



County of Albemarle  
County Executive Office

Tel: 434-296-5841  
Fax: 434-296-5800

## **Eastern Avenue Extension Public Private Transportation Act Finding of Public Interest (FOPI)**

### **Project Description**

The purpose of the proposed project is to provide a connection between residential areas on the north side of Lickinghole Creek and Route 250 (Rockfish Gap Turnpike). This connection will eliminate the approximately 5.5-mile detour currently required for residents to cross Lickinghole Creek and reach Route 250 (Rockfish Gap Turnpike), which is a key minor arterial linking residents to shopping centers and schools and providing interstate access. As residential development and employment increase within Crozet, Eastern Avenue is needed to link the neighborhoods and mitigate the congestion that is otherwise expected to occur on Route 240 (Crozet Avenue and Three Notch'd Road) and at the western intersection of Route 250 and Route 250 (Rockfish Gap Turnpike). This extension is consistent with the Downtown Crozet Master Plan, adopted in 2004. This project also includes proposed pedestrian and bike facilities to provide safe and accessible connectivity for pedestrians and cyclists for commuting and recreational activities between their homes, schools, and other neighborhood destinations. In 2019 and 2020, the County conducted preliminary engineering studies evaluating alternatives for the extension of Eastern Avenue, which culminated in January 2021 when Albemarle County selected a Locally Preferred Alternative for the extension.

The Eastern Avenue proposed improvements total approximately 3,100 linear feet of two-lane undivided road connection between Westhall Drive and Route 250 (Rockfish Gap Turnpike), including pedestrian and bike facilities, and a bridge crossing over Lickinghole Creek. A bridge will be used to cross Lickinghole Creek at a location where the alignment most nearly crosses perpendicular to Lickinghole Creek and provide a bicycle and pedestrian crossing of Lickinghole Creek on the proposed bridge.

### **Section 1 – Project Benefits**

The proposed project is expected to increase access from Route 250 (Rockfish Gap Turnpike) to neighborhoods north of Lickinghole Creek through the existing intersection of Route 250 at Cory Farm Road. The Eastern Avenue Extension was identified in Albemarle County's Downtown Crozet Master Plan as part of the goal to establish a more connected and complete street network serving areas of development, such as the Clover Lawn Village Center. The Clover Lawn development would be located directly to the east of the Eastern Avenue Extension on Route 250 and consists of commercial, retail, and residential development, in addition to the Clover Lawn Village, across Rt. 250 is the Blue Ridge Shopping Center that includes a national chain grocery store, home center, bank, and medical practices. The proposed Eastern Avenue Extension would increase neighborhood access to the Clover Lawn development by providing a more direct route to the Village Center. The proposed connection would also allow more direct access from the neighborhoods north of Lickinghole Creek to the three Albemarle County Public Schools located to the west on Route 250. The proposed roadway cross-section for the Eastern Avenue Extension includes improvements such as sidewalks and bicycle lanes to improve multimodal connectivity in the region and would connect to existing bicycle lanes to the north on Eastern Avenue and to a proposed shared-use path to the south on Route 250. Further, the bicycle and

pedestrian facilities associated with the extension of Eastern Avenue across Lickinghole Creek would connect with recently completed pedestrian improvements on Route 250.

A 2021 Eastern Avenue Connection Traffic Report prepared by Kimley-Horn projected that approximately 2,100 trips per day were projected on the proposed Eastern Avenue Extension by the future year 2045. The connection is projected to remove a similar volume from Route 240 (Three Notch'd Road and Crozet Avenue), as vehicles would have the option to access Route 250 directly from the Eastern Avenue extension. The Downtown Crozet Master Plan identified two intersections along this segment of roadway as two major crash hotspots in existing conditions: Route 240 at Route 788 (Railroad Avenue) and the western intersection of Route 240 at Route 250. The Eastern Avenue Extension is projected to reduce volumes along this congested corridor, which is projected to reduce the number of crashes at these intersections and improve operations.

Additionally, the extension of Eastern Avenue across Lickinghole Creek would provide further redundancy for emergency ingress/egress and shorten response times for emergency responders.

## **Section 2 – Need for Public Subsidy**

Albemarle County conducted an analysis of the cost estimate for the proposed project, available County funding, and the findings of the risk assessment workshop conducted on May 24, 2024. Based on this information, the County determined that the maximum public contribution that will be allowed under this procurement shall be \$17.3 million. The actual public contribution to the project will be determined and documented in the executed Comprehensive Agreement.

## **Section 3 – Benefits of PPTA versus Design-Bid-Build or Design-Build**

There are three identified feasible options that are in the public's interest for the delivery of The Project:

- A publicly financed Design-Bid-Build (DBB) delivery.
- A publicly financed Design-Build (DB) delivery.
- A Public-Private Partnership (P3) Design Build (DBF) delivery.





The County elected to pursue delivery of the Project using a PPTA because of the benefits of the PPTA delivery mode when compared to the other feasible options considered for delivery. The delivery of the Project using the PPTA guidelines versus one of the two procurement options available to Albemarle County could provide the following benefits:

- Enable Albemarle County to share or transfer major project risks, including escalation in project costs and risks.
- Combine design and construction in one agreement thereby maximizing creativity and efficiencies in construction.
- Ability to advance the project's completion from 2031+ (pending full funding) to 2028 with the inclusion of private financing, which also saves the County cost of escalation until the project is fully funded.
- Versus being required to select the lowest responsive bid on a design-bid-build delivery, the determination of a selected private partner can be based on qualifications, experience, cost efficiencies, design innovation, and other factors.

Delivery Method	Funding	Risk Transfer Available	Innovation Possibility
Design-Bid-Build	100% Public	No	No
Design-Build	100% Public	Yes	Yes
Public-Private Partnership	Public-Private	Yes	Yes

### Section 4 – Risk Transfer

The final allocation of risks will be defined by the County in the Comprehensive Agreement but will conform with the high-level overview of the risks, responsibilities, and liabilities outlined below. Albemarle County held an initial Risk Assessment Workshop (or RAW) on May 24, 2024. Participants in the RAW included County Staff from Facilities & Environmental Services, Finance & Budget, County Attorney’s Office, and Community Development plus staff from Kimley-Horn and Associates, Inc. and representatives of the Virginia Department of Transportation. Participants worked through identifying, categorizing, and developing the impacts of various risk events specific to the project across all phases of project development consisting of procurement, design, environmental, and construction. The results and work products from the RAW will be used by the County through the life cycle of the project to track risk, document risk mitigation strategies, inform the development of procurement documents (RFP, Technical Requirements, etc.), and contribute to an active discussion/management of risk throughout the project.

Risk Owner	Procurement Risks	Schedule	Cost Escalation Before Comprehensive Agreement	Cost Escalation After Comprehensive Agreement
Private Partner				
Albemarle County				
Shared				

### Section 5 – Risk Level

Based on experience related to the development of projects of similar size and complexity, the inputs received from internal and external stakeholders, and the results of the risk analysis workshop, the delivery risk of this

Project is assessed to be medium. The determination of the risk level of the project was made based on the results of a Risk Assessment Workshop held on May 24, 2026.

## **Section 6 – Procurement**

On March 20, 2024, the Board of Supervisors adopted the *Guidelines for the Implementation of the Public-Private Transportation Act of 1995* (the Guidelines). As stipulated in the Guidelines, the County intends to seek to enter into either an interim agreement or a comprehensive agreement. In accordance with *The Guidelines* that are consistent with the procurement of "other than professional services" through competitive negotiation as set forth in § 2.2-4302.2 and subsection B of § 2.2-4310. Albemarle County shall not be required to select the proposal with the lowest price offer but may consider price as one factor in evaluating the proposals received. Other factors that Albemarle County will consider are, (i) the proposed cost of the qualifying transportation facility; (ii) the general reputation, qualifications, industry experience, and financial capacity of the private entity; (iii) the proposed design, operation, and feasibility of the qualifying transportation facility; (vi) benefits to the public; (vii) the private entity's plans to employ local contractors and residents; (viii) the safety record of the private entity; (ix) the private entity's plan to comply with all legal requirements intended to ensure environmental protection; (x) other criteria that Albemarle County deems appropriate.

Albemarle County intends to select a Best Value procurement methodology with an interim or comprehensive agreement, which presents the following benefits:

- Allows for efficient risk transfer and mitigation of risk.
- Allows for evaluation of financing options as they may not all be equal.
- Allows for and considers evaluation of design innovations offered by an Offeror.
- Allows for a more thorough review and score of an Offeror's full qualification.

The RFP will stipulate, and communicate to potential offerors, both the functional requirements of a responsive offer and stipulate the scoring methodology to be used by Albemarle County for selection of the best value offer prior to submittal of responses.

## **Authorization**

The County Executive has reviewed the information contained herein for the Finding of Public Interest (FOPI) for the Eastern Avenue Extension Project in Crozet, Virginia dated August 7, 2024. The County Executive finds that procurement of the Eastern Avenue Extension project as a Public-Private Partnership is in the County's public interest.

---

Jeffrey B. Richardson  
County Executive