



Date of Council Meeting: **July 8, 2013**

**TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION**

SUBJECT: 2013 Town Plan Action Program

STAFF CONTACT: Susan Berry Hill, Director
Irish Grandfield, Senior Planner

RECOMMENDATION: Staff recommends Town Council endorsement of the Planning Commission's recommendations on the Action Program and that direction be provided on the Priority List as shown on page two of this memo.

ISSUES: Does the Town Council wish to endorse the Planning Commission's Priority List recommendations (items 1-8 as shown on page two of this memo) for the 2013 Town Plan Action Program and provide direction for priorities?

BACKGROUND:

Purpose of the Action Program

The Action Program is an administrative tool associated with the Town Plan. The Action Program identifies tasks to be completed to implement the objectives of the Town Plan. The Action Program is not formally adopted as part of the Town's Comprehensive Plan and may be altered to reflect changing Town priorities as needed over time without initiating a Town Plan Amendment. The intent is to steadily implement action items, and thus the Town Plan, over time.

Action Program Strategy

The 2013 Action Program, as recommended by the Planning Commission, consists of 42 separate actions (Attachment 1). The 2005 Action Program contained over 70 items. This downsizing was a result of completion of some actions as well as an effort to eliminate actions that are ongoing efforts as opposed to efforts with a start and finish. These items are shown in Attachment 2 for your information.

As the PC discussed the draft Action Program, there was a desire to better connect it with actual Town department work plans to accomplish implementation of the Town Plan. Since 2005, there has not been a standardized, coordinated approach to implementing the Action Program through discussion between boards and commissions; the Town Manager and department directors; and the Planning Commission regarding the incorporation of action items into department work plans. Key to this discussion was acknowledgement that there will always be limited time, staff, and monetary resources available to implement objectives of the Town Plan. However, to make progress on implementation of the Plan, a standard approach was needed. This standard approach would be as follows:

1. Every two years, coordinating with the budget, the PC would review the Action Program by reviewing the status of priority action items and getting input from other boards,

commissions, and town department directors on the Action Program. Based on this input, the PC would make recommendations to TC on the continued implementation of the Action Program. The PC would typically do this in summer/early fall prior to the biennial budget process.

2. TC considers the Action Program and priorities as recommended by the PC in the fall.
3. TC selects a work item, or items, that should be pursued and directs the Town Manager to work with respective departments to program the selected projects in department work plans.
4. If a particular Action Program item has budget implications, it can be considered in the budget process.

Recommendation on 2013 Action Program

Staff and Planning Commission recommend that Council review the Action Program drafted by the Planning Commission (Attachment 1) and the Priority List below. Note that work on item 1 was initiated by Council in June and is being currently addressed through the DPZ work plan. Item 4 has been discussed by Council at previous work sessions and is scheduled for continued discussion at the Council work session on September 9. Item 2 is currently on the “To Be Scheduled” list on the Council Calendar. Staff anticipated working on this once the Town Plan review was complete including the Action Program. Staff recommends that these items be pursued in 2013-2014 timeframe. The Planning Commission recommended that the Council consider all 8 items below and prioritize for scheduling into department work plans.

Priority List

No.	Action	Reference in Town Plan
1.	Ordinance amendments to incorporate Low Impact Development practices as a means of helping with new state mandates for Total Management Daily Loads.	NR4
2.	Zoning Ordinance revisions to address floodplain management.	NR8
3.	Protocol for managing open space areas in conjunction with passive park areas in the Town’s parks and recreation system.	NR1, PR1
4.	H-2 Guidelines – amend, repeal or revise the guidelines considering H-2 Committee’s recommendations.	HR2, HR8, CD1, LU3
5.	Develop a small area plan for the East Market Street Corridor area outside the bypass.	LU4
6.	Develop a Town Preservation Plan for Historic Resources	HR4
7.	Evaluate methodologies for apportioning offsite transportation costs and update Town Plan Appendix B	T7
8.	Adopt criteria to apply to potential projects under consideration for the CIP.	ED3

Attachments:

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1. Town Plan Action Program as recommended by the Planning Commisison
2. Completed Items from the 2005 Action Program

Appendix A: Action Program

This appendix contains the action program for the 2012 Town Plan. It lists specific tasks that need to be accomplished in order to implement the Plan's goals and objectives. The tasks are arranged in the same order as the elements and are presented in section B of the Town Plan. The first table provides a list of priority items to pursue in the 2-year timeframe. The Town Plan will be reviewed annually to track progress on the implementation of the goals and objectives of the Town Plan.

KEY

Related Objective:	Plan element
NR	Natural Resources
PR	Parks and Recreation
HR	Heritage Resources
CD	Community Design
LU	Land Use
H	Housing
ED	Economic Development
TR	Transportation
CFS	Community Facilities and Services
Staff/Agencies:	Departments and advisory bodies initiating action*
BALCH	Balch Library
BAR	Board of Architectural Review
CET	Community Enhancement Team
COPA	Commission on Public Art
CP	Capital Projects
DPW	Department of Public Works
DPR	Department of Plans Review
DPZ	Department of Planning, Zoning
DU	Department of Utilities
EAC	Environmental Advisory Commission
ED	Economic Development
EDC	Economic Development Commission
FIN	Finance Department
IT	Information Technology
LEA	Leesburg Executive Airport
P&R	Department of Parks and Recreation
RTC	Residential Traffic Commission
TECH	Technology and Communications Commission
TREE	Tree Commission

* Town Manager, Planning Commission, and Town Council participation is assumed for all actions.

**Priority Items From
Action Program**

No.	Action	Action Item #
1.	Ordinance amendments to incorporate Low Impact Development practices as a means of helping with new state mandates for Total Management Daily Loads.	NR4
2.	Zoning Ordinance revisions to address floodplain management.	NR8
3.	Protocol for managing open space areas in conjunction with passive park areas in the Town's parks and recreation system.	NR1, PR1
4.	H-2 Guidelines – amend, repeal or revise the guidelines considering H-2 Committee's recommendations.	HR2, HR8, CD1, LU3
5.	Develop a small area plan for the East Market Street Corridor area outside the bypass.	LU4
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Natural Resources

Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Develop a strategy and set specific yearly goals to assemble an interconnected network of ecologically valuable open space.	NR1	P&R, DPR, CP
2.	Consistent with natural resource objective 1d, develop and implement a watershed management plan to stabilize Town Branch.	NR1	CP, DPW, DPZ
3.	Develop and implement a strategy for habitat protection and management of native flora and fauna consistent with natural resources objective 1.	NR1	P&R, DPZ DPW
4.	Review the Design & Construction Standards Manual, zoning ordinance and subdivision regulations to implement the stream corridor policy and adopt low impact development standards and conservation subdivision design standards.	NR3 NR5a	DPR, DPW, DPZ, EAC
5.	Develop a plan for implementing the master street tree planting plan to include ongoing care and maintenance.	NR4	CP, DPW, P&R
6.	Review the applicability of the LEED green building standards to Leesburg and make recommendations to Council.	NR6	DPW, DPR, EAC
7.	Develop zoning ordinance amendments to update airport and highway noise abatement standards.	NR8	DPZ, DPW
8.	Review Town's Floodplain Ordinance for consistency with FEMA standards and update if necessary.	NR9a	DPZ, DPR
9.	Review the canopy landscape provisions in the Zoning Ordinance to determine whether it is advisable to amend the ordinance to implement a "no net loss" approach to tree canopy for new development sites and if so, initiate such amendments.	NR4	DPZ, DPR
10.	Review current regulatory requirements to assess tree maintenance plans for new development and determine whether additional ordinance provisions should be enacted to increase the health and survivability of trees. If it is determined that new ordinance provisions can and should be enacted, initiate such amendments.	NR4	DPZ,DPR,P&R,DPW

**Parks and Recreation
Action Program**

No.	Action	Related Objective	Agency/ Staff
1.	Establish an open space action team. Explore possibility of establishing a Leesburg open space conservancy. Establish an open space fund to acquire sites for additions to the Town's green infrastructure.	NR1, PR1, PR2	P&R, DPR, CP
2.	Study the feasibility of acquiring Olde Izaak Walton Park.	PR1, 2, 3	P&R

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Heritage Resources Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Evaluate the H-2 boundaries and guidelines considering the H-2 Committee's recommendations and make appropriate changes.	HR2	DPZ, BAR
2.	Develop and adopt a Preservation Plan considering heritage resources in the Town in a collective way and providing guidance for their stewardship.	HR1, HR4	DPZ, BAR
3.	Review DCSM and CIP to provide measures for context-sensitive design to protect the Town's heritage resources	HR3	DPZ, BAR
4.	Develop process for review of by-right projects outside the H-1 and H-2 overlay districts to determine if any heritage resources could be impacted by development.	HR3	DPZ

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Community Design
Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Develop design guidelines/regulations for appropriate parts of town; including revised guidelines for the H-2 district and regulations for the Crescent District outside of the Crescent Design District. The work program for preparing each set of guidelines/regulations should include a review of possible supplementary changes to town ordinances and administrative procedures.	CD2	DPZ, DPR, BAR
2.	Develop and adopt a Public Art Master Plan for the Town.	CD1	COPA, CP
3.	Explore funding mechanisms for public art including things such as private funding, corporate sponsorship, donations, and public/private partnerships.	CD1	COPA, CP

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Land Use
Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Establish a joint planning process with the County to reexamine land use and development polices in the Joint Land Management Area (JLMA).	LU10	DPZ
2.	Determine how the Zoning Ordinance and other regulations can be modified to better implement land use objectives. Consider priority regulation changes as part of each annual zoning ordinance batch review process.	All	DPZ
3.	Determine appropriate extent of new design guidelines considering recommendations made by the H-2 Steering Committee.	CD1, LU1, LU2, Southeast 3	DPZ
4.	Develop a small area plan for the East Market Street Corridor.	Northeast Obj. 2	PC, DPZ
5.	Develop a small area plan for the Ft. Evans/Edwards Ferry Area	Central Obj. 5	PC, DPZ

Housing
Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Develop a proactive program for the Community Enhancement Team (CET) to implement.	H2	EXEC, DPW
2.	Research methods and information resources to refine calculation of jobs/housing balance.	H1, ED3	DPZ, EXEC
3.	Study existing housing supply and income ranges of town residents to assess relative affordability of housing stock.	H1, H3	EXEC, DPZ

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Economic Development Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Work toward implementing the action steps identified in the Economic Development Commission's Business Development Strategy (i.e. strategic plan.)	ED1, ED2	EXEC
2.	Develop policies to create opportunities for commercial infill and redevelopment	ED1	ED, EDC, DPZ
3.	Adopt criteria to apply to potential projects under consideration for the CIP.	ED1	EXEC, CP
4.	Develop and implement policies that encourage the location of high wage businesses in the technology, homeland security, aviation, and education industries within the Town. Protect areas of Town suitable for such businesses from incompatible development.	ED1	EXEC, DPZ
5.	Assess telecommunication needs that implements economic development objectives in a cost-effective and aesthetically acceptable way.	ED3	TECH, I-T
6.	Assess and update if necessary the types of socio-economic and real estate data provided to the development community.	ED3	ED, EXEC
7.	Consider new land development improvement efforts to help business and the development community such as online permit and land development applications; web-based videos on development-related topics, and interactive web-based maps.	ED3	DPZ, DPR, I-T

Transportation
Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Evaluate whether there are better measures to use than the “level of service” standards to reflect the Town’s commitment to a multi-modal transportation system.	T1, T3, T4, T5, T8	DPW, DPZ
2.	Evaluate methodologies for apportioning offsite transportation costs and update Town Plan Appendix B (“Off-site Transportation Cost Data”) or replace with alternative strategy.	T7, CFS3	DPW, DPZ, FIN, EXEC
3.	Coordinate with Loudoun County and the Virginia Regional Transportation (VRT) to optimize connections from points in town to local and regional commuter lots and to optimize transit service in town.	T4	DPZ, EXEC
4.	Work with the County to seek grant opportunities to provide a multi-use trail connection between the W&OD Trail and the C&O Canal	T5	DPZ, EXEC, PW, CP

Community Facilities
Action Program

No.	Action	Related Objective	Agency/ Staff
1.	Develop a public participation process for the capital improvement program.	CFS1	P&Z, DU, DPW, CP
2.	Develop criteria for level of service for all community facilities and services.	CFS2	All
3.	Develop a method for calculating fiscal impacts that can be applied to development applications.	CFS3	DPZ, FIN
4.	Develop options that include the creation of a stormwater management utility to fund the requirements of the Town's VPDES Permit and TMDL stormwater requirements.	CFS8	DPW, DU, EAC
5.	Undertake a study to determine how the Town can increase recycling to reduce solid waste.	CFS10	DPW, EAC
6.	Develop options that include the creation of a stormwater management utility to fund the requirements of the Town's VPDES Permit and TMDL stormwater requirements.	CFS8	DPW, DU, EAC

Count	Item	Action Text Removed	Resolution
1.	NR 2	Draft standard proffer and condition language for natural resources objectives.	Completed in 2007.
2.	NR 3	Establish an environmental assessment procedure for reviewing development applications.	Completed in 2007.
3.	NR 4	Develop and adopt readily measurable standards to assess progress toward meeting the objectives of the natural resources element of the Town Plan.	Completed. Staff provides regular progress reports annually through the Town Plan Monitoring Report.
4.	NR 5	Map the stream corridors and other ecologically valuable lands on publicly owned parcels. Establish a Department of Parks and Recreation policy making these lands generally off-limits for active recreational development or other land disturbing activity.	Completed. The areas were mapped in 2009; policy excluding active recreation is in Town Plan.
5.	NR 7	Develop guidelines for re-establishing the forest canopy within the open space of developing properties.	Completed in 2009 with adoption of revisions to Chapter 12 of the Zoning Ordinance.
6.	NR 11	Seek grants for watershed planning studies for Leesburg, participate in the study process, and develop planning and engineering recommendations for the Town in response to study recommendations.	The Tuscarora Creek Study was completed in 2007. The EAC and Watershed Committee have used grants to implement buffer planting projects.
7.	NR 13	Review exterior lighting control options and make recommendations to Council.	Completed. The lighting standards in the zoning ordinance were amended in 2010.
8.	P&R 2	Support the County in its development of Bolen Park.	Completed. The Park is open and operational.
9.	P&R 4	Pursue funding of top priority capital projects (improvements to Veterans Park, and construction of South Harrison Street, Catocin Circle SW, South King Street, and Ida Lee trails) of the 2002 Master Plan.	Completed through the Capital Projects program 2006-2011.

10.	P&R 7	Update the Parks and Recreation Master Plan periodically. Ensure that revisions to the Parks and Recreation Master Plan are consistent with the policies of the Town Plan.	Scheduled. This is part of the Parks and Recreation work program.
11.	P&R 8	Incorporate Balls' Bluff Regional Park into the Town limits.	Completed. Annexed into the Town in 2009.
12.	HR 3	Refine and update heritage resources design guidelines.	Completed. In January 2009, Town Council adopted revised H-1 design guidelines. Regular review cycles for guidelines will be incorporated into the Preservation Program.
13.	HR 7	Resolve overlapping H-1 and Form-based Code Boundaries.	Completed. This has been addressed through amendments to the Crescent Design District Zoning Ordinance Amendment adopted in 2012.
14.	HR 9	Add archeological and architectural survey requirements for Special Exception applications	Not completed and not recommended to be continued in the Action Program. Archeological surveys are currently required for rezoning applications. However to do a proper review of submittal information, the Town should enhance staff resources or train existing staff to have expertise to review land development proposals for archaeology resources. This does not appear likely at this time due to budgetary considerations. As such, staff does not advise doing this at this time.
15.	HR 11	Develop program for proactive enforcement of H-1 and H-2 overlay districts.	Not completed and not recommended to be continued in the Action Program. Currently, staff responds to complaints about properties that do not conform to H-1/H-2 guidelines and to address complaints that construction has not proceeded according to Certificates of Appropriateness as approved by the BAR. Particular attention is given to properties in the H-1 that are 'contributing' structures to the historic district. However, to proactively conduct COA compliance would require an increase in staff resources which is not feasible at this time. DPZ does attempt address complaints on a case-by-case basis particular for 'contributing' properties.

16.	LU 1	Prepare a comprehensive set of community design guidelines that are tailored to all types of development and include both public and private development and redevelopment. Guidelines should apply to all areas within the Town, including updating the Old and Historic Overlay District and the Corridor Design Guidelines, if appropriate.	Change of Policy. Leesburg has a variety of different neighborhood types and styles. With the adoption of the Crescent Design District in 2012, the Town is moving away from the concept of one single set of design guidelines.
17.	LU 5	Develop a public notification program for property owners within the airport area of influence.	Completed. Zoning Ordinance currently requires notification of affected property owners with construction of new projects.
18.	H 2	Establish a process for monitoring and reporting the progress of all housing development, as described in the plan monitoring and amendment action program.	Completed through the Monitoring Report. Under the Housing section, the Town Plan Monitoring Report contained three indicators entitled “Indicator 1: Measure the number of dwelling units by type. Indicator 2: Measure the number of new affordable housing units. Indicator 3: Measure the average assessed house value and its affordability”. These indicators were included in each update of the Monitoring Report. The last Monitoring Report was done for the 2009-2010 timeframe. In spring of 2010, the Town experienced a reduction in staff resources and the Department of Planning and Zoning experienced a 25% reduction. The Monitoring Report has been one of the casualties of that staff resource reduction. Staff hopes to reformat the Monitoring Report in the future to be able to continue providing an assessment of progress on the Town Plan goals and objectives; however, to do so, it must be reformatted to be shorter and completed in a less resource-intensive manner.
19.	H 4	Explore potential sources for funding affordable housing.	In 2009 the Town adopted an affordable dwelling unit ordinance (ADU) in the Zoning Ordinance. The ADU is a regulatory approach to affordable housing. In addition, staff also works with developers through land development application review process (rezonings and special exceptions)

			<p>to encourage a wide range of housing types and densities to try to encourage inclusion of a variety of housing at various price points in an effort to get more affordably priced housing. Aside from the ADU ordinance and case-by-case zoning review, there has been no direction from Council so far to try to look at other ways of increasing affordable housing. Given budget constraints, staff believes that it is unlikely that such an effort could be undertaken at this time. As such, staff recommends removing this action step.</p>
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20.	H 6	Monitor the status of the county's amendments to its ADU ordinance and consider corresponding amendments to the town's ordinance.	Completed. A MOU was established between the Town and the County in 2009 for the County to manage the Town's ADU's. Staff will continue to monitor any changes the County makes to their affordable housing program.
21.	ED 2	Develop land use regulations for the Town that prohibit residential uses on land with economic development value and light industrial land adjacent to the airport.	Completed. Largely, this action step has been addressed through Town Plan designation of non-residential land use for properties around the airport in the Town as well as land use designation in the County Revised General Plan. The Town and County Plans are implemented through current zoning in the JLMA which prohibits residential development around the airport.
22.	ED 9	Coordinate at the appropriate time, especially regarding land use issues, with the EDC in its drafting of an arts and cultural district.	Completed. District was adopted in 2011.
23.	ED 10	Coordinate at the appropriate time, especially regarding land use issues, with the Center for the Arts non-profit in its efforts to find a suitable location for an arts center (to be revisited when the Community Facilities and Services element is reviewed).	The Center for Arts initiative is now a private, non-profit endeavor. Should this effort move forward to site selection and construction of a performing arts venue, the Town will assist with land development review as we would with any land development application. Because this is not a Town of Leesburg work initiative, staff recommends that this action item be removed.
24.	T 2	Update the Comprehensive Transportation Study and expand the scope of the study to include a local transportation model for future year land use and transportation conditions unique to Leesburg.	Completed in 2012. This transportation study was commissioned in conjunction with the Town Plan Review process.

<p>25.</p>	<p>T 3</p>	<p>Make revisions, as necessary, to Town ordinances to promote transit oriented development in geographically specific areas.</p>	<p>This action step was geared to encouraging transit-oriented development in areas designated for Regional Office and towards concentrating development around centralized transit stops for rail or bus service. Highly developed transit operations are central to the TOD concept as opposed to development which simply has access to transit (e.g. a bus shelter or bus service through a park and ride lot). The Regional Office designation in the Town Plan was intended to develop with high densities that could support highly developed transit systems. However, to date Regional Office has not developed as intended at these densities. If the small area plan for the East Market Street area is pursued, the concept of ‘Regional Office’ will be discussed with the intent of deciding whether it should be retained, tweaked, or changed.</p> <p>Rather than focusing on TOD, a more appropriate land use planning approach for Leesburg would be to look at how to increase multi-modal connections from town to local and regional commuter lots, increasing in-town transit service, and providing bus connections from town to the future Silver Line at Dulles.</p>
<p>26.</p>	<p>T 5</p>	<p>Revise the zoning ordinance to protect the airport from residential encroachments. Coordinate with the County to prepare similar amendments for unincorporated areas adjacent to the airport.</p>	<p>Vacant properties adjacent to the airport are in the JLMA. Land use designations in the JLMA in the Town Plan and the County’s Revised General Plan are non-residential business designations that do not emphasize residential components. The Crosstrail property was rezoned by the County to non-residential zoning (PD-IP). Ongoing discussions between the Town and County officials occur on a case-by-case review of land development applications (e.g. Tuscarora Crossing and Crosstrail) and in a more comprehensive sense by looking at future annexation of properties (discussions between the Town Council and Board of Supervisors are expected to commence this summer).</p>

27.	T 6	Review the update master plan for the airport to determine appropriate actions to implement the objectives of the Town Plan.	Completed. In February the Airport Commission and Town staff met and reviewed the Master Plan and developed a list of project priorities for the airport. These priorities will be published in the airport commission’s annual report.
28.	T 8	Update the subdivision and land development regulations to include design standards for integrating multiple modes of travel into single transportation corridors and provide recommended practices for protecting the historic character of Leesburg, installing traffic calming measures, and building streets at a more human scale with appropriate streetscape enhancements.	Criteria for applying traffic calming measures have been developed by the STRC and approved by Council. This criteria is applied to requests by citizens to consider neighborhood traffic calming. Town street standards in the DCSM and street sections (e.g. in the Crescent Design District) must be consistent with VDOT requirements. The “Complete Streets” approach (i.e. multi-modal and context sensitive) that is recommended in the remainder of this action item, is considered by staff on project-by project basis for both capital projects and new street design through land development applications. If this portion of this action item is to be retained, staff recommends that it be refined to be more specific as to the desired outcome of an action.
29.	T 11	Conduct a design and feasibility study of a raised pedestrian crossing study for key locations within the Town, starting with Rt. 15 Bypass near Ft. Evans Road.	The Safety Bus program was instituted a number of years ago to increase safe travel between the east and west sides of the bypass in the vicinity of Edward Ferry Road/Ft Evans Road and the Bypass. Additionally, a pedestrian crossing design will be incorporated into the design for EFR/15 interchange. At this point, it is too early to say what type of pedestrian facility that will be. Regarding other locations, grade-separated pedestrian crossings are extremely expensive improvements to design and construct. As such, staff recommends focusing on just the EFR/15 location at this time.
30.	CFS 4	Develop a funded program for planting and maintaining street trees.	The Town Council has approved a budget of \$75,000 per year for tree planting and maintenance. The Parks and Recreation Public Space Planner/Urban Forester has developed a plan for priority planting areas to spend this appropriation each year. The plan will strategically target key planting areas throughout town and set forth a planting schedule that is sustainable from both an economic

			standpoint as well as from the standpoint of maintenance and management. In addition, the Tree Fund is established through the zoning ordinance. When modification from requirements for landscaping are made by applicants during the land development review process, in some circumstances when planting cannot be accommodated on site, a modification is granted providing a contribution (per ordinance requirements) is made to the Tree Fund. To date this option has not been exercised extensively, however, it is available if needed and can supplement the budget money appropriated by Council for tree planting and maintenance.
31.	CFS 5	Continue to improve recycling efforts to reduce solid waste efforts.	Completed, (new programs have increased recycling from 27% to 40%).
32.	CFS 8	Develop a strategic plan for maintaining and expanding the Balch Library services.	Completed. Additional storage space has been identified (which was the purpose of this action item).