	98	99	131	100	96	125	115	96	92	115	88	51	45	57	54
23H: All Other Larceny	512	486	520	443	513	511	402	493	629	516	506	542	506	442	476	487	312
240: Motor Vehicle Theft	112	103	118	80	125	111	105	138	130	97	119	97	68	64	75	44	60

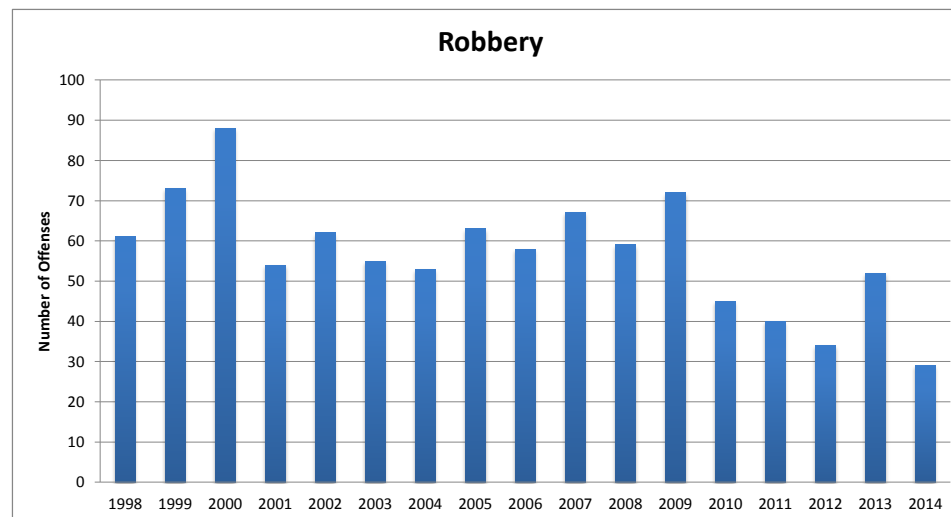
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
09A: Murder and Nonnegligent Homicide	1	3	4	2	3	0	2	2	2	1	5	0	3	1	2	1	4



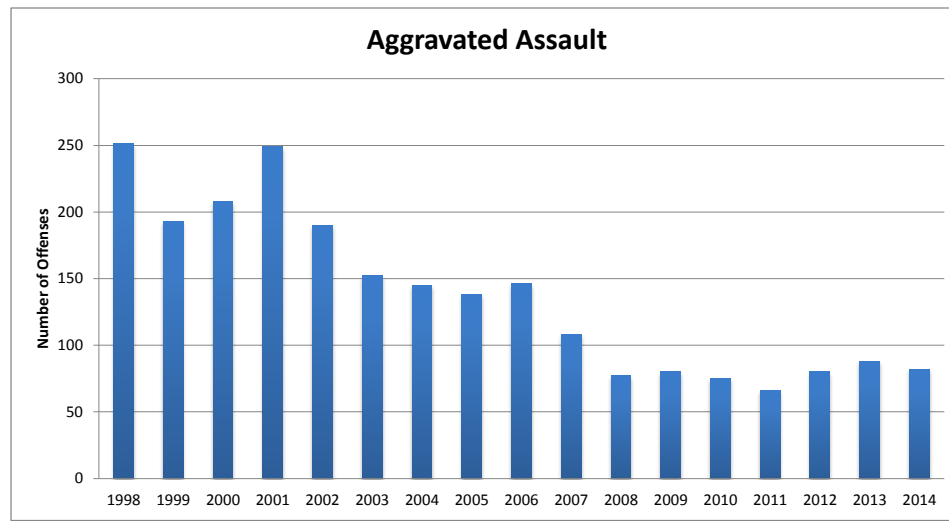
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
11A: Forcible Rape	23	23	16	23	25	19	23	29	25	20	18	23	25	20	15	15	9



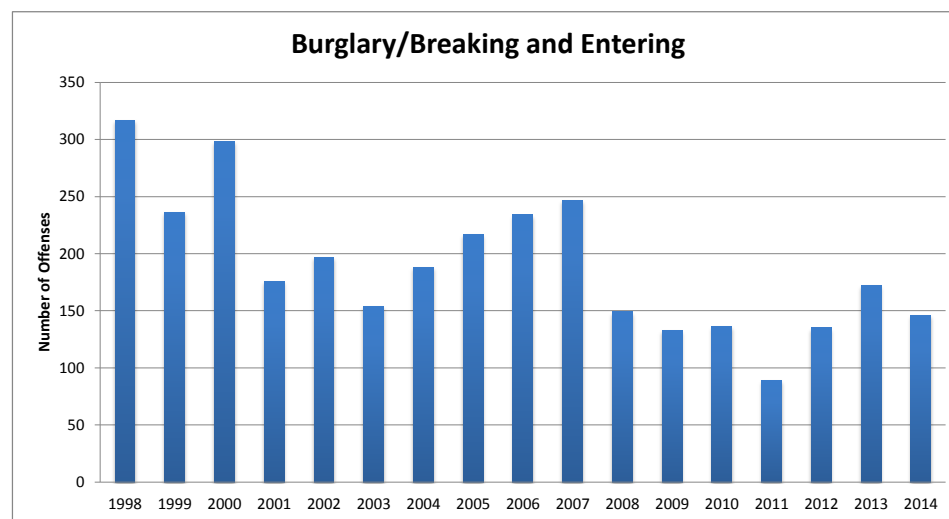
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
120: Robbery	61	73	88	54	62	55	53	63	58	67	59	72	45	40	34	52	29



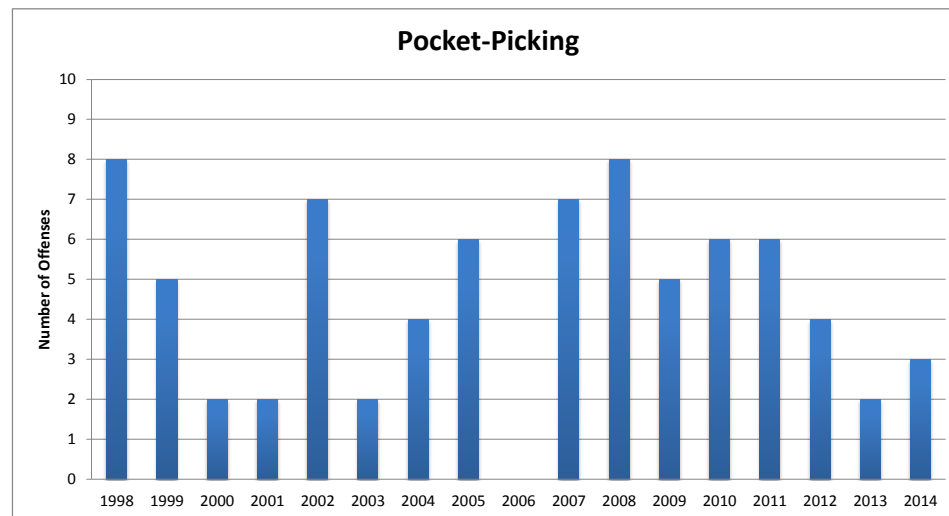
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
13A: Aggravated Assault	251	193	208	249	190	152	145	138	146	108	77	80	75	66	80	88	82



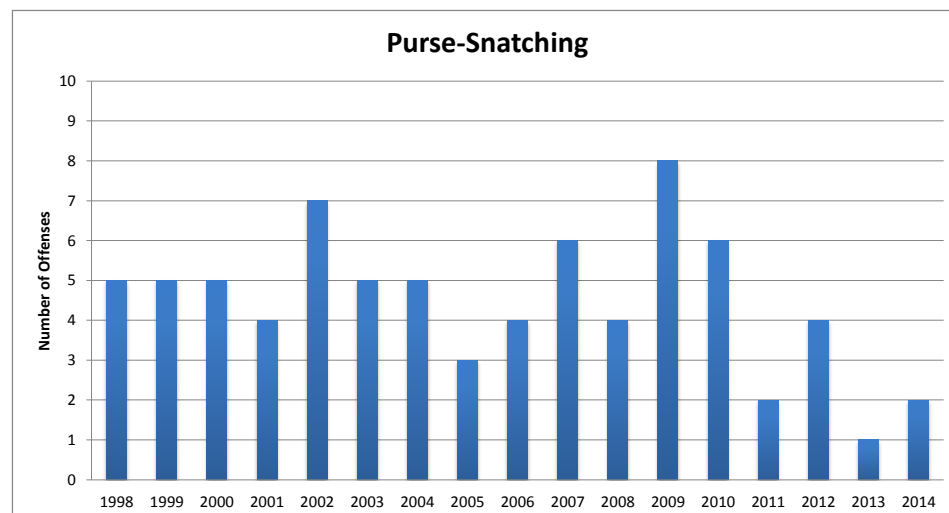
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
220: Burglary/Breaking and Entering	317	236	298	176	197	154	188	217	234	247	149	133	136	89	135	172	146



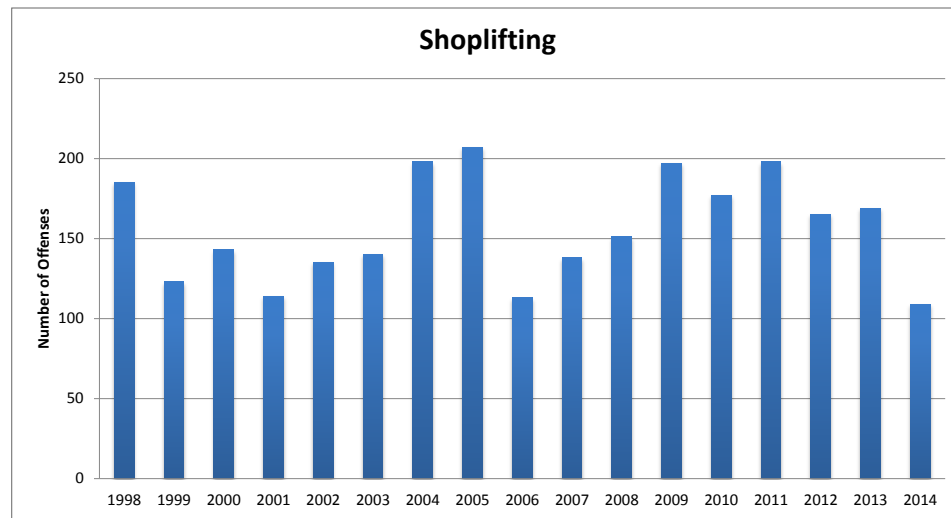
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23A: Pocket-Picking	8	5	2	2	7	2	4	6	0	7	8	5	6	6	4	2	3



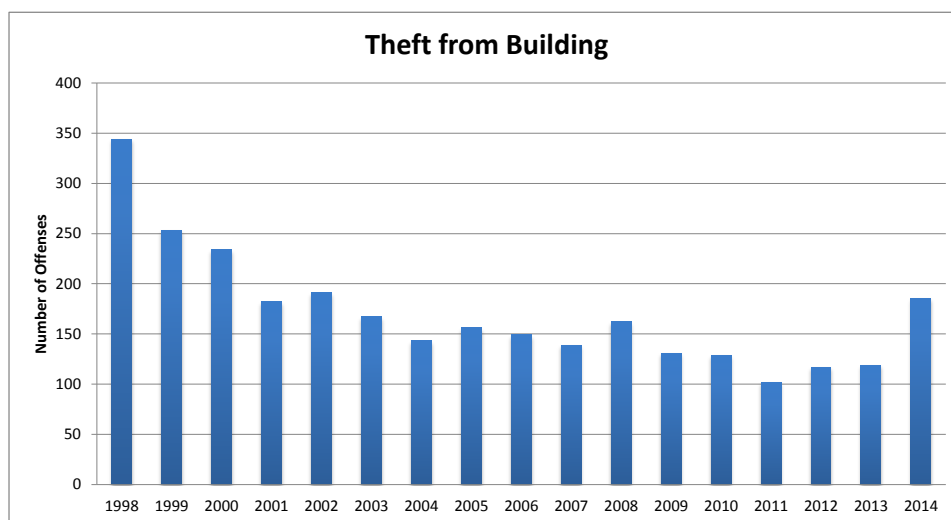
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23B: Purse-Snatching	5	5	5	4	7	5	5	3	4	6	4	8	6	2	4	1	2



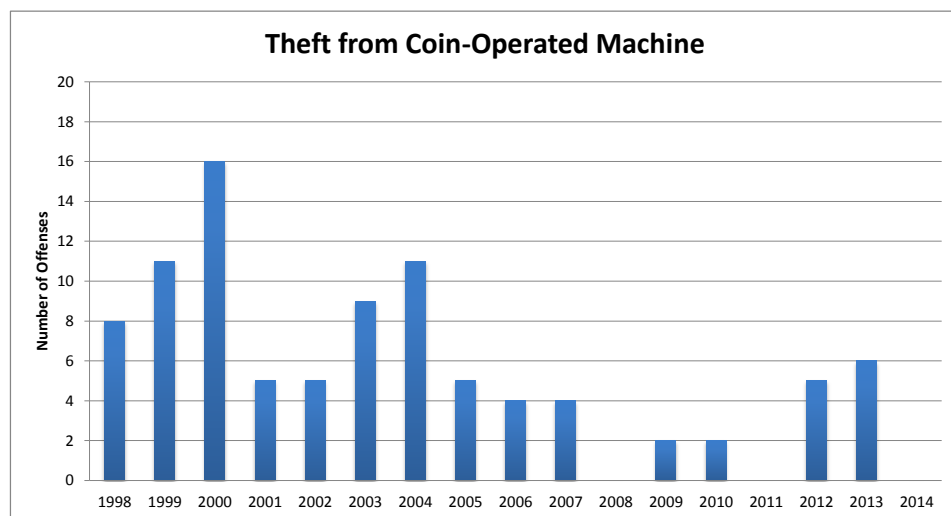
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23C: Shoplifting	185	123	143	114	135	140	198	207	113	138	151	197	177	198	165	169	109



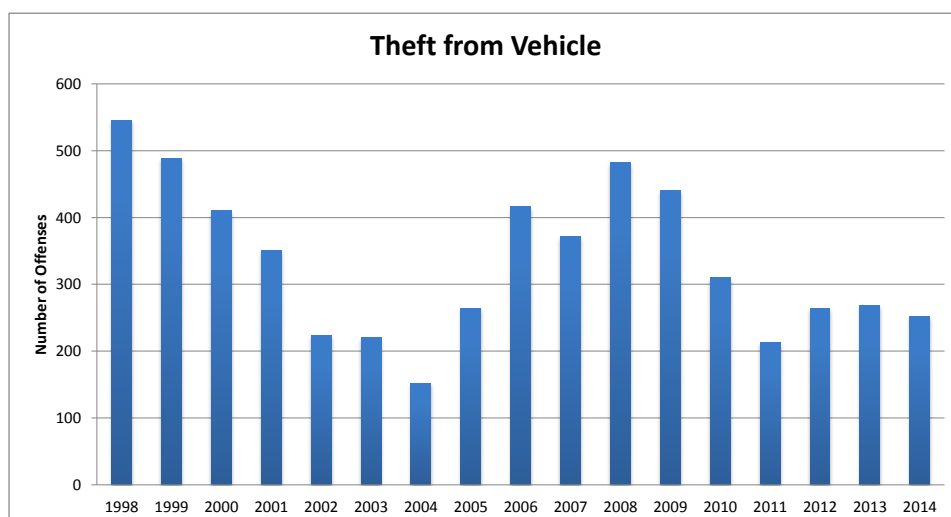
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23D: Theft from Building	344	253	234	182	191	167	143	156	149	139	162	131	129	102	117	119	185



Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23E: Theft from Coin-Operated Machine	8	11	16	5	5	9	11	5	4	4	0	2	2	0	5	6	0

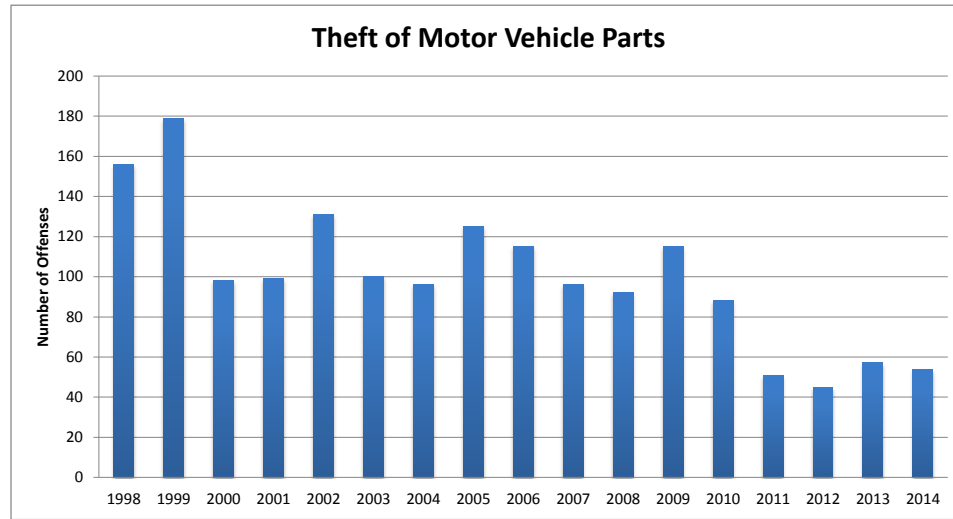


Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23F: Theft from Vehicle	545	489	410	351	223	220	152	264	416	372	482	441	310	213	264	269	252

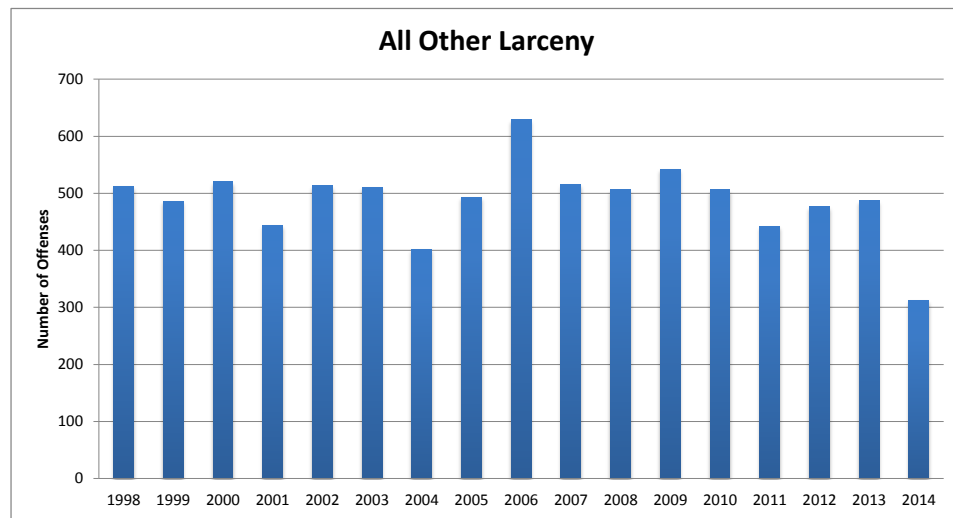




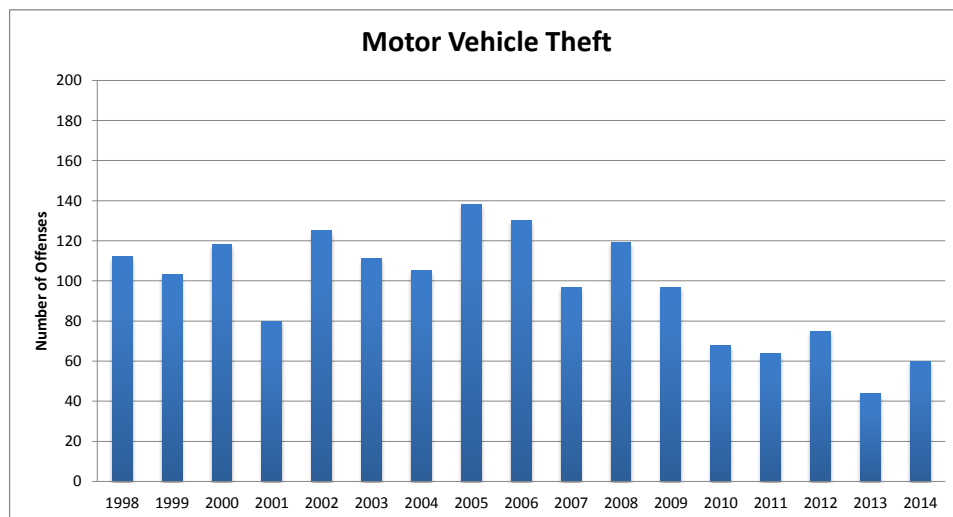
Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23G: Theft of Motor Vehicle Parts	156	179	98	99	131	100	96	125	115	96	92	115	88	51	45	57	54



Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
23H: All Other Larceny	512	486	520	443	513	511	402	493	629	516	506	542	506	442	476	487	312



Offense and Code	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
240: Motor Vehicle Theft	112	103	118	80	125	111	105	138	130	97	119	97	68	64	75	44	60



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# CHARLOTTESVILLE POLICE DEPARTMENT



Note: This directive is for internal use only and does not enlarge an officer's liability in any way. It should not be construed as the creation of a higher standard of safety or care in an evidentiary sense with respect to third party claims. Violations of this directive, if proven, can only form the basis of a complaint against the Charlottesville Police Department and then only in a non-judicial administrative setting.

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Type of Directive: GENERAL ORDER	Number:
PUBLIC SAFETY CAMERA POLICY	Date:
VLEPSC Number:	Manual Number:
Replaces:	Effective Date:
Authorization: Chief Timothy J. Longo, Sr.	Follow-up Date: Annually

## I. POLICY

It is the policy of the Charlottesville Police Department to install and utilize overt cameras within designated public areas for the purpose of enhancing public safety. Cameras authorized by this policy shall be used for the transmittal of video images to a secure server with limited access located within premises under the control of the Department. All video monitoring pursuant to this policy will be conducted in a manner consistent with all other General Orders, including but not limited to those Orders governing non-discrimination, sexual harassment and bias-based policing. Any activity undertaken in connection with this monitoring system shall respect and not infringe upon individual rights guaranteed by the United States Constitution and Virginia law. Nothing in this policy shall apply to the use of covert cameras or surveillance technology duly authorized in furtherance of a specific undercover investigation.

## II. PURPOSE

The purpose of this directive is to establish policies and procedures for the use of public safety cameras to record activity within open, public spaces within the City of Charlottesville. The strategic placement of video cameras is designed to deter crime and to identify criminal activity and the perpetrators of that activity, with the goals of reducing the cost and impact of crime to the community and improving the allocation and deployment of law enforcement assets. The safeguards required by this policy are designed to ensure that the Department's video technology is not abused; that recorded video images are not used or disseminated improperly; and that video cameras are not used in a manner that will infringe on any individual's reasonable expectation of privacy or any other right guaranteed by the United States Constitution or Virginia law.

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## III. POLICIES AND PROCEDURES

A. GENERAL

- (1) Video monitoring and recording will be conducted in a professional, ethical and legal manner. Access and use of the system shall be limited to authorized Departmental personnel, who shall be appropriately trained and supervised in the responsible use of the system under the direction of the Chief of Police.
- (2) Information and evidence obtained through video monitoring and recording will be used exclusively for legitimate law enforcement purposes, and will only be released or disseminated in accordance with this policy or as required by law.
- (3) Cameras may be programmed to operate automatically, or may be operated manually by a trained and authorized user. In neither case shall cameras be used to view or record the interior of any building, or any other non-public location where individuals have a reasonable expectation of privacy. Upon prior authorization by the ranking officer on duty, a camera may be used to view the interior of a building or structure only when probable cause exists that a crime is being committed at that location, under circumstances that would justify the warrantless entry of law enforcement personnel into the premises.
- (4) Operators of camera equipment shall not utilize the technology in a manner that discriminates based on characteristics or categories such as race, gender, age, national origin, disability or sexual orientation.
- (5) Cameras shall be used only for the recording of video images, and shall not be used to record conversations or other sounds.

B. INSTALLATION

- (1) Cameras shall be installed at locations designated by the Chief of Police. The written consent of the property owner is required prior to the installation of any camera on private property.
- (2) Signage indicating that the area may be under video surveillance shall be posted in the general vicinity of the cameras. Signage shall be posted within 7 days of the initiation of the system, and shall be in clear language, large type, and in a conspicuous location plainly visible to persons present in the surveillance area. Signage need not, however, disclose the precise location of the cameras. The Department shall also provide on its web page information describing the purpose and general geographic location where public security cameras may be operational, and a copy of this General Order.

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- (3) Monitoring and recording equipment shall be installed and maintained at a secure location accessible only to authorized Department personnel.

C. TRAINING AND OVERSIGHT

- (1) All personnel given access to the video monitoring and recording equipment will be trained in the technical, legal and ethical parameters of appropriate camera use. Such personnel will receive a copy of this General Order and provide written acknowledgement that they have read and understood its contents prior to using the equipment. Department personnel will receive updated training once per year, and more often on an as needed basis. Misuse and/or abuse of the video surveillance system may result in disciplinary action up to and including termination of employment.

(2) The video surveillance system and all activities undertaken in connection with it will be reviewed by the Chief of Police, in coordination with the City Attorney's office, once per year, and more often if the system utilizes updated technology and/or persons are monitored in a different manner. An audit of the monitoring, recording, and access practices of the system shall be performed to ensure that legitimate law enforcement objectives are being met and individual rights guaranteed by the U.S. Constitution and Virginia law are being protected. This policy shall be amended as needed after the audit has been completed.

D. MONITORING AND ACCESS TO RECORDINGS

- (1) Cameras will not be routinely monitored under normal operating conditions, but may be monitored periodically during special events anticipated to attract large numbers of people; at times and locations that have previously experienced criminal activity; and during such other times and at such locations as determined by the Chief of Police, or his designee, as are necessary for legitimate safety and security purposes. Routine monitoring may also occur when necessary for training, maintenance or audit purposes.
- (2) Access to the monitoring / recording area requires the prior authorization of the Chief of Police or his designee and is limited to authorized Department personnel with a legitimate law enforcement objective. All Department personnel entering the monitoring location shall sign his or her name to a permanent log that indicates the time of entry into the facility, the reason for the entry, the time that monitoring, if any, started and ended, a detailed description of footage that was viewed, and the time of exit from the facility.

**Deleted: 1**

**Deleted:** <#>Department personnel will receive updated training on this policy on an as needed basis. The Chief of Police or his designee will ensure that responsible and proper camera monitoring and recording practices are being followed by conducting periodic audits and reviews of the video system and how it is being used by Department personnel.¶

**Deleted:** violations

(3) Recorded and real time images may only be viewed by authorized personnel with a documented and legitimate law enforcement objective. Requests to review recorded and real time images shall be in writing on standard forms prescribed by the Department, which shall include the name of the requesting officer, the date, time and location of the recorded video to be viewed, the reason for the request, the name and rank of the authorizing commanding officer, and whether a request was submitted pursuant to subparagraph (4) below to retain the footage for evidence. A permanent file containing this information shall be maintained by the Department.

**Deleted:** a description of any retrieved video footage copied for evidentiary reasons

(4) In the event the recorded video contains information of evidentiary value, the viewing officer may request that the footage be retained beyond the retention period contained in section (5) below. Each request shall be submitted in writing to the Chief of Police or designee and include 1) a statement of purpose for which the footage is to be retained, and 2) a detailed description of what is contained in the footage and details regarding the particular offense for which the footage may provide evidence, and the identities, if known, of persons whom are depicted in the footage. Footage will only be retained if there is a reasonable suspicion that it contains evidence of criminal activity or is relevant to an ongoing investigation or pending criminal trial. Footage may also be retained in connection with a formal complaint or disciplinary proceedings against an individual officer or the Department. Precautions shall be taken to protect the identity of non-relevant persons, including the use of digital masking technology if it is available. Any video footage copied for investigative purposes shall be stored in a manner that will exclude access by unauthorized personnel. Video footage which is evidence will be processed and stored in accordance with Departmental policies governing the handling and storage of evidence.

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(5) Recorded events are stored temporarily on a secure server with restricted access, which is capable of storing images up to thirty (30) days, depending on the amount of recording that has taken place. Once the server capacity is full the oldest images are automatically recorded over and no longer subject to retrieval.

(6) Under no circumstances shall the real-time monitoring of video images or the viewing of recorded images be for any personal or other non-law enforcement reason.

(7) The unique nature of the Downtown Pedestrian Mall and the immediate vicinity require special consideration in the operation of the public safety camera system. During much of the year a significant portion of the Downtown Mall is utilized as outdoor cafes. Since cafes are

typically not the site of criminal activity, the extended or focused viewing or recording of individuals within café areas is generally not warranted.

The Downtown Mall is also a traditional location for the exercise of rights guaranteed by the First Amendment to the United States Constitution, and real-time monitoring and recording must not infringe upon those rights. Unless there is a specific law enforcement purpose, such as a reasonable suspicion that unlawful activity has occurred or is imminent, the video system shall not be used to monitor or record individuals or groups exercising constitutionally protected rights.

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#### E. PUBLIC DISSEMINATION OF INFORMATION

(1) Cameras installed and operated pursuant to this policy may be automatically programmed to be motion activated, to change viewing locations and to focus on certain public areas at certain times. Since publication or dissemination of recordings would reveal specific tactical plans and surveillance techniques, video recordings shall not be considered subject to public disclosure. For public educational purposes the Chief of Police may, in his discretion and in a manner designed to protect specific operational plans, conduct scheduled simulations of the video system.

**Deleted:** and the personal information of individuals recorded,

**Deleted:** demonstrations

(2) The Chief of Police or his designee may allow access to the system or disseminate copies of recorded images to other local, state and federal law enforcement agencies, upon their agreement that access to the video system and use of recorded images is limited to legitimate law enforcement purposes. Copies of this General Order shall be provided to any law enforcement agency requesting use of the video system. A permanent log shall be maintained by the Department with the following information: 1) the name of the law enforcement personnel requesting access, 2) the purpose for access, 3) the name of the Department official authorizing access to outside law enforcement personnel 3) a description of the date, time, place and persons shown in the footage, and 4) whether a copy was taken by the law enforcement personnel and a detailed description of the footage which was copied.

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## Research Summary

Multiple news articles are included in this report. While the news articles are overall, very positive, caution must be used in their interpretation.

Baltimore Police stats are included in this report. These stats are recent and show both increases and decreases in certain crimes. In the following section, Baltimore Standard Operating Procedures are included. Baltimore PD has several hundred cameras in operation with a mix of monitored and record-only units.

The Chicago Police POD (Police Observation Device) program is outlined in the next section. Chicago PD has several hundred cameras in operation with a mix of monitored and record-only units. While stating their strong belief that the cameras are successful as a law enforcement tool, they are undertaking an exhaustive study that will be conducted by academics to examine this issue. Due to the large number of variables, accurate data and or studies are very hard to locate.

The next section includes the "U.S. Department of Justice Office of Community Oriented Policing Services Video Surveillance of Public Places Guide" (February 2006). I have highlighted numerous passages in this guide. Appendix "B" addresses the UK Home Office Study (Gill & Spriggs, 2005).

### Conclusion:

The validity of most studies is questionable due to the wide range of variables. The following list highlights some of those variables.

- Equipment- The quality of the camera equipment in both resolution and low-light functionality is critical to obtaining usable video.
- Placement of Cameras- The placement of cameras is also critical as proper angles and lighting will directly impact the ability to obtain usable video.
- Crime Statistics- These can be very misleading. Is crime dropping or being displaced? If crime increases, is it increasing at the same rate as other areas? Is more crime being recorded because the video has revealed an existing crime problem that had previously been unreported? Is there sufficient crime to allow for a statistically valid evaluation? Does crime data accurately identify criminal activity within the cameras' view? Is there an increase in arrests due to camera-aided policing?
- Monitoring- Are the cameras monitored? Police can not respond if no one is watching.
- Human Factors- The quality of staff used in monitoring or searching recorded data. Police and prosecutor use or lack of use of data.
- Maintenance- Is the system properly maintained?
- Training- Are personnel properly trained?
- Notification- Do citizens and offenders know about the cameras? Deterrence depends on an awareness of the cameras.



- **Communication-** Is there direct communication between the monitoring location and officers on the street?
- **Bi-directional Data Flow-** Is information about observations flowing out to police and is information about reported crimes/intelligence flowing to monitors?

Police involvement in implementation of a camera system is very important (COPS Guide, p.28). Clear strategies and guidelines are needed. Pro-active use of the system is necessary in order to obtain the results desired.

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Finally, the last section contains the "UK Home Office Study" (Gill & Spriggs, 2005) with highlighted passages. This is the study referenced by Councilman Dave Norris on his web log. Please refer to the highlighted section on page 121. You may also wish review the Methodology Appendix "A" which highlights the research problems and the opinion that these problems compromised the evaluation.

### Conclusion:

The validity of most studies is questionable due to the wide range of variables. The following list highlights some of those variables.

- **Equipment-** The quality of the camera equipment in both resolution and low-light functionality is critical to obtaining usable video.
- **Placement of Cameras-** The placement of cameras is also critical as proper angles and lighting will directly impact the ability to obtain usable video.
- **Crime Statistics-** These can be very misleading. Is crime dropping or being displaced? If crime increases, is it increasing at the same rate as other areas? Is more crime being recorded because the video has revealed an existing crime problem that had previously been unreported? Is there sufficient crime to allow for a statistically valid evaluation? Does crime data accurately identify criminal activity within the cameras' view? Is there an increase in arrests due to camera-aided policing?
- **Monitoring-** Are the cameras monitored? Police can not respond if no one is watching.
- **Human Factors-** The quality of staff used in monitoring or searching recorded data. Police and prosecutor use or lack of use of data.

- Maintenance- Is the system properly maintained?
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- Section 2      Baltimore PD Stats**
- Section 3      Baltimore PD SOP**
- Section 4      Chicago Program**
- Section 5      COPS Guide**
- Section 6      London Study**
- Section 7      Summary**

U.S. Department of Justice  
Office of Community Oriented Policing Services



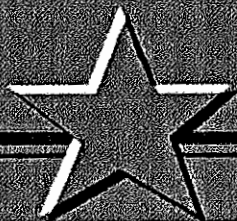
**COPS**

COMMUNITY ORIENTED POLICING SERVICES  
U.S. DEPARTMENT OF JUSTICE

Problem-Oriented Guides for Police  
Response Guides Series  
No. 4

# Video Surveillance of Public Places

by Jerry Ratcliffe



[www.cops.usdoj.gov](http://www.cops.usdoj.gov)



[www.PopCenter.org](http://www.PopCenter.org)

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Supported by the Office of Community Oriented Policing Services, U.S. Department of Justice.



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**Problem-Oriented Guides for Police  
Response Guides Series  
Guide No. 4**

# Video Surveillance of Public Places

Jerry Ratcliffe

This project was supported by cooperative agreement #2003CKWX0087 by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the author(s) and do not necessarily represent the official position of the U.S. Department of Justice. References to specific companies, products, or services should not be considered an endorsement of the product by the author or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

[www.cops.usdoj.gov](http://www.cops.usdoj.gov)

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## About the Response Guides Series

The response guides are one of three series of the *Problem-Oriented Guides for Police*. The other two are the problem-specific guides and problem-solving tools.

The *Problem-Oriented Guides for Police* summarize knowledge about how police can reduce the harm caused by specific crime and disorder problems. They are guides to preventing problems and improving overall incident response, not to investigating offenses or handling specific incidents. The guides are written for police—of whatever rank or assignment—who must address the specific problems the guides cover. The guides will be most useful to officers who:

- understand basic problem-oriented policing principles and methods
- can look at problems in depth
- are willing to consider new ways of doing police business
- understand the value and the limits of research knowledge
- are willing to work with other community agencies to find effective solutions to problems.

The response guides summarize knowledge about whether police should use certain responses to address various crime and disorder problems, and about what effects they might expect. Each guide:

- describes the response
  - discusses the various ways police might apply the response
  - explains how the response is designed to reduce crime and disorder
-





- examines the research knowledge about the response
- addresses potential criticisms and negative consequences that might flow from use of the response
- describes how police have applied the response to specific crime and disorder problems, and with what effect.

The response guides are intended to be used differently from the problem-specific guides. Ideally, police should begin all strategic decision-making by first analyzing the specific crime and disorder problems they are confronting, and then using the analysis results to devise particular responses. But certain responses are so commonly considered and have such potential to help address a range of specific crime and disorder problems that it makes sense for police to learn more about what results they might expect from them.

Readers are cautioned that the response guides are designed to *supplement* problem analysis, not to *replace* it. Police should analyze all crime and disorder problems in their local context before implementing responses. Even if research knowledge suggests that a particular response has proved effective *elsewhere*, that does not mean the response will be effective *everywhere*. Local factors matter a lot in choosing which responses to use.

Research and practice have further demonstrated that, in most cases, the most effective overall approach to a problem is one that incorporates several different responses. So a single response guide is unlikely to provide you with sufficient information on which to base a coherent plan for addressing crime and disorder problems. Some combinations of responses work better than others.

---

Thus, how effective a particular response is depends partly on what other responses police use to address the problem.

These guides emphasize effectiveness and fairness as the main considerations police should take into account in choosing responses, but recognize that they are not the only considerations. Police use particular responses for reasons other than, or in addition to, whether or not they will work, and whether or not they are deemed fair. Community attitudes and values, and the personalities of key decision makers, sometimes mandate different approaches to addressing crime and disorder problems. Some communities and individuals prefer enforcement-oriented responses, whereas others prefer collaborative, community-oriented, or harm-reduction approaches. These guides will not necessarily alter those preferences, but are intended to better inform them.

For more information about problem-oriented policing, visit the Center for Problem-Oriented Policing online at [www.popcenter.org](http://www.popcenter.org). This website offers free online access to:

- the *Problem-Specific Guides* series
  - the companion *Response Guides* and *Problem-Solving Tools* series
  - instructional information about problem-oriented policing and related topics
  - an interactive training exercise
  - online access to important police research and practices.
-



## **Acknowledgments**

The *Problem-Oriented Guides for Police* are very much a collaborative effort. While each guide has a primary author, other project team members, COPS Office staff and anonymous peer reviewers contributed to each guide by proposing text, recommending research and offering suggestions on matters of format and style.

The principal project team developing the guide series comprised Herman Goldstein, professor emeritus, University of Wisconsin Law School; Ronald V. Clarke, professor of criminal justice, Rutgers University; John E. Eck, professor of criminal justice, University of Cincinnati; Michael S. Scott, clinical assistant professor, University of Wisconsin Law School; Rana Sampson, police consultant, San Diego; and Deborah Lamm Weisel, director of police research, North Carolina State University.

Cynthia Pappas oversaw the project for the COPS Office. Katharine Willis edited the guide. Research for the guide was conducted at the Criminal Justice Library at Rutgers University under the direction of Phyllis Schultze.

The project team also wishes to acknowledge the members of the San Diego, National City and Savannah police departments who provided feedback on the guides' format and style in the early stages of the project, as well as the line police officers, police executives and researchers who peer reviewed each guide.

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## **Introduction**

The purpose of this guide is to provide an overview of the use of closed circuit television (CCTV) systems as a problem-oriented policing response to a crime problem. This guide explores the benefits and problems associated with CCTV and summarizes the findings of numerous CCTV evaluations (see Appendices A and B).

The public is now used to being watched by surveillance technology in many commercial and semi-public establishments such as banks, casinos, convenience stores, and shopping malls. About three-quarters of small businesses record who comes into their location on CCTV.<sup>1</sup> There are systems that recognize license plates on moving vehicles and systems that monitor traffic flow and catch people violating traffic laws. Although these systems fall under the label of video surveillance technology, they are not included in the discussion, as this guide is intended for the reader considering CCTV as a crime prevention option for a broader range of property and personal crimes in public places. Examples of relevant public spaces include:

- public parks
  - pedestrianized streets in city centers
  - outdoor public parking areas
  - residential neighborhood streets
  - public transport interchanges
  - areas outside public facilities such as sports arenas and subway stations.
-



Although some see CCTV as a panacea to crime and disorder in public places, others view the growth of CCTV as an intrusion, with visions of an Orwellian “Big Brother” invading personal privacy. This guide will help you better understand the effectiveness of CCTV and address some constitutional and privacy concerns. The guide’s two appendices summarize much of the available research about the effectiveness of CCTV as a crime control measure. After you read this guide, you should not only be aware of the strengths and weaknesses of CCTV in a public setting, but also be able to answer many of the public’s concerns.

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## What is CCTV?

Closed circuit television (CCTV) is a surveillance technology. More specifically, it is “a system in which a number of video cameras are connected in a closed circuit or loop, with the images produced being sent to a central television monitor or recorded.”<sup>2</sup> The term closed circuit television was originally used to differentiate between public television broadcasts and private camera-monitor networks. These days CCTV is used as a generic term for a variety of video surveillance technologies.

Although some systems are extremely sophisticated, employing bullet-proof casing, night-vision capability, motion detection, and advanced zoom and automatic tracking capacities, many existing systems are more rudimentary. More common CCTV installations include a number of cameras connected to a control room where human operators watch a bank of television screens.

Many (but not all) will have a recording facility that works in one of the following ways:

- recording the images from a selected camera
- using multiplex recording where the image switches from camera to camera thus allowing one tape to see every camera view on a rotating basis
- employing digital technology to record images from multiple cameras at once.

Often an operator can pan, tilt, and zoom a number of cameras. As the technology has developed, cameras with a full range of movement and control facilities have become the norm, and it is likely there will be continual improvements in optical and digital zoom, color, and pixel<sup>3</sup> resolution, all of which will enhance image quality.

---





Including the human element, we can categorize systems into *passive* – where banks of recording devices record images that can be replayed if a crime is reported, though nobody actively monitors the images, and *active* – where a person sits and monitors a series of displays in real time. In reality, many systems are a hybrid, where recording devices record all images, and an operator scans from monitor to monitor, concentrating on some and ignoring others.

*Jerry Ratcliffe*



**With an overt CCTV camera, the public (and offenders) can clearly see the surveillance camera and determine the direction in which it is facing.**

Although most CCTV schemes employ overt cameras, which are obvious, it is possible to find systems in which cameras are mounted into protective shells or within frosted (polycarbonate) domes. Often termed semi-covert, these camera systems make it more difficult for people under surveillance to determine if they are being watched, as it is usually impossible to figure out in which direction the camera is facing. Some cameras employ dummy lenses to conceal the surveillance target. The advantage of using a one-way transparent casing is that it provides for the possibility of retaining the overt impression of

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surveillance—and hence a deterrent capacity—without having to place a camera in every housing or to reveal to the public (and offenders) the exact location under surveillance.<sup>4</sup>

*Jerry Ratcliffe*



**This hidden CCTV camera may have a crime prevention advantage over an overt system because offenders can never be sure in which direction that camera is facing.**

In addition to the cameras, the cabling to feed images to the monitors, and the recording devices, a CCTV system also requires an operator to watch the monitors or review the recordings. Because of this, a full description of CCTV should not ignore the human element. Reviewing video, acting on the information, and preparing video evidence for court all create a potential need for ongoing office space and personnel costs over and above any initial capital expenditure. There may also be extra demands placed on local law enforcement as a result of increased surveillance of an area. With increased surveillance, more public order crime may come to the notice of police. With technological and personnel costs, CCTV comes at a considerable price. Though

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the technological costs continue to fall, the human costs do not. Therefore, you must give CCTV serious consideration before you purchase and install a system to combat a crime problem. A later section details some of the factors to consider before deploying a CCTV solution.

In summary, there is a range of CCTV configurations available. A complete CCTV system (for the purposes of this report) comprises:

- one or more cameras that view a public area
- a mechanism to transmit video images to one or more monitors
- video monitors to view the scene—usually accompanied by recording devices such as a time-lapse video recorder or computer hard drive for digital images
- a viewer or camera operator, such as a police officer or security guard.

Variations to this basic configuration include:

- the ability to transmit images across the Internet
  - motion sensors that activate the camera when activity is detected
  - normal or infrared lighting to enhance picture quality at night
  - a pan and tilt capacity that allows an operator to change the camera's viewing direction, zoom, and focus.
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More advanced systems can include limited facial recognition technologies or estimate the location of firearm incidents, though more advanced systems often rely on other technology. For example, a facial recognition program is of limited value unless it is linked to a computer database of suspect photos. Intelligence systems that can detect unusual activity (such as fights in the street) are also under development.<sup>5</sup>

In addition to determining if you want to install a CCTV system (and what type), you should consider how sophisticated you want it to be and if you have the resources to support it.

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## How CCTV Aims to Prevent Crime

A CCTV system is not a physical barrier. It does not limit access to certain areas, make an object harder to steal, or a person more difficult to assault and rob. This does not mean it is not an example of situational crime prevention. It is highly situational, and as will be shown, does have some crime prevention capacity in the right situations. Although CCTV has many functions, the primary preventative utility is to trigger a perceptual mechanism in a potential offender. It seeks to change offender perception so the offender believes if he commits a crime, he will be caught. In other words, CCTV aims to increase the perceived risk of capture, a factor which, assuming the offender is behaving in a rational (or limited rational) manner, will de-motivate the potential offender.<sup>6</sup> For this crime prevention process to succeed, two elements must exist:

1. The offender must be aware of the cameras' presence.
2. The offender must believe the cameras present enough risk of capture to negate the rewards of the intended crime.

Consider the first element. If, for example, a CCTV system is initiated to stem a perceived increase in disorder crime in a town center, the crime prevention mechanism requires that potential offenders know they are being watched. Evidence suggests that even though implementers install a system, have a publicity campaign, and place signage, there is no guarantee the population will be aware of the cameras. In Glasgow, Scotland, 15 months after 32 cameras were installed in the city center, only 41 percent of those interviewed were aware of the

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cameras.<sup>7</sup> These findings are similar to other research that found only one-third of respondents were aware they were within the vision of a public-street CCTV system.<sup>8</sup>

Not only are there limitations with the public's perception of the location of cameras, the second element (the presence of cameras affecting offenders' perception of risk) is not guaranteed. In theory, CCTV should provide the capable guardianship necessary to prevent a crime, but this concept requires that offenders demonstrate rationality in their behavior. There is certainly the suggestion, and some qualitative evidence, that potential offenders who are under the influence of alcohol or drugs may not care or remember that they may be under surveillance.<sup>9</sup> This may be a factor in the reason CCTV appears to be more effective in combating property crime than disorder and violent offenses.

There is a second mechanism whereby CCTV has the potential to reduce crime. The cameras may be able to assist in the detection and arrest of offenders. This crime prevention mechanism requires that police can respond in a timely manner to any significant incidents identified by camera operators, and that the local criminal justice system can pursue the offenders' conviction. This mechanism will work if incarcerated offenders are prevented from committing further crimes within the CCTV area (or other local area). Although there may be some initial crime reduction due to the installation and publicity of a new system, offenders may soon learn what types of incidents elicit a police response and the speed of that response. The availability of local resources is therefore a factor in the success of this mechanism.

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The desire to catch an offender in the act is often the rationale behind the placement of hidden cameras, as by police in New Orleans.<sup>10</sup> Undoubtedly CCTV evidence is convincing, though CCTV's ability to reduce overall crime levels through detection (rather than prevention) is less convincing and arguably a less effective way of impacting crime. For this mechanism to be effective, the implementer must believe arrests are the best way to solve a crime problem. There is some evidence from Australia that increasing arrests can have a short-term benefit, but the benefit fades in the long term without a more preventative policy.<sup>11</sup>

An important consideration in the effectiveness of a surveillance technology is the type of crime to be tackled, because this impacts the criminals' ability to adapt. Although a CCTV system may reduce the likelihood of burglary at a commercial location within the range of the camera, there is some evidence that drug markets can continue operation in the presence of CCTV by changing their operating practices. For example, at one location some offenders met and discussed business in the cameras' presence, but concluded the transaction at another site.<sup>12</sup> In other CCTV areas, however, drug crime that could not successfully relocate or adapt to the cameras was eradicated.

Fake cameras have been employed in some instances. Poyner<sup>13</sup> reports that crime was reduced on public buses after the installation of both active and dummy cameras onboard a number of buses (indeed crime reduced on more buses than the ones fitted with any cameras, a concept known as a diffusion of benefits). It is therefore possible that fake cameras could achieve the same

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preventative aim as active systems. However, if users of the space under surveillance are led to believe—through signs, for example—that they are being watched 24 hours a day and an incident occurs, the misrepresentation of a form of guardianship may have liability implications.

A third, more general mechanism by which CCTV may reduce crime is through an increase in collective efficacy. Welsh and Farrington<sup>14</sup> argue that if residents see CCTV cameras being installed in their neighborhood, this will signal to them a degree of investment in and efforts to improve their local area. They argue that this might lead to greater civic pride and optimism, and, as a result, lead to an increased level of informal social control among the local people. A counter to this argument is that overt cameras may instead lead to a neighborhood being labeled as high-crime, accelerating the process of social disorganization.

### **Other Benefits**

A number of other benefits, beyond a reduction in crime, may be accrued from a CCTV system, including:

- reduced fear of crime
- aid to police investigations
- provision of medical assistance
- place management
- information gathering
- diffusion of benefits.

The following section describes these potential benefits in more detail.

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### *Reduced Fear of Crime*

Numerous studies have tried to determine if the presence of cameras in public places reduces fear of crime in people who use the area. These studies, many of which interviewed people in the CCTV area, have examined whether consumer buying has increased in areas with new CCTV systems. The general argument is that the area will benefit from a positive economic impact when people feel safer. The findings are mixed but generally show there is some reduced level of fear of crime among people in CCTV areas, but *only* among people who were aware they were in an area under surveillance. Most studies exploring the perception of surveillance areas found that less than half the interviewees were aware they were in a CCTV area. Reduced fear of crime in an area may increase the number of people using the area, hence increasing natural surveillance. It may also encourage people to be more security conscious.

### *Aid to Police Investigations*

Regardless of the potential for a CCTV system to have a role in crime prevention, it can still make a contribution in a detection role. There are numerous examples of CCTV tapes aiding in an offender's conviction. Camera footage can also help identify potential witnesses who might not otherwise come forward to police. CCTV camera evidence can be compelling, though issues of image quality are a factor if CCTV images are used for identification purposes. If the cameras record an incident, and police respond rapidly and make an arrest within view of the camera (and the offender does not leave the sight of the camera), the recording of the incident can help investigators gain a conviction, usually through a guilty

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plea. The potential to assist in police investigations may also drive offenders away from committing offenses that take time, as they run a greater risk of capture.

### *Provision of Medical Assistance*

As a community safety feature, CCTV camera operators can contact medical services if they see people in the street suffering from illness or injury as a result of criminal activity (such as robberies and assaults) or non-crime medical emergencies. The ability to summon assistance is a public safety benefit of CCTV. Squires found that police are called about 10 to 20 times for every 700 hours of observation.<sup>15</sup>

### *Place Management*

CCTV can be used for general location management. The cameras can be used to look for lost children, to monitor traffic flow, public meetings, or demonstrations that may require additional police resources, or to determine if alarms have been activated unnecessarily thus removing the need for a police response. Brown reports that some police commanders claim that assaults on police have reduced because the cameras allow them to determine the appropriate level of response to an incident, either by sending more officers to large fights, or by limiting the number of officers to a minor incident and avoid inflaming the situation.<sup>16</sup>

### *Information Gathering*

Cameras can also be used to gather intelligence and to monitor the behavior of known offenders in public places (such as shoplifters in public retail areas). Camera operators often come to know the faces of local

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offenders, and the cameras become a way to monitor their movements in a less intrusive manner than deploying plainclothes police officers. For example, officers in one city were able to gather intelligence on the behavior of individuals selling stolen goods. This intelligence was gathered remotely by CCTV cameras and enabled police to interdict in an organized and coordinated manner.<sup>17</sup> Although intelligence gathering is a potential benefit of CCTV, the use of intelligence gathered from CCTV to control public order through surveillance is perceived by some to be a threat to civil liberties.<sup>18</sup>

### *Diffusion of Benefits*

Although rarely addressed in the research literature, there is also the distinct possibility that if offenders are aware and cautious in the presence of cameras, they may be unaware of the extent of the cameras' capabilities. As a result they may curtail their criminal activity in a wider area than that covered by the camera system. In effect, this extends the value of the cameras beyond their area of operation, a process criminologists call a *diffusion of benefits*.<sup>19</sup>

### **Unintended Consequences**

Although not discussed in the literature of companies that sell cameras, CCTV systems may also have some unintended consequences. These possibilities, discussed in the following section, include:

- displacement
  - increased suspicion or fear of crime
  - increased crime reporting.
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### *Displacement*

There are many different types of displacement. Instead of a reduction in offenses, you may see offenders react by moving their offending to a place out of sight of the CCTV cameras. This is an example of spatial displacement. The evaluations in Appendix A suggest that spatial displacement can occasionally take place, but—as is the case with the general crime prevention literature<sup>20</sup>—the amount of crime displaced rarely matches the amount of crime reduced. There is usually a net gain for crime prevention. In all of the studies evaluated for this report, there is not a single example of a complete displacement of all crime from a CCTV area to a neighboring area. In the evidence presented here, spatial displacement is not the issue many people think it is, and in most of the studies there is little evidence of spatial displacement.

A CCTV system may also force the criminal fraternity to be more imaginative and to diversify operations. For example, researchers reported that in a London drug market the presence of cameras encouraged the drug market to move to a system where orders were taken by mobile phone and then delivered, and as such increased “the speed and ingenuity of the drug transaction.”<sup>21</sup> This is an example of tactical displacement, where offenders change their modus operandi to continue the same criminal acts. Even though this particular introduction of CCTV may not be seen as an unqualified success, that the CCTV system forced a change in behavior is positive. CCTV is likely to have forced drug dealers to adopt a less effective way of conducting business, resulting in a net reduction in crime.

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### *Increased Suspicion or Fear of Crime*

A second concern is the possibility of a negative public response to the cameras' existence. In one survey, one-third of respondents felt that one purpose of CCTV was "to spy on people."<sup>22</sup> In other surveys, some city managers were reluctant to advertise the cameras or have overt CCTV systems for fear they would make shoppers and consumers more fearful. In other words, it is hoped that most citizens will feel safer under the watchful eye of the cameras, but CCTV may have the reverse effect on some people.

Remember that the primary crime prevention mechanism appears to work by increasing a perception of risk in the offender. With their reluctance to advertise the system, some city managers may be inadvertently reducing the cameras' effectiveness. By failing to advertise the cameras' presence, fewer offenders will be aware of the system and so will not perceive an increase in risk. On the whole, however, the public appears to be strongly in favor of a properly managed surveillance system for public areas.

### *Increased Crime Reporting*

A third unintended consequence is the possibility that there will be an increase in recorded crime for some crime types. Many offenses have low reporting rates, especially minor acts of violence, graffiti, and drug offenses. CCTV operators are better placed to spot these offenses and this can actually drive up their recorded crime figures, as happened with narcotics offenses in Oslo Central Train Station.<sup>23</sup> This is not to say there was an increase in actual crime, just recorded crime. This is a potential outcome, and you may need to prepare other people involved in a future CCTV system of this possibility.

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## **Evaluations of CCTV**

A number of surveys have examined the perception of CCTV system managers and the public in regard to CCTV's crime prevention benefits.<sup>24</sup> These perceptions are usually positive, but evidence of actual crime reduction is harder to find. In the early days of CCTV, many evaluations were carried out, but a number of significant methodological considerations draw into question their reliability. Problems included a lack of control areas, independence of researchers, and simplistic approaches to temporal crime patterns.

Establishing if CCTV reduces crime is often difficult because a problem-oriented policing solution is rarely implemented without incident or without other crime prevention measures being applied at the same time. The implementation can often run into problems and commence late or in piecemeal fashion; crime rates naturally vary and show evidence of seasonality and long- and short-term trends; offenders are not necessarily aware of the system or become aware at different times (a theoretically crucial mechanism to CCTV success); and, there are quantitative challenges to the measurement and detection of displacement and diffusion of benefits. These issues make it difficult to detect the impact of CCTV alone. For example, although CCTV was a factor affecting the operation of four street drug markets in London, the cameras were often used with other crime prevention/detection efforts, such as large-scale arrests of sellers and situational crime prevention measures.<sup>25</sup>

In some cases, the sheer lack of crime inhibits any robust evaluation. For example, the state of Illinois is reported to have spent \$4 million installing cameras at all interstate

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rest areas. The cameras are monitored by state police. However both the Illinois Department of Transportation and the state police admit that serious crime at rest areas is extremely rare, with the latter identifying about 50 total crimes per year at all rest areas in the state.<sup>26</sup> With such low crime rates, it may be impossible to demonstrate any crime reduction benefit for the millions spent.

Assessing the impact of CCTV is also complicated by the system's design. CCTV is designed to see crime. As a result, the cameras may detect offenses that police would not otherwise notice. This may inadvertently increase the crime rate, especially for offenses that have low reporting rates—as noted in this guide. In the United States, the reporting rate of violent crime is only 50 percent.<sup>27</sup> A process by which police can become aware of street violence without having to rely on the cooperation of the general public may increase reporting rates substantially. This does not mean crime will go up, but it is possible recorded crime may rise, as was probably the cause for a significant increase in reported woundings and assault in more than one British town.<sup>28</sup> Although Appendix A conducts a meta-analysis of existing CCTV evaluations by predominantly exploring any recorded crime reductions, this may be a less than ideal way to evaluate CCTV.

There have been a number of evaluation reviews. Phillips<sup>29</sup> concluded that CCTV can be effective against property crime, but the results were less clear regarding personal crime and public order offenses, and the results were mixed in regard to reducing fear of crime. Similarly Welsh and Farrington's meta-analysis of 13 programs found five that appeared to work, three that appeared not to, and five that produced inconclusive results.<sup>30</sup> Recently, Gill and Spriggs<sup>31</sup> evaluated 13 British CCTV systems, finding that six demonstrated a relatively substantial

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reduction in crime in the surveilled area when compared to the designated control area. Of these six, only two showed a statistically significant reduction relative to the control zone.<sup>32</sup> In seven areas there was an increase in crime, though the increase could not be attributed to CCTV. Other potential causes for the crime increase included fluctuations in crime rates caused by seasonal, divisional, and national trends, and additional initiatives.

The evaluations in Appendix A go some way to confirming these rather confusing findings. The general findings suggest that:

- CCTV is more effective at combating property offenses than violence or public order crime (though there have been successes in this area).
- CCTV appears to work best in small, well-defined areas (such as public car parks).
- The individual context of each area and the way the system is used appear to be important.
- Achieving *statistically significant* reductions in crime can be difficult (i.e., crime reductions that clearly go beyond the level that might occur due to the normal fluctuations in the crime rate are difficult to prove).
- A close relationship with the police appears important in determining a successful system.
- There is an investigative benefit to CCTV once an offense has been committed.

Reading this, you may feel the answer is unclear. Academic evaluators tend toward caution in their language, as they understand there is often a complex pattern of factors that dictate whether a system is successful or not. The rigid requirements of statistical evidence often limit the conclusions that quantitative evaluators can draw.

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To move beyond a strictly statistical interpretation, it is possible to say there was some evidence of crime reduction in most of the systems reported in the appendices. In other words, CCTV will almost certainly not make things worse (though crime *reporting* may increase), and there is a growing list of evaluations that suggest CCTV has had some qualified successes in reducing crime.

The important point is that the local context is central to determining the likelihood of success. For example, city streets with long, clear lines of sight may be more amenable to CCTV than short, narrow winding lanes with trees that might obscure camera views. The availability of police to respond to incidents in an appropriate manner may also be a local context that affects CCTV's success. Areas with high levels of property crime may be more amenable to CCTV than areas with low levels of public disorder. Smaller systems in well-defined areas may be more effective than broad-ranging systems that cover large areas. Understanding your local context is central to a successful problem-oriented policing solution.

CCTV appears to be somewhat effective at reducing fear of crime, but only among a subset of the population. There are examples of a reduction in fear of crime among some people who are in CCTV areas, but it requires them to know they are in a surveillance area, and this is often not the case. Relying on CCTV to reduce fear of crime may require a significant and ongoing publicity campaign.

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## **Implementation Considerations**

Consider the following aspects of CCTV should you decide to employ CCTV at the response phase of your SARA (Scan, Analyze, Respond, Assess) model.<sup>33</sup>

### **Is CCTV the Best Option?**

In one survey, when asked to rank desired crime prevention strategies, the public was offered CCTV, more police officers patrolling on foot, more or brighter street lights at night, or more private security patrols. Mean scores showed CCTV ranked third behind more police patrols and more or brighter street lights.<sup>34</sup> Cameras can provide surveillance over an area, but they may not necessarily act as a replacement for police officers, as they cannot offer the same range of services an officer can provide. Furthermore, implementation times can be significant: not only does it take time to requisition and install cameras, but operating procedures, space allocation, and staffing arrangements can be time-consuming and costly. CCTV is not a short-term fix, but an ongoing commitment to the long term.

The evaluations described in the appendices suggest that CCTV is not a panacea that works in all circumstances. In a number of cases, CCTV has not reduced crime. In others, it has. The context is therefore important. There may be other solutions that are cheaper, more flexible, and quicker to implement than CCTV. Are you seeking to protect a single, specific target? If so, a response geared directly to that target may suffice. A reinforced door or security grills may not look attractive, but they may be more cost-effective and quicker to install. Similarly, street closures can redirect traffic and have an impact on

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an area's crime level. The Center for Problem-Oriented Policing's website ([www.popcenter.org](http://www.popcenter.org)) is an excellent resource for options to consider. If, after thorough research and analysis, you determine CCTV is worth further consideration, there are a number of decisions to make, some of which follow.

## **Deciding on a Camera Configuration**

### *Overt Systems*

Overt camera systems are common. The cameras are in view of the public and are often accompanied by signs indicating that people are now in a CCTV surveillance area. Overt systems have a strong crime prevention rationale but are more vulnerable to tampering and vandalism.

### *Semi-Covert Systems*

These systems are in public view, but the cameras are concealed behind a one-way transparent casing. This approach retains most of the preventative rationale of the overt system, but the cameras have some protection. It also prevents the public from determining who is under surveillance and allows you to conceal the exact number of cameras in a system, as you are not required to install a camera in every casing.<sup>35</sup>

### *Covert Systems*

With these systems, the aim is to hide camera locations. These systems are particularly well suited to crime detection; however, without public signage or a publicity campaign, they have little crime prevention function until word spreads within the offender community. The cameras are fairly immune to tampering.

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## Camera Functionality

If *deterrence* is the primary goal, then the mere presence of a camera should be sufficient. It may not be necessary to spend vast sums on the latest technology. This holds true if another aim is to alert police to any incidents as a reactive information mechanism, and then rely on police or local security to deal with the incidents. If the aim is to aid in the *prosecution and conviction* of offenders, then it may be necessary to purchase a system with high-resolution cameras and recording equipment. A suitable night vision capability may also be required. Cameras that have power to provide, often at some distance, images of sufficient clarity to support an evidential case in court are considerably more advanced than cameras in the majority of current systems. These additional requirements will increase costs.

Additional features available include night vision, bullet-proof casing, motion detection, facial recognition, and even defensive mechanisms that detect when a camera is under attack and train other cameras to that location.<sup>36</sup> These features do not necessarily improve the crime reduction function, though they may improve the system's survivability. They will also increase the costs.

## Publicity

As stated elsewhere in this report, if the public—and especially the offending public—are not aware cameras are watching, the preventative aspect of CCTV will not function. Covert systems require no publicity, but you should consider the costs and the placement of any signage that advises the public about overt cameras. A media campaign can help, but can also be relatively

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short-lived: the media can rapidly lose interest in CCTV, especially if they are not permitted to have access to camera footage. Bear in mind that even with publicity, a number of surveys have shown that most of the public tend to be unaware they are in CCTV areas, so significant effort should be made to advertise the cameras' presence if you want to maximize the system's preventative aspect.

### **Where Should Cameras be Located?**

Guidelines are available for many of the activities involving CCTV;<sup>37</sup> however, guidelines for locating cameras are usually not provided. Crime analysis is not necessarily the sole arbiter of CCTV camera locations. The cities of New York and Cincinnati, Ohio used town hall meetings and liaisons with the public to determine potential locations for CCTV installation.<sup>38</sup> Although police recorded crime data are known to be incomplete, crime analysis still remains the most objective way to determine areas that may need CCTV. If caution is not exercised, it's possible cameras can be placed in locations that more reflect the vagaries of local politics and public misconceptions about fear of crime rather than actual crime hot spots. If schemes are orchestrated and primarily directed by local authorities, there is a risk police can be excluded from the crucial design stage, including the placement of cameras. If the system's measure of effectiveness is to reduce crime, then camera locations that are not primarily driven by the crime distribution are unlikely to demonstrate any significant crime reduction benefits.

The choice of camera locations should, ideally, result from a high quality crime analysis that not only incorporates a micro-level mapping of local crime patterns, but also an appreciation for the types of crime the system aims

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to target. It is also valuable to conduct a number of site visits that examine the lines of sight for cameras and identify any potential obstructions. If time permits, visits during different times of the year are advisable because spring and summer foliage can obscure a camera image that appears clear in winter, and Christmas lights and other seasonal holiday decorations can also impede the view from some cameras. The main determining factor should be the crime problem, and crime mapping systems can be fundamental in identifying crime hot spots and other areas of need.<sup>39</sup> The design of the space to be surveilled makes a difference in CCTV's success.

### **Who Will Operate the System?**

Although the aim of CCTV is to reduce crime, the actual operation of most schemes is split between police operators and civilian operators, who are either employees of the local authority or city, or occasionally (as in a small Detroit CCTV scheme) local civilian volunteers.<sup>40</sup> In much of the literature from the United Kingdom, it appears police are less concerned with the system's ownership than by ensuring they are the system's primary and priority users. Because police rarely have the funds for complete systems, a common arrangement is for police to enter into partnerships with local authorities and city management.

If a civilian organization operates the cameras, then the system will be most effective when integrated into a police command and control system, so a coordinated response to identified incidents can be made timely and effectively. This means you should arrange for a direct communication link from the CCTV control location to local police. To ensure rapid communication, some

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civilian control facilities have police radios so they can communicate directly with officers on the street. An additional advantage is that operators with access to police communications can train their cameras on incidents that police become aware of without having to be contacted by police. For example, if a shop calls police to suspected shoplifters, or if police request further assistance to make arrests, the camera operators can train their cameras on the incident immediately upon hearing the information on the police radio.

In some configurations, police monitor the cameras' video displays, which are fed to monitors at the local police station. Often, the police operator is whoever is on duty. These individuals are often not trained in the system's operation, and have other duties to perform at the same time, limiting the actual surveillance.<sup>41</sup> As a result, the systems are less effective from a proactive stance, and become a reactive tool that merely aids the deployment of officers to incidents that have occurred.

One Detroit neighborhood plans for local volunteers to monitor cameras through a password-protected internet feed, though this proposal has raised civil liberty issues.<sup>42</sup> Similar concerns exist for a proposal in Souland, a St. Louis neighborhood, that might allow any local resident to control the camera through an internet site.<sup>43</sup> The negative implications of this type of crime reduction intervention from a civil liberties perspective may outweigh any crime reduction benefits. Although it does reduce ongoing human costs, you should not select this type of system without careful consideration. A public survey of the proposed idea may convince you not to proceed with a system monitored and controlled by the public.

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### **Do You Have Both the Capital and Revenue Funds for Operation?**

Initial capital costs for CCTV systems fluctuate, though they are generally falling as the technology becomes more mainstream. Human costs continue for the life of the scheme and are often difficult to contain. Once a CCTV system is operational, there is likely to be considerable reluctance to downsize or dismantle it. A CCTV system is a permanent cost. In one scheme three staff members were let go after 18 months of operation, due to a lack of ongoing operating funds.<sup>44</sup>

### **Do the Local Police Have the Resources to Respond to Any Incidents?**

There is scant evidence that CCTV significantly reduces public order and violent offenses, but the impact of these crimes can be reduced with a quick and effective police response, and this is a real potential benefit of CCTV. As interviews with offenders have shown, many are not deterred by the presence of CCTV,<sup>45</sup> though CCTV does work as a deterrent with offenders who have been caught with CCTV and are aware they were caught with CCTV. As a result, it is prudent to ensure an effective police response is available. This may require additional police resources for the long term, a cost that may need to be factored into CCTV running costs, or at least into the local community safety budget.

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### **Who and What Should be Watched?**

None of the six CCTV schemes studied by Goold<sup>46</sup> had established effective systems of control and regulation, and the lack of police involvement in the early implementation stages increased the difficulties for police to regulate the systems according to their needs, or for the camera use to reflect police priorities. Goold also noticed that in police-managed CCTV schemes, civilian operators tended to use the cameras to follow individuals based on their behavioral attributes (demeanor, aggressiveness, behavior to others, running in a busy street, and so on) more so than in civilian-run schemes. Regardless of who ran the system, the majority of surveillance was conducted based on a target's behavioral or categorical attributes (age, dress, gender, race), or because the camera operator had personal knowledge of the individual based on contact with police officers.

As a guide, it is prudent for any system to have:

- operational guidelines
- employee vetting
- effective training (in matters such as camera operation, recording practices, the length of time tapes are retained, and mechanisms to contact police)
- a clear policy about whom and what are the subjects of targeting.

With regard to the last item, a clear policy, intelligence on local crime patterns, and likely suspects based on thorough, sound and objective crime analysis and intelligence appears essential. A policy based on an objective interpretation of the criminal environment would help deflect some of the (occasional) criticism that CCTV operators unfairly target marginalized populations.

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There is one scenario that is rarely discussed, but should be considered. What if the cameras capture images of police misconduct? This should be addressed for systems that are operated by police or local authorities. Hopefully this is only a hypothetical issue, but you should determine a policy. The majority of officers interviewed in one study said the cameras forced them to be more careful when on patrol.<sup>47</sup> It is possible that officers may be more reluctant to use reasonable force in circumstances that require a high level of force.

## **Evaluation**

Many funding sources that can provide the money for a CCTV scheme also require an evaluation of the scheme. An ideal evaluation would be a robust one that avoids most, if not all, of the criticisms leveled at poorer evaluations.<sup>48</sup> Although a “quick and dirty” evaluation conducted locally and with little methodological rigor may satisfy a grant’s minimum criteria, it is unlikely to be of wider benefit to the problem-oriented policing and crime reduction community. Partnering with a local university, which can provide statistical and evaluative advice, is suggested.

As said elsewhere in this guide, you should also prepare the implementation team for an evaluation’s range of possible outcomes. In a number of cases, recorded crime has increased, but as stated earlier, this does not necessarily mean crime has increased. Consider the following scenario. A CCTV scheme is created to counter drug dealing in a local park. Drug dealing has a low reporting rate as both dealer and seller do not want police involvement. It is possible that much of the drug dealing in the park may stop because of the cameras’ introduction,

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but the cameras will also provide an opportunity for local police to spot and arrest those dealers initially unaware of the cameras. As a result, police arrests—the main source of drug-related recorded crime—can actually increase at first, inflating recorded crime figures even though drug dealing has actually declined.

### **Public Concerns**

As stated earlier, surveys of public perception about the benefits of CCTV are usually positive. However, they are not universally so, and managers of any potential implementation should anticipate fielding questions about a range of public concerns. The next section aims to anticipate these questions.

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## **Managing Public Concerns**

Some have suggested that with the growth of public place CCTV and the already extensive network of private surveillance systems in the transport system, hospitals, commercial premises, schools, and so on, it is nearly impossible to escape (unregulated) surveillance.<sup>49</sup> This may be so, but we are probably some way yet from the type of overwhelming global surveillance network described in novels such as George Orwell's *1984*.<sup>50</sup> This does not mean a city-wide or nationwide network of cameras maintaining surveillance on the public is a fictional idea to be dismissed: discussions have been held at federal government levels regarding the growth of cameras in the nation's capital.<sup>51</sup> Public anxiety is usually more focused on specific areas.

### **Covert Cameras**

Unlike overt cameras, which can be seen conducting surveillance of public areas, covert cameras are designed to be unseen. Although some consider covert cameras to be more intrusive, there are city managers who have used domed cameras (a semi-covert scheme) because they are deemed to be more discreet.<sup>52</sup> Some might argue there is less accountability with covert cameras because the general public has no way to determine the target of the surveillance, and this leads to concerns about privacy and the right to know if we are being watched by the government.

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### Privacy and Constitutional Concerns

In the United States, privacy issues related to the use of CCTV surveillance are first and foremost in regard to the Fourth Amendment of the United States Constitution, which protects a citizen from unreasonable searches and seizures by law enforcement and other government agencies. The emphasis is on the protection of people, not places. As a result, at least in terms of clearly public places, citizens cannot have an expectation of privacy. Surveillance of individuals in public places would therefore appear to be constitutionally acceptable. This interpretation stretches only so far. In the case of *Katz v. United States*,<sup>53</sup> the Supreme Court overturned the conviction of a man convicted on evidence gleaned from an FBI electronic listening device fixed to the outside of a public telephone booth. As one concurring opinion pointed out, a court must determine whether a suspect had a reasonable expectation of privacy in his activities, and if so, would society be prepared to accept the privacy expectation as reasonable.<sup>54</sup> Reasonable expectations of privacy tend to be subjective but for the purposes of simple video (not audio) surveillance of public space, the use of CCTV would appear to be on solid ground constitutionally.

A number of cases support the use of technological devices to enhance the natural ability of vision and hearing police officers could employ on the street if they were there in person. It is likely the courts would not look so positively on surveillance technology that is able to intrude where a police officer could not reasonably expect to be able to see. Future video surveillance equipment that employs x-ray technology to examine inside and under clothing may potentially fall foul of Fourth Amendment protections.



More generally, concerns have been voiced in regard to the use of CCTV as a surveillance mechanism in public order situations.<sup>55</sup> For example, some people expressed anxiety after New York City officials declared a desire to increase the number of cameras in operation before the 2004 Republican National Convention.<sup>56</sup> It would therefore seem prudent to stress to the public that a CCTV system is in place as a problem-oriented solution to an existing crime problem.

In summary, public agencies wishing to install CCTV systems in public places should consider these two key points:

- The area under surveillance should cover only clearly public areas.
- Surveillance equipment can use zoom, tilt, and pan to enhance video capture, and enhanced microphones to detect sound. However, technology that is able to intrude beyond reasonable limits of audio and visual capability may be constitutionally questionable.

This guide is not intended to provide advice on the legality of particular CCTV systems. Implementers should seek legal advice in their local area if they have concerns about the legality of introducing CCTV.

### **Ownership of Images**

The public is unlikely to support CCTV if there is a risk that video of them shopping on a public street when they should be at work will appear on the nightly news. Therefore, a policy should exist that covers when recorded images are released to the police, media, or other agencies in the criminal justice system. Releasing video footage for any reason other than to enhance the criminal justice system is not recommended.

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## Future Systems

Implementers should be aware that technology is always on the march, and a number of particular innovations are imminent.

Two systems are undergoing rapid development. Backscatter low-level x-ray imaging is a technology that provides the potential to see through clothing and detect weapons and other prohibited materials.<sup>57</sup> Facial recognition systems require a link to another computer system within a police department, such as a database containing photographs of wanted individuals. A facial recognition system tied to an existing bank of 140 cameras was first used in East London in 1998.

Beyond their use to identify specific fugitives, the next generation of CCTV camera images may also be analyzed by problem recognition systems. Unlike basic motion detection systems (which activate a camera when a sensor is tripped), problem recognition systems are software programs that interpret video images from a CCTV camera. The program attempts to identify problems such as potential robberies or street brawls by seeking out unusual characteristics or patterns in digital images. They can also be programmed to identify out-of-place articles, such as abandoned packages or weapons.<sup>58</sup> Some cities are also considering the introduction of cameras with systems that can identify the source of firearm activity and automatically train their cameras on the source of that activity. All of these next-generation systems will carry with them particular issues in terms of police response, the public's perception of safety, and, may also influence the public's perception of the government's intrusion into private life.

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## Conclusions

Although much of the professional literature from manufacturers tends to over-hype CCTV's benefits, robust evaluations (where they exist) are apt to be more circumspect. Companies that produce surveillance systems claim unqualified success, while cautious academics often say the opposite.<sup>59</sup> As noted from one study, "open-street CCTV can 'work' in limited ways, but is not a universal panacea. It works in different ways in different situations."<sup>60</sup> The evidence suggests that CCTV works most effectively when bundled with a package of other situational preventative measures.<sup>61</sup> That CCTV is often implemented with other measures makes conclusive evidence of CCTV's effectiveness difficult to confirm. Media manipulation may place an important role in advertising a system, help increase public knowledge, and, therefore, reduce fear of crime. It may also inform offenders and increase their risk of perception. Advertising success also helps to maintain offender wariness as well as reinforce feelings of public safety (and the perceived additional benefit of economic improvement).

Conclusions about effectiveness that can be cautiously drawn are:

- CCTV works best in small, well-defined sites (for example, public parking areas) rather than across large areas (such as housing estates).
  - CCTV is more effective in combating property crime rather than violence or disorder.
  - A close relationship with the police will improve system effectiveness.
  - A good quality CCTV system can aid police investigations.
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Finally, you should consider the impact of a CCTV system from a societal view. It has been suggested that ever-increasing surveillance can make the local environment a less pleasant place to live.<sup>62</sup> Of course, it may also reduce fear of crime and increase public participation in public space. This may be an acceptable benefit from the ongoing costs of a CCTV scheme.



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## Appendix A

The following table summarizes a number of CCTV systems and the results of their evaluations. It is not an exhaustive list, as some studies may have been inadvertently omitted during the literature search for this guide. Also, a number of studies have been excluded. The main reasons for exclusion were when the evaluation report did not include sufficient information to corroborate any reported crime reduction, or where the evaluation was conducted by a party perceived to be heavily invested in the system.<sup>63</sup> This commonly occurred when a system was reported as a success in a newspaper article based solely on the comments of a city manager or local police. When some evaluations reported findings that did not appear to accurately reflect the changing pattern of crime, they were either excluded, or the language was changed to a more general tone. As a result of this last caveat, if you require further information you should refer to the original study reports. This is the best way to judge the reliability of the findings and conclusions, as the quality of studies varies considerably.

The table below emphasizes studies that have a strong quantitative component. This is not intended to negate the value of qualitative analysis, but to reflect the likely audience for the report. Most CCTV systems are implemented to tackle, at least as one aim, levels of reported crime. These are usually apparent in police recorded crime records and so the table reflects more positively on reports that demonstrate they have examined and evaluated recorded crime statistics in a robust manner. Studies are ordered by implementation date, with the most recent first.

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Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Kabukicho, Tokyo	No information available	March 2002	Reduction in vehicle crime, slight reduction in violence, substantial reduction in larceny, within 50 meters of cameras.	No information available	No information available	(Harada et al., 2004)	Adequate. Geocoding crime events improved accuracy and better determined which crimes were within the CCTV area.

Although there have been few evaluations of CCTV in Japan, a system in the Kabukicho area of Tokyo was evaluated following system implementation in March 2002. Kabukicho is a large and popular entertainment district. Recorded offenses decreased by about 22% in the implementation area (within 50 meters of a camera), by 9% in the buffer zone (50-100 meters from a camera), and by 11% in the control area (100-150 meters from a camera). Research design: Adequate. The system was evaluated using the weighted displacement quotient approach (Bowers & Johnson, 2003), which quantifies program impact in relation to a control area and a buffer area (used to check for immediate spatial displacement). Offenses for one year before, and one year after, implementation were geocoded and compared to buffer and control areas. Results varied by crime type with larceny exhibiting the largest decrease. Geocoding crime events provided a significant advantage over many studies that aggregate crime counts to beats that may have only partial camera coverage, though the use of 50-meter zones was not clearly explained. It is possible that a camera's deterrence effect could still be viable at 70 meters, well into the displacement (buffer) zone.

Cincinnati, Ohio	Cameras sited in three city locations	Early 1999	Some reduction in calls for service and anti-social behavior in two sites (one with some diffusion), but an increase in anti-social behavior in a third location, as well as some displacement on implementation.	No information available	No information available	(Mazerolle et al., 2002)	Strong. An ARIMA time series analysis of data derived from interpretation of video footage was combined with police incident data.
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Three camera sites were examined in and around Cincinnati, Ohio. The city installed its first camera in 1996 and more cameras in 1998 and 1999. One was at a strip mall in a residential neighborhood, one in a mixed neighborhood with small shops, a park, and low-income housing, and the last at a site with a popular local market surrounded by residential and commercial buildings.

Research design: Strong. Employing an unusual research design, the authors examined random samples of video footage taken from three CCTV sites in the city (three, three, and two months of video, respectively). A stratified random sample framework was used to extract and examine video footage, from which incidents were examined and coded. Five-minute snippets of video activity were coded by students. A random selection was also recoded by an independent party as a reliability check. ARIMA time series analysis techniques were applied to the coded results. In addition, police calls for service data were examined in both the CCTV areas and buffered regions within 200, 500, and 1,000 feet of cameras, for a number of months before and after camera implementation.

The results suggest that one site had a significant decline in calls for service and some diffusion of benefits. A second site had a gradual decline in anti-social behavior compared to a slight increase in calls for service in the wider police district. The public market site experienced a drop in anti-social behavior, an effect that appeared to decline after some time. Although the police data period was relatively short, the combined approach makes this an interesting and relatively strong study.

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Central Train Station Oslo, Norway	Six cameras	January 1999	Decrease in robbery/theft from person and bicycle theft.	None	Civilians working at a police station	(Winge & Knutsson, 2003)	Adequate. The data have some limitations, and the surveys are not large; however, the incident data were examined for experiment, control, and displacement areas.
<p>Due to drug abusers' use of the area outside the central train station in Oslo, the Oslo Police Department introduced a trial CCTV camera system in 1999. The area under surveillance was a typical city center with large numbers of people moving through, using nearby restaurants, shops, and hotels. Six cameras were installed and then monitored by trained operators based at the station. To assess the effects of the CCTV scheme, evaluators studied police incident log data from one year before, and one year after, the installation. This was supplemented by local crime data and three surveys that explored local reaction. The research found that recorded crime increased in the study area, especially violent and narcotics offenses. However, the researchers suggest this is most likely due to increased detections by the police department as a result of proactive work directed by the cameras, as well as an increase in police patrolling the area. Most local businesses showed mainly insignificant changes in perception of crime and public order problems. Although local businesses had confidence in the system, confidence in effectiveness did decline after some time.</p> <p>Research design: Adequate. Limitations of Norwegian crime data limit the ability to map crime events with precision. Business turnover also limited the value of the third survey, which had a poor response rate. However the study did examine changes in a control area and a displacement area as well as exploring public reaction in the experiment, control, and displacement areas.</p>							

East Brighton, United Kingdom	10 cameras in a housing project	Summer 1998	Crime continued a long-term increase.	Feelings of lack of safety continued after CCTV's introduction.	No information available	(Squires, 2003)	Weak, though some factors were out of the researchers' control. There were potentially significant differences between pre- and post-survey groups, and the crime analysis does not break down the data into more meaningful offense categories.
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Ten CCTV cameras were installed in a housing project with a reputation for disorderly conduct and crime problems. The area also had high levels of unemployment and negligible rates of home ownership. Various crime prevention and community building initiatives did not appear to have solved some of the underlying troubles in the community.

Pre and post surveys of 243 and 237 residents respectively found that knowledge of the CCTV cameras was high. Analysis of nearly three years of crime and incident data found the CCTV system did not significantly inhibit a long-term increase in crime and disorder that increased roughly in line with a comparable housing project that did not have CCTV.

Research design: Weak, though some factors were out of the researchers' control. The research is predominantly a report of pre and post surveys. Researchers were unable to get the 300 respondents they sought for both surveys, and there were potentially significant differences between the two survey groups, especially in terms of home ownership (which doubled from the first survey), and the age structure (more elderly people were surveyed in the second visit). Reports of the crime and incident data do not break down the data into crime and disorder offense groups that CCTV could be expected to effect.

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Greater Easterhouse, Glasgow, Scotland	Not reported	May 1998	No overall crime reduction. Drug offenses and violent crime increased, but at a lower rate than in other areas. Other crime types not reported in the paper.	No information available	Civilian operators working at a police station	(Hood, 2003)	Adequate, but not all quantitative results reported.

Greater Easterhouse is a large housing project with about 15,000 residents in northeast Glasgow, Scotland's largest city. Predominantly public housing, the area has long suffered from deprivation, depopulation, and crime. As the City of Glasgow installed CCTV in the city center (see Ditton et al., 1999) CCTV's profile was high and funding was received for Greater Easterhouse. The catalyst for the funding bid was the collection of two petitions, totaling more than 2,800 names, as a result of two gang-related homicides. The system went live in May 1998. At the time of system implementation, the Greater Easterhouse project was the largest residential-area CCTV system in Scotland.

Research design: Adequate, but not all quantitative results reported. Although the study employed crime data analysis, a pre-installation public survey (of 100 people), and key stakeholder interviews, much of the paper is given over to the qualitative elements of the evaluation and there is insufficient data presented to estimate CCTV's impact on recorded crime. A straight comparison on the year following implementation with the preceding year found that violent crime increased in three of five police beats in the CCTV area at a rate comparable with increases in violent crime across the whole police region (Strathclyde). However, these increases were less than the increases in the police district that includes Easterhouse. Drug offenses also increased but at a lower rate than in the Strathclyde area. Three other crime types were examined but the results were not reported.

Camberwell, London	17 cameras in a town center	January 1998	Street, vehicle and violent crime decreased at a faster rate than before CCTV's introduction, while the buffer and comparison areas saw an increase in crime.	Of public surveyed, who knew about the cameras, 69% felt safer.	Civilian, based at a public car park and linked to a police station	(Sarno et al., 1999)	Quite strong. Four years of crime data examined, and supported with numerous qualitative approaches.
<p>The town had long suffered from street crime, the vast majority of which occurred in the town center. Short-term police crackdowns had the expected short-term effects. The local council led a local partnership and successfully bid for CCTV-system funding from the UK Home Office. The 17 cameras were installed so that they covered the main commercial areas of small shops and restaurants. As with the Peckham evaluation, the area was one of a number targeted for a street robbery reduction program by the Metropolitan (London, UK) police. The report found that although crime had decreased slightly before implementation, the rate of decrease increased after implementation. Recorded crime fell 4% before the cameras were installed and 12% afterward. Significant reductions in street, vehicle, and violent crime were recorded. By comparison, crime in the buffer and comparison areas increased.</p> <p>Research design: Quite strong. A good evaluation of CCTV, employing recorded crime statistics, operator logbooks and repair invoices, interviews, a survey of town residents (200 per site), and a survey of local businesses. Target areas were deemed to be within 200 meters of a camera with the remainder of the police beat assigned as buffer zones (to test for displacement). The remainder of the police district was assigned the role of comparison area. Crimes that were not expected to be affected by CCTV's presence were excluded from the analysis. Crime analysis consisted of two years of data before, and two years after, system implementation. No evidence that seasonal trends were explored.</p>							



Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
East Street, London	12 cameras covering a street market	January 1998	Vehicle crime and criminal damage decreased, though street crime increased (mainly in theft from the person; robberies decreased).	Of public surveyed, who knew about the cameras, 53% felt safer.	Civilian, based at a public car park and linked to a police station	Sarno et al, 1999	Quite strong. Four years of crime data examined and supported with numerous qualitative approaches.
<p>The East Street area is dominated by one of London's oldest street markets. The area, a mix of commercial and residential land use, had been in decline, and crime levels had risen, before the evaluation. The CCTV system was implemented by a partnership between local market traders, the local council, and the police department. The target area for the 11 cameras (one fixed and 10 moveable cameras) was the market area and some local free car parks that had been the target of car crime. The aim of the system was to deter and detect crime, reduce fear of crime, provide quality video footage for prosecutions, and restore confidence in the area. The evaluation found that car crime and criminal damage reduced substantially, and, although street crime increased, robberies decreased by half. Crime in the target area decreased by 4% in the year before implementation and 10% in the year after. However, crime in the buffer and comparison areas decreased at a quicker rate than in the target zone.</p> <p>Research design: Quite strong. As a part of the previous study, this research had a good evaluation of CCTV, employing recorded crime statistics, operator logbooks and repair invoices, interviews, a survey of town residents (200 per site) and a survey of local businesses. Target areas were deemed to be within 200 meters of a camera with the remainder of the police beat assigned as buffer zones (to test for displacement). The remainder of the police district was assigned the role of comparison area. Crimes that were not expected to be affected by the presence of CCTV were excluded from the analysis. Crime analysis consisted of two years of data before, and two years after, system implementation. No evidence that seasonal trends were explored.</p>							

Five British towns	Varied	March to July 1997	Assault-related emergency room visits decreased, recorded violence increased, suggesting that police intervention due to CCTV surveillance increased arrests and reduced the escalation of violence.	No information available	No information available	(Sivarajasingam, Shepherd, & Matthews, 2003)	Fairly strong. Two years of pre-and post-intervention data were explored for five experiment and five control towns and cities.
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This study focused on the nexus between recorded violent offenses and assault-related emergency room attendances across five English towns. Five control towns or cities were also selected, from locations in the general geographic proximity of the experiment sites and locations that had similar population sizes. The authors argue that the comparison of emergency room data and police data allow two hypotheses to be explored. First, if a deterrence effect for CCTV exists, then recorded assaults should decrease. Second, if CCTV increases police detections and provides the opportunity to intervene earlier in potentially violent incidents, then recorded violent incidents may increase but assault-related hospital attendances should decrease.

The study found that CCTV surveillance was associated with increased police detection of violence and reduced numbers of people treated at the emergency department for assault. However, the impact was not the same for all locations.

Research design: Fairly strong. The study collected data for the same four-year period for the control towns (May 1995 to April 1999) and a generally equivalent period for the experiment sites (all of the experiment sites installed CCTV between March and July 1997). The study employed quarterly moving average plots of emergency department and police recorded violence. Student tests were used to compare changes in the violence level before and after CCTV schemes were introduced. General trends in the data and the existence of long-term seasonality were unclear. Also, data collections areas for the intervention and control area police and hospital data were very large and not adjoining the target areas.

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Ilford, Essex, United Kingdom	Town center. Number of cameras not available.	May/June 1997	Reduction over five months for every crime type examined. Lesser reductions outside implementation area for a number of crime types. Crime in the CCTV area also declined compared to the same months in the previous year.	Modest improvement after CCTV implementation	No information available	(Squires, 1998)	Adequate. A longer data period would have been able to correct the apparent seasonality.
<p>The report provides little data regarding the operation or installation of the CCTV system other than it was implemented in Ilford town center, east of London. There is no information about system ownership or the number of cameras. Pre and post surveys of about 750 people each found strong support (more than 90%) for the CCTV system before and after implementation. There was also evidence that respondents who were aware of the cameras felt safer. There were reductions in all crime types in the five months post-implementation (the second half of 1997) compared to the months immediately preceding the implementation, as well as (generally smaller) reductions compared to the same months in the preceding year.</p> <p>Research design: Adequate. Used 18 months of crime data, though the combination of actual and moving average displays for the same data on some charts makes interpretation more difficult. The data suggest annual seasonality that a longer data period preceding and following the implementation would have been able to correct.</p>							

Elephant and Castle, London	34 cameras around a shopping center	January 1997	Recorded crime fell 17% in both target and buffer areas. Steep decline in street robberies attributed to CCTV.	Of public surveyed, who knew about the cameras, about 60% felt safer.	Civilian, based at a shopping center and linked to a police station	(Sarno et al., 1999)	Quite strong. Four years of crime data examined and supported with numerous qualitative approaches.
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Elephant and Castle is centered around a large shopping mall and a network of arterial roads and service streets. It is also a major local public transportation hub, with bus stops, a train station, and a subway stop. The main access to the shopping area is through a pedestrian subway system that had a reputation for personal robberies. The CCTV system was introduced after an initiative by a group of local council representatives, the local police, and local businesses to reduce crime and fear of crime. The extensive camera system is focused on the shopping area and the local transport terminals. The aim of the system was to reduce opportunist street and subway crime and to eliminate drug trafficking in the area. The research found (against a background of crime reducing in the area generally) that recorded crime in both the target area and the buffer zone fell by about 17% in the two years post-implementation. A portion of the steep decline in the incidence of street robbery was attributed to the CCTV system.

Research design: Quite strong. A good evaluation of CCTV, employing recorded crime statistics, operator logbooks and repair invoices, interviews, a survey of town residents (200 per site) and a survey of local businesses. Target areas were deemed to be within 200 meters of a camera with the remainder of the police beat assigned as buffer zones (to test for displacement). The remainder of the police district was assigned the role of comparison area. Crimes that were not expected to be affected by the presence of CCTV were excluded from the analysis. Crime analysis consisted of two years of data before, and two years after, system implementation. No evidence that seasonal trends were explored.

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Amsterdam, The Netherlands	29 cameras, in three areas, with variable viewing hours	Early 1997 to mid-2001	General reduction in crime levels. Some displacement to other areas, though still a net reduction. Some immediate diffusion of benefits.	Slight improvement in only one area	Variable hours, with two systems operational only during peak hours	(Flight, Heerwaarden, & Soomeren, 2003)	Adequate, though the quantitative data are not fully explored.
<p>Against the background of significant growth in the use of CCTV across The Netherlands, this study reports on an evaluation of CCTV systems in three different Amsterdam locations that were initiated at different times. Unusual for a CCTV system, the cameras were monitored only for certain hours of the day on certain days of the week. For example, the system in the area perceived to have the worst crime problem was monitored Monday through Saturday from 8 AM to 10:30 PM. Images were not recorded unless an operator deemed it necessary.</p> <p>Research design: Adequate, though the quantitative data are not fully explored. The systems were evaluated by means of an analysis of police records for one year before, and one year after, CCTV implementation at each site. Data were collected for the CCTV area, and, for displacement and comparison purposes, from the wider police beat and the whole city. More than 2,000 questionnaires were completed and qualitative interviews were conducted with a smaller group of the same shopkeepers in two survey sweeps a year apart in each site. In-depth interviews were also conducted with local police, camera operators, and policy-makers. Unfortunately, the paper emphasizes the qualitative aspects of the research, and the potential value of the quantitative data is not fully explored. The qualitative aspects of the study found that fear of crime improved significantly in only one of the three areas. The research found that recorded crime dropped substantially in the CCTV area while the trend in the comparison regions either remained steady (or slightly improved) or increased.</p>							

Gillingham, United Kingdom	Seven town center cameras	1997	Reduction in vehicle crime and robberies	No information available	Civilian.	(Griffith, n.d.)	Adequate. The evaluation compared crime rates in the target area with a comparison site in a similar town with five years of aggregated data.
<p>This undergraduate dissertation evaluates the CCTV system in the town center of Gillingham, a town approximately 30 miles south of London. The town is described as a combination of market town and suburban center. A local partnership of police, borough council, local businesses, and community services successfully implemented seven city center cameras in early 1997. Comparison with a neighboring town (with no CCTV system) shows that recorded crime initially fell in Gillingham at a significantly faster rate than in the comparison town: a 44% reduction in recorded crime, compared to a 22% reduction in the comparison town. In later years, the comparison town returned to the pre-implementation crime levels, while Gillingham's crime rate remained at the new post-CCTV lower level.</p> <p>Research design: Adequate. The evaluation compared crime rates in the target area with a comparison site in a similar town. Crime data were gathered for police reported crime figures for one year before, and four years after, CCTV implementation. The quantitative work was supported by some qualitative findings. As expected changes in crime differed by crime type; substantial reductions occurred in thefts, vehicle thefts, and robberies. The study did not explore more micro-level interactions, such as displacement to local areas close to the CCTV cameras, and did not explore longer seasonal trends in the data.</p>							

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Peckham, London	14 cameras in a public retail area	October 1995	Inconclusive, due to limitations in access to recorded crime data	Of public surveyed, who knew about the cameras, about 60% felt safer.	Civilian, based at a public car park and linked to a police station	(Sarno, Hough, & Bulos, 1999)	Weak, but due only to limitations in crime data outside the researchers' control.
<p>The town center area had declined, becoming a hot spot for drug dealing and street robbery, which led to the introduction of CCTV. The 14 new cameras were added to an existing system of 27 static car park surveillance cameras. The surveilled area consisted of a number of small businesses and larger retail chains. The evaluation of the CCTV system in Peckham is complicated by two factors. First, during the evaluation period, the area was one of a number targeted for a street robbery reduction program by the Metropolitan (London, UK) police. Second, the area also received major urban regeneration funding. Report authors are cautious in their findings; however, their research suggests that crime did fall in the target area, though in line with the same level of decline in the comparison area.</p> <p>Research design: Weak, but due only to limitations on crime data outside the researchers' control. There was a thorough evaluation of the qualitative aspects of the CCTV implementation. This included examining operator logbooks and repair invoices, interviews, a survey of town residents (200 per site), and a survey of local businesses. Target areas were deemed to be within 200 meters of a camera with the remainder of the police beat assigned as buffer zones (to test for displacement). The remainder of the police district was assigned the role of comparison area. Crimes that were not expected to be affected by the presence of CCTV were excluded from the analysis. Crime analysis was complicated by limited access to crime data due to the introduction date of a crime recording system. Researchers did manually gather data for a pre- and post-implementation period. No evidence that seasonal trends were explored.</p>							

Burnley, United Kingdom	No information available	1995	Substantial decline in most crime types. Some diffusion effect for most crime types.	No information available	No information available	(Armitage, Smyth, & Pease, 1999)	Fairly strong. The study used a long-time series of data and also explored hourly temporal patterns.
<p>Police beats were categorized as focal (with CCTV cameras), displacement (adjoining areas to CCTV beats), and other beats in the city (as a baseline comparison area). Data were collected for the year before CCTV installation, the year of CCTV implementation, and the two years following. The data showed crime reductions of 25% and 16% respectively in the two years following implementation. There was no evidence of displacement and some suggestion of diffusion of benefits.</p> <p>Research design. Fairly strong. The research used a long-time series of data post-implementation, though there does not appear to have been any correction for seasonal trends. The paper also reports a temporal analysis by hour of day, which is not conducted in other studies to the same degree.</p>							



Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Glasgow, Scotland	32 city center cameras	November 1994	Marginal, though the system has helped with some major crime investigations.	Marginal	Civilian	(Ditton et al., 1999)	Strong. Three years of crime data had seasonal variation removed before trend analysis, and pre and post surveys were conducted in control areas.

The Glasgow CCTV system started with a public survey that suggested strong support for the introduction of CCTV. Glasgow had, for many years, a reputation within the UK for higher levels of violence than other cities. CCTV was perceived as a potential solution. Although an autonomous body was set up to fund and manage the system, when the 32 city center cameras went live there were insufficient funds to support the system. Funding differences between who should pay (the public or the private sector) were never resolved. Eighteen months after implementation, three CCTV staff members were let go.

Three public awareness and perception surveys (one pre and two post) were conducted in both CCTV and control locations. The surveys found that fear of crime did not improve after CCTV's introduction and that the city center was still perceived to be relatively unsafe. Concerns about being a crime victim in the city center did improve slightly, but still remain higher than control areas outside the CCTV area. Support for CCTV was still strong, but not as strong as found in other research: some civil liberty concerns were voiced to researchers. Three years of crime data were examined. Seasonally corrected crime series indicated that recorded crime increased slightly, though some crime categories fell. The introduction of CCTV when crime rates were already low suggests that the slight increase in the adjusted rate may be a leveling or regression to the mean.

Research design: Strong. Surveys included control areas, and the crime data had seasonal fluctuation removed before the application of smoothing techniques to examine trends. Furthermore, two years of pre-implementation data enabled the estimation of seasonal variation, and a one year post-implementation data set gave a better indication of longer effects.

Newcastle Upon Tyne, United Kingdom	16 city center cameras	December 1992	Reduction in burglary (57%), theft from vehicle (50%), vehicle theft (47%), and criminal damage (34%). Reductions occurred in areas outside the CCTV area, but not to the same level.	No information available	Police and civilians in a police station	(Brown, 1995)	Adequate. Crime data examined for 26 months before, and 15 months after, implementation.
<p>The Newcastle Upon Tyne evaluation explored the impact of 16 CCTV cameras in the center of a large city in northeast England. The city center area is a major entertainment district. Although the system's funding originally came from the City Centre Partnership Security Initiative, the system is effectively under police control. Operators (both civilian and police) are housed in a police station, the civilian operators' wages and other ongoing costs are met by the local police authority, and the camera positions were determined through crime pattern analysis. Camera operators have direct radio contact with patrolling police officers.</p> <p>Research design: Adequate. Incident data were examined for 20 different crime types across four areas: the CCTV area, other parts of the city center not covered by CCTV, a nearby residential area (no CCTV), and the whole police region. Data were collected for 26 months before, and 15 months after, system implementation. Burglary, criminal damage, theft from vehicle, and vehicle theft all demonstrated greater reductions than in the other areas. Charts of monthly incident counts suggest a strong initial deterrence benefit that may fade over time. There was no evidence of displacement, but some suggestion of a diffusion of benefits.</p>							

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
Airdrie, Scotland	12 town center cameras	November 1992	Overall 21% reduction, especially crimes of dishonesty and vandalism. Some crime types increased, but this may be due to increased detections.	No information available	Civilian operators working at a police station	(Short & Ditton, 1996)	Strong. Researchers controlled for seasonality and used a long-time series before and after CCTV implementation.
<p>CCTV was introduced to Airdrie, a town of about 35,000 people in central Scotland (about 15 miles east of Glasgow), as the result of a local initiative. Members of a local youth club suggested the idea, which was championed by a sub-divisional officer at the local police station. Funds were raised from local councils and businesses, and 12 CCTV cameras became operational in November 1992. The monitors are based in the local police station and monitored by civilian employees.</p> <p>Research design: Strong. This study used 24 months of data before and after CCTV's introduction. Seasonality was controlled for using trend analysis software, to elicit a clearer indication of the real underlying trend in the crime level. Furthermore, the research design was able to control for general trends across the country and the region, as well as test for displacement at the local level. General crime levels fell by 21% in the CCTV area for the two years after CCTV installation. Some crime types (such as dishonesty) fell by 50%. Although some crime types increased, it appears likely this was due to the increase in detections following the cameras' introduction. Overall this study provides significant support for CCTV as a crime prevention measure, and the strong research design suggests the findings are robust.</p>							

Birmingham, United Kingdom	Nine city center cameras initially	1991-1992	Apparent crime control benefits (in robbery, burglary, and theft from person) Possible displacement of robbery and theft from person out of the area, as well as displacement of offending from vehicle theft to theft from vehicles. Some evidence of reduced personal victimization in CCTV area.	A positive change only in people who were aware the cameras had been installed	Civilian staff employed by the police	(Brown, 1995)	Adequate. Nearly four years of data were used for the study, but the data were aggregated only to monthly beat counts.
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At the suggestion of local police, the Birmingham City Centre Association created a trust to fund a CCTV program in the city center of England's second largest city. This region of low population is a significant business and entertainment area. It is also popular for demonstrations and public meetings that require police to perform a public order function in an area of heavy vehicle and pedestrian traffic. At the time of the evaluation, nine cameras were installed (the number has since increased significantly). The city center's high number of obstacles and complicated street layout make cameras generally less effective than in Newcastle Upon Tyne. Civilian operators, employed by the local police authority, monitor the cameras from a central location in the police station.

Research design: Adequate. Monthly (aggregated to beats) crime data were gathered for one year before, and nearly three years after, system implementation. The evaluation is complicated by two factors. The target CCTV police beat had areas that were not covered by CCTV, and, although there were nine cameras in the initial period, two more cameras were added within a year. Robbery, burglary, and theft from person trends remained stable, comparably better than the increase that took place in the rest of the police division. Criminal damage patterns were unchanged, and vehicle crime pattern changes may be more attributable to traffic calming measures introduced to the city center than CCTV.

Location	Camera Organization	Implementation	Effect on crime	Effect on fear of crime	Operation	Evaluation	Research design
London	Four different drug markets. Camera organization changed by site.	1990s	Effective in dispersing drug markets in two areas. In a third, users appear to have adapted to the cameras' presence.	No information available	No information available	(Edmunds et al., 1996)	Not able to assess from the information provided.

This report is not a strict CCTV evaluation, but it is interesting as it reports on drug dealers' techniques to avoid detection by CCTV in some areas. The report authors mainly examined six London drug markets and explored ways to tackle these markets. Of the six, four (B, D, E, and F) employed CCTV at some point in the study. CCTV was discussed in and around markets B and E.

Market B was in a deprived inner-city area of public housing and high unemployment, known for crime, drugs, and prostitution. At the time of the study, the drug market had evolved to a round-the-clock market split between two main areas and operated by about six main dealers with 20-30 runners. In Market B, some dealing took place in sight of the CCTV cameras. Dealers adapted by ensuring they were either dealing on the move or that the cameras could not get a good view of them. As the report states, "CCTV was thought to have helped increase the speed and ingenuity of the drug transaction" (p.16-17).

Market E, centered at a train station, was a well-established and accessible drug market in an area with high pedestrian traffic. Local authorities employed CCTV and covert surveillance (using video evidence where necessary) in the area. The impact of CCTV is difficult to gauge as these situational measures were introduced along with a local arrest strategy: targeting hotels known for drug selling, litter and debris removal, restrictions on licenses for fast food outlets, and other measures.

The report focused on site assessments, interviews with drug market users (about 30 interviews per site), and interviews with local drug workers and police. The findings are therefore anecdotal rather than quantitative. The authors report that in Market D, an inner-city area of shops, fast food outlets, and mixed private/public housing, the introduction of a single camera caused the drug market to disperse and client contact for local outreach workers to drop to 20% of former levels. In Market B, dealing disappeared from the CCTV surveillance area.

King's Lynn, United Kingdom	60 cameras around the town	1987-1994	Vehicle crime continued ongoing reduction, and reduced at a more significant rate compared to the surrounding police division. Burglary reduced in the evaluated CCTV area. Within two years, vehicle crime in the camera areas declined to nearly zero.	No information available	Civilian	(Brown, 1995)	Weak. The evaluation was limited to cameras overlooking car parks only. The number of crime events is low, limiting the application of any statistical measures.
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King's Lynn is a market town about 90 miles north of London. Initial public area cameras were installed as early as 1987, and the system is well-developed and extensive. System funding has come from a variety of sources, including a tariff on area parking charges and increases in rent for public housing tenants and charges at a local sports center. At the time of the report, the cameras were monitored by civilian operators based at a local council office. These operators were in telephone contact with the local police station.

Research design: Weak. Although the city center area had 60 cameras at the time of the report, the evaluation examined the impact of only 19 cameras in and around public car parks. These locations are likely to be non-contiguous and may also be surveilled by other cameras. Crime data were gathered for about one year before, and about two years after, system implementation. The number of crime events is low, limiting the application of any statistical measures. Different scales used on many charts make comparisons between the limited CCTV areas and the wider police division and police force area impractical. The evidence suggests that vehicle crime continued to decline at a more significant rate compared to the surrounding police division. Burglary also reduced in the evaluated CCTV area. Within two years, vehicle crime in the camera areas declined to nearly zero.

## Appendix B

During the writing of this report, a large UK Home Office study was published (Gill & Spriggs, 2005). This study evaluated 13 CCTV projects comprising 14 separate systems. The systems were implemented in a variety of ways, including at public car parks, in town centers, in residential areas and housing estates, and in hospital areas. Furthermore the systems varied in type. Some were fixed, others redeployable. Some were digital, others analogue. Some were monitored full time, others for less than 24 hours a day. The variations in the system therefore had an impact on the success of the system. The table below aims to concisely summarize the ten systems relevant to this report.

Research design: Strong. Police recorded crime statistics were examined in both the target area and the comparison areas. Some projects were also evaluated for displacement effects. Where possible (as was the case in nearly all studies) at least one to two years of pre-and post-intervention crime data were gathered. Time-series techniques were used to control for seasonal fluctuations. In 12 of the areas, public attitude surveys explored the public's perceptions of the CCTV systems and fear of crime. Researchers also identified other crime prevention measures taking place in the evaluation areas so the individual contribution of CCTV could be explored. Please note that in the original report the names of the locations were changed to preserve anonymity.

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Location	Camera organization	Effect on crime	Effect on fear of crime
City outskirts	47 cameras installed in a deprived area of residential, park, hospital, and light industrial land use.	Significant reduction in crime.	14% fewer respondents reported being worried about crime after CCTV installation. Other measures less clear.
South City	51 cameras added to an existing system in a mixed affluent/deprived city center area in southern England.	10% reduction in crime, though there was a 12% reduction in the control area with no CCTV. Increased public order.	About 7% fewer respondents reported being worried about crime after CCTV installation.
Shire Town	12 cameras installed in the town center of a Midlands former mining town.	Crime reduced 4% in the town, while it increased 3% in the control site.	12% fewer respondents at night and 4% during the day reported being worried about crime after CCTV installation. Greater reduction at night in control area.
Market Town	Nine evaluated cameras. two new cameras, with further cameras added to an existing system, in the center of an affluent market town.	Crime increased 18% in the town, while only increasing 3% in the comparison site.	No information available.
Borough Town	40 new cameras installed in a small town center aiming to reduce retail crime, alcohol problems, and criminal damage.	No change in crime in the town center, while crime increased 14% in the comparison area.	Fear of crime reduced.



Northern Estate	11 new cameras introduced to a deprived public housing project in northern England.	Crime decreased by 10% in the target area (especially burglary). Crime in the comparison area increased by 21%.	3% fewer respondents reported being worried about crime after CCTV installation. Similar reductions in control area.
Eastcap Estate	12 new cameras (10 evaluated) implemented into a deprived public housing project in southeast England.	Crime increased in the target area, but only by 2% compared to a 5% increase in the control site. Some displacement within the target area.	3% increase in feelings of safety, matched with a similar level in control areas.
Dual Estate	14 cameras (10 evaluated) installed to three areas of a deprived public housing project in southeast England.	Crime increased 4% in the target area, and decreased 19% in the control area, suggesting a statistically significant difference.	About 9-10% fewer respondents reported being worried about crime after CCTV installation. Significantly better findings than in control area.
Borough	Eight new cameras used in a redeployable system which could be attached to any lamp post across a mixed/affluent residential area of southeast England.	Crime increased by 73% in the target area, a statistically significant difference from the more modest 12% increase in the control area.	No information available.
Deploy Estate	11 new redeployable cameras implemented to different areas of a deprived public housing project.	A 21% increase in crime recorded in the housing estate, compared to only a 3% increase in the control area.	A slight improvement in those worried about crime in one area of the project compared to the comparison area. No change in the other area.

## Endnotes

- <sup>1</sup> Usher (2003a).
  - <sup>2</sup> Goold (2004: 12).
  - <sup>3</sup> A pixel is an abbreviation of *picture element*. Pixel resolution refers to the quality of an image. For example, a digital camera with a resolution of 640 x 480 pixels (640 pixels wide by 480 pixels high) will record a better quality image than a camera with a resolution of 320 x 240 pixels. Higher resolution images are generally of better quality, but increased storage capacity is required for better quality recording.
  - <sup>4</sup> Leman-Langlois (2002).
  - <sup>5</sup> Surette (2005).
  - <sup>6</sup> Clarke and Cornish (1985).
  - <sup>7</sup> Ditton, Short, Phillips, Norris, and Armstrong (1999: 24).
  - <sup>8</sup> Honess and Charman (1992: 6).
  - <sup>9</sup> Short and Ditton (1998).
  - <sup>10</sup> Usher (2003b).
  - <sup>11</sup> See Makkai, Ratcliffe, Veraar, and Collins (2004). It could also be argued that this worked only in a city that was geographically isolated, such that a rapid replacement of prolific offenders was not possible.
  - <sup>12</sup> Edmunds, Hough, and Urquia (1996).
  - <sup>13</sup> Poyner (1988).
  - <sup>14</sup> Welsh and Farrington (2004).
  - <sup>15</sup> Squires (2000).
  - <sup>16</sup> Brown (1995: 7).
  - <sup>17</sup> Brown (1995: 14).
  - <sup>18</sup> Harris, Jones, Hillier, and Turner (1998).
  - <sup>19</sup> For example, see Clarke and Weisburd (1994), Green (1995), Ratcliffe and Makkai (2004).
  - <sup>20</sup> For example, see Ratcliffe (2002).
  - <sup>21</sup> Edmunds *et al* (1996: 16-17).
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- 22 Honess and Charman (1992: 17)
- 23 Winge and Knutsson (2003).
- 24 For example, see Honess and Charman (1992).
- 25 Edmunds *et al.* (1996: 27).
- 26 McCoppin (2002).
- 27 48.4% said they had reported the crime to the  
police. Bureau of Justice Statistics, 2002, Criminal  
Victimization in the United States, Table 91.
- 28 Brown (1995: 59); Short and Ditton (1998).
- 29 Phillips (1999).
- 30 Welsh and Farrington (2002, 2004).
- 31 Gill and Spriggs (2005) and see Appendix B.
- 32 And as the report authors note, “in one of these cases  
the change could be explained by the presence of  
confounding variables.”
- 33 See [www.popcenter.org](http://www.popcenter.org) for more information on the  
SARA model.
- 34 Bennett and Gelsthorpe (1996: 87).
- 35 You should consider the potential liability issues in the  
section “How CCTV aims to prevent crime.”
- 36 Davies (1996).
- 37 For example, see Cavoukian (2001).
- 38 Mazerolle, Hurley, and Chamlin (2002).
- 39 For readers unaware of crime mapping, the website  
of the National Institute of Justice Mapping and  
Analysis for Public Safety (MAPS) program offers a  
good introduction to the concept ([www.ojp.usdoj.gov/  
nij/maps](http://www.ojp.usdoj.gov/nij/maps)). The reader is also directed to Chainey and  
Ratcliffe (2005).
- 40 Bodipo-Memba (2004).
- 41 When a system is monitored by the police officer  
in charge of a station front desk, the system is not  
monitored when the officer attends to a police station  
visitor (Leman-Langlois, 2002).
- 42 Bodipo-Memba (2004).
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- 43 Smithson (2004).
- 44 Ditton *et al.* (1999: 8).
- 45 Gill and Loveday (2003).
- 46 Goold (2004).
- 47 Goold (2004: 180).
- 48 See Tilley (1997).
- 49 Norris and Armstrong (1999).
- 50 Orwell (1949).
- 51 House of Representatives (2002).
- 52 Goold (2004: 86).
- 53 389 U.S. 347.
- 54 For a detailed discussion of various cases, see Hickey, Capsambelis, and LaRose (2003: 549).
- 55 Harris *et al.* (1998).
- 56 Hamilton (2004).
- 57 Leman-Langlois (2002).
- 58 Surette (2005).
- 59 The authors of a recent UK Home Office study said: “The most obvious conclusion to be drawn from the analysis in this chapter is that CCTV is an ineffective tool if the aim is to reduce overall crime rates and make people feel safer. The CCTV systems installed in 14 areas mostly failed to reduce crime (with a single exception), mostly failed to allay public fear of crime (with three exceptions) and the vast majority of specific aims set for the various CCTV schemes were not achieved. Despite all this we are reluctant to draw the simple conclusion that it failed.” (Gill and Spriggs, 2005: 61).
- 60 Ditton *et al.* (1999: 61).
- 61 Home Office (1994).
- 62 Koskela (2000).
- 63 This is not to suggest or imply an inappropriate behavior on the evaluator’s part. Simply, the evaluator’s impartiality cannot be guaranteed and, therefore, the evaluation was excluded.
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## Recommended Readings

- ***A Police Guide to Surveying Citizens and Their Environments***, Bureau of Justice Assistance, 1993. This guide offers a practical introduction for police practitioners to two types of surveys that police find useful: surveying public opinion and surveying the physical environment. It provides guidance on whether and how to conduct cost-effective surveys.
  - ***Assessing Responses to Problems: An Introductory Guide for Police Problem-Solvers***, by John E. Eck (U.S. Department of Justice, Office of Community Oriented Policing Services, 2001). This guide is a companion to the *Problem-Oriented Guides for Police* series. It provides basic guidance to measuring and assessing problem-oriented policing efforts.
  - ***Conducting Community Surveys***, by Deborah Weisel (Bureau of Justice Statistics and Office of Community Oriented Policing Services, 1999). This guide, along with accompanying computer software, provides practical, basic pointers for police in conducting community surveys. The document is also available at [www.ojp.usdoj.gov/bjs](http://www.ojp.usdoj.gov/bjs).
  - ***Crime Prevention Studies***, edited by Ronald V. Clarke (Criminal Justice Press, 1993, et seq.). This is a series of volumes of applied and theoretical research on reducing opportunities for crime. Many chapters are evaluations of initiatives to reduce specific crime and disorder problems.
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- ***Excellence in Problem-Oriented Policing: The 1999 Herman Goldstein Award Winners.*** This document produced by the National Institute of Justice in collaboration with the Office of Community Oriented Policing Services and the Police Executive Research Forum provides detailed reports of the best submissions to the annual award program that recognizes exemplary problem-oriented responses to various community problems. A similar publication is available for the award winners from subsequent years. The documents are also available at [www.ojp.usdoj.gov/nij](http://www.ojp.usdoj.gov/nij).
  - ***Not Rocket Science? Problem-Solving and Crime Reduction,*** by Tim Read and Nick Tilley (Home Office Crime Reduction Research Series, 2000). Identifies and describes the factors that make problem-solving effective or ineffective as it is being practiced in police forces in England and Wales.
  - ***Opportunity Makes the Thief: Practical Theory for Crime Prevention,*** by Marcus Felson and Ronald V. Clarke (Home Office Police Research Series, Paper No. 98, 1998). Explains how crime theories such as routine activity theory, rational choice theory and crime pattern theory have practical implications for the police in their efforts to prevent crime.
  - ***Problem Analysis in Policing,*** by Rachel Boba (Police Foundation, 2003). Introduces and defines problem analysis and provides guidance on how problem analysis can be integrated and institutionalized into modern policing practices.
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- ***Problem-Oriented Policing***, by Herman Goldstein (McGraw-Hill, 1990, and Temple University Press, 1990). Explains the principles and methods of problem-oriented policing, provides examples of it in practice, and discusses how a police agency can implement the concept.
  - ***Problem-Oriented Policing and Crime Prevention***, by Anthony A. Braga (Criminal Justice Press, 2003). Provides a thorough review of significant policing research about problem places, high-activity offenders, and repeat victims, with a focus on the applicability of those findings to problem-oriented policing. Explains how police departments can facilitate problem-oriented policing by improving crime analysis, measuring performance, and securing productive partnerships.
  - ***Problem-Oriented Policing: Reflections on the First 20 Years***, by Michael S. Scott (U.S. Department of Justice, Office of Community Oriented Policing Services, 2000). Describes how the most critical elements of Herman Goldstein's problem-oriented policing model have developed in practice over its 20-year history, and proposes future directions for problem-oriented policing. The report is also available at [www.cops.usdoj.gov](http://www.cops.usdoj.gov).
  - ***Problem-Solving: Problem-Oriented Policing in Newport News***, by John E. Eck and William Spelman (Police Executive Research Forum, 1987). Explains the rationale behind problem-oriented policing and the problem-solving process, and provides examples of effective problem-solving in one agency.
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- ***Problem-Solving Tips: A Guide to Reducing Crime and Disorder Through Problem-Solving Partnerships*** by Karin Schmerler, Matt Perkins, Scott Phillips, Tammy Rinehart and Meg Townsend. (U.S. Department of Justice, Office of Community Oriented Policing Services, 1998) (also available at [www.cops.usdoj.gov](http://www.cops.usdoj.gov)). Provides a brief introduction to problem-solving, basic information on the SARA model and detailed suggestions about the problem-solving process.
  - ***Situational Crime Prevention: Successful Case Studies***, Second Edition, edited by Ronald V. Clarke (Harrow and Heston, 1997). Explains the principles and methods of situational crime prevention, and presents over 20 case studies of effective crime prevention initiatives.
  - ***Tackling Crime and Other Public-Safety Problems: Case Studies in Problem-Solving***, by Rana Sampson and Michael S. Scott (U.S. Department of Justice, Office of Community Oriented Policing Services, 2000) (also available at [www.cops.usdoj.gov](http://www.cops.usdoj.gov)). Presents case studies of effective police problem-solving on 18 types of crime and disorder problems.
  - ***Using Analysis for Problem-Solving: A Guidebook for Law Enforcement***, by Timothy S. Bynum (U.S. Department of Justice, Office of Community Oriented Policing Services, 2001). Provides an introduction for police to analyzing problems within the context of problem-oriented policing.
  - ***Using Research: A Primer for Law Enforcement Managers***, Second Edition, by John E. Eck and Nancy G. LaVigne (Police Executive Research Forum, 1994). Explains many of the basics of research as it applies to police management and problem-solving.
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CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA



Agenda Date:	January 5, 2015
Action Required:	Update
Presenter:	Zan Tewksbury, Manager, Office of Human Rights Aidyn Mills, Chair, Human Rights Commission
Staff Contacts:	Zan Tewksbury, Manager, Office of Human Rights
Title:	<b>2014 Annual Report- Office of Human Rights</b>

**Background:**

The purpose of this agenda item is to provide City Council with an update on the first year of the Office of Human Rights and the Human Rights Commission. This first annual report to City Council provides a summary in the areas of identifying and addressing systemic or institutional discrimination; processing individual complaints of unlawful discrimination; and facilitating a community dialogue regarding issues of human rights. The report will also outline the Commission's draft work plan for 2015, which will be finalized at the Commission's annual retreat in February.

**Discussion:**

*Human Rights Commission (HRC) Year End Review*

The Human Rights Commission focused its first year on defining and establishing its organizational structure and developing a mission statement and first year goals and objectives.

City of Charlottesville Human Rights Commission Mission Statement

*"Promoting an inclusive, empowered, and diverse community through education, engagement, and enforcement of Charlottesville's Human Rights Ordinance"*

- Goal 1: Establish an organizational structure that is built for long term sustainability and success;
- Goal 2: Respond to community concerns regarding systemic discrimination;
- Goal 3: Establish a community outreach and educational strategy that builds on the success of the Dialogue on Race (DOR);

Building an organizational structure from the ground up required a tremendous amount of time but the work was necessary in order to build an organization that can be effective not just for one year but for the next decade or more. Members of the commission participated in a half day retreat and multiple work sessions which yielded the development of a shared mission statement and goals, increased knowledge and understanding of the human rights ordinance, establishment of meeting operating rules and procedures, and the election of officers for the commission.

Under the Human Rights Ordinance, the HRC is charged with identifying and reviewing official policies and practices that either may be unlawful discriminatory practices, or produce disparities that adversely impact individuals on the basis of one or more protected classes, including race, color, national origin, religion, sex, pregnancy, childbirth or related medical conditions, marital status, age, or disability, criminal record, and income. Per this charge, the Human Rights Commission began an exploration of potential areas of focus for systematic examination. Through a process of in-depth discussions during several work sessions; the review of task force and other reports and data; meetings with community leaders - including Ridge Schuyler of Charlottesville Works Initiative, Chris Engel and Hollie Lee of the City's Department of Economic Development, and School Board Chair Juan Diego Wade - education and jobs were identified as areas for the Commission to examine over the next several years. Recently, the HRC has been approached regarding disproportionate contact with law enforcement and the potential role the commission could play if the scope is expanded, and gender violence. These two topics will be discussed in detail at their 2015 retreat in February.

In 2014, the HRC also examined specific policies and practices in direct response to citizen-initiated concerns. For example, the Commission formed a committee to address a citizen concern regarding the Virginia High School League's recent adoption of a transgender athlete policy that as written appeared would adversely impact transgender students, a protected class under the Human Rights Ordinance. In consultation with City legal counsel, the committee researched medical best practices with respect to sex reassignment surgery for minors, and other school districts' transgender athlete policies around the country, resulting in a recommendation, shared with the Charlottesville City Schools School Board, that the policy be revised to be more inclusive of and less burdensome on, our City's transgender students.

During the inaugural year of the Office of Human Rights, a concerned citizen requested that that OHR review the mission, goals and policies of the City's Sister Cities Commission. The citizen expressed concern that some of the Countries laws may condone acts that violate the human rights of their citizens. After meeting with members of the Sister Cities Commission and discussing their mission, goals and policies it was determined that the mission and goals were to promote brotherhood and understanding and that these goals were consistent with the spirit of the HRO.

OHR was also asked to look into the removal of the slavery memorial on Court Square. A citizen had contacted the Office and wanted to know why the City removed the plaque from the building and placed a much smaller plaque on the sidewalk. Working with Neighborhood Development Services, it was determined that the plaque was removed by the owner of the building. The City temporarily placed a smaller memorial on the sidewalk (a more visible memorial will be placed on the sidewalk in the spring of 2015).

While members of the HRC are well known within the Charlottesville community the commission was an unknown entity. In order to increase the visibility and inform the community about the role of commission the group developed a strategy in consultation with the Office of Human Rights in which members and/or staff provided presentations on the human rights ordinance, attended various community meetings (NAACP, Mindful of Race, CRHA Residents Association Meeting) , sponsored and participated in numerous workshops (Racial and Ethnic History of Charlottesville, Bridges Out of Poverty,) and attended and participated in various dialogues and festivals, (Juneteenth Celebration, PRIDE festival, African-American Festival, and Ebenezer Baptist Church Community Celebration etc.) which provided an opportunity to inform people about the HRC and the work they do and learn about some of the systemic challenges facing individuals.

## *Office of Human Rights (OHR) Year End Review*

The Office of Human Rights has four primary responsibilities; identifying and reviewing policies and practices of the City of Charlottesville and its boards and commissions and other public agencies within the city, collaborating with the public and private sectors to provide awareness, education and guidance on methods to prevent and eliminate discrimination citywide; assisting individuals who believe they are the victim of an act of unlawful discrimination within the city and serving as a forum for the discussion of human rights issues, and be responsible for conducting ongoing efforts to engage community members in an open, honest and creative dialogue regarding issues of equity and opportunity, including but not limited to issues considered by the City's Dialogue on Race initiative.

### *I. Collaborating with the public and private sectors to provide awareness, education and guidance on methods to prevent and eliminate discrimination citywide.*

In an effort to prevent and eliminate discrimination Citywide, the OHR successfully partnered with a number of organizations with similar missions. Over the past year OHR and Piedmont Housing Alliance have partnered to present a Fair Housing Panel discussion during Fair Housing Month and established a formal memorandum of understanding that allows the sharing of information and establishes a formal referral system between the two.

The Office participated in a number of community events, neighborhood meetings, joint organizational meetings, and community functions which are detailed on Attachment A.

### *II. Identification of Policies and Practices of an institutional nature that may have a discriminatory impact on protected classes under the Ordinance, including based on income and criminal record*

Over the year, the Office of Human Rights received twenty-four community concerns of a potentially systemic nature. These concerns tended to concern the following issues: 1) the equity of resource allocation in lower wealth communities; 2) the impact of court systems (family and criminal justice) on those families that are single-parent, lower wealth, and/or of color; 3) City policies or practices that impact persons based on their gender identity, sexual orientation, or transgender status; and 4) racially-biased policing. The most frequently raised issue was concerns of biased policing (8), followed by equity of resource allocation in lower wealth communities (5), policies or practices that have an impact on the basis of gender identity, transgender status, or sexual orientation (4), commemoration of the City's enslaved population (2) and disabled access to public facilities (1).

Apart from referring all concerns of a systemic nature to the Human Rights Commission for its consideration, in response to a disabled citizen's concern about being able to access City playground areas with her child, OHR staff sought the assistance of the Parks and Recreation Department and the City's ADA Coordinator to help improve access to park facilities for all our citizens in wheelchairs. The OHR was also responsible for seeking an answer to inquiries about the removal of the slave auction plaque from a building in Court Square and other concerns about the proper memorialization of the City's historic enslaved population, with assistance from Neighborhood Development Services. Finally, in response to concerns raised of biased policing, OHR staff established a presence on the City's Disproportionate Minority Contact ("DMC") Task Force's, Policy, Training, and Education subcommittees for the group's implementation phase, and stands ready to provide staff support to the HRC in the event the task force's mission is expanded to include adult minority contact with law enforcement.

The Office and the Commission are currently in the process of prioritizing and selecting two

systemic issues that have been brought forward over the past year and will incorporate those issues into the 2015 work plan.

*III. Engaging community members in an open, honest and creative dialogue regarding issues of equity and opportunity, including but not limited to issues considered by the City's Dialogue on Race initiative*

The OHR continues to carry on the tradition of the DOR by offering opportunities for the community to come together and discuss issues of race, equity, and opportunity. The Office partnered with Ebenezer Baptist Church on a series of meetings exploring the issues that led to the explosion of violence in Ferguson, Missouri and the beginning of a community plan to ensure that Charlottesville, Virginia does not become the next Ferguson, Missouri. The office assisted in facilitating the development of a community action plan which led to the recent meeting and shared goals between Charlottesville, Albemarle and the University of Virginia Police Departments and the leaders of three African-American churches and their congregations. For a listing of events and forums sponsored by the OHR, please see Attachment B.

*IV. Assisting individuals who believe they are the victim of an act of unlawful discrimination within the city*

The Office of Human Rights receives, refers or investigates, and attempts to conciliate individual complaints of discrimination within the City of Charlottesville in employment, housing, education, credit, and public accommodations. The Office has created an intake mechanism for the receipt of, and, in cases where the incident occurred within the City of Charlottesville but was required under the Ordinance to be referred to another agency, the tracking pending disposition of all such referred complaints. As of December 19, 2014 the Office of Human Rights has received 107 intakes. Of that total 24 were classified as "systemic". Of the remaining 83 intakes 64 were located within the City, with 12 located in Albemarle County and 7 from other jurisdictions.

Under the Human Rights Ordinance, all employment complaints that involve workplaces of fifteen or more employees must be referred to the Equal Employment Opportunity Commission (EEOC). Through an agreement reached by City Council as part of the creation of the Office of Human Rights, the Equal Employment Opportunity Commission's Richmond office sends a representative for one day each month to meet with those whose employment complaints fall under EEOC jurisdiction. The Office had been in discussions with the former director of the Richmond EEOC office about creating an interagency Memorandum of Agreement for referrals and data sharing and plans to finalize that agreement with the new leadership in Richmond in early 2015.

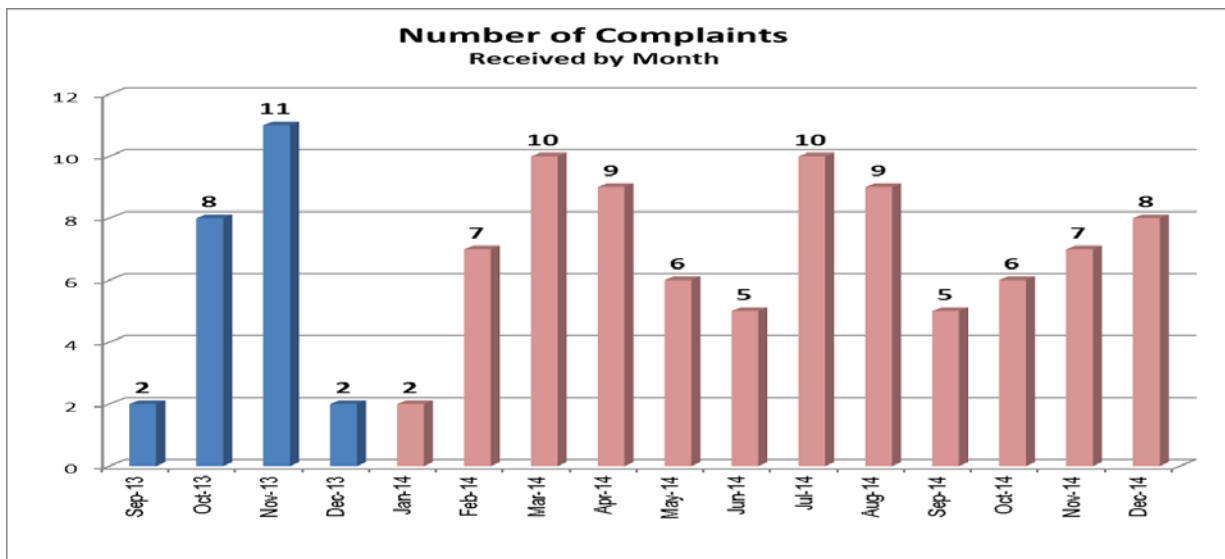
Individual complaints that the Office of Human Rights may investigate under the Human Rights Ordinance include those alleging unlawful discriminatory practices in: 1) employment (six to fourteen employees only, and only where there has been a firing); 2) private education; 3) credit; and 4) public accommodations. The process for handling cases of individual discrimination begins with a confidential phone call or in-office visit by a potential complainant to gather basic contact information, the location and date(s) of the subject incident as well as some general information about the basis for the caller believing the incident may be a violation of the Human Rights Ordinance. After ascertaining that the Office has jurisdiction (involving an incident within the corporate boundaries of the City, within a year, and involving one of the five protected activities) the complainant is asked to fill out and sign a complaint form documenting the incident. The complainant is at this time advised of the Office's free mediation program and given a form to fill out indicating their willingness or not to participate in mediation as an alternative to full investigation.



Within two weeks, or as soon after as practicable, of a complainant filling out a complaint form, the respondent (party against whom the complaint has been made) is sent a letter detailing the nature of the complaint, and asked to provide a response in writing to the complaint within 30 days. The respondent's letter also includes an explanation of the Office's mediation program and a form where the respondent may indicate its willingness or not to participate in mediation as an alternative to investigation.

In some cases, where the complainant gives permission, there has been direct contact from the Office by phone or an in-person meeting with a representative of the respondent to discuss the issues raised by the complaint, or to gather information that might help determine whether sufficient facts exist to go forward with a full investigation. With no authority of the Office to compel production of documents or other information from a potential respondent at the initial investigation phase, (as there is under the Ordinance later on in the process where the Human Rights Commission may have voted to hold a public hearing), the need to utilize alternative means of gathering information may arise.

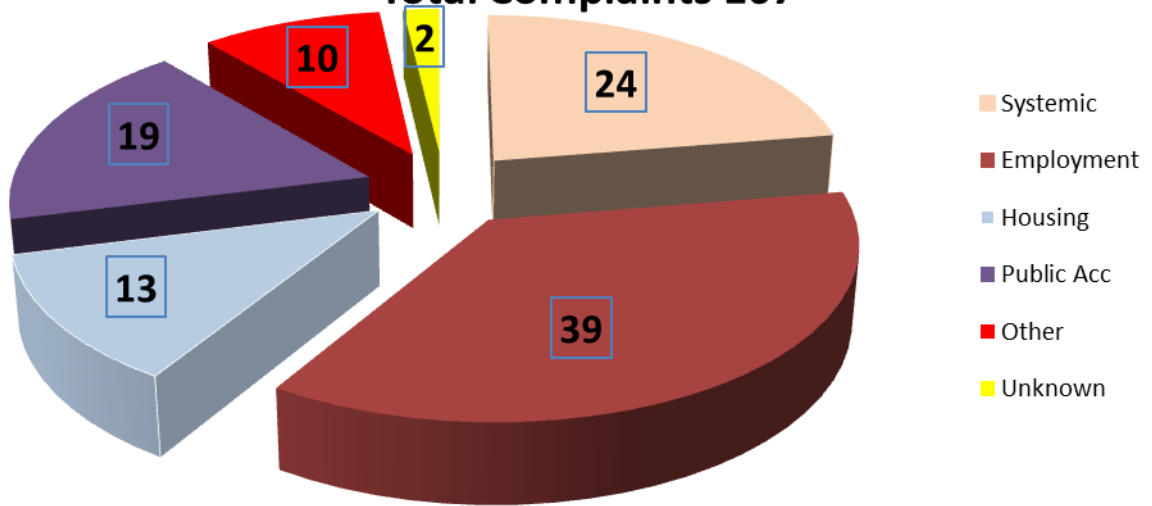
The Office has set a goal of 180 days to achieve conciliation, closure, or investigation and issuance of findings to the Human Rights Commission for all cases. This metric will be tracked in 2015 for feasibility, as all open investigations are as of this date less than 180 days old.



# Office of Human Rights

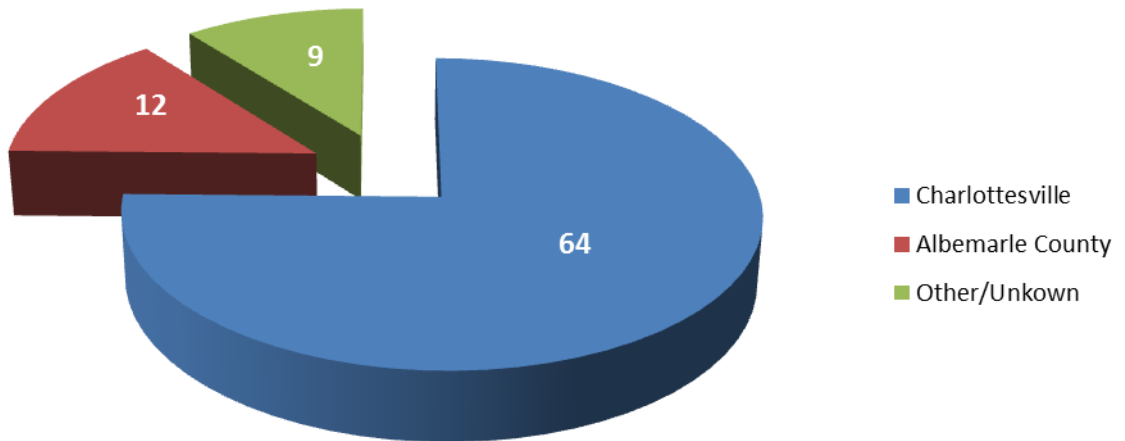
## Complaint Intake Data Summary

Total Complaints 107



NOTE: There were no complaints for Education or Credit

## All Complaints by Location 9/10/2013 - 12/19/2014



\* Total Complaints 107 - 24 systemic = adjusted total 83

	Administratively Closed	Open Under Investigation	Referred to EEOC	Referred to PHA	Referred to Other	Under Review HRC	
Employment	0	0	20	0	0	0	20
Public Accommodation	5	7	0	0	0	0	12
Housing	0	0	0	8	0	0	8

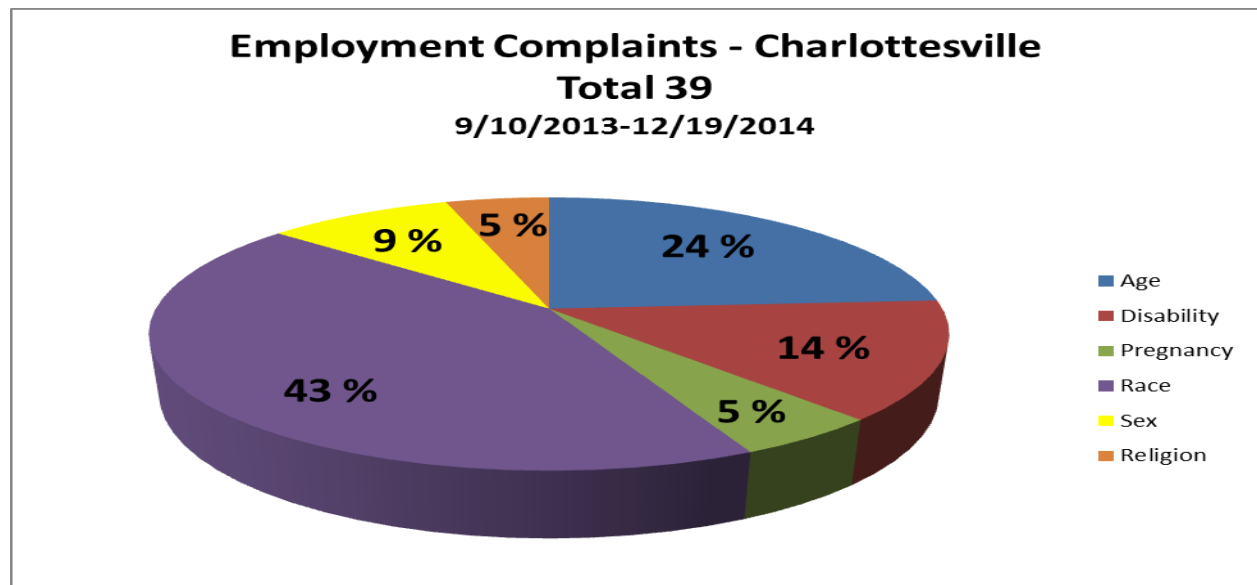
Complaints within the City of Charlottesville excluding the systemic. 40

*Housing Complaints*

Under the Human Rights Ordinance, all complaints alleging housing discrimination must be referred to Piedmont Housing Alliance, the local fair housing agency. A Memorandum of Agreement entered into in 2014 between the Office of Human Rights and Piedmont Housing Alliance provides data sharing on Charlottesville-based housing discrimination complaints. To date, there have been thirteen referrals to Piedmont Housing Alliance from the Office, eight of which occurred within the City. As of its last reporting period, which ended June 30, 2014, Piedmont Housing Alliance had received 27 intakes in its office that related to housing discrimination complaints or fair housing compliance questions.

*Employment Complaints*

To date, the Office has referred a total of 39 employment complaints to the EEOC, with 20 of those complaints from within the City of Charlottesville, and most of the rest from Albemarle County. To date, the Office has received no employment complaints occurring within the City that it has the authority to retain and investigate in-house. The distribution of the employment complaints received by the Office from within the City by protected class is listed below, which shows that race was the most frequently reported basis for a complaint of this type (43%), followed by age (24%), disability (14%), sex (9%), and pregnancy and religion (5% each).



## Public Accommodation Complaints

In all, of the nineteen total complaints of public accommodation discrimination the Office received, twelve were located within the City, with all but one of the remainder located in Albemarle County. Of those twelve, two were administratively dismissed as lacking subject matter jurisdiction, meaning that their facts did not constitute a denial of services or access to a place of public accommodation as defined under the law. These parties were referred to other agencies or advised to consult an attorney about their issue.

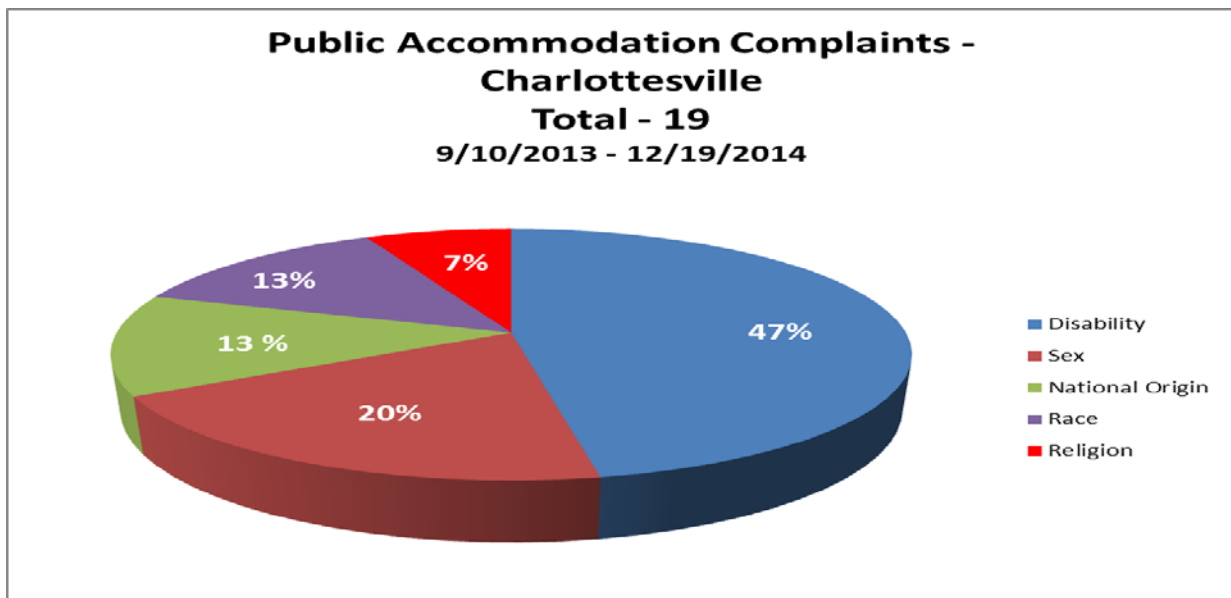
Two complaints of bus ridership discrimination (busses are places of public accommodation) were referred to Charlottesville Area Transit (CAT) to be investigated under its Title VI program, per the terms of an inter-departmental Memorandum of Agreement, which also provides for data sharing on the disposition of complaints referred to CAT from the Office of Human Rights. Both cases were investigated and dismissed, as the facts did not constitute a denial of service.

One case involved a person with a service animal not feeling welcome in a business the person entered, rather than about being denied access or services. The citizen welcomed the suggested resolution of the Office creating a flyer on the rights of persons with assistance or service animals to be distributed to City businesses. That flyer is currently in production.

Another person reported being denied access to a City business but declined to identify the business by name; this complaint is on hold pending a decision of the complainant of whether to go forward so that an investigation can take place.

The remaining five public accommodations complaints are presently being investigated. Most complainants have indicated a willingness to use mediation.

The distribution of public accommodations complaints by protected class is set out in the following chart, which shows that the most frequent basis of this type of complaint was disability (47%), followed by sex (20%), national origin and race (13% each), and religion (7%).



As 2014 draws to a close, the OHR and the HRC are focused on what can be accomplished in 2015. The OHR will continue to play a leadership role for justice and equal opportunity for all residents

along with providing guidance in the role of civil and human rights. The OHR has established relationships in the Charlottesville community and is beginning to be viewed as a resource for those who believe they have been discriminated against and for those who want to ensure equal opportunity for all in Charlottesville. As part of the Office's outreach activities, we plan on developing and implementing a training program regarding the prevention of discrimination in the workplace, which meets the needs of our local businesses. Partnerships with the Jefferson-Madison Regional Library, the University of Virginia, the Thomas Jefferson Universalist Unitarian Church and other faith communities that will allow the facilitation and discussion, panels, around human rights themes, including and race, gender identity. The Office will also resurrect and manage the City's Community Bridge Builders program top honor community members whose efforts have promoted diversity and mutual understanding, including appointing a nominating committee and hosting an annual awards ceremony;

The Dialogue on Race arm of the Office will continue to be active and serve as a resource for the community. The DOR will continue to function as a safe forum where individuals can converse. The DOR will continue to lead and support community efforts such as "Can Ferguson Happen Here". Ongoing community dialogues on issues of race, such as institutional racism, white privilege, and micro-aggressions will also continue.

The OHR is poised to provide leadership and support if Council elects to expand or create another task force that examines disproportionate minority contact with the adult criminal justice system. Additionally, recent concerns and perceptions about children of color in the foster care system are on the OHR's radar to examine.

The Office will continue to function as a referral and investigative resource for individuals who believe they have been discriminated against in the City of Charlottesville and the surrounding area. The Office will be finalizing a Memorandum of Understanding with EEOC, which will hopefully provide more real time data regarding cases in the City that fall under their purview.

The Human Rights Commission's work plan will be finalized at their retreat in February of 2015. As mentioned earlier, the Commission will determine which systemic issues they would like to focus on in 2015. Below is a list of issues that will be considered (this list is not exhaustive and others may be added to the list between now and the retreat):

- Disproportionate minority contact with the adult criminal justice system
- Gender violence
- The impact of court systems (family and criminal justice) on those families that are single-parent, lower wealth, and/or of color;
- City policies or practices that impact persons based on their gender identity, sexual orientation, or transgender status; and
- Racially-biased policing

#### **Alignment with City Council's Vision and Priority Areas:**

The mission of the Human Rights Commission -- "Promoting an inclusive, empowered, and diverse community through education, engagement, and enforcement of Charlottesville's Human Rights Ordinance" -- aligns directly with City Council's vision of becoming "One Community Filled with Opportunity." This mission likewise aligns directly with City Council's Strategic Plan Goal 5: "Foster Strong Connections," specifically Goal 5.1, to "respect and nourish diversity." There is alignment also with Council's Strategic Plan Goal 2, to "be a safe, equitable, thriving, and beautiful

community" and with Council's Vision 2025 goal of becoming "a community of mutual respect."

**Community Engagement:**

The OHR has monthly meetings and work sessions that are open to the public and offered a community forum in November of this year. Please see attachments A and B for a comprehensive list of activities.

## ATTACHMENT A

OHR Event to provide awareness, education, and guidance on methods and prevent and eliminate discrimination

	<b>Community Event</b>	
Festivals of Cultures	African American Cultural Arts Festival	Art and Public Housing
Fathers and Family Community Day	Back to School Backpack Give-away	Do You Know your Rights Community Forum
Juneteenth Celebration	Vinegar Hill Monument Discussions with artists Melvin Edwards Cville Pride	
Ebenezer Baptist Church Community Day A Taste of Ghana	Cville Sabroso Latin Music & Cultural Arts Festival	
<b>Joint Organizational Meeting</b>		
CRHA Resident Association	African American Teaching Fellows - Curry School	Why are we still talking about Race -
NAACP First Baptist Church	Can Ferguson Happen Here - Ebenezer Baptist Church	Thrive
Virginia Organizing Legal Aid Justice Center Center for Peace & Justice	Leadership Charlottesville UVA Fralin Art Museum Student Docent Trainings	Adult ESL English Class Region Ten Consumer Advisory Council
Ebenezer Baptist Church	UVA Slavery Roundtables	Many Voices, One Community 2nd Annual Race/Poverty/Social Justice Conference
<b>Functions</b>		
City of Promise Community Dinner Forward Adelante Chuck Lewis Diversity Award Reception	AATF John Baker Legacy Dinner Las Pasadas	PHAR Board Meeting Woodrow Wilson Memorial High Schooled

African American  
Cultural Arts Festival  
Student Scholarship  
Reception  
Chamber Minority  
Business Council 3rd  
Annual Conference  
NAACP Freedom  
Fund Dinner



## ATTACHMENT B

### List of Events and Forums sponsored and/or cosponsored by the OHR/DOR

Location	Event details
Tonsler Park Recreation Center	Presentation about the Office of Human Rights
Crescent Halls Community Room	Presentation about the Office of Human Rights
Buford Middle School (AVID program)	Presentation about the Office of Human Rights and Fair Housing month activities
NAACP - First Baptist Church West Main St.	Presentation about the Office of Human Rights
Mary Williams Center – Jefferson School	Presentation about the Office of Human Rights
West Haven Community Center	Presentation about the Office of Human Rights
Virginia Organizing – Legal Aid Justice Center	Presentation about the Office of Human Rights
Festival of Cultures - Lee Park	Information table on OHR materials
Community Violence Town Hall meeting – Mt. Zion 1 <sup>st</sup> African Baptist Church	Assisted Rev. Edwards with group facilitation and follow-up meetings & report to City Council
Fathers and Family Community Day - Tonsler Park	Information table on OHR materials
Juneteenth Celebration @ PVCC	Racial and ethnic history presentation
Forward Adelante Chuck Lewis Diversity Award Reception – Paramount Theater	Latino business community event
Ebenezer Baptist Church Community Day	Information table on OHR materials
African American Cultural Arts Festival Student Scholarship Reception - Burley Middle School	Collaborative event with Festival Planning Committee
A Taste of Ghana - Burley Middle School	Collaborative event with the Festival Planning Committee
African American Cultural Arts Festival - Washington Park	Racial and ethnic history presentation
African American Teaching Fellows – Bavaro Hall, Curry School of Education	Racial and ethnic history presentation
Vinegar Hill Monument discussion with artist Melvin Edwards - Ebenezer Baptist Church	DOR event to inform community about the artist’s progress
“Can Ferguson Happen Here” - Ebenezer Baptist Church	Assisted Pastor Bates with questions about community engagement
Leadership Charlottesville – City Council Chambers	Racial and ethnic history presentation
University of Virginia Fralin Art Museum Student Docent training	Docent training on how to engage the community on the museum exhibits
Cville Pride - Lee Park	Information table on OHR materials
Chamber Minority Business Council 3 <sup>rd</sup> Annual Conference - Jefferson School Heritage Center	
NAACP Freedom Fund Dinner - Doubletree	Annual fund raiser for NAACP
University of Virginia Slavery Roundtables	Community event organized by UVA Slavery

- Jefferson School Heritage Center	Commission
“Why Are We Still Talking About Race?” - City Space	DOR event
AATF John Baker Legacy Dinner Farmington Country Club	Annual fund raiser for AATF
Adult ESL English class – IX Building	Presentation about the Office of Human Rights
Many Voices, One Community 2 <sup>nd</sup> Annual Race, Poverty, and Social Justice Conference	Conference presentation on the OHR
Transvisibility and Transjustice Jefferson School Heritage Center	Conversation on transgender issues
Art and Public Housing - The Bridge	Community discussion on how art impacts public housing space
All Souls Church – private home	Answered questions about the OHR and the DOR
“Do You Know Your Rights?” community forum – Buford Middle School	Community forum introducing the Human Rights Commission
Best of Both Worlds Dance/Step Show Competition	4 <sup>th</sup> year the DOR has engaged audience in-between dance acts in discussion about diversity
Sports and Society class - Piedmont Virginia Community College	Guest lecturer on human rights concerns for women and people of color in sports
Sports and Society class for PVCC - Fluvanna Women’s Correctional Facility	Guest lecturer on human rights concerns for women and people of color in sports
City Council Chambers	Racial and ethnic history presentation
City Council Chambers	Racial and ethnic history presentation
Las Pasadas – Ridge/McIntire Firehouse	Event that has specific outreach to Latino community; Information table on OHR materials

**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**

Agenda Date: January 5, 2015

Action Required: Consideration of a Special Use Permit

Presenter: Brian Haluska, Neighborhood Planner, Neighborhood Development Services

Staff Contact: Brian Haluska, Neighborhood Planner, Neighborhood Development Services

**Title: SP-14-10-10: Sycamore House Hotel**

**Background:**

Austin Flajser of Carr City Centers has submitted an application seeking approval of a Special Use Permit in conjunction with a site plan for a new hotel located at 1106 West Main Street. The property has additional street frontage on 11<sup>th</sup> Street SW. The proposed development plan shows a 101 foot tall, 150 room hotel. The building would have parking for 90 cars located in structured parking in the building.

The West Main Street South Corridor zoning permits a maximum height of 70 feet by right, and 101 feet by special use permit.

**Discussion:**

The Planning Commission considered this application at their regular meeting on December 9, 2014. The Commission supported the request in general, but expressed concerns with the massing and scale of the building as designed, and recommended several conditions to address the impacts that were identified by the Commission.

The topics of discussion that the Commission focused on were:

- The appropriateness of the proposed pull-off on West Main Street.
- The impact of the massing and scale of the building on the adjacent streets, especially 11<sup>th</sup> Street SW.
- The pedestrian experience along the streets that border the site, especially 11<sup>th</sup> Street SW.
- The traffic impact of the structure, especially on pedestrian and bicycle circulation patterns in the area.
- The operation of the hotel, particularly with how loading operations would impact pedestrian circulation around the site.

**Citizen Engagement:**

The City held a preliminary site plan review conference on November 19, 2014. Several members of the public attended the meeting. The attendees asked about the traffic impact along West Main Street, especially with the cumulative effect of all the development proposed on the street. A representative of the University of Virginia expressed concern about the proposed change to the bus stop in front of the building, and any impacts on 11<sup>th</sup> Street SW.

The Planning Commission held a joint public hearing with City Council on this matter at their meeting on December 9, 2014. Two members of the public spoke on the matter. The first expressed concern about the City's pattern of approving all SUP requests, and whether or not the impacts of these requests were being adequately identified and addressed. The second speaker was a representative of the University of Virginia who reiterated their concerns about the impact of the project on 11<sup>th</sup> Street SW.

**Alignment with City Council's Vision and Priority Areas:**

The City Council Vision of Quality Housing Opportunities for All states that "Our neighborhoods feature a variety of housing types, including higher density, pedestrian and transit-oriented housing at employment and cultural centers."

The City Council Vision of Economic Sustainability states that "The City has facilitated significant mixed and infill development within the City."

The City council Vision of A Connected Community states that "An efficient and convenient transit system supports mixed use development along our commercial corridors, while bike and pedestrian trail systems, sidewalks, and crosswalks enhance our residential neighborhoods."

Goal 2.6 of the City's Strategic Plan states, "Engage in robust and context sensitive urban planning."

Goal 3 of the City's Strategic Plan is to "Have a strong diversified economy". The subheadings under this goal are to "Develop a quality workforce," "Attract and cultivate a variety of new businesses," "Grow and retain viable businesses," and "Promote diverse cultural tourism."

**Budgetary Impact:**

**A Hotel Project at 1106 W. Main St**, based on 150 rooms, a restaurant and retail space is expected to generate - \$852,000 in annual city revenue. This includes real property taxes, personal property taxes, sales taxes, transient occupancy taxes, meals taxes, BPOL and utility taxes. In addition, there would be an estimated one time increase of \$64,000 in BPOL and permitting fees. A number of construction related jobs (40-75) would be created during the construction period which is expected to last 12-14 months. The number of permanent jobs created by this project is unknown at this point and will depend on the specific needs of the hotel, restaurant and retail space. The two parcels involved in this project currently generate approximately \$24,000 in city real estate tax based on land value.

**Recommendation:**

The Commission took the following action:

"Ms. Green moved to recommend approval of a special use permit as requested in SP-14-10-10, subject to conditions, because approval of this request is required for the public necessity, convenience, general welfare or good zoning practice. The motion includes a recommendation for the conditions referenced in the staff report dated November 25, 2014, as revised at the meeting on December 9, 2014."

Mr. Santoski seconded the motion. The Commission voted 7-0 to recommend approval of the special use permit.

**Alternatives:**

City Council has several alternatives:

- (1) by motion, take action to approve the attached resolution (granting an SUP as recommended by the Planning Commission);
- (2) by motion, request changes to the attached Resolution, and then approve an SUP in accordance with the amended Resolution;
- (3) by motion, defer action on the SUP, or
- (4) by motion, deny the requested SUP.

**Attachments:**

1. Proposed Resolution, including conditions recommended by the Planning Commission on December 9, 2014.
2. 12/9/2014 11<sup>th</sup> Street Elevation
3. 12/9/14 West Main Elevation
4. Staff Report dated November 25, 2014.
5. Applicant's Presentation to the Planning Commission on December 9, 2014
6. Applicant's SUP Packet Dated October 21, 2014

**RESOLUTION  
APPROVING A SPECIAL USE PERMIT  
AS REQUESTED BY APPLICATION NO. SP-14-10-10  
FOR A HOTEL DEVELOPMENT ON WEST MAIN STREET  
PROPOSED BY SYCAMORE HOUSE, INC.**

**WHEREAS**, Sycamore House, Inc. (“Applicant”) has submitted application SP-14-10-10 (“Application”) seeking approval of a special use permit for property located at the corner of West Main Street and 11<sup>th</sup> Street, S.W., identified on City Tax Map 28 as Parcels 64 and 65, consisting of approximately 0.458 acre (“Subject Property”); and,

**WHEREAS**, the special use permit application seeks approval of the following for a proposed hotel development: **(i)** additional height, up to 101 feet, per City Code §34-637(2); and **(ii)** pursuant to §34-162(a), modification of minimum setback and stepback requirements set forth within §34-638, as applicable to the Subject Property’s frontage along 11<sup>th</sup> Street, S.W.; and

**WHEREAS**, the Subject Property is zoned “WMS” (West Main South Corridor District), subject to the requirements of the City’s Parking Modified Zone, per § 34-971(e)(3), and of the West Main Street architectural design control (ADC) overlay district; and the City’s Board of Architectural Review has previously been given an opportunity to make findings and recommendations on whether the proposed hotel development, with the requested height and streetwall modifications, would have an adverse impact on the ADC district, as required by City Code §34-157(a)(7); and

**WHEREAS**, at the Planning Commission’s December 9, 2014 meeting, the Applicant notified the Commission that it was withdrawing its request for elimination of the stepback required by City Code 34-638(a)(1) along the Subject Property’s 11<sup>th</sup> St., S.W. frontage, except for a proposed Tower Feature, and the Applicant provided elevations, labeled “12/9/2014 11<sup>th</sup> Street Elevation,” illustrating the proposed hotel development with the applicable 5-foot stepback at the top of the streetwall along 11<sup>th</sup> St., S.W. (excluding the Tower Feature); and

**WHEREAS**, following a joint public hearing before this Planning Commission and City Council, duly advertised and held on December 9, 2014, the Planning Commission reviewed this application and determined that the proposed special use permit, under suitable regulations and safeguards set forth within a list of recommended conditions, will serve the interests of the public necessity, convenience, general welfare or good zoning practice, and will conform to the criteria generally applicable to special permits as set forth within §§ 34-156 et seq. of the City Code, and the Planning Commission has transmitted its recommendation to City Council; and

**WHEREAS**, this Council finds and determines that, under suitable regulations and safeguards, the proposed special use permit will serve the interests of the public necessity, convenience, general welfare or good zoning practice, and will conform to the criteria generally applicable to special permits as set forth within §§ 34-156 et seq. of the City Code. **NOW, THEREFORE**,

**BE IT RESOLVED** by the City Council of the City of Charlottesville, that a special use permit is hereby approved, to authorize a modification of the general height and streetwall regulations of the zoning ordinance for the hotel development described within the Application, as follows: **(i)** maximum building height of 101 feet; **(ii)** a six (6) foot minimum setback along the Subject Property’s 11<sup>th</sup> Street frontage; and **(iii)** elimination of the 5-foot stepback required by City Code 34-638(a)(1), only for the proposed Tower Feature.

**AND BE IT FURTHER RESOLVED** that this special use permit is granted subject to the following conditions:

1. Subject to approval by the City traffic engineer, the developer shall construct an 8 foot wide sidewalk on the Subject Property's 11<sup>th</sup> St., S.W. frontage.
2. There will be no pull-off on or along West Main Street for vehicles picking up or dropping off patrons of the building. The Subject Property's frontage on West Main Street will be developed in a manner consistent with the City's approved West Main Streetscape Plan in effect at the time of site plan approval.
3. The design, height, and other characteristics of the Development shall remain essentially the same, in all material aspects, as described within the documents dated October 21, 2014 submitted to the City for and in connection with SP-14-10-10 ("Application"), as supplemented by additional drawings, elevations and other written materials presented to the Planning Commission at its meeting on December 9, 2014 ("12/9/14 Supplemental Materials") (collectively, the "Application Materials"). Except as the design details of the Development may subsequently be modified to comply with requirements of a certificate of appropriateness issued by the City's BAR, or by any other provision(s) of these SUP Conditions, any substantial change of the development that is inconsistent with the information or representations contained within any of the Application Materials shall require a modification of this SUP.
4. Among the 12/9/14 Supplemental Materials is a building elevation ("12/9/14 West Main Elevation") depicting the West Main Street frontage of the development. The proposed development shall adhere to the details depicted on the 12/9/14 West Main Elevation, including, without limitation:
  - a. Space located on the building's second and third floors (located over the area designated within the Application Materials as being planned for a ground-floor restaurant) shall be finished interior space.
  - b. Plantings shall be provided along West Main Street, in the depicted locations.
5. Prior to commencement of any land disturbing activity on the Subject Property, the developer shall hold a meeting with notice and invitation sent to all adjoining property owners, and to representatives of the University of Virginia, for the purpose of reviewing the proposed location(s) of construction worker parking; the plan for temporary pedestrian and vehicular circulation during construction; and the hours and overall schedule for construction activities. The city's director of neighborhood development services shall be provided with evidence that such meeting was held, and of the required notices, prior to the issuance of any building permit for the development.
6. The developer shall submit a Traffic Control Plan as part of its proposed final site plan, detailing measures proposed for the control of traffic movement, lane closures, construction entrances, haul routes, idling of construction vehicles and equipment, and the moving, storage and staging of excavated and fill materials and building materials to and from the development site during construction. Such plan shall specifically indicate whether any such activities are planned and requested to take place within public rights-of-way adjacent to the site. Following final site plan approval, this Traffic Control Plan may be amended, as necessary, with the approval of the City Engineer and director of neighborhood development services, and the currently-approved Traffic Plan shall be attached to any application for a building permit and to other development permit applications.
7. The developer shall provide the city's director of neighborhood development services, adjoining property owners and the University of Virginia with written notice of an individual who will serve as a liaison to the community throughout the duration of construction of the development. The name and telephone number, including an emergency contact number, of this liaison shall be provided. In the event the identify and/ or contact information of the designated liaison changes prior to completion of construction,

the developer shall provide updated information to the director, adjacent property owners, and the University of Virginia.

8. If the City's existing public infrastructure (public streets, sidewalks, curb, gutters, utilities, etc.) is damaged during construction of the development, then the Property owner shall be responsible for repair and/or reconstruction of the same in accordance with applicable City standards.
9. The developer shall submit a foundation inspection, prior to commencement of construction of the first floor above-grade framing for the building(s). The foundation inspection shall include (i) the building footprint, as depicted within the approved final site plan, (ii) the top-of-slab elevation, and (iii) the first floor elevation. The foundation inspection shall be prepared and sealed by a registered engineer or surveyor, and shall be approved by the zoning administrator prior to the commencement of construction of the first-floor above-grade framing.
10. Any structural elements that are proposed to extend into the public right-of-way, including, but not necessarily limited to, footings, foundations, tie-backs, etc., must be shown on the proposed final site plan and the property owner shall be required to enter into a written encroachment easement, in a form approved by the City Attorney, suitable for recording in the City's land records. A copy of the recorded instrument shall be submitted to the City along with the first request for a building permit for the development.
11. The development shall include one or more off-street loading docks/ areas. To the maximum extent feasible, all loading shall occur off-street, within such docks/ areas. Loading schedules shall be established and coordinated to facilitate off-street loading and to minimize idling by loading and unloading of vehicles and by other vehicles traveling in adjacent rights-of-way.
12. There shall be at least two pedestrian entrances to the building on the West Main frontage, and at least one pedestrian entrance to the building on 11<sup>th</sup> Street SW.
13. The Subject Property's frontage along 11<sup>th</sup> Street SW shall be landscaped, and the landscape treatment shall provide pedestrian and landscape amenities consistent with the City's approved West Main Streetscape Plan in effect at the time of site plan approval, subject to approval by the City Arborist. This landscape treatment, approved by the City Arborist, shall be included as part of the final site plan for the development.
14. There shall be a dedicated pedestrian entrance/exit from the parking garage.





12/9/14 West Main Elevation

*A structure representing the youthful and dynamic citizens of Charlottesville, while respecting and recognizing its context. An activity node in the new streetscape.*



**CITY OF CHARLOTTESVILLE**  
**DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES**  
**STAFF REPORT**

**APPLICATION FOR A SPECIAL USE PERMIT**

**PLANNING COMMISSION AND CITY COUNCIL JOINT  
PUBLIC HEARING**

**DATE OF MEETING: December 9, 2014**  
**APPLICATION NUMBER: SP-14-10-10**

**Project Planner:** Brian Haluska, AICP  
**Date of Staff Report:** November 25, 2014

**Applicant:** Austin Flajser of Carr City Centers  
**Current Property Owners:** Sycamore House Inc.

**Application Information**

**Property Tax Map/Parcel # and Street Addresses:**  
Tax Map 28, Parcels 64 and 65 (1106 West Main Street)

**Total Square Footage/Acreage Site:** 0.458 acres

**Comprehensive Plan (Land Use Plan) Designation:** Mixed-Use

**Current Zoning Classification:** West Main South Corridor with Architectural Design Control District and Parking Modified Zone Overlays

**Tax Status:** The City Treasurer's office confirms that the taxes for the properties were current as of the drafting of this report.

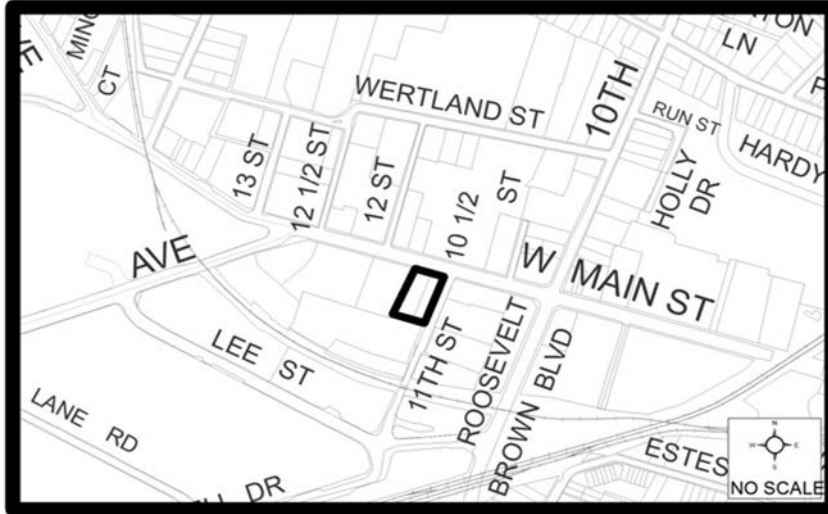
**Applicant's Request**

Special Use Permit for height up to 101 feet, per City Code Sec. 34-637(b), and modification of streetwall regulations, per City Code 34-638(b). The applicant has also requested a reduction of setbacks along the 11<sup>th</sup> Street SW frontage. The code requires a 10 foot minimum setback on 11<sup>th</sup> Street, and a minimum 5 foot setback at the top of the streetwall. A streetwall may be between 25 and 60 feet tall.

The applicant is requesting a reduction of the minimum setback on 11<sup>th</sup> Street SW from 10 feet to 6 feet, and elimination of the required setback.



## Vicinity Map



## Background/ Details of Proposal

The Applicant has submitted an application seeking approval of a Special Use Permit in conjunction with a site plan for a hotel located at 1106 West Main Street. The Property has additional street frontage on 11<sup>th</sup> Street SW. The proposed development plan shows a 101 foot tall building with 150 hotel rooms and a restaurant. The building would have parking for 90 cars located in structured parking in the building.

The West Main South Corridor zoning permits a maximum height of 70 feet by right, and 101 feet by special use permit.

## Land Use and Comprehensive Plan

### **EXISTING LAND USE; ZONING AND LAND USE HISTORY:**

The properties are currently used as surface parking lot, and a commercial building.

Section 34-541 of the City Code describes the purpose and intent of the West Main South Corridor zoning district:

“Property on the south side of West Main Street are much deeper, and generally larger in size, than those to the north, and established non-commercial uses typically are separated from adjacent residential neighborhoods by railroad tracks and street rights-of-way. The purpose of this zoning district is to encourage pedestrian-friendly mixed-use development, at an intensity slightly greater than that to the north of West Main. The permitted uses and building heights, those allowed by-right and by special permit, respect the scenic character of the West Main Street corridor.”

**Zoning History:** In 1949, the property was zoned **B-1 Business**. In 1958, the property was zoned **B-2 Business**. In 1976, the property was zoned **B-3 Business**. In 1991, the property was zoned **B-2 Business**. In 2003, the property was rezoned to **West Main South Corridor**.

## **SURROUNDING LAND USES AND ZONING DISTRICTS**

**North:** Immediately north of the property is a single story office building owned by the University of Virginia. This property is zoned West Main North Corridor with ADC District Overlay. Further north are properties on Wertland Street that are zoned for commercial activity or multi-family housing.

**South:** Immediately south is a parking garage owned by the University of Virginia that supports the medical center. This property is zoned West Main South Corridor with ADC District Overlay. Further south are the main east-west railroad line through the City and the campus of the UVA Medical Center.

**East:** Immediately adjacent to the east is the Paton Mansion (UVA Credit Union) and the Core Lab building that supports the UVA Medical Center. The property is zoned West Main South Corridor with ADC District Overlay. Further east is the site of the proposed 1000 West Main mixed-use project.

**West:** Immediately adjacent to the west are several single-story structures that have been used for commercial purposes. These properties are zoned West Main South Corridor with ADC district Overlay.

## **NATURAL RESOURCE AND CULTURAL FEATURES OF SITE:**

The site does not have any notable natural resources. The site is almost entirely built out with hardscape surfaces. There are some small landscape trees within the parking lot.

## **COMPREHENSIVE PLAN ANALYSIS:**

The Comprehensive Plan is generally supportive of high density, mixed-use developments along the major corridors in the City, especially along West Main Street. Additionally, the Comprehensive Plan places a strong emphasis on supporting development that is multi-modal, particularly developments that encourage biking and walking.

Specific items from the Comprehensive Plan are as follows:

### **Land Use**

- When considering changes to land use regulations, respect nearby residential areas. (Land Use, 2.1)
- Enhance pedestrian connections between residences, commercial centers, public facilities and amenities and green spaces. (Land Use, 2.3)
- Expand the network of small, vibrant public spaces, particularly in areas that are identified for higher intensity uses and/or potential higher density. (Land Use, 2.5)

- Enhance existing neighborhood commercial centers and create opportunities for others in areas where they will enhance adjacent residential area. Provide opportunities for nodes of activity to develop, particularly along mixed-use corridors. (Land Use, 3.2)

### **Economic Sustainability**

- Continue to encourage private sector developers to implement plans from the commercial corridor study. (Economic Sustainability, 6.6)

### **Housing**

- Promote redevelopment and infill development that supports bicycle and pedestrian-oriented infrastructure and robust public transportation to better connect residents to jobs and commercial activity. (Housing, 8.5)

### **Transportation**

- Encourage a mix of uses in priority locations, such as along identified transit corridors and other key roadways, to facilitate multimodal travel and increase cost effectiveness of future service. (Transportation, 2.4)
- Promote urban design techniques, such as placing parking behind buildings, reducing setbacks and increasing network connectivity, to create a more pedestrian friendly streetscape and to reduce speeds on high volume roadways. (Transportation, 2.6)
- Encourage the development of transit-oriented/supportive developments. (Transportation 6.6)

### **Historic Preservation and Urban Design**

- Promote Charlottesville’s diverse architectural and cultural heritage by recognizing, respecting and enhancing the distinct characteristics of each neighborhood. (Historic Preservation and Urban Design, 1.2)
- Facilitate development of nodes of density and vitality in the City’s Mixed Use Corridors, and encourage vitality, pedestrian movement, and visual interest throughout the City. (Historic Preservation and Urban Design, 1.3)

## **Public and Other Comments Received**

### **PUBLIC COMMENTS**

The City held a preliminary site plan review conference on November 19, 2014. Four members of the public attended along with the applicant. The attendees at the meeting raised several points of concern regarding the project. One member of the public was concerned about the impact on traffic on West Main Street, and if the cumulative effect of the proposed and approved developments on West Main Street would result in increased congestion during peak hours.

A representative of the University of Virginia re-iterated several comments that the Commission previously heard at the preliminary discussion of the special use permit on November 11, 2014. The first was that the current location of the CAT bus stop in front of the building was

convenient for medical center employees, and that the University may oppose a new location in front of the Battle Building because of the disruption to the plaza installed in front of that building.

The University's representative also re-iterated a concern about the status of 11<sup>th</sup> Street both during construction, and also after construction is completed. 11<sup>th</sup> Street is a vital connection between West Main Street and the medical center.

## **COMMENTS/RECOMMENDATIONS OF THE BAR**

The Board of Architectural Review considered the Special Use Permit request at their meeting on November 18, 2014, and took the following action:

The BAR recommended (5-2 with Schwarz and Miller opposed) that the proposed special use permit will not have any adverse impacts on the West Main Street ADC district. [The dissenters were concerned about the 11<sup>th</sup> Street setback/stepback modifications.]

The BAR's comments on the design of the building were generally favorable, with some disagreement over the terra cotta color. Some questioned the glass coefficient of light transmittance.

## **PLANNING COMMISSIONS COMMENTS AT PRELIMINARY DISCUSSION**

1. **Bus Stop/Drop-off on West Main** – The Commission commented on the proposed removal of the bus stop in the front of the building, and replacing the bus stop with a cut out for drop off traffic into the hotel lobby, and expressed concern about whether or not this would adhere to the City's plan for West Main Street.
2. **Entrance Width** – The Commission made comments regarding the width of the entrance to the parking garage and loading dock on 11<sup>th</sup> Street combining to disrupt the pedestrian experience on 11<sup>th</sup> Street SW.
3. **Traffic** – The Commission mentioned concerns about the impact that visitors pulling into the hotel would obstruct the flow of traffic on West Main Street.
4. **Streetwall height** – The Commission expressed a desire to see the design of the building draw inspiration from the Battle Building in terms of streetwall height along West Main Street.

## **IMPACT ON CITY SERVICES:**

### **Public Works (Water and Sewer):**

The applicant has sent the projected impact of the structure on the City water and sewer services, and the loads have been passed on to the Rivanna Water and Sewer Authority for the required letter of acceptance. Staff does not anticipate any problems with serving the projected demands.

**Public Works (Storm Drainage/Sewer):** The proposed project will develop an area of land that is currently almost entirely impervious surface, and the resulting development will be required to provide Stormwater management and treatment in accordance with current state

regulations and engineering standards. Applicant is required to provide a stormwater management plan as part of a final site plan submission. A preliminary site plan is required to detail the developer's "Stormwater concept" prepared by a professional engineer or landscape architect, in accordance with current provisions of City Code 34-34-827(d)(9).

## **Staff Analysis and Recommendation**

### **ANALYSIS**

#### **Assessment of the Development as to its relation to public necessity, convenience, general welfare, or GOOD ZONING PRACTICE:**

The City has zoned West Main Street to encourage mixed-uses and higher residential densities. While the hotel is not classified as a residential development under the City Zoning Ordinance, it is a high intensity use that the City envisions for its primary corridors.

The increased height afforded by a special use permit in the West Main Street Corridor is a means of increasing the intensity of structures and uses on sites where higher intensity is appropriate. As stated by the Board of Architectural Review's recommendation, the increased height will not have an impact on the surrounding historic district, and will provide additional floor area for intensity along West Main Street area in keeping with the goals and visions of the City's Comprehensive Plan.

#### **Assessment of Specific Potential Impacts of the Proposed Development:**

**1. Massing and scale of the Project, taking into consideration existing conditions and conditions anticipated as a result of approved developments in the vicinity.**

The height of the building is roughly similar to the height of the approved residential project at 1000 West Main Street and the newly constructed project in the 800 block of West Main Street. The height is not out of character for the location in which it is proposed.

**2. Traffic or parking congestion on adjacent streets.**

The proposed project will impact traffic on the streets adjacent to the building. The applicant shows vehicular access on 11<sup>th</sup> Street SW.

**3. Noise, lights, dust, odor, vibration**

The proposed project represents a use that is similar to surrounding uses in terms of impacts from lights, dust, odor and vibration. Vibration from parking cars will be internal to the site. The lighting external to the building will be required to meet the City's lighting regulations.



**4. Displacement of existing residents or businesses**

The proposed increase in height would not alone displace existing businesses. The project as proposed, however, would force some businesses in the existing building to relocate.

**5. Ability of existing community facilities in the area to handle additional residential density and/or commercial traffic**

The hotel proposes to address the additional commercial traffic by providing a dedicated on-site loading area that will be accessed off of 11<sup>th</sup> Street.

**6. Impact (positive or negative) on availability of affordable housing**

The proposed project would not directly impact the availability of affordable housing, as the property is currently not a residential use.

**RECOMMENDATION**

Staff finds that the proposal is supported by the City’s Comprehensive Plan, that the increase in height is reasonable at this location and that the impacts of the development can be addressed through conditions placed on the special use permit.

Staff recommends the application be approved with the following conditions:

1. The minimum required setback on 11<sup>th</sup> Street SW shall be 6 feet.
2. The minimum required stepback on 11<sup>th</sup> Street SW shall be 0 feet.
3. The frontage on West Main Street will reflect the City’s approved West Main Streetscape plan.
4. The design, height, and other characteristics of the Development shall remain essentially the same, in all material aspects, as described within the application materials dated October 21, 2014, submitted to the City for and in connection with SP-14-10-10 (“Application”). Except as the design details of the Development may subsequently be modified to comply with requirements of a certificate of appropriateness issued by the City’s BAR, or by any other provision(s) of these SUP Conditions, any substantial change of the Development that is inconsistent with the Application shall require a modification of this SUP.
5. Prior to commencement of any land disturbing activity on the Property, the developer shall hold a meeting with notice to all adjoining property owners and representatives of the University of Virginia, to review the proposed location of construction worker parking, plan for temporary pedestrian and vehicular circulation, and hours and overall schedule for construction activities. The city’s director of neighborhood development services shall be provided with evidence that such meeting was held, and of the required notices, prior to the issuance of any building permit for the Development.
6. The developer shall submit a Traffic Control Plan as part of the proposed final site plan, detailing measures proposed to control traffic movement, lane closures, construction

entrances, haul routes, idling of construction vehicles and equipment, and the moving and staging of materials to and from, and (if planned, in public rights-of-way adjacent to the site, during the construction process. This Traffic Control Plan shall be amended, as necessary, and submitted along with any application or a building permit or other development permit applications.

7. The developer shall provide the city's director of neighborhood development services, adjoining property owners and the University of Virginia with written notice of a person who will serve as a liaison to the community throughout the duration of construction of the Development. The name and telephone number, including an emergency contact number, of this individual shall be provided.
8. If the City's existing public infrastructure (public streets, sidewalks, curb, gutters, utilities, etc.) is damaged during construction of the Development, then the Property owner shall be responsible for repair and/or reconstruction of the same in accordance with applicable City standards.
9. The developer shall submit a foundation inspection, prior to commencement of construction of the first floor above-grade framing for the Building(s). The foundation inspection shall include (i) the building footprint, as depicted within the approved final site plan, (ii) the top-of-slab elevation, and (iii) the first floor elevation. The foundation inspection shall be prepared and sealed by a registered engineer or surveyor, and shall be approved by the zoning administrator prior to the commencement of construction of the first-floor above-grade framing.
10. Any structural elements that are proposed to extend into the public right-of-way, including, but not necessarily limited to, footings, foundations, tie-backs, etc., must be shown on the proposed final site plan and the property owner shall be required to enter into a written encroachment easement, in a form approved by the City Attorney, suitable for recording in the City's land records. A copy of the recorded instrument shall be submitted to the City along with the first request for a building permit for the development.
11. A Traffic Plan, showing the layout of signs, details, signals, turning lanes, entrances and exits, and pavement markings, shall be submitted to the City as part of the proposed final site plan for the development.
12. The Developer shall be responsible for the cost of constructing, in areas adjacent to the Property, any turning lane(s), traffic signals, or other public street improvements or traffic regulation devices, the need for which is substantially generated by the proposed Development.
13. In the event that the City determines, prior to the issuance of the final certificate of occupancy within the Development, that (i) relocation of any existing on-street parking, or (ii) changes to the direction of traffic on any adjacent street(s), (iii) elimination of any existing turn lane(s), and/or (iv) the addition of on-street parking adjacent to the Development Site, is reasonably necessitated by the proposed Development, then the Developer shall be responsible for the following:
  - a. The cost of removal of existing signage and of installation of new signs and appurtenances necessary to shift or establish on-street parking, or to change the direction of traffic along the Development site's frontage with any existing public street; and

- b. Pavement marking modifications (such as eradication of existing and addition of new markings).
14. The Development shall include one or more off-street loading docks/ areas. To the maximum extent feasible, all loading shall occur off-street, within such docks/ areas. Loading schedules shall be coordinated to facilitate off-street loading and to minimize idling by waiting vehicles.

**Attachments**

- 1. Copy of City Code Sections **34-157** (General Standards for Issuance) and **34-162** (Exceptions and modifications as conditions of permit)
- 2. Copy of City Code Section **34-541** (Mixed-Use Districts – Intent and Description)
- 3. Suggested Motions and the text of an SUP (Resolution) for your consideration

## Attachment 1

### Sec. 34-157. General standards for issuance.

(a) In considering an application for a special use permit, the city council shall consider the following factors:

- (1) Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood;
- (2) Whether the proposed use or development and associated public facilities will substantially conform to the city's comprehensive plan;
- (3) Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations;
- (4) Whether the proposed use or development will have any potentially adverse impacts on the surrounding neighborhood, or the community in general; and if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate such impacts. Potential adverse impacts to be considered include, but are not necessarily limited to, the following:
  - a. Traffic or parking congestion;
  - b. Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment;
  - c. Displacement of existing residents or businesses;
  - d. Discouragement of economic development activities that may provide desirable employment or enlarge the tax base;
  - e. Undue density of population or intensity of use in relation to the community facilities existing or available;
  - f. Reduction in the availability of affordable housing in the neighborhood;
  - g. Impact on school population and facilities;
  - h. Destruction of or encroachment upon conservation or historic districts;
  - i. Conformity with federal, state and local laws, as demonstrated and certified by the applicant; and,
  - j. Massing and scale of project.
- (5) Whether the proposed use or development will be in harmony with the purposes of the specific zoning district in which it will be placed;
- (6) Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, or other city ordinances or regulations; and
- (7) When the property that is the subject of the application for a special use permit is within a design control district, city council shall refer the application to the BAR or ERB, as may be applicable, for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, that would mitigate any such impacts. The BAR or ERB, as applicable, shall return a written report of its recommendations to the city council.

(b) Any resolution adopted by city council to grant a special use permit shall set forth any reasonable conditions which apply to the approval.

**Sec. 34-162. Exceptions and modifications as conditions of permit.**

(a) In reviewing an application for a special use permit, the city council may expand, modify, reduce or otherwise grant exceptions to yard regulations, standards for higher density, parking standards, and time limitations, provided:

(1) Such modification or exception will be in harmony with the purposes and intent of this division, the zoning district regulations under which such special use permit is being sought; and

(2) Such modification or exception is necessary or desirable in view of the particular nature, circumstances, location or situation of the proposed use; and

(3) No such modification or exception shall be authorized to allow a use that is not otherwise allowed by this chapter within the zoning district in which the subject property is situated.

(b) The planning commission, in making its recommendations to city council concerning any special use permit application, may include comments or recommendations regarding the advisability or effect of any modifications or exceptions.

(c) The resolution adopted by city council to grant any special use permit shall set forth any such modifications or exceptions which have been approved.

## Attachment 2

### **Sec. 34-541. Mixed use districts—Intent and description.**

- (1) *Downtown Corridor.* The intent of the Downtown Corridor district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial environment in the city's downtown area. Ground-floor uses facing on primary streets should be commercial in nature. The area within this zoning district is the entertainment and employment center of the community and the regulations set forth within this district are designed to provide appropriate and convenient housing for persons who wish to reside in proximity to those activities. Within the Downtown Corridor district the following streets shall have the designations indicated:

*Primary streets:* All streets are primary.

*Linking streets:* None.

- (2) *Downtown Extended Corridor.* Historically, the areas within the Downtown Extended district contained manufacturing uses dependent upon convenient access to railroad transportation. In more recent times, use patterns within this area are similar to those within the Downtown district. The intent of this district is to encourage an inter-related mixture of high-density residential and commercial uses harmonious with the downtown business environment, within developments that facilitate convenient pedestrian and other links to the Downtown area. Within the Downtown Extended district, the following streets shall have the designations indicated:

*Primary streets:* Garrett Street, Monticello Avenue, 6th Street, Market Street, Carlton Road and 10th Street, N.E.

*Linking streets:* Avon Street, Dice Street, 1st Street, 4th Street, Gleason Street, Goodman Street, Oak Street, and Ware Street.

- (3) *North Downtown Corridor.* The Downtown North Corridor district is the historic center of the City of Charlottesville, and contains many historic structures. In more recent years this area has also developed as the heart of the city's legal community, including court buildings and related law and professional offices, and commercial and retail uses supporting those services. Within this area, residential uses have been established both in single-use and in mixed-use structures. Many former single-family dwellings have been converted to office use. The regulations for this district are intended to continue and protect the nature and scale of these existing patterns of development. Within the Downtown North Corridor district, the following streets shall have the designations indicated:

*Primary streets:* 8th Street, N.E. (between High Street and Jefferson Street), 5th Street, N.E., 1st Street, 4th Street, N.E., High Street, Jefferson Street, Market Street, 9th Street, 9th Street, N.E., 2nd Street, N.E., 2nd Street, N.W., 7th Street, N.E., 6th Street, N.E., and 3rd Street, N.E.

*Linking streets:* East Jefferson Street (east of 10th Street, N.E.), 8th Street, 11th Street, N.E., Lexington Street, Locust Street, Maple Street, Sycamore Street.

- (4) *West Main North Corridor.* The West Main North district is established to provide low-intensity mixed-use development at a scale that respects established patterns of commercial and residential development along West Main Street and neighborhoods adjacent to that street. When compared with the area further south along West Main Street, lots within this area are smaller and older, existing buildings (many of them historic in character) have been renovated to accommodate modern commercial uses. Within this district, established buildings are located in close proximity to the street on which they front, and one (1) of the primary goals of this district is to provide a uniform street wall for pedestrian-oriented retail and commercial uses. Within the West Main Street North district, the following streets shall have the designations indicated:

*Primary streets:* 4th Street, 14th Street, 10th Street, Wertland Street, and West Main Street.

*Linking streets:* Cream Street, Commerce Street, 8th Street, Elsom Street, 7th Street, 6th Street, 10½ Street and, 12th Street.

- (5) *West Main South Corridor.* Property on the south side of West Main Street are much deeper, and generally larger in size, than those to the north, and established non-commercial uses typically are separated from adjacent residential neighborhoods by railroad tracks and street rights-of-way. The purpose of this zoning district is to encourage pedestrian-friendly mixed-use development, at an intensity slightly greater than that to the north of West Main. The permitted uses and building heights, those allowed by-right and by special permit, respect the scenic character of the West Main Street corridor. Within the West Main Street South district, the following streets shall have the designations indicated:**

***Primary streets:* Jefferson Park Avenue, 9th/10th Connector, Ridge Street, 7th Street, and West Main Street.**

***Linking streets:* Dice Street, 11th Street, 5th Street, 4th Street, and 7th Street.**

- (6) *Cherry Avenue Corridor.* This zoning classification establishes a district designed to encourage conservation of land resources, minimize automobile travel, and promote employment and retail centers in proximity to residential uses. It permits increased development on busier streets without fostering a strip-commercial appearance. It is anticipated that development will occur in a pattern consisting of ground-floor commercial uses, with offices and residential uses located on upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along primary street frontages. Within the Cherry Avenue Corridor district the following streets shall have the designations indicated:

*Primary streets:* Cherry Avenue, 9th/10th Connector.

*Linking streets:* 4th St., 5th St., Delevan St., Estes St., Grove St., King St., Nalle St., 9th St., 6th St., 6½ St., 7th St.

- (7) *High Street Corridor.* The areas included within this district represent a section of High Street that has historically developed around medical offices and support services, as well as neighborhood-oriented service businesses such as auto repair shops and restaurants. The regulations within this district encourage a continuation of the scale and existing character of uses established within this district, and are intended to facilitate infill development of similar uses. Within the High Street corridor district the following streets shall have the designations indicated:

*Primary streets:* East High Street and Meade Avenue.

*Linking streets:* 11th Street, Gillespie Avenue, Grace Street, Grove Avenue, Hazel Street, Moore's Street, Orange Street, Riverdale Drive, Stewart Street, Sycamore Street, Ward Avenue, and Willow Street.

- (8) *Neighborhood Commercial Corridor district.* The intent of the Neighborhood Commercial Corridor district is to establish a zoning classification for the Fontaine and Belmont commercial areas that recognize their compact nature, their pedestrian orientation, and the small neighborhood nature of the businesses. This zoning district recognizes the areas as small town center type commercial areas and provides for the ability to develop on small lots with minimal parking dependent upon pedestrian access. The regulations recognize the character of the existing area and respect that they are neighborhood commercial districts located within established residential neighborhoods. Within this district the following streets shall have the designations indicated:

*Primary streets:* Bainbridge St., Carlton Ave., Douglas Ave., Fontaine Ave., Garden St., Goodman St., Hinton Ave., Holly St., Lewis St., Maury Ave., Monticello Rd., and Walnut St.

*Linking streets:* None.

- (9) *Highway Corridor district.* The intent of the Highway Corridor district is to facilitate development of a commercial nature that is more auto oriented than the mixed use and neighborhood commercial corridors. Development in these areas has been traditionally auto driven and the regulations established by this ordinance continue that trend. This district provides for intense commercial development with very limited residential use. It is intended for the areas where the most intense commercial development in Charlottesville occurs. Within this district the following streets shall have the designations indicated:

*Primary streets:* Bent Creek Road, Carlton Rd., Emmet Street, 5th Street, Harris Road, Hydraulic Road, Monticello Ave., and Seminole Trail.

*Linking streets:* Angus Road, East View Street, Holiday Drive, India Road, Keystone Place, Knoll Street, Linden Avenue, Line Drive, Michie Drive, Mountain View Street, Seminole Circle, and Zan Road.

- (10) *Urban Corridor.* The intent of the Urban Corridor district is to continue the close-in urban commercial activity that has been the traditional development patterns in these areas. Development in this district is both pedestrian and auto oriented, but is evolving to more of a pedestrian center development pattern. The regulations provide for both a mixture of uses or single use commercial activities. It encourages parking located behind the structure and development of a scale and character that is respectful to the neighborhoods and university uses adjacent. Within this district the following streets shall have the designations indicated:

*Primary streets:* Barracks Road, Emmet Street, and Ivy Road.

*Linking streets:* Arlington Boulevard, Cedars Court, Copeley Drive, Copeley Road, Earhart Street, Massie Road, Meadowbrook Road, Millmont Street and Morton Drive.

- (11) *Central City Corridor.* The intent of the Central City Corridor district is to facilitate the continued development and redevelopment of the quality medium scale commercial and mixed use projects currently found in those areas. The district allows single use development, but encourages mixed



use projects. The regulations are designed to encourage use of and emphasize proximity to natural features or important view sheds of natural features. Development allowed is of a scale and character that is appropriate given the established development that surrounds the district. Within the Central Corridor district the following streets shall have the designations indicated:

*Primary streets:* East High Street, Harris Street, Long Street, Preston Avenue, Rose Hill Drive, 10th Street, Preston Avenue, and River Road.

*Linking streets:* Albemarle Street, Booker Street, Caroline Avenue, Dale Avenue, 8th Street, Forest Street, 9th Street, and West Street.

- (12)*Water Street Corridor District.* The intent of the Water Street Corridor District is to provide for a mix of commercial, retail and entertainment uses in a way that complements and supports the Downtown Pedestrian Mall area. As the Downtown Pedestrian Mall develops, the natural spillover will be to this area. While not a complete pedestrian zone, it contains many characteristics thereof. Development therefore should blend the pedestrian scale with a slightly more automobile oriented feel to achieve this supportive mixed-use environment.

*Primary streets:* All.

*Linking streets:* None.

- (13)*South Street Corridor District.* Adjacent to the downtown area and wedged against the railroad tracks is a small grouping of large historic homes, many of which have been converted to offices and/or apartments. In order to preserve the rich character and style of these few remaining structures from another era, the South Street Corridor District has been created. This district is intended to preserve the historic pedestrian scale, recognizing the importance of this area to the history of the downtown area.

*Primary streets:* South Street.

*Linking streets:* None.

- (14)*Corner District.* The Corner District is established to provide low-intensity missed-use development to primarily serve the area surrounding the University of Virginia. It encourages development at a scale that respects the established character of the historic commercial area adjacent to the central grounds of the University. Within the district two- and three-story buildings front the streets establishing a pedestrian scale for retail and commercial uses.

*Primary streets:* University Avenue, West Main Street, Wertland Street, Elliewood Avenue 13th Street and 14th Street.

*Linking streets:* Chancellor Street, 12th Street, 12½ Street and 13th Street.

### **Attachment 3**

#### **Approval without any conditions:**

I move to recommend approval of a special use permit as requested in SP-14-10-10, because I find that approval of this request is required for the public necessity, convenience, general welfare or good zoning practice.

OR

#### **Approval with conditions:**

I move to recommend approval of a special use permit as requested in SP-14-10-10, subject to conditions, because I find that approval of this request is required for the public necessity, convenience, general welfare or good zoning practice. My motion includes a recommendation for the conditions referenced in the staff report dated, subject to the following revisions:

*[List desired revisions]*

#### **Denial Options:**

I move to recommend denial of this application for a special use permit;

# 1106 West Main Street Hotel

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# Location

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*Ideally situated along the West Main Corridor – a gateway between University Grounds and Downtown Charlottesville.*

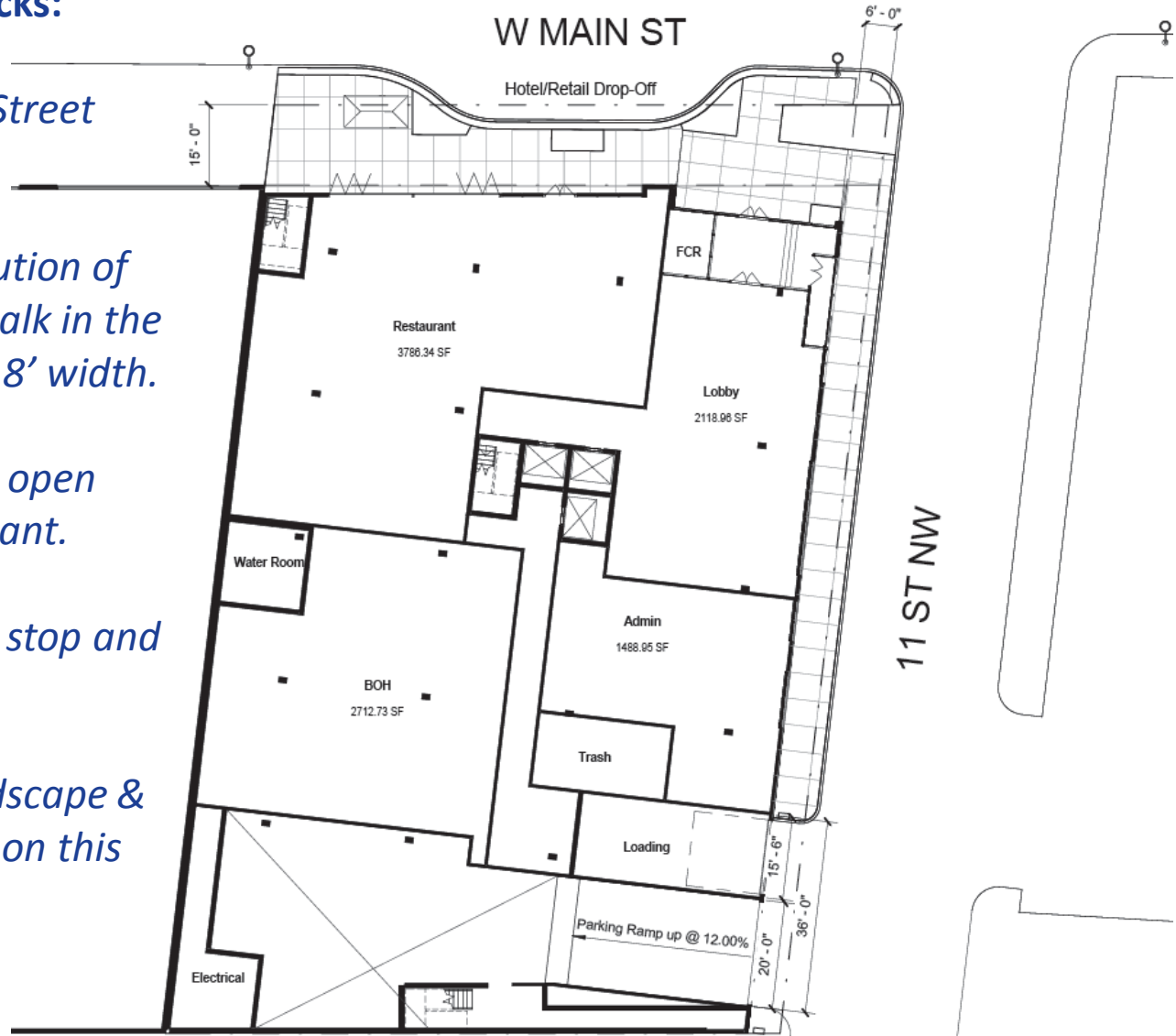






## The Streetscape and Setbacks:

- 15' Setback at W. Main Street
- 6' Setback at 11<sup>th</sup> Street
  - a proposed contribution of another 2' of sidewalk in the right-of-way for an 8' width.
- Active ground floor with open storefront to the restaurant.
- Incorporation of the bus stop and hotel drop-off.
- Continuation of the hardscape & landscaping established on this block.



## The Stepbacks:

- 10' Stepback at 46 feet above sidewalk along W. Main Street.
- 0' Stepback at the Tower Element on 11<sup>th</sup> Street, but a 5' stepback provided for the majority of the elevation.





## Consistent Scale at the Gateway

- *Massing and scale consistent with the immediate surroundings.*
- *The backdrop to this site is the UVA parking garage.*





## The Height:

- *Sustainable Design*
  - *Onsite covered parking contributing to low impact design and a reduction of the heat island effect.*
  - *Reduced noise and vibration impacts to surrounding businesses, laboratories, and medical facilities.*
  - *Usable, gross square footage (density) is raised above the structured parking.*
- *An Actively Programmed Ground Floor.*
  - *The porosity of the ground floor melds the interior and exterior spaces at the restaurant inviting pedestrians to this street presence. By not having a centrally located dining presence, support facilities and guestrooms are moved vertically.*
  - *Consistent with the City's vision of focusing on the pedestrian experience.*
- *A Defining Corner at the Gateway to University Grounds*

# Design

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*A New and Vibrant Host*





*A structure representing the youthful and dynamic citizens of Charlottesville, while respecting and recognizing its context. An activity node in the new streetscape.*



# Benefits to the Community

A first-class gateway building defining the corner of 11<sup>th</sup> and W. Main

- First-class materials & architecture befitting a vibrant and active Charlottesville
- An active and animated West Main Street frontage
- Parking within the structure – no surface parking in an active retail corridor
- A sidewalk on the west side of 11<sup>th</sup> where none exists today - safe pedestrian transit
- A restaurant to welcome the community rather than simply hotel guests
- 24-hour “eyes on the street” security with the W. Main Street-facing lobby
- Streetscape & landscaping improvements in keeping with the new W. Main Street
- Sustained job growth beyond just construction with on-going staffing of a hotel
- Maximum tax contribution with minimum demand on City services



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# SYCAMORE HOUSE HOTEL

10.21.14







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## Special Use Permit Narrative

October 2014

Carr Hospitality Hotel Development

LOCATION: 1106 West Main Street, Tax Map & Parcels 10-64 & 10-65

**PROJECT INFORMATION:** 1106 West Main Street is a proposed hotel development located at the southwest corner of West Main Street and 11th Street SW. The project consists of a hotel with approximately 150 rooms and a restaurant located on the street level of the West Main Street frontage. The site is within close proximity to the University of Virginia Medical Center and with walking distance to UVA Grounds. The newly constructed Battle Building and associated UVA parking deck are within the same block.

The project is located in the West Main South Mixed Use Zoning District and is within the City's West Main Street Architectural Design Control (ADC) District. Mass transit stops are all along West Main Street with an existing stop immediately in front of the property. The proposed Hotel is within the Parking Modified Zone, reflecting the City's desire to promote alternate modes of transportation along this vital connection between UVA the Downtown area. The project's design and massing is harmonious with existing buildings on the surrounding block as well as buildings within close proximity. This design also complies with the city's stated vision for the redevelopment of West Main Street, a designated urban development area within the city. Below you will find responses to each of the city's factors to be considered in review of Special Use Permit applications.

**SPECIAL USE PERMIT REQUEST:** A Special Use Permit (SUP) is being requested for additional height (from 70 ft. by-right maximum to 101 ft. maximum) and modifications of setbacks (sideyard setback reduction from 10 feet to 6 feet and no stepback along 11<sup>th</sup> Street SW)

### REVIEW CRITERIA:

- (1) Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood

The proposed hotel project is harmonious with the vision and goals for the West Main Street corridor and the current zoning ordinance. This project is located within the UVA Medical Center District with existing development measuring from 101 feet (Battle Building) to 150 feet (Main Hospital) and proposed development a block away being approved for 101 feet (1000 West Main Street). 1106 West Main Street intentionally brings activity to the street level of West Main with a restaurant fronting directly onto the street as well as the hotel lobby. Once complete, the hotel is expected to increase pedestrian activity, as well as provide an upscale lodging option within walking distance to the University.

- (2) Whether the proposed use or development and associated public facilities will substantially conform to the city's comprehensive plan

In the 2013 Comprehensive Plan, the City of Charlottesville promotes alternate modes of transportation, infill development and redevelopment of existing sites, economic development and the creation of mixed use projects. The plan also encourages reduction of parking in favor of alternate modes of transportation (such as walking and biking). The proposed hotel development at 1106 West Main Street meets all of these community enhancing goals.

There has been a recent influx of development within the University Medical Center District and along the West Main Street Corridor. The Hospital is improving and expanding facilities to continually improve its world class services. The City has worked for decades to spark development along West Main and now this area has momentum. The corner site of the hotel is an important infill development opportunity that will transform the site into a building that matches its urban surroundings while increasing economic development and vibrancy within the City. Carr Hospitality recognizes Charlottesville as a prime tourism destination and seeks to provide a product that is harmonious with City and University goals.

- (3) Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations

The structures and site will be designed to comply with all applicable building code regulations.

- (4) Whether the proposed use or development will have any potentially adverse impacts on the surrounding neighborhood, or the community in general; and if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate such impacts. Potential adverse impacts to be considered include, but are not necessarily limited to, the following:
- a. Traffic or parking congestion; *Carr Hospitality understands that this area, in particular, can experience traffic congestion. A hotel at 1106 West Main Street is an ideal and complimentary use as it has parking peaks that differ from the surrounding uses. Guests will check in during the afternoon and check out late morning. Many guests will likely come to the site via taxi and choose not to use a car because of the convenience of this location.*
  - b. Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment; *The project should have no adverse impact to the environment and will be in compliance with the City of Charlottesville lighting and noise ordinances.*
  - c. Displacement of existing residents or businesses; *The primary existing business at this location is the Studio Arts Shop. This business plans to move and open at a new location in the City.*
  - d. Discouragement of economic development activities that may provide desirable employment or enlarge the tax base; *The hotel and restaurant should provide new employment opportunities to members of this community while enlarging the tax base. It is important to note that a hotel use represents a significant value to the tax base for two reasons: By generating commercial taxes in addition to the real estate taxes any other use would pay, a hotel provides a significantly larger tax contribution. Secondly, the new tax revenue comes with the minimum demand on local services. For example, hotel guests do not place their children in the public school system while staying at the property.*
  - e. Undue density of population or intensity of use in relation to the community facilities existing or available; *This project is a mix of hotel and restaurant uses, therefore it will not have any impact on population and community facilities.*
    - f. Reduction in the availability of affordable housing in the neighborhood; *No impact.*
    - g. Impact on school population and facilities; *No impact.*
  - h. Destruction of or encroachment upon conservation or historic districts; *The project is located within the West Main Street ADC, and the Studio Arts Shop is considering a contributing structure to the district. In the recent past, the Board of Architectural Review did grant a demolition permit for 1106 West Main Street for the construction of a similar project. That demolition request has now expired, therefore Carr Hospitality has made appropriate application with the Board of Architectural Review as of October 28, 2014.*
  - i. Conformity with federal, state and local laws, as demonstrated and certified by the applicant; and, *This project is in compliance.*
  - j. Massing and scale of project. *The massing and scale of this project is consistent with the immediate surroundings as well as projects that have been proposed and constructed along the West Main Street Corridor. The backdrop to this site is the UVA parking garage; a structure spanning the entire block and measuring 101 feet tall plus an elevator appurtenance. Along with the newly constructed Battle Building (also 101 feet tall), the hotel actually works to break down the mass of the parking garage and provide new visual interest and activity to the block. As new development continues, taller and more urban projects have become the norm, with one and two story buildings on this particular block being out of scale with the vision and direction. A block away, 1000 West Main Street was recently approved for additional height of up to 101 feet with a foot print twice as large as this development.*

- (5) Whether the proposed use or development will be in harmony with the purposes of the specific zoning district in which it will be placed;

*Concepts from the Zoning Ordinance:* The purpose of the West Main South Mixed Use District is to promote mixed-use development along West Main--a significant route of access to the city. Objectives include (i) creation of a dynamic street life, encouraging the placement of buildings close to property lines, and/or heavily landscaped yard areas, in order to engage pedestrians and de-emphasize parking facilities; (ii) encouragement of mixed-use development; (iii) facilitation of development that demonstrates an appropriateness of scale; (iv) encouragement of development that offers creative minimization of the impact of parking facilities and vehicular traffic; (v) encouragement of landscaped spaces available for pedestrian use (e.g., pocket parks, tree-lined streets and walkways); (vi) encouragement of alternate forms of transportation (e.g., pedestrian travel, bicycle paths, use of public transit); (vii) encouragement of neighborhood-enhancing economic activity; (viii) encouragement of home ownership; and (ix) encouragement of neighborhood participation in the development process.

Of particular importance is the creation of corridors to serve as vital centers for economic growth and development while at the same time encouraging development that is friendly to pedestrians and alternate modes of transportation characteristic of an urban setting. 1106 West Main accomplishes the applicable goals of the Mixed Use Corridors.

- (6) Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, or other city ordinances or regulations.

The proposed hotel development will meet all applicable City requirements and regulations. As previously noted, this project contributes to the revitalization efforts along West Main Street to create a vibrant street life and economic boost for the City.

- (7) When the property that is the subject of the application for a special use permit is within a design control district, city council shall refer the application to the BAR or ERB, as may be applicable, for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, that would mitigate any such impacts. The BAR or ERB, as applicable, shall return a written report of its recommendations to the city council.

The Special Use Permit Request and accompanying Site Plan will be reviewed by the Board of Architectural Review. The BAR will also review COA Applications for demolition or the existing building and the proposed new construction.

Adjacent Properties

Name	Mailing Address	Tax Map and Parcel
Kane's Inc.	1200-02 WEST MAIN STREET Charlottesville, VA 22903	10-63
Rector & Visitors of the University of Virginia	P O BOX 400884 Charlottesville, VA 22904	10-61L
University Station LLC	P O BOX 7324 Charlottesville, VA 22906	10-68
Rector & Visitors of the University of Virginia	575 ALDERMAN ROAD Charlottesville, VA 22903	10-69
Rector & Visitors of the University of Virginia	P O BOX 400884 Charlottesville, VA 22904	10-69L
Rector & Visitors of the University of Virginia	P O BOX 3726 Charlottesville, VA 22903	10-53





**Location**

1106 W Main St Charlottesville, VA

**Required/ Permitted**

**Zoning:** West Main South Mixed Use with a Historic Overlay

Site Area	19,989sf		
Building Height	101		
By right	70ft		
Special Use Permit	101ft		
Setback from Main St	15ft min -	20ft max	
Setback from 11th St	10ft min -	20ft max	
Stepback @ Main St	10ft after	50ft	
Stepback @ 11th St	5ft after	50ft	
Parking	1 / 2	units= 0.5	
		* 150units	
		= 75 Spaces	
Retail Parking	1 / 250	Feet=	
Per modified Zone	0.5 / 250	Feet= 8	
		Total= 83	

**Provided**

Building Height	101ft
Appurtenance	16ft
Setback from Main St	15ft
Setback from 11th St per SUP	6ft
Stepback @ Main St	10ft
Stepback @ 11th St per SUP	0ft
Parking	90 Spaces

GSF		SF	
LEVEL			
1st-4th FLOOR	17,305SF x 4FLOORS	69,220SF	
5th-10th Floor	11,366SF x 6FLOORS =	68,196SF	
<b>TOTAL</b>	<b>10</b>	<b>137,416SF</b>	

Room Matrix		
Room Type	Count	Percentage
Suite	12	8%
King	84	56%
Double Queen	54	36%
<b>Total Units</b>	<b>150</b>	

Room Count		
Levels	Units	Total
5nd-10th	25Units x 6FLOORS	150









PERSPECTIVE 1

**SYCAMORE HOUSE HOTEL**

PRELIMINARY STUDY

10.21.14

1825 K STREET, NW SUITE 300 WASHINGTON D.C. 20006





PERSPECTIVE 2

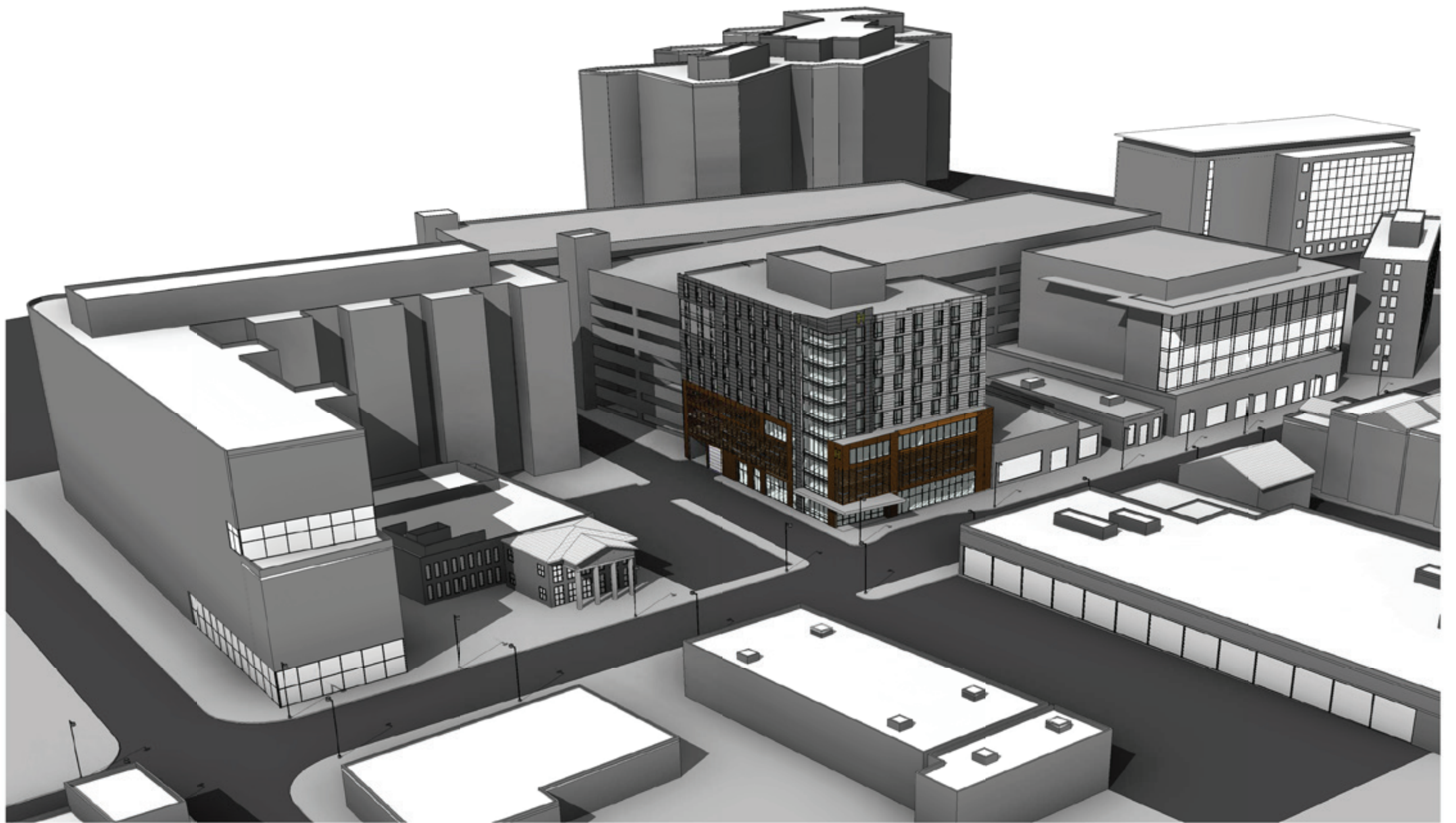
**SYCAMORE HOUSE HOTEL**

PRELIMINARY STUDY

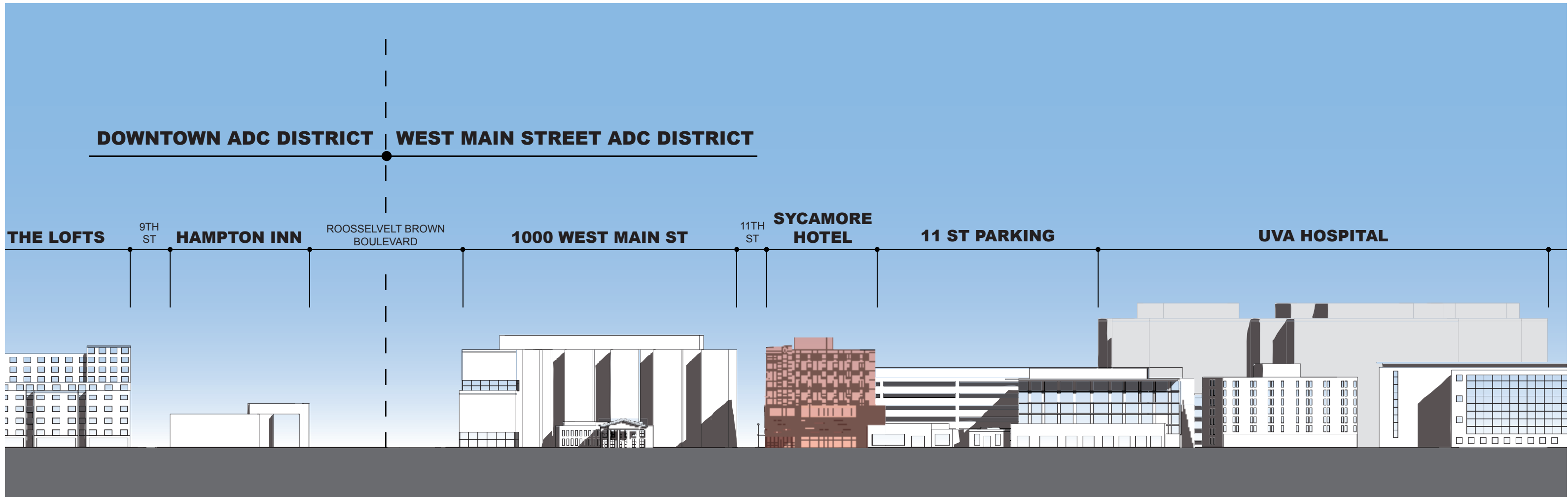
10.21.14

1825 K STREET, NW SUITE 300 WASHINGTON D.C. 20006











NORTH ELEVATION  
SCALE: 1"= 20'-0"

**SYCAMORE HOUSE HOTEL**  
PRELIMINARY STUDY

10.21.14

1825 K STREET, NW SUITE 300 WASHINGTON D.C. 20006

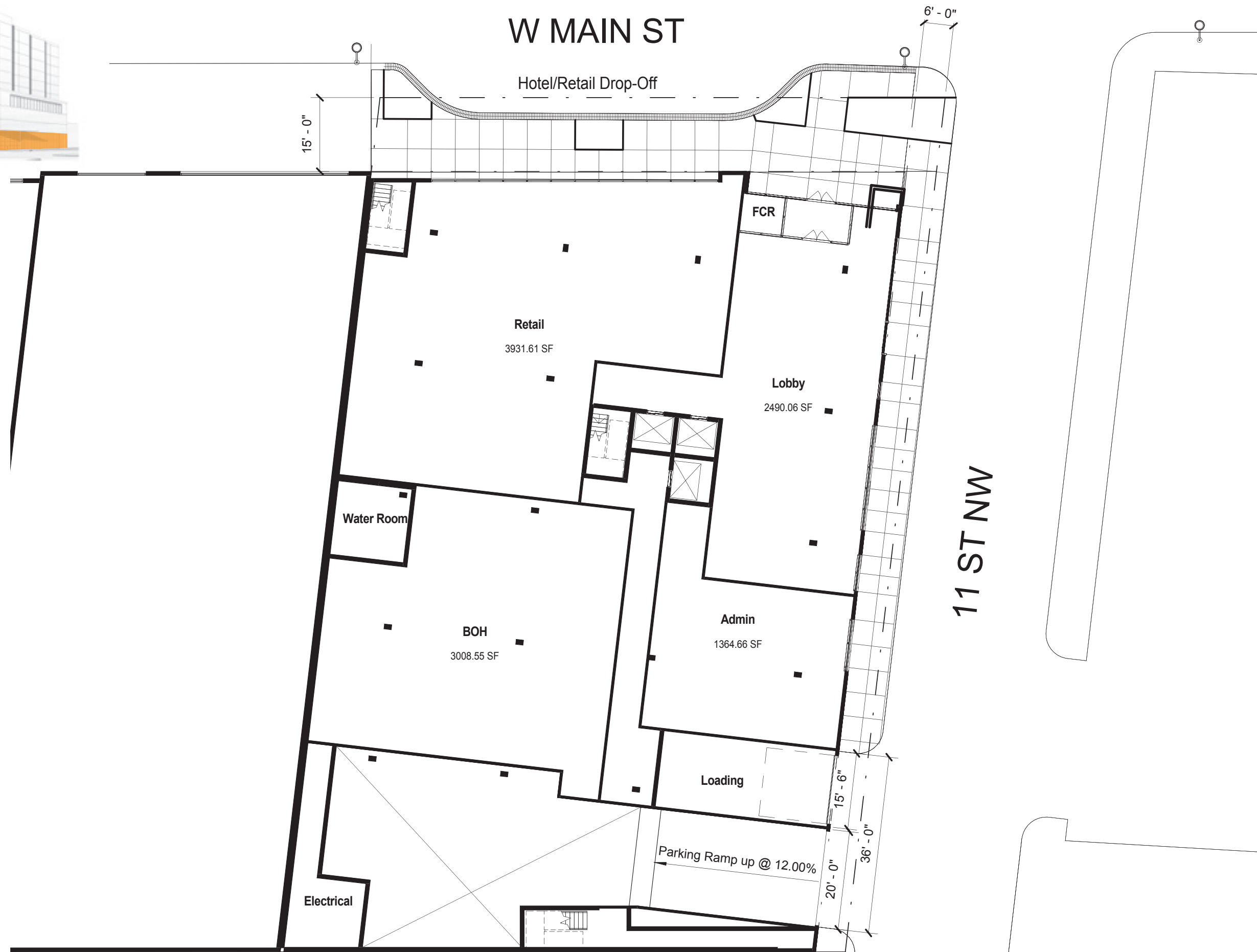
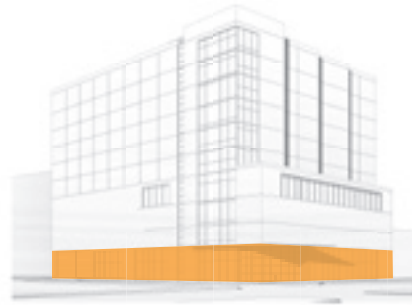
PG 12













W MAIN ST

Hotel/Retail Drop-Off



11 ST NW





# W MAIN ST

Hotel/Retail Drop-Off





W MAIN ST

Hotel/Retail Drop-Off



11 ST NW

DN @ 5.00%

DN @ 5.00%

+28' - 4"

DN @ 6.00%

+26' - 0"



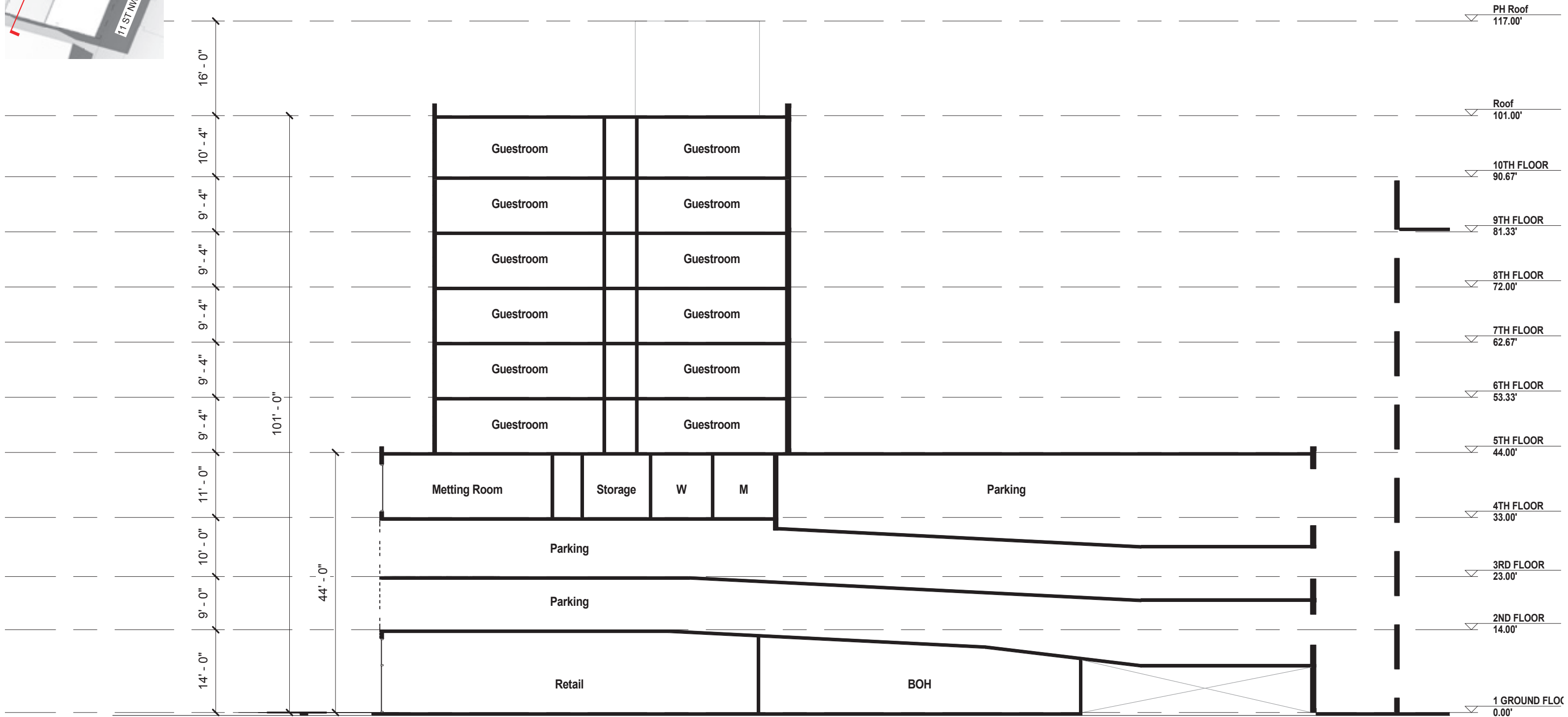
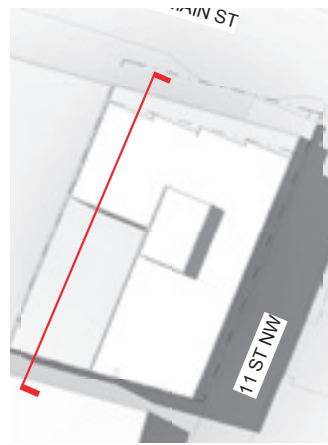




# W MAIN ST

Hotel/Retail Drop-Off





CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA



**Agenda Date:** January 5, 2015  
**Action Required:** Approval of Resolution  
**Presenter:** Jim Tolbert, AICP, Director, NDS  
**Staff Contacts:** Jim Tolbert, AICP, Director, NDS  
**Title:** **McIntire Road Extended Naming**

**Background:** The McIntire/250 Interchange and the McIntire Road Extended (also known as the Meadowcreek Parkway) projects are nearing completion. The County portion was completed approximately two years ago, and the Board of Supervisors named it the John Warner Parkway. The name was chosen to honor Senator John Warner, who was instrumental in securing the funding for the interchange project.

**Discussion:** Now that the City portion of the road is nearing completion, it needs to be named. The two appropriate options are McIntire Road or the John Warner Parkway. It would be very difficult for emergency service providers to have another name for this short stretch of road.

A decision needs to be made in order to ensure the signs are manufactured and erected in advance of the opening of the road.

**Community Engagement:** There has been no direct engagement regarding the naming of the roadway, but the project itself has been the subject of extensive engagement.

**Alignment with City Council Vision and Strategic Plan:** Approval of this agenda item does not align directly with Council's Vision area or a Strategic Plan goal.

**Budgetary Impact:** Naming the road has no impact on the budget.

**Recommendations:** Staff recommends adoption of the Resolution to name the road either McIntire Road or John Warner Parkway.

**Alternative:** Council could choose a different name for the road.

**RESOLUTION**  
**McIntire Road Extended City Section Naming**

**BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that the road extension of McIntire Road between the US 250 Bypass and Melbourne Road be named John Warner Parkway.

**OR**

**BE IT RESOLVED** by the Council of the City of Charlottesville, Virginia that the road extension of McIntire Road between the US 250 Bypass and Melbourne Road be named McIntire Road.

**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



Agenda Date:	January 5, 2015
Action Required:	Direction
Presenter:	Chris Engel, CEcD, Director of Economic Development Jim Tolbert, AICP, Director of Neighborhood Services
Staff Contacts:	Chris Engel, CEcD, Director of Economic Development Jim Tolbert, AICP, Director of Neighborhood Services
<b>Title:</b>	<b>Parking Management Strategy</b>

**Background/Discussion:** After hearing support from downtown merchants for a managed on street parking strategy at the December 1<sup>st</sup> council meeting, the City Council requested that staff provide a recommendation for moving forward. While there are many components to a comprehensive parking management strategy, the fundamental tenet is the ability to charge for on-street parking. Currently virtually all on-street spaces in the city are available to the public for various lengths of time at no cost. Therefore, if Council is interested in implementing a viable parking management strategy there must be a corresponding willingness to institute a paid on-street system that also includes attentive and regular enforcement.

The most recent comprehensive parking study was completed in 2008 by a consulting team led by Martin Alexiou Bryson. This process resulted in a series of recommendations including transitioning to a paid on-street system. At the time the council was not supportive of doing so. (A complete list of recommendations including those that were implemented and those that were not is included herein.)

More recently, a consulting team associated with the West Main Street Streetscape process was charged with conducting a parking analysis along this corridor. The results of this analysis were made public and discussed as part of the Council work session on December the 18, 2014. This process also produced a series of recommendations centered on the implementation of metered parking using smart parking technology, a robust enforcement strategy and demand responsive pricing.

In light of these past recommendations and continued downtown development that will ultimately outstrip the supply of publically available off -street parking, staff believes it is time to reconsider instituting a paid on-street system so that parking management can be achieved.

To assist with this process, we suggest that a very specific scope of work be developed to refresh and confirm the data and recommendations from the previous studies and provide an implementation plan for a parking management strategy.

The scope should include:

1. Update parking inventory from the 2008 study
2. Perform parking utilization survey of several targeted areas
3. Analysis and recommendation for addressing employee parking solutions
4. Stakeholder survey to assess parking needs of business owners, property owners, employees and residential representatives
5. Review and recommendation of demand management strategies
6. Review of current technology and recommendation of appropriate smart parking equipment

The geographic extent of the proposed analysis should include the previous downtown study area (see attached map) - which also includes the Court Square area and the Corner area. As previously referenced an analysis of the West Main Street area has recently been completed.

Staff recommends engaging the appropriate on-call parking consultant to handle this work.

**Community Engagement:** Significant public engagement including stakeholder's surveys and public meetings are envisioned should this effort move forward. In addition, the Downtown Business Association of Charlottesville has indicated support for this effort and has been engaging their members and several major property owners.

**Alignment with City Council's Vision and Strategic Plan:** Approval of this agenda item aligns with Council's vision for Economic Sustainability and for a Connected Community.

**Budgetary Impact:** While the city has two on-call consultants with expertise in parking related issues, we do not have an estimated cost for this specific scope of work at this point. Once cost is determined staff recommends using accumulated funds in the Strategic Investment Fund to carry out this work.

**Recommendation:** Staff recommends moving forward with the necessary data gathering and analysis to inform a comprehensive parking management strategy.

**Alternatives:** Council may choose not to move forward with further consideration of a parking management strategy.

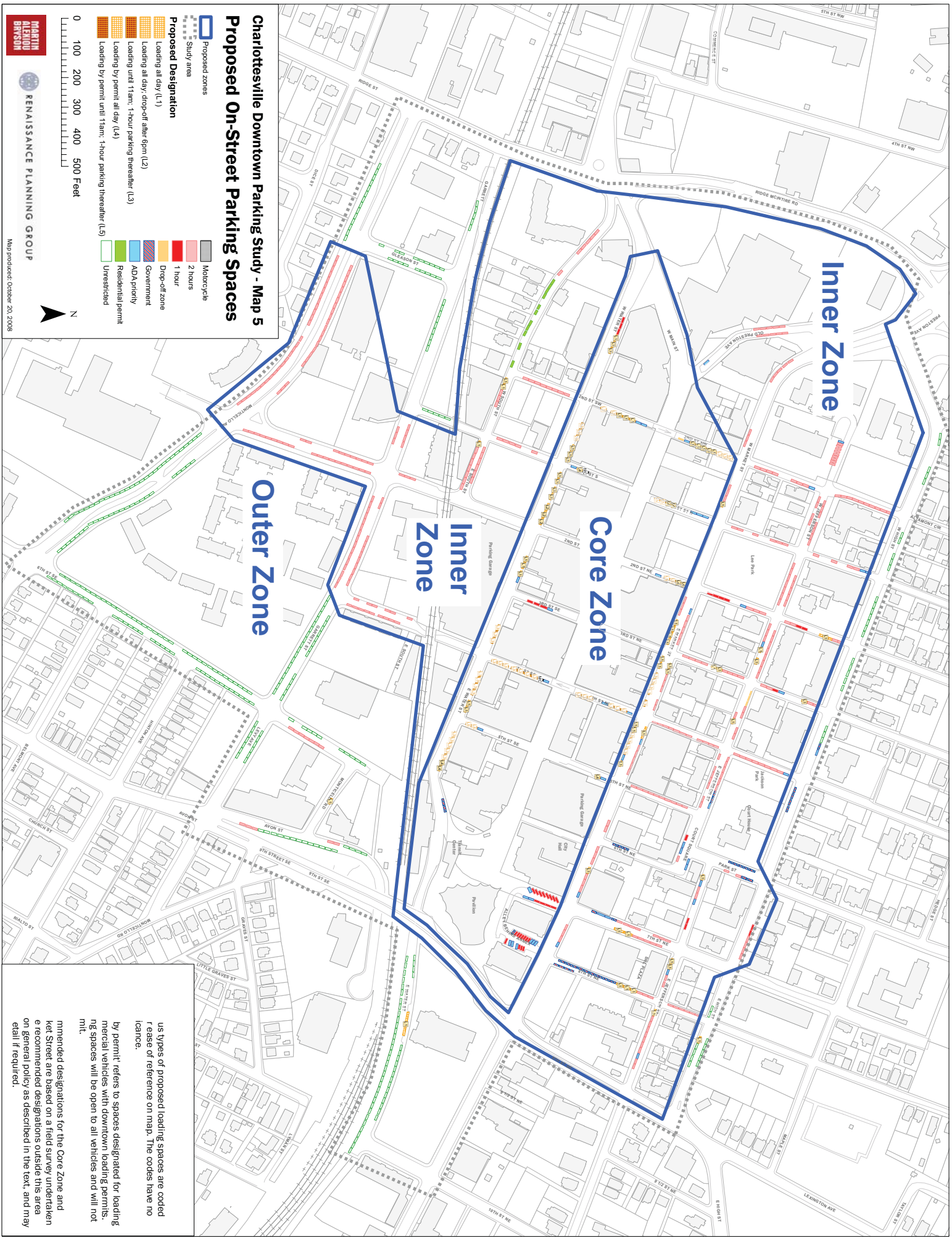
**Attachments:** 2008 Parking Study Summary of Recommendations  
2008 Parking Study Area Map

## PARKING STUDY – 2008

### MARTIN ALEXIOU BRYSON & RENAISSANCE PLANNING GROUP

RECOMMENDATION	COMPLETED	
	YES	NO
1. A Core Zone with the emphasis on business loading needs, short visits to businesses (one-hour parking) and accessible (ADA) spaces.	<input checked="" type="checkbox"/>	
2. An Inner Zone with the emphasis on two-hour parking, serving shoppers and other downtown customers and visitors. Loading, ADA and one-hour spaces should be provided where these are needed in specific locations.	<input checked="" type="checkbox"/>	
3. An Outer Zone with the emphasis on unrestricted parking. Loading, ADA, and two-hour spaces should be provided where these are needed in specific locations.	<input checked="" type="checkbox"/>	
4. Loading all day until 6pm (as per current designation of loading spaces).	<input checked="" type="checkbox"/>	
5. Loading all day until 6pm, then drop-off after 6pm.	<input checked="" type="checkbox"/>	
6. Loading until 11am, then one-hour parking until 6pm.	<input checked="" type="checkbox"/>	
7. Loading with Business Loading Permit all day until 6pm.	<input checked="" type="checkbox"/>	
8. Loading with Business Loading Permit until 11am, then one-hour parking until 6pm.		<input checked="" type="checkbox"/>
9. Creating a City Parking Department, or a Parking Division within an existing City department, to provide full-time management of the parking system.		<input checked="" type="checkbox"/>
10. Treating parking enforcement as an ambassador/welcome role as much as a ticketing role.	<input checked="" type="checkbox"/>	
11. Using on-street parking fees to cover management costs and to create revenue for downtown booster programs.		<input checked="" type="checkbox"/>
12. Adopting an occupancy target for general on-street parking, with rates set accordingly, so that the convenient spaces are never totally full and customers and visitors can therefore always find a convenient space.		<input checked="" type="checkbox"/>
13. Using modern meters or multi-space 'pay stations.'		<input checked="" type="checkbox"/>
14. Make the recommended changes to parking space designations, as described above, and retain on-street parking.	<input checked="" type="checkbox"/>	
15. Make the recommended changes to parking space designations, as described above, and move to a more pro-active model of managing downtown parking, including charging for on-street parking in the Core Zone and Inner Zone.		<input checked="" type="checkbox"/>
16. Replace the PEZ with the following systems:		
<ul style="list-style-type: none"> <li>• Set minimum parking standards with the developer having the option of paying a fee in lieu of some or all of the parking required.</li> </ul>	<input checked="" type="checkbox"/>	
<ul style="list-style-type: none"> <li>• Incentivize employer participation in travel demand management (TDM) programs.</li> </ul>		<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li>• Expand permit parking and create parking benefit districts as needed.</li> </ul>	<input checked="" type="checkbox"/>	
17. Using the supply and price of commuter parking to regulate demand.		<input checked="" type="checkbox"/>
18. Providing good quality, attractive modes of travel, so that people can and will respond to the price signals.		<input checked="" type="checkbox"/>
19. Continuing to develop TDM programs to support people who use the alternatives		<input checked="" type="checkbox"/>





us types of proposed loading spaces are coded r ease of reference on map. The codes have no igrance.

by permit' refers to spaces designated for loading merical vehicles with downtown loading permits. ng spaces will be open to all vehicles and will not mit.

mmended designations for the Core Zone and ket Street are based on a field survey undertaken e recommended designations outside this area on general policy as described in the text, and may etail if required.



**CITY OF CHARLOTTESVILLE, VIRGINIA  
CITY COUNCIL AGENDA**



**Agenda Date:** January 5, 2015

**Action Required:** Yes (One reading Resolution)

**Presenter:** Kurt Krueger, Piedmont Family YMCA Chair

**Staff Contacts:** Craig Brown, City Attorney  
Brian Daly, Director of Parks and Recreation

**Title:** YMCA's Third Request for an Extension of Time to Commence Construction of a Fitness Facility in McIntire Park

**Background:**

In January 2008 the City leased property on the west side of McIntire Park to the Piedmont Family YMCA for the construction and operation of a community fitness and recreation facility. The lease is for a term of 40 years. Paragraph 8 of the Ground Lease states in relevant part as follows:

***"If construction is not commenced within sixty (60) months of the execution of this lease, this lease shall terminate unless an extension of time is requested by the Lessee for good cause and agreed to by the City, such agreement not to be unreasonably withheld."***

The initial 60 month deadline required the YMCA to commence construction by January 15, 2013. Two one-year extensions of that deadline have been requested by the YMCA and granted by City Council. By Resolution adopted on December 17, 2012, the deadline to begin construction was extended to January 15, 2014. A second Resolution adopted on December 16, 2013 extended the deadline to January 15, 2015. The Resolutions cited the fact that "construction has been delayed due to litigation over the City's bidding and funding process related to the leasing of the subject land which litigation concluded in January of 2013".

**Discussion:**

The YMCA is not in a position to begin construction by the current deadline of January 15, 2015, and is therefore requesting another one-year extension, to January 15, 2016. The basis for their request, with an update on the status of the project, is set forth in the attached letter dated December 30, 2014 from Piedmont Family YMCA Board Chair Kurt Krueger to City Manager Maurice Jones. As noted in the letter the YMCA anticipated

closing on its financing and beginning construction last Fall, but “a loan structuring issue resulted in one of our guarantors refusing to go forward, and we have been working since September to find a replacement for that guarantor with one or more additional guarantors or actual capital contributions to the project”. The letter concludes by stating that the YMCA anticipates that it will be able to notify the City in early 2015 if there will be any material changes to their previously approved financing plan.

**Community Engagement:**

There has been no community engagement on the question of whether an extension of time to begin construction should be granted. There was significant public engagement and participation through public meetings and hearings prior to the award of the Ground Lease in 2008.

**Budgetary Impact:**

There will be no impact to the City’s budget if an extension of the date to begin construction is approved.

**Recommendation:**

Approval of the attached Resolution if City Council finds that good cause exists for an extension of the date to begin construction.

**Alternatives:**

City Council could decline to grant the extension of time requested by the YMCA. In that event the Ground Lease would terminate if the YMCA did not begin construction of the fitness facility in McIntire Park by January 15, 2015.

**Attachments:**

December 30, 2014 YMCA letter  
Proposed Resolution



## Piedmont Family YMCA

674 Hillsdale Drive, Suite 4  
Charlottesville, VA 22901  
Office: 434-974-9622  
Fax: 434-974-4651  
office@piedmontymca.org

December 30, 2014

Maurice Jones  
Charlottesville City Manager  
605 East Main Street  
Charlottesville, VA 22902

City of Charlottesville/YMCA Ground Lease-Request for  
Extension of Commencement of Construction Deadline

Dear Maurice:

Piedmont Family YMCA, Inc. and the City of Charlottesville are parties to a Ground Lease dated January 15, 2008 pursuant to which the City leases to the YMCA certain space in McIntire Park on which the YMCA intends to build a recreational facility. Pursuant to Paragraph 8 of the Ground Lease, if construction of the facility is not commenced within sixty (60) months of the execution of the Ground Lease (January 15, 2013), it shall terminate unless an extension of time is requested by the YMCA for good cause and agreed to by the City, such agreement not to be unreasonably withheld. As you will recall, at the request of the YMCA, Council approved a one-year extension of this date (to January 15, 2014) at its December 17, 2012 meeting and a second one-year extension (to January 15, 2015) at its December 16, 2013 meeting.

As you are aware, our project was the subject of separate lawsuits filed by the Charlottesville Area Fitness Owners Association against the City and Albemarle County with respect to the Ground Lease and Use Agreement in May, 2010. These cases were ultimately dismissed by the Circuit Court for the County of Albemarle, but appealed to the Virginia Supreme Court. The YMCA was in the final stages of negotiating its construction contract to move forward with construction in August, 2011 when we received word that the Virginia Supreme Court had agreed to hear the appeals of the cases. The Virginia Supreme Court held hearings on the cases in June, 2012, but did not issue its opinion dismissing the appeals until January of 2013, over 2 ½ years after the lawsuits were originally filed.

After issuance of the Virginia Supreme Court opinion, we updated our construction estimates and continued to work with our lender group in order to develop the numbers necessary to prepare our financial plan which was presented to you and then to Council at its March 18, 2013 meeting. We had a term sheet from our lender group but still had a number of details to work out with them to get a loan commitment. The lender group is made up of several local banks, each of whom would fund a portion of the loan necessary to construct the facility. Since the

YMCA has no membership revenue from the facility until it is built, and we do not own the land upon which it will be built, the loan is essentially unsecured and by spreading the loan amount over several lenders, each lender would be able to reduce its overall risk for this essentially unsecured loan.

In the summer of 2013 we were informed that one of the lenders would not be able to make its portion of the loan (due to circumstances not related to the YMCA or within our control) and our lead lender had to find another lender to take its place. Another lender was found, but it imposed additional requirements on the YMCA that it diligently worked to satisfy, and the YMCA also provided updated financial information and updated construction costs to the lender group. One of the additional requirements from the lenders included having guarantees from individuals of \$5.0 million of the financing to be provided to by the lenders. There were also updates to the statewide building codes that went into effect on July 1, 2013 which required our architects to re-review our plans to be sure that they still complied with the updated codes. We were successful in obtaining the required guarantors and had the building plans updated to comply with the new building codes and this process was completed at the end of 2013.

Given the proximity to year-end, the lenders asked for updated financial information for the year ending 12/31/13. We provided the lenders with our unaudited financials for the year-end shortly thereafter and the Y's auditors completed our audited financial statements in May, 2014. The lenders reviewed these statements and issued commitment letters to the YMCA in May, 2014. These commitments were contingent upon the lender group finding one additional lender to participate in a portion of the loan (which it did July, 2014), and the YMCA obtaining an update on its construction costs. As we suspected might be the case, the passage of time had resulted in increased construction costs, so the YMCA worked with its contractor and building committee during this past summer to adjust various interior finishes and components to bring the construction price back down to where it was the previous year. With this updated construction price we prepared a new financial plan and presented that to you in August, and you gave us your concurrence at the end of August. At this point, the YMCA believed that it was ready to close on its financing and begin construction. Unfortunately, a loan structuring issue resulted in one of our guarantors refusing to go forward, and we have been working since September to find a replacement for that guarantor with one or more additional guarantors or actual capital contributions to the project. We have raised pledges for a portion of that amount, but not all of it and need additional time to find another guarantor or capital contributions for the remaining portion. Although we are making good progress, with the holidays we would not expect to be able to complete this process and finalize our financing and mobilize our contractor on site by January 15. Therefore, we respectfully request an extension of the construction commencement deadline under Paragraph 8 of the Ground Lease for an additional twelve (12) months to January 15, 2016. We were delayed 2 ½ years as a result of the lawsuits filed against the City and County, but to this point have only a two-year extension. We have been working diligently, and will continue to work diligently, to obtain our financing and begin construction. We have expended substantial sums in architectural and other fees which are site specific to the McIntire

Maurice Jones  
December 30, 2014  
Page Three

Park site. We believe an additional one-year extension is appropriate and reasonable under these circumstances.

We request that this matter be put on the City Council meeting agenda for January 5, 2015 and I will be available to appear before Council to answer any questions.

Please note that we are not asking you to re-review our financial plan at this time. We need to obtain our final construction costs and loan interest rates in order to see whether there are any material changes to the plan or whether it is simply the same plan, with the time-frames shifted accordingly, and will provide you with that information when it is available, hopefully early in 2015. In the meantime, if you have any questions, please feel free to call me.

Sincerely,



Kurt J. Krueger  
Chairman

cc: S. Craig Brown, Esq., City Attorney

63286880\_2

**RESOLUTION  
EXTENDING THE DEADLINE FOR PIEDMONT FAMILY  
YMCA  
TO COMMENCE CONSTRUCTION ON THE RECREATIONAL  
FACILITY TO BE LOCATED IN McINTIRE PARK**

**WHEREAS**, the City of Charlottesville and Piedmont Family YMCA (“YMCA”) entered into a Ground Lease, dated January 15, 2008, for a portion of McIntire Park where the YMCA intends to build and operate a recreational facility to benefit the community; and,

**WHEREAS**, construction of the facility was delayed due to litigation challenging the process used to lease the property to the YMCA and to provide City funding for the project, which litigation began in May 2010 and concluded in January 2013; and,

**WHEREAS**, Paragraph 8 of the Ground Lease states that the lease will terminate if construction of the facility is not commenced within sixty (60) months of the execution of the lease (by January 15, 2013), unless an extension of time is requested by the YMCA for good cause and agreed to by the City; and,

**WHEREAS**, Council previously granted one year extensions to the deadline on December 17, 2012 and December 16, 2013, resulting in a current deadline of January 15, 2015 for the YMCA to commence construction of the facility; and,

**WHEREAS**, the YMCA has requested another one year extension of the deadline to begin construction, to January 15, 2016, because additional time is needed to finalize the financing for the project due to the unanticipated withdrawal of one of the guarantors of the financing; and,

**WHEREAS**, this Council finds that good cause does exist to extend the deadline to begin construction of the facility from January 15, 2015 to January 15, 2016.

**NOW, THEREFORE, BE IT RESOLVED** by the Council for the City of Charlottesville, Virginia that this Council hereby agrees to extend the deadline for the commencement of construction of the YMCA facility in McIntire Park for an additional twelve (12) months, as requested by the YMCA. The new construction commencement deadline will be January 15, 2016.