BROADWAY BLUEPRINT

PHASE 2 IMPLEMENTATION STUDY

September 4, 2024

Albemarle COUNTY

Table of Contents

Broadway Context	4
Study Overview	6
Broadway Blueprint Intention & Goals	8
Broadway Study Area Observations	10
Short-Term Strategies	12
Economic Vitality & Land Use Strategies | Short-Term	14
Placemaking and Connectivity Strategies | Short-Term	18
Long-Term Strategies	22
Land Use & Economic Vitality Strategies | Long-Term	24
Placemaking & Connectivity Strategies | Long-Term	28
Integration Strategies	30
Implementation Roadmap and Additional Information	36
Implementation Strategies Summary	38
Phases 1 and 2 Integration	42
Appendix	44

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Broadway Context

Location and Site Conditions

The area referred to as 'Broadway' is within Albemarle County's Southern and Western Neighborhoods Development Area, southeast of the City of Charlottesville. Broadway is bounded to the north by the Buckingham Branch Railroad, to the west by Franklin Street and the City of Charlottesville, and to the south and east by Moore's Creek and the Rivanna River. The Broadway Study Area is shown within the maroon outline on the map.

Broadway is a hub for light industrial uses in Albemarle County, with businesses such as manufacturers, suppliers, service providers, breweries, and artisans all calling Broadway home. Digital media company, WillowTree, currently occupies the historic Woolen Mills property, which anchors the eastern edge of the Study Area adjacent to Moore's Creek.

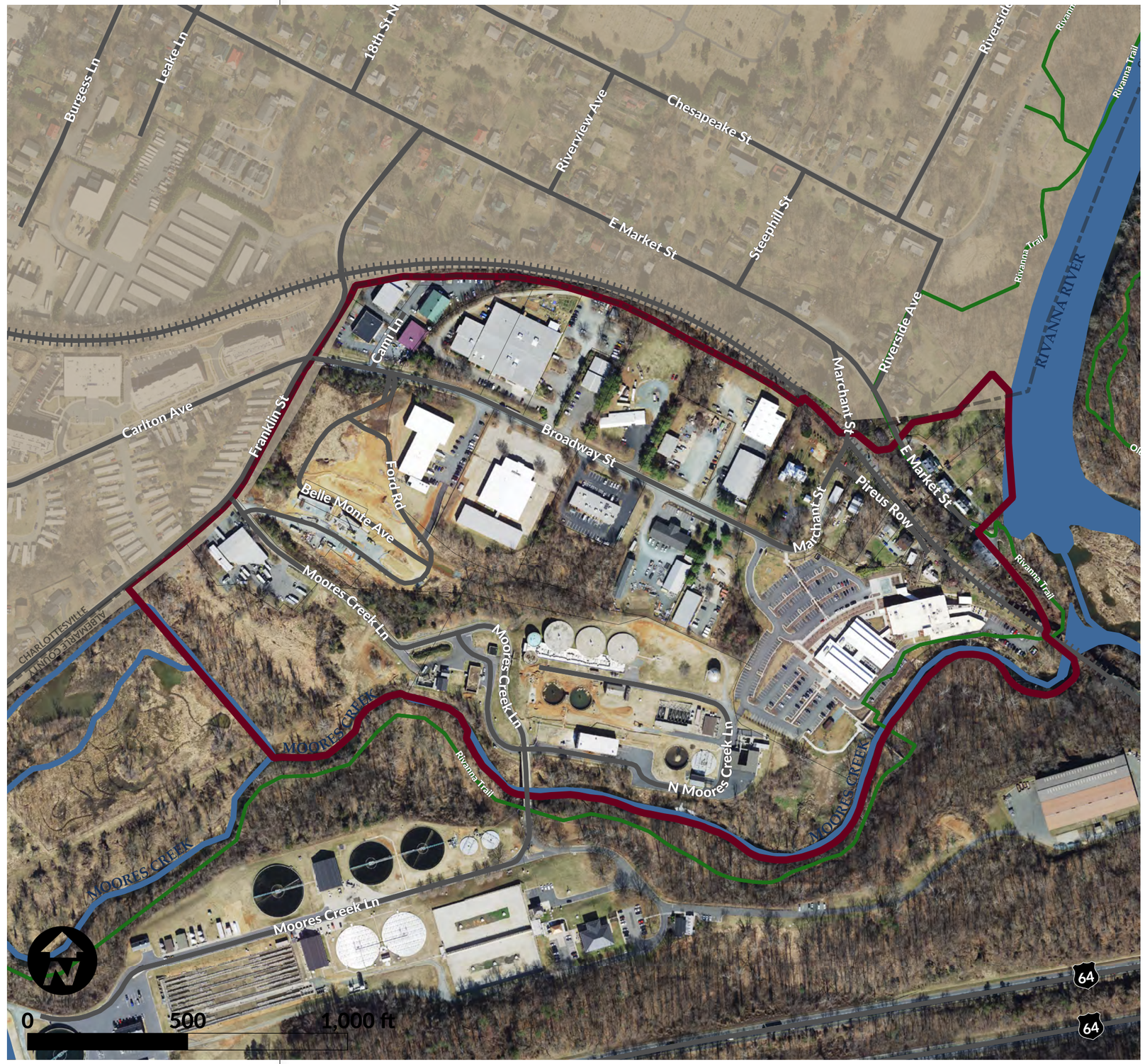
Though occupying only 62 acres, Broadway exerts an out-sized influence on the County's economy and identity. It serves as an important industrial district within the County, offering career-ladder jobs and supplying essential goods and services to the region. In addition, Broadway has a thriving arts scene with local organizations that are actively engaged in providing affordable studio and workspaces for artists and makers. This unique combination of established industry with a burgeoning arts scene brings a dynamic and creative atmosphere to Broadway.

Access and Connectivity

Broadway's transportation network poses difficulties for both industrial users and pedestrians. Broadway Street (Route 1115), which is owned and maintained by Virginia Department of Transportation (VDOT), bisects the Study Area and provides access to the majority of Broadway's businesses and residents. Broadway Street, though wide, lacks curb and gutter and there are no designated facilities for pedestrians or cyclists. However, the width of the street makes it accessible for large trucks providing deliveries to Broadway's businesses.

Getting to Broadway requires travel on streets within the City of Charlottesville and constraints along these routes can make it difficult to travel to and from Broadway, especially for trucks. Trucks are faced with navigating either a narrow railroad underpass on Franklin Street to the north, tight residential streets to the south, or using Carlton Avenue, which terminates in a difficult turn movement at the Carlton Road intersection.

East Market Street also presents access issues. The street is too narrow for safe two-way traffic and lacks pedestrian facilities, despite being part of the Rivanna Trail network, which brings a high volume of foot traffic to this segment of street. East Market Street terminates near the Moore's Creek Railroad Bridge, at the entrance to the Woolen Mills parking lot. Due to the constraints on East Market Street, all vehicular traffic accessing Broadway is routed to Broadway Street, though signage and wayfinding is not currently in place except for signs on the Woolen Mills property.



Broadway Blueprint Phase 2 | Implementation Study

Purpose of the Study

Drawing on site analysis, best practices from other communities, and community and stakeholder input, the Broadway Blueprint Phase 2: Implementation Study recommends physical improvements as well as policy and regulatory changes that aim to support the economic vitality of the Broadway area within Albemarle County.

This Phase 2 Study builds on the findings from the Phase 1 Broadway Blueprint Study that the County completed in 2022. The Phase 1 Study identified three Focus Areas for future planning and analysis: Economic Vitality, Connectivity, and Placemaking. Phase 1 resulted in an "Intention" for Broadway, detailed on the following pages, and included a list of concepts for further study and refinement. The full Phase 1 Study is included in the appendix of this report.

Building on the Intention and Focus Areas identified in Phase 1, the Phase 2 Study focuses on creating a blueprint for short- and long-term implementation steps that support each of the focus areas within Broadway. The Phase 2 Study also considers ways to leverage past investment, local interest, and economic opportunity within Broadway to further the County's Economic Development Strategic Plan (Project ENABLE).

To complete this work, the County set out a process to collaborate with the diverse community of stakeholders within and around Broadway including small business startups, local artisans, established businesses, property owners, neighboring County and City residents, and City officials and staff to draft recommendations that support the varied needs of the Broadway community. An overview of the community engagement process and summary of feedback is included in Part 2 of this report.

Why This Study?

The Broadway Blueprint initiative coincides with a period of significant transformation for the Broadway area. Building on the success of the historic Woolen Mills property, Broadway Street has long been an attractive place in Albemarle County for industrial businesses and startups to locate. In addition, Broadway's proximity to Charlottesville, the Rivanna River, and the Rivanna Trail network has made it a desirable location for outdoor recreation enthusiasts.

Recent changes have further amplified Broadway's appeal. The redevelopment of the Woolen Mills property, anchored by WillowTree, has generated significant interest and activity in the area. Broadway has also seen a surge in recreational activity since the beginning of the COVID-19 pandemic, as people have sought opportunities to access the area's natural and cultural amenities. This increased activity has brought heightened awareness to Broadway and an increasing interest in its redevelopment potential.

Additionally, publicly initiated projects underscore a commitment to enhancing the area by both Albemarle County and the City of Charlottesville. Charlottesville's recent city-wide rezoning effort has opened the door for higher-density and more urban forms of development in adjacent neighborhoods. The City is also investing in improvements to nearby Riverview Park. In addition to the public investments associated with the Woolen Mills redevelopment and the new Moore's Creek pedestrian bridge, Albemarle County, in partnership with VDOT and the City of Charlottesville, is in the design phases of planning for a future Rivanna River pedestrian bridge.

The rising interest and investment in the area has also brought about challenges. Long-time property owners have seen a significant increase in tax assessments, that are largely a factor of rising land costs and recent sales activity. Local industrial rents have also seen a rise, with market rents approaching $18/square foot. Furthermore, County-wide industrial vacancies have remained extremely low, hovering between 0 and 2 percent in recent months, contributing to high demand for Broadway's industrial space.

Given these converging trends, the Broadway Blueprint Implementation Study presents a critical opportunity to proactively guide the corridor's future. The implementation projects identified in this Study are designed to promote Broadway's continued economic vitality, to guide placemaking, transportation, and land use investments, and to support Broadway businesses, tenants, and artisans in adapting to a changing business environment.

Relationship to Other Plans and Policies

The Phase 2 Broadway Blueprint Implementation Study serves as a roadmap for future investments and policy decisions that will bolster the Broadway area. It complements the County's existing Comprehensive Plan and Economic Development Strategic Plan by offering a more granular set of recommendations specific to Broadway.

It is important to note that this report does not provide land use or design guidelines for individual development proposals. Instead, its land use and design recommendations are intended to inform future updates to the County's Comprehensive Plan and Zoning regulations. Any adjustments to these broader policy and regulatory documents will involve public process and community engagement to further vet the concepts and recommendations.

How to Use this Document

Broadway Blueprint Phase 2 is focused on the Implementation Strategies for the County to pursue over the coming years and decades. The document provides a small amount of introduction and context at the beginning, but the majority of the document is focused on providing the County a roadmap for future action steps.

The document appendix provides the more detailed background information and context, such an existing conditions summary, some market and demographic data, existing facilities mapping, a community engagement summary, and more detailed findings from the Phase 1 Broadway Blueprint Study.

The document is organized this way so the most important information is up front, with the context and background information provided second, for those who are wanting to learn more detail about the Broadway Study Area and to learn about how the recommendations were developed.

Broadway Blueprint Intention & Goals

Phase 1 Intention:

Leverage public and private investment associated with Woolen Mills site redevelopment and relocation of the WillowTree corporate campus to encourage Economic Vitality, Connectivity, and Placemaking along the Broadway business corridor.

ECONOMIC VITALITY GOAL

Maintain Broadway as an affordable place for local startups, artisans, and existing businesses while continuing to encourage new creative industries within Broadway.

LAND USE GOAL

a) In the near term, retain the primacy of creative industries and light industrial land uses within Broadway while also supporting complementary uses that bring vibrancy and activity to the area, especially during evenings and weekends.

b) Encourage more urban and pedestrian oriented building forms and promote infill development to make more efficient use of land.

Phases 1 & 2

The work of Phase 2 is to build on the recommendations from the Phase 1 Broadway Blueprint Study and to establish tangible projects that the County can pursue. Phase 1 resulted in an 'Intention' that set the direction for the work of Phase 2 and the Implementation Strategies within this Study.

Focus Areas

Phase 2 incorporates the three Focus Areas from Phase 1: Economic Vitality, Connectivity, and Placemaking. Phase 2 builds on these topics and brings in an additional Focus Area of Land Use, which looks at how land is being used today and what opportunities might be appropriate for the future.

While this Study is not intended to be a Land Use Plan, it does acknowledge the importance of addressing the topics of land use and design to provide clarity for businesses and property owners as well as the larger community. The Land Use Strategies in this study should be used to inform ongoing and future Zoning and Comprehensive Plan updates.

Phase 2 Goals

The following pages contain a list of recommended 'Strategies' or tangible actions that the County should take in pursuit of the Phase 1 Intention and the following Focus Area Goals.

CONNECTIVITY GOAL

Establish an integrated concept and vision for Broadway Street that unifies the adjacent land uses, maintains adequate access for light industrial uses, and invites pedestrians to walk and bike to destinations and landmarks along the corridor while establishing an aesthetic quality and character that make the Broadway District a unique and engaging location.

PLACEMAKING GOAL

Incorporate creative design elements and public spaces within Broadway that highlight the unique and creative character of Broadway to elevate the area as a compelling destination for both businesses and people.

Broadway Study Area Observations

Observations Overview

Nestled between the City of Charlottesville, the Rivanna River, and Moore's Creek, Broadway stands out as a unique area in Albemarle County. Its location offers not only unmatched potential access to recreational resources, but it also fosters a rich culture and history and unique urban environment, unlike any other area of the County. However, its location also brings about challenges, such as access along tight urban streets, development pressures, and rising land costs for long-time property owners.

The observations below are gleaned from site analysis, market research, and interviews and roundtables with Broadway businesses, residents, and property owners.

Economic Vitality

- **Affordability.** Historically, Broadway has provided a relatively affordable space for startups, local artisans, local manufacturing companies, and service sector employers to own and operate their businesses.
- **Rising costs.** Broadway has seen a recent market driven rise in land costs, and by extension, property tax assessments, due to its prime location adjacent to the Rivanna River and proximity and walkability to downtown Charlottesville. Some Broadway businesses may determine that other locations in the County provide a better long-term value to their operations.
- **Local Inventory.** Current industrial vacancy in Albemarle County hovers between 0 and 2%. Many businesses are forced to locate outside of the County where costs are cheaper and industrial space is more readily available.
- **Essential businesses and organizations.** Broadway businesses, organizations, and artisans are a valued part of the community providing goods and services to the region. Displacement of these businesses and organizations to other communities would leave a void in the local economy and within community services and program offerings.

Land Use

- **Existing Uses.** Most of the businesses in Broadway could be categorized as light industrial uses with a heavy presence of beverage production and maker spaces.
- **Low intensity building patterns.** Broadway Street is characterized by mostly single-story metal frame industrial buildings. Several lots have large areas dedicated to outdoor storage and surface parking and buildings tend to sit within the middle of rectangular lots, set back 70-100 feet from the street edge.

ABOVE | Single story buildings sit at the center of lots along Broadway Street.

- **Zoning & Comprehensive Plan.** There is a mismatch between the Zoning Map and Comprehensive Plan recommended land use on parcels along Pireus Row and Marchant Street. These parcels are zoned for Light Industrial, but the Comprehensive Plan designates these parcels as Neighborhood Density Residential.
- **Historic District.** The parcels along Marchant Street and Pireus Row are also within the Woolen Mills Historic District, though compliance with historic preservation recommendations are voluntary and not required through zoning.

Connectivity

- **Street measurements.** The Broadway Street right-of-way is variable but generally stays between 60' and 65'. Pavement width is also variable and fluctuates between 24' and 36.' The posted speed is 25 miles per hour.
- **Large vehicles (pictured).** The industrial uses have specific vehicle access requirements, namely large truck traffic. However, the broad and uninhibited asphalt tarmac can visually suggest to drivers that the roadway can handle speeds in excess of the posted 25 mile per hour speed limit.

ABOVE | Many of the businesses along Broadway receive regular deliveries from 18-wheel trucks, which can pose a challenge for integrating pedestrian improvements along the corridor.

- **VDOT ownership**. Broadway Street is owned and maintained by the Virginia Department of Transportation (VDOT); however, the street does not have a VDOT roadway classification (based on VDOT's Roadway Functional Classification web map).
- **Corridor users.** The Broadway corridor largely serves the industrial uses along the corridor but there is evidence and context that suggests the corridor also serves a growing grassroots community of technology companies, makers, and artists (including breweries).

Placemaking

- **Existing Amenities and Resources.** Broadway is at the convergence of the Rivanna River and Moore's Creek and, as such, offers an abundance of environmental, cultural, and recreational resources. It is also part of the Woolen Mills Historic District and contains several contributing historic structures and features, including the historic homes along Pireus Way and the Woolen Mills campus and water tower.
- **Awareness and Visibility**. Some people do not know about the area, how to get to and from the area, or how to access amenities within Broadway and along the Rivanna River. Broadway lacks a public venue for community gatherings, though private organizations, such as Visible Records, Decipher, and the Wool Factory frequently offer opportunities for people to gather.
- **Grassroots Placemaking.** Local businesses and organizations are at the heart of what make Broadway an interesting and vibrant place. Some organizations and businesses have initiated grassroots efforts to uplift the arts and local artists, to provide affordable maker spaces for the community, and to host community events that bring new people, activities, and public awareness to Broadway.

Short-Term Strategies

The subsequent pages include an overview of the Short-Term Implementation Strategies for the 0-5 year timeframe. Though not a complete list of projects, some of the strategies that have a spatial component or a defined focus area are shown on the map.

1. Economic Vitality & Land Use Strategies | Short-Term

1.1 Industrial Uses.

Retain the Office/R&D/Flex/ Light Industrial Comprehensive Land Use designation and Light Industrial Zoning on parcels where there are existing light industrial uses present. Consider updates during the ongoing comprehensive plan update that would encourage additional industrial infill development within Broadway, such as applying an 'Employment District' Comprehensive Plan designation here.

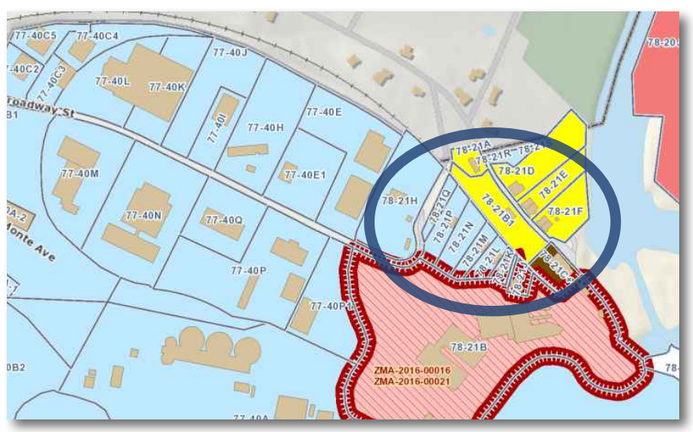
1.2 Address the Land Use & Zoning Mismatch.

Work with property owners to update the zoning of the residential parcels along Marchant Street and Pireus Row, to recognize the existing residential uses, and to allow for infill residential development that preserves the contributing historic structures and the overall historic character in this area.

Ensure that any proposed redevelopment of this area provides safe and convenient vehicular and pedestrian access and enhances the interconnectivity of the area's bicycle and pedestrian network.

Above | The Comprehensive Plan Future Land Use Plan designates the properties along Marchant Street and Pireus Row as residential (yellow). Properties on E. Market Street are Parks and Open Space (green).

Below | The zoning along Marchant Street and Pireus Row is Light Industrial (blue). The Zoning on E. Market Street is R-4 Residential (yellow).



1.3 Zoning Flexibility.

As part of the County's ongoing zoning modernization and rewrite, consider revisions to the Light Industrial District and other applicable zoning requirements for Broadway to allow industrial businesses to better leverage their location and opportunities for new revenue streams by allowing opportunities for "off-hours" uses that do not deter from Broadway's industrial businesses.

CONSIDER THE FOLLOWING ZONING CHANGES:

1. Update parking standards to support a shared parking environment and to make use of underutilized parking areas during peak and off-peak hours.
2. Evaluate and update the requirements for tasting rooms, retail space, and event space associated with industrial uses to allow more flexibility for retail sales associated with products made on site while limiting noise and lighting impacts to neighboring residential areas.
3. Add artisan manufacturing and artist studios as allowable uses to formally acknowledge the artist and maker spaces within Broadway.

1.4 County-wide Industrial Inventory.

Through the AC44 process and other County initiatives, maintain efforts to identify and expand areas in Albemarle County, outside of the Broadway Corridor, for light industrial development, creating suitable and accessible locations for industrial businesses to locate. This proactive approach will not only support the County's broader economic development goals, but it will also provide space for Broadway businesses seeking expansion or relocation.

1.5 Broadway Business Retention.

Continue Business Retention and Expansion (BRE) outreach within Broadway to connect businesses to resources, to help solve issues, and to identify affordability strategies to mitigate impacts of gentrification of the corridor. Explore opportunities for incentives that would support long-standing industrial businesses and entrepreneurs.

1.6 Franklin Street Resources and Land Use Analysis.

Conduct a formal analysis of resources along Franklin Street, including the stone wall, slopes, floodplain, and other known archaeological resources to determine appropriate treatment of these features and next steps for either protection or reuse. Concurrent with this analysis, consider the appropriate land uses along Franklin Street - especially in areas currently designated as Parks and Green Systems - and consider a mixed use designation along Franklin Street to complement the future land uses across the street in the City of Charlottesville.

BROADWAY'S FRONT DOOR

The intersection of Franklin and Broadway Street is the main access point (or 'front door') to Broadway. This area presents an ideal opportunity for an entrance sign, creating a more prominent and well-marked gateway to Broadway and Albemarle County.

The photographs depict the current conditions of the southeast corner of the intersection of Franklin and Broadway Streets. The slopes on this property, pictured at the top, are designated by the County as 'preserved slopes' and cannot be disturbed for development or grading under this designation.

Additionally, there is an overgrown stone wall along Franklin Street. Its origins and historical significance are unknown, and further investigation is needed to determine if it warrants preservation.

1.7 Arts & Cultural District.

Establish an Arts and Cultural District within Broadway and implement the most relevant tools to accomplish policy goals, such as tax incentives, grant programs, and regulatory flexibility.

Incorporate efforts to preserve and celebrate Woolen Mills' historic and cultural resources and stories of the past within the designation process.

ABOUT ARTS AND CULTURAL DISTRICTS

Localities may adopt Arts and Cultural Districts by ordinance to increase awareness and support of local arts and culture. Establishing an Arts and Cultural District lets the locality offer additional incentives that would otherwise not be available. Localities may provide tax incentives and regulatory flexibility to businesses and residents within each Arts and Cultural District for up to 10 years.

Examples of tax incentives:

- Permit fee reductions;
- User fee reductions;
- Gross receipts tax reductions; and
- Real estate property tax rebates.

Examples of regulatory flexibility incentives:

- Special zoning within the district;
- Permit process reform;
- Ordinance exemptions; and
- Any other incentive adopted by ordinance.

VIRGINIA PRECEDENT

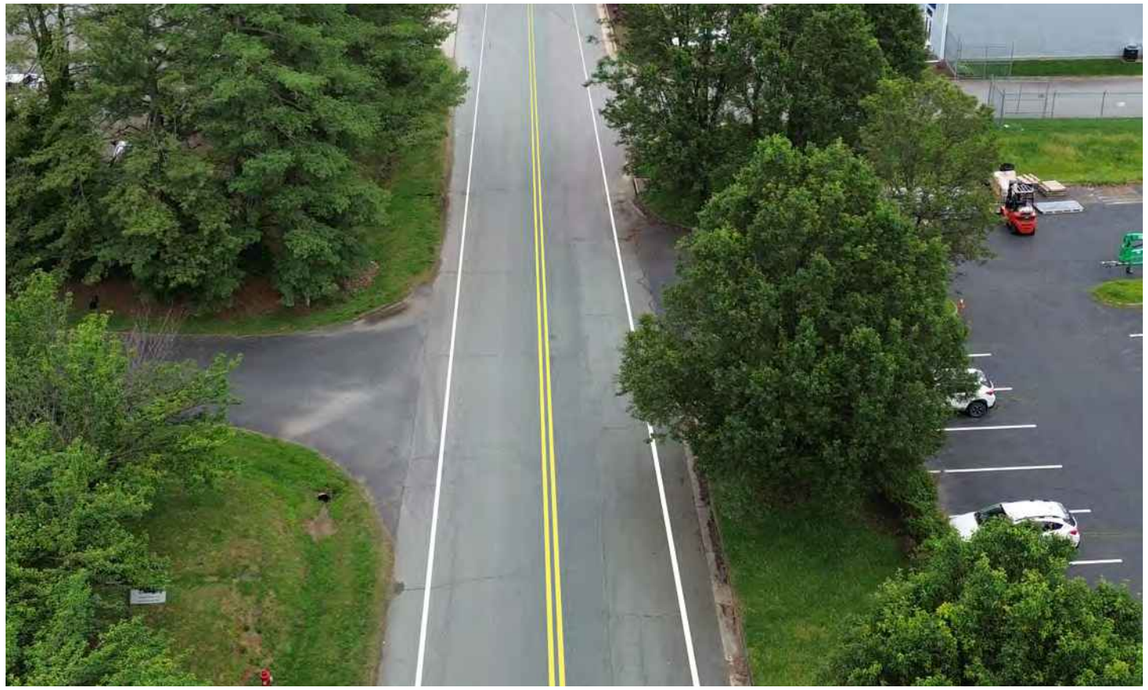
Norfolk, Virginia established their first Arts and Cultural District in 2013, called the NEON District (NEON stands for New Energy of Norfolk). The NEON District provides programs and funding opportunities that are not available elsewhere in the city; for example, the District's public art program offers multiple grants for artists and artistic projects that reduce the costs of creating and implementing public art. Norfolk City Council also created an economic incentive program for the NEON District in 2019. This program provides incentives that are available to qualifying businesses such as a reduction of the business, professional, and occupational license taxes. Another incentive is a permit fee exemption that can last up to 10 years, which includes any building, electrical, or site plan application fees during redevelopment processes. These incentives help attract and support arts and cultural sites within the District.

Below | NEON District mural. Source: https://neonnfk.com/festival

2. Placemaking and Connectivity Strategies | Short-Term

2.1 Broadway Street Painting.

Provide roadway pavement markings along Broadway Street to define vehicular travel ways and paved roadway shoulders.



- Paved roadway shoulders may be utilized by pedestrians to walk along the corridor, but this shoulder will not be formally delineated as a pedestrian facility at this time. Formally defining this as a pedestrian facility is included within the recommendations of Long-Term Strategies (Strategy 4.1); however, the County should monitor usage of the paved shoulder over time and determine if upgrades are needed in the short-term, such as the need for lighting.
- Pavement markings will visually represent a consistent travel-way width along Broadway Street as compared to the existing pavement widths which are highly variable along the corridor.
- Several existing businesses along the corridor require large vehicles to access their sites. By using pavement markings to define the travel-way widths the turning movements and space requirements of large vehicles will not be negatively affected.

2.2 Wayfinding Plan.

Develop a Broadway Wayfinding Plan with the goal of establishing clear and consistent signage and materials to connect residents and visitors to Broadway's cultural, natural, and recreational amenities. Through this process, complete the following steps:

- Engage with area artists and stakeholders to develop a brand and logo for Broadway and incorporate elements of the Broadway brand into wayfinding elements.
- Identify a location and design for a Broadway entrance sign at the corner of Franklin and Broadway Streets.
- Implement the Wayfinding Plan, beginning with the most impactful interventions and implementable projects within the Broadway Study area.

2.3 Marchant Street Study.

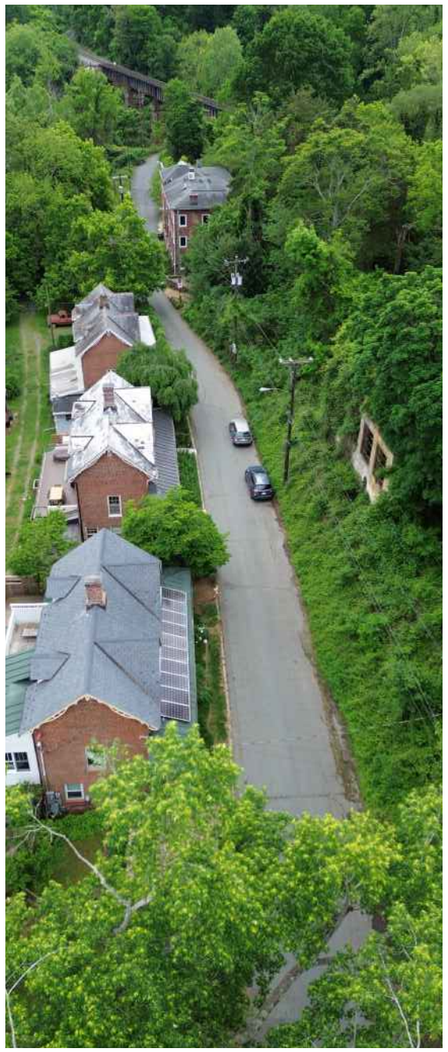
Consider converting Marchant Street to a private street. Maintain this as a vehicular access point for residents only and a bicycle/pedestrian and emergency vehicle access point. Explore the possibility of reopening of the railroad crossing as a bicycle/pedestrian and emergency access point (see Integration Strategy 5.3).

Above | Marchant Street is a vehicular corridor which at one point was used to cross the railroad tracks. The street is not included within VDOT's inventory, nor is it owned or maintained by any others. This discrepancy of ownership creates a risk to the County, VDOT, and the Buckingham Branch Railroad.

Marchant Street is the only connection to a dead-end street named Pireus Row (shown perpendicular to Marchant Street above). Neither Pireus Row or Marchant Street meet any of the minimum standards for public or private streets.

2.4 East Market Street Bicycle & Pedestrian Planning and Design.

In collaboration with property owners along E. Market Street and the Woolen Mills property, design and install bicycle and pedestrian improvements along the street while maintaining vehicular access for residents.



E. MARKET STREET

Due to the narrowness of E. Market St., formal sidewalks and bicycle lanes may not be feasible. A near-term solution is to provide a striped walking shoulder for pedestrians and bicycles and one-way vehicular traffic for use by residents of E. Market Street and for emergency access.

This segment of E. Market Street is an on-street segment of the Rivanna Trail and is also an important access point to the Woolen Mills property and other Broadway amenities. Providing safe facilities along E. Market Street is critical to improving bicycle and pedestrian connectivity within Broadway.

To provide continuity, any improvements along E. Market Street should be applied between Riverside Avenue (which is within the City of Charlottesville city limits – see Strategy 5.1) and the Woolen Mills property. This will require coordination between the City of Charlottesville, Albemarle County, and VDOT. Property owners along E. Market Street have discussed the possibility of converting this segment of E. Market Street to a private street to allow solutions that reduce vehicular traffic to Woolen Mills and that improve pedestrian safety. This may provide an opportunity to implement the short-term bike/ped solutions on E. Market Street.

2.5 Rivanna River Pedestrian Bridge Planning and Design.

Prioritize integration and continuity of pedestrian and bicycle facilities during the Rivanna River Pedestrian Bridge design phase.

RIVANNA PEDESTRIAN BRIDGE STATUS

VDOT, Albemarle County, and Charlottesville are collaborating on a pedestrian bridge over the Rivanna River connecting E. Market Street to the Old Mills Trail. Grant funding for bridge design work is pending. Further design will determine if the chosen location is feasible based on cost.

The Rivanna River Pedestrian Bridge planning and design should incorporate the design of safe, continuous, dedicated facilities for cyclists and pedestrians using the Rivanna Trail and accessing the future pedestrian bridge. Opportunities for those driving vehicles and parking to access the bridge should also be considered in the design.

As part of this work, additional site analysis and stakeholder engagement should be conducted to determine the best vehicular access points, parking areas, and appropriate treatments and facilities for E Market Street. This will be a critical element of the planning and design work for the pedestrian bridge, especially considering the narrow width of E. Market Street.

A pedestrian bridge on E. Market Street offers several benefits, including serving as an economic asset to Broadway and Albemarle County, but potential drawbacks also warrant consideration. Should funding for the bridge design not be granted, or if further design identifies this bridge location to be infeasible, the County should explore alternative locations for the pedestrian bridge crossing, due to the constraints of E Market Street, and the new opportunities presented by the City's purchase of Zero East High Street.

Long-Term Strategies

The subsequent pages include an overview of the Long-Term Implementation Strategies for the 5-15 year timeframe. Though not a complete list of projects, some of the strategies that have a spatial component or a defined focus area are shown on the map below.

3. Land Use & Economic Vitality Strategies | Long-Term

3.1 Continued Business Retention.

Sustain business retention efforts within Broadway, recognizing that rising land costs, demand for mixed-use development near the City, and redevelopment plans, particularly along Franklin Street, will impact businesses on Broadway. Assist Broadway businesses looking to expand or who have an interest in relocating and may be less reliant on Broadway's locational assets by connecting them with available properties within designated Light Industrial areas of the County.

3.2 Business Incubator Space.

Investigate the creation of business incubator spaces within Broadway, or elsewhere in Albemarle County, to provide affordable workspace for entrepreneurs and startups seeking space to relocate or expand.

3.3 Land Use Evaluation

If not implemented in the short-term, reconsider opportunities to accommodate mixed-use development along Franklin Street that matches the City of Charlottesville's vision for urban street frontage along the Franklin Street corridor. At this time, also consider if changes to land use are appropriate within other areas of Broadway, while not compromising existing industrial and flex businesses. Steps to complete this strategy should include:

1. Determine if changes to the Comprehensive Plan/Master Plan future land use are appropriate (within the 5–15-year timeframe) to allow mixed-use development along Franklin Street or within other areas of Broadway. The update process should consider stakeholder and community input, local market pressures and land costs, and the availability of industrial land in other locations in Albemarle County.
2. After the Comprehensive Plan evaluation/updates, determine if the zoning regulations should be updated to allow pedestrian oriented mixed-use development along Franklin Street and within other areas of Broadway. This could also include design standards to ensure walkable, pedestrian-scaled buildings.

CITY OF CHARLOTTESVILLE ZONING CHANGES

The implementation of the City's new zoning code is anticipated to spur redevelopment along Franklin Street within City limits. This would bring higher density residential development and more urban building forms to the west side of Franklin Street.

As redevelopment begins to occur, which is expected to be within 5-15 years' time, the County should continue to engage with Broadway property owners and assess the possibility of amending the County's Future Land Use and Zoning along Franklin Street to a mixed use designation. This would provide a cohesive development pattern along Franklin Street. Reevaluating land use in this time frame could provide an opportunity for the County to evaluate and adapt to the market realities and rising land costs associated with redevelopment.

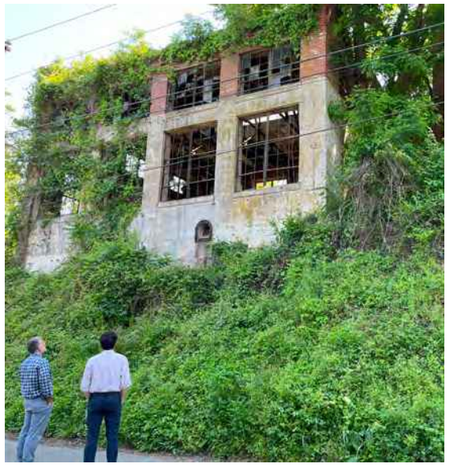
3.4 Implement Franklin Street Resources and Land Use Recommendations.

Implement the recommendations from Strategy 1.6 (evaluating the Franklin Street resources and land uses) to create a more welcoming entrance for Broadway and to establish appropriate uses along Franklin Street.

- » If the analysis in Strategy 1.6 does not find that the wall on TMP 77-40B1 and slopes adjacent to Franklin Street are resources that warrant protection, prepare the frontage of Franklin for an urban form of redevelopment through zoning and land use changes.
- » If the analysis in Strategy 1.4 recommends preservation of these resources, work with the property owner to 'daylight' the wall, clear overgrowth, and install native landscaping.
- » Work with the property owner of TMP 77-40B1 to install an entrance sign at the corner of Broadway and Franklin Streets to serve as a gateway to Broadway and Albemarle County.

3.5 Historic Protection.

Work with property owners to pursue measures, both voluntary and regulatory, to protect historic resources within Broadway, including those identified as contributing structures within the Woolen Mills Historic District. Seek ways to protect historic structures through grant funds, easements, proffers, and future zoning updates.



4. Placemaking & Connectivity Strategies | Long-Term

4.1 Broadway Pedestrian Shoulder.

If the paved shoulder along Broadway Street (Strategy 2.1) sees an increase in pedestrian and cyclist traffic, the County should take steps to formally denote this as a pedestrian facility.

This pedestrian facility will still utilize the paved roadway shoulder as the "facility", but additional improvements will be required to formally commit to this pedestrian facility. Taken in aggregate, these improvements are low-cost high return investment that can formally delineate a pedestrian space along Broadway Street with little-to-no environmental disturbance at a fraction of the cost of a traditional sidewalk. An example of this Strategy is shown above with pavement markings and delinators. Additional improvements include:

- Detectable warning surfaces at all entrances notifying visually impaired pedestrians of a crossing with vehicles.
- Pavement markings at all crossings to visually delineate these.

4.2 Broadway Shared Use Path.

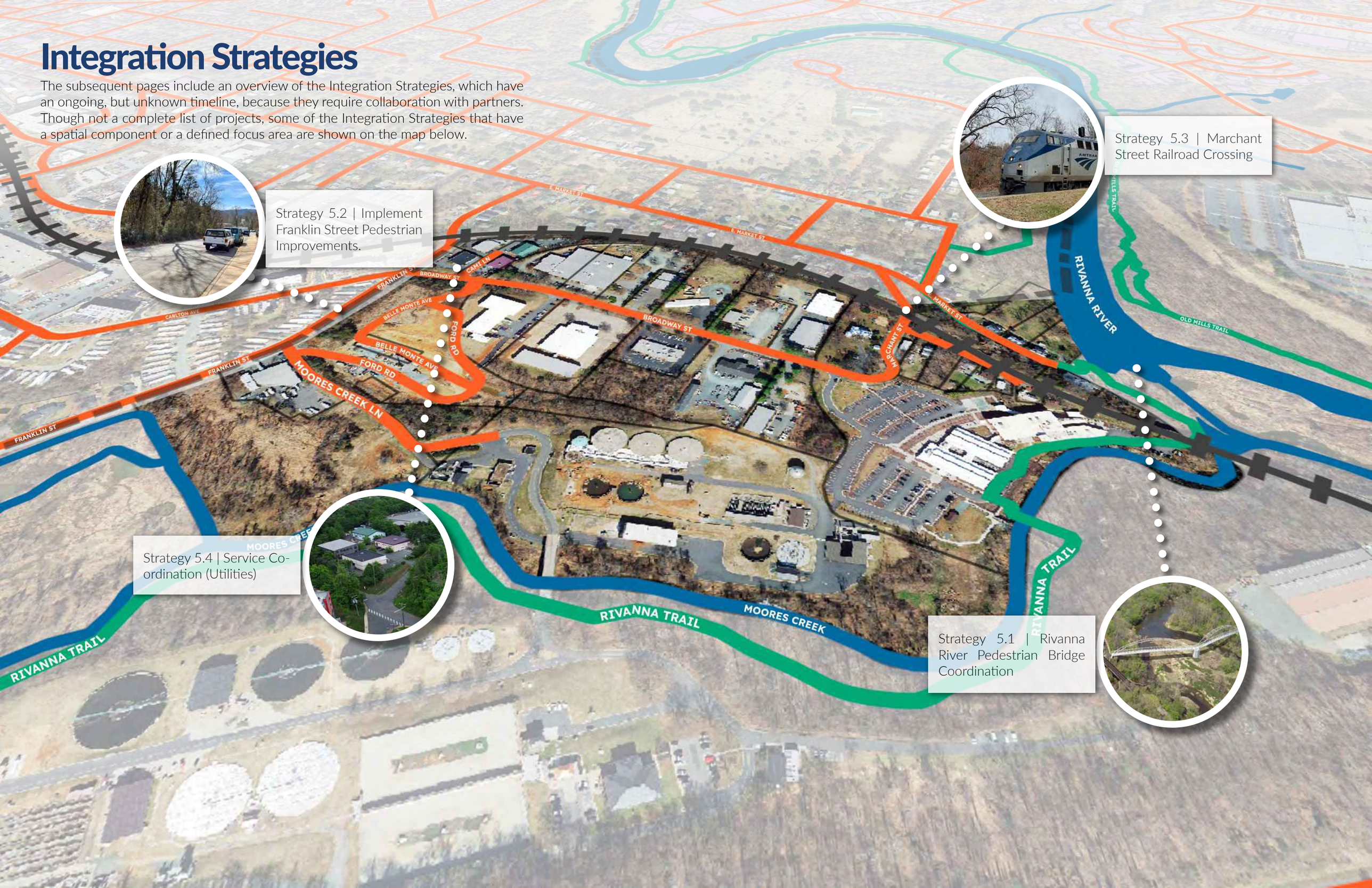
When the timing is appropriate, install a formal shared use path along one side of Broadway Street.

The need for a shared use path along Broadway could become necessary as part of long-range multimodal transportation strategies such as Three Notched Trail or for access to the Rivanna River Pedestrian Bridge. A path could also be installed incrementally, as redevelopment occurs along Broadway Street.

- This option makes the most sense if over time the pedestrian facility identified in Strategy 4.1 has proved useful and if the broader bike/pedestrian network integration points are strengthened.
- A formal shared use path along Broadway Street would also require substantial infrastructure improvements like upgraded stormwater conveyance networks, which makes this project substantially more expensive than the short and mid-range strategies.
- Properties that redevelop along the north side of Broadway will be expected to construct a portion of the shared use path that fronts their property. Properties on the south side of Broadway that are redeveloped should ensure there is sufficient right of way for a path on the north side of Broadway.
- The final facility design should consider access needs for industrial users in Broadway and should be designed to accommodate large vehicle turning movements for properties that have this need.

Integration Strategies

The subsequent pages include an overview of the Integration Strategies, which have an ongoing, but unknown timeline, because they require collaboration with partners. Though not a complete list of projects, some of the Integration Strategies that have a spatial component or a defined focus area are shown on the map below.



5. Integration Strategies | Ongoing

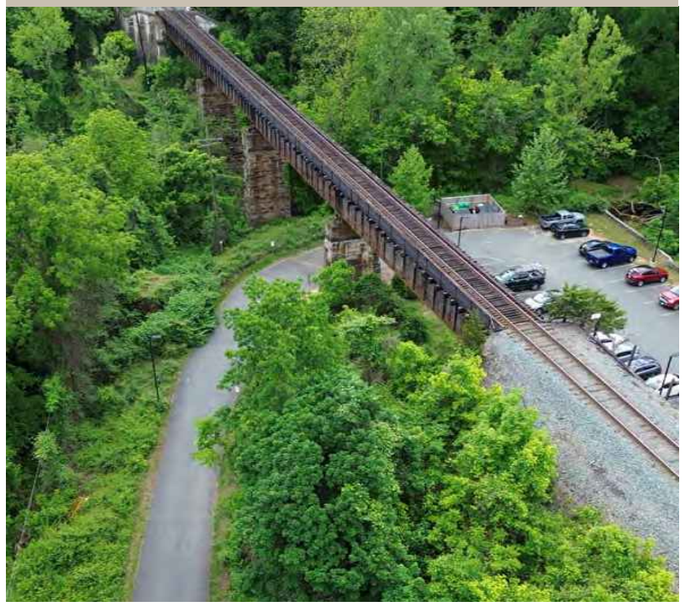
Integration strategies are those requiring collaboration with external partners, such as the City of Charlottesville or individual property owners, and therefore have timelines that depend on successful coordination with these partners. Integration strategies also include strategies that are dependent upon development or redevelopment of properties within or adjacent to Broadway and therefore timing is unknown. Integration strategies also tend to touch on multiple topics (land use, economic vitality, placemaking, and connectivity) and therefore are not separated into categories.

5.1 Rivanna Pedestrian Bridge Coordination.

Implement plans for pedestrian bridge access and trail integration. Priority projects should be to address gaps in the existing trail network, designate areas for vehicle access and parking, and establish the bridge and Woolen Mills area as a central hub for regional trails.

- Based on the final bridge location study and design, formalize the bicycle and pedestrian accommodations for E. Market Street.
- In coordination with the City of Charlottesville and local stakeholders, determine if additional bicycle, pedestrian, or vehicular access points between the bridge and Broadway are needed. This could include upgrading the Broadway Street pedestrian facility to a shared use path, formalizing a railroad crossing on Marchant Street, and upgrading other trail networks, such as the portions of the Rivanna Trail that skirt and pass through Broadway.

Above | Initial rendering of proposed bridge location. Source TJPDC. **Below I** E. Market Street location (facing southeast) where the pedestrian bridge is proposed.



5.2 Implement Franklin Street Pedestrian Improvements.

Concurrent with redevelopment along Franklin Street, coordinate with City staff and site developers to achieve the following measures.

1. Secure sufficient right-of-way to establish sidewalks on both sides of Franklin Street. Any parcels redeveloping should construct their portion of the Franklin Street sidewalk.
2. Collaborate with the property owner of TMP 77-40B to install a sidewalk along the east side of Franklin Street, adjacent to the stone wall.
3. Coordinate with the City and adjacent property owners to realign the Franklin St. / Carlton Ave. / Broadway St. intersection as adjacent properties redevelop.
4. Coordinate with the City of Charlottesville and Buckingham Branch Railroad to improve the railroad underpass along Franklin Street to allow safe passage of people traveling on foot or bicycle to and from Broadway.

FRANKLIN ST. / CARLTON AVE. / BROADWAY ST. INTERSECTION

The Franklin Street, Carlton Avenue, and Broadway Street intersection presents a unique opportunity for an intersection augmentation and/or redesign. The current intersection is broad and the various roadway corridors entering the intersection are either offset or at a skewed angle. Geometry such as this provides ample opportunity to redefine and redistribute the space within the intersection – both creating a safer intersection for all users, but also providing an opportunity for gateway type features to Broadway, or also the City.

The image below shows a concept for how this intersection could be realigned to improve pedestrian safety while maintaining vehicular and large truck movements.

5.3 Marchant Street Railroad Crossing.

Explore the possibility of reopening the railroad crossing on Marchant Street as a bicycle and pedestrian connection and for emergency access, in collaboration with Buckingham Branch Railroad and the City of Charlottesville.

RAILROAD CROSSING

A crossing of the Buckingham Branch Railroad was recently closed, which eliminates access and connectivity within Broadway. The County should explore if the crossing can be reestablished as a bicycle/pedestrian connection and emergency access.

5.4 Service Coordination.

Coordinate the provision of public utilities and services for Broadway landowners, employees, residents, and visitors. This includes the following:

1. Partner with the City of Charlottesville to install wayfinding signage in nearby City neighborhoods in accordance with the Wayfinding Plan for Broadway, guiding pedestrians, cyclists, and drivers to Broadway.
2. Work with the City of Charlottesville to connect properties along Franklin Street to City sewer (to avoid need for use of pump facilities required to connect to ACSA lines) and to support opportunities for infill development and/or redevelopment.
3. Coordinate crime prevention measures with the City of Charlottesville and Albemarle County police departments to improve patrolling and crime enforcement in the area.
4. Coordinate opportunities for transit connectivity between Broadway, Downtown Charlottesville, and other City and County destinations.

UTILITY CONNECTIONS

Properties along Franklin Street in Broadway rely on pumps to carry sewage uphill to the ACSA facility. This system restricts redevelopment options for these parcels. However, there's a potential solution to seek a connection to the City sewer lines that run nearby under Franklin Street.

5.5 Grassroots Placemaking.

Champion and support grassroots placemaking initiatives that are driven and initiated by Broadway artists, businesses, and organizations. These could include:

- Formalizing trail networks initiated by property owners to connect patrons to local businesses and to connect Broadway amenities, such as a trail parallel to the railroad track on the north side of Broadway Street.
- Providing support for grant applications/grant funds or other financial support for public art projects and business development initiatives.
- Streamlining permitting for Broadway Street block parties and similar events.
- Supporting and collaborating with a Broadway Business/ Makers Association to complete placemaking projects.

5.6 Partnership Opportunities.

Continue to explore and be open to future opportunities for public-private partnerships within Broadway that would provide customized solutions to support Broadway Blueprint goals such as through use of tax increment financing, historic tax credits, grants for placemaking or infrastructure projects, etc.

ABOVE | Startups and artisans at 1740 Broadway have been leading grassroots initiatives to lift up the arts and bring vibrancy to Broadway.

BELOW | Visible Records is an artist studio and event space at 1740 Broadway.

Implementation Roadmap and Additional information

Strategies Summary and Phase Comparison

The information in this section is intented to assist County staff and officials in determining project prioritization, scheduling, and integration into the County's work program, budget, and Capital Improvements Program (CIP).

The tables on the following pages include a summary of all projects and additional information for each project including how each Strategy supports the Project Goals, Cost Estimates, the Responsible Party and Project Partners, Project Types, and Recommended Timing.

The second table compares the recommendations from the Phase 1 Study to the Strategies from Phase 2. The purpose of this comparison is to show the continuity of work between Phases 1 and 2 and to show how the recommendations from Phase 1 have been carried forward into the recommended Implementation Strategies.

Project Goals

Most of the Implementation Strategies support more than one Project Goal. The symbols below represent each of the Focus Areas and their respective Goals and are used to indicate which Goals each Strategy supports.

Economic Vitality

Land Use

Connectivity

Placemaking

Project Timing

Each project is assigned a general project timing: Short-Term (0-5 years), Long-Term (5-15 years), and Integration Strategies, which have unpredictable timing based on the need to partner with others to complete these. However, within these categories, there will be varying timelines and there are some Strategies that will need to be completed sequentially. This is noted in the Implementation Strategies Summary table on the following pages.

There are some projects in the Short-Term that are already underway or that can be incorporated into an ongoing process - such as the Zoning Ordinance updates or the AC44 Comprehensive Plan update. This is also noted in Project Timing column in the table.

Completion of the Integration Strategies will depend on the County's ability to partner with other stakeholders, including the City of Charlottesville and property owners within Broadway. Timing of these projects will be dependent upon outside factors, such as the timing of redevelopment, or as the need arises. Staff should continuously assess opportunities to implement Integration Strategies and actively seek partnerships to ensure successful completion of these Strategies.

Lastly, the project timing recommendations are our best guess, based on stakeholder feedback and our analysis of the corridor. Staff should continue to monitor changes and needs within Broadway and determine if and when a Strategy should be accelerated or delayed to address changing conditions.

Cost Estimates

Cost Estimates are "rough order of magnitude" or ROM cost estimates and represent general ranges. The Cost Estimates are estimates of the total cost of the project in 2024 dollars. The estimates do not necessarily represent the total cost to the County, however. Projects are likely to be supplemented with outside funding sources, such as state transportation grants and federal funding sources. Some projects could be completed piecemeal or as part of a redevelopment proposal. These other funding sources or partnership opportunities could reduce the Strategy's overall cost to the County.

The ROM Cost Estimates in the Summary Table are symbolized by dollar signs, which represent the ranges below:

$: <$500,000

$$: $500,000 - $3,000,000

$$$: $3,000,000 - $10,000,000

$$$$: $10,000,000 - $20,000,000

$$$$$: >$20,000,000

Responsible Parties and Partners

This section of the table identifies the entities that should lead the implementation of each Strategy. Many Strategies will require collaboration across different County departments and/or collaboration with partners outside of the County.

The following abbreviations are used within the Summary Table to represent Responsible Parties and Partners:

- CDD = Albemarle County Community Development Department
- EDO = Albemarle County Economic Development Office
- ACSA = Albemarle County Service Authority
- FES = Albemarle County Facilities and Environmental Services
- NDS = City of Charlottesville Neighborhood Services
- CAT = Charlottesville Area Transit

ABOVE | The 2024 Active Mobility Summit hosted by Piedmont Environmental Council at the Wool Factory.

Implementation Strategies Summary

Strategy	Goals Supported	Timing	Responsible Parties and Partners	Cost Estimate
1.1 Retain Industrial Uses		This is a continuation of existing policies and regulations.	CDD	n/a
1.2 Address the Land Use & Zoning Mismatch		Short-term (0-5 years)	CDD	$
1.3 Increase Flexibility through Zoning		This can be incorporated into the ongoing Zoning Ordinance update.	CDD	$
1.4 County-wide Industrial Inventory		This can be incorporated into the ongoing AC44 Comp Plan Update.	CDD with EDO	$
1.5 Broadway Business Retention		This is a continuation of existing policies.	EDO	n/a
1.6 Franklin Street Resources & Land Use Analysis		Short-term (0-5 years)	CDD	$
1.7 Establish an Arts & Cultural District		Short-term (0-5 years)	CDD with EDO	$
2.1 Broadway Street Painting		This is underway with expected completion by the end of 2024.	CDD with ACSA, FES	$
2.2 Wayfinding Plan		Short-term (0-5 years)	CDD	$$
2.3 Marchant Street Study		Short-term (0-5 years)	CDD	$
2.4 East Market Street Bicycle & Pedestrian Planning		Short-term (0-5 years)	CDD	$
2.5 Rivanna River Pedestrian Bridge Planning & Design		Short-term (0-5 years)	CDD	$$
3.1 Continued Business Retention		Long-term (5-15 years)	EDO	n/a
3.2 Business Incubator Space		Long-term (5-15 years)	EDO	$$$
3.3 Land Use Evaluation		Long-term (5-15 years)	CDD	$$
3.4 Implement Franklin Street Resources & Land Use Recommendations		Long-term (5-15 years); subsequent to Strategies 1.6 and 2.2	CDD	$$$
3.5 Historic Preservation		Long-term (5-15 years)	CDD	$

Implementation Strategies Summary (continued)

Strategy	Goals Supported	Timing	Responsible Parties and Partners	Cost Estimate
4.1 Broadway Pedestrian Shoulders		Long-term (5-15 years)	CDD with FES	$$
4.2 Broadway Shared Use Path		Long-term (5-15 years)	CDD with FES	$$$$
5.1 Rivanna Pedestrian Bridge Coordination		Subsequent to Strategy 2.5 to implement the bridge design and pedestrian integration	CDD with VDOT and Charlottesville NDS	$$$$$
5.2 Implement Franklin Street Pedestrian Improvements		Concurrent with development and redevelopment along Franklin Street	CDD with FES and Charlottesville NDS	$$$$
5.3 Marchant Street Railroad Pedestrian Crossing		Concurrent with Strategy 2.3	CDD with FES and Buckingham Branch Railroad	$$
5.4 Service Coordination		Ongoing	CDD, Albemarle County Police, with City of Charlottesville NDS, Police, and Public Works, CAT, and JAUNT	n/a
5.5 Grassroots Placemaking		Ongoing	CDD and EDO, with Broadway organizations, businesses, and artisans.	$$
5.6 Partnership Opportunities		Ongoing	EDO	$$$

Phases 1 and 2 Integration

The table below provides a list of the recommendations from Broadway Blueprint Phase 1 alongside the Implementation Strategies and engagement processes from Phase 2 that address each of the Phase 1 recommendations.

PHASE 1 RECOMMENDATIONS	HOW THIS IS ADDRESSED WITH A PHASE 2 STRATEGY OR ENGAGEMENT PROCESS
Focus Area - Economic Vitality	
Achieving a diverse array of opportunities that would add vibrancy to the corridor while minimizing conflicts between potential new uses and existing businesses	Strategies 1.1, 1.2, 1.3, 1.5, 1.7
Balancing potential new uses and established uses with an awareness of how that balance will impact light industrial capacity/inventory in the County	Strategies 1.3, 1.4
Furthering the County's Economic Development Strategic Plan (Project ENABLE), including increasing the sites for primary businesses and creating jobs	Strategies 1.4, 1.5, 3.2
Addressing cost impacts on existing/future property owners/small businesses, including artists/makers, who might be challenged by property value/rental price increases	Strategies 1.5, 1.7, 3.2, 5.5, 5.6
Evaluating and addressing current and future parking challenges/needs	Strategy 1.3
Focus Area - Connectivity	
Maximizing potential for multi-modal transportation including pedestrian, bike, trails, and transit options to provide connectivity to downtown/river/Pantops/other assets	Strategies 2.1, 2.2, 2.3, 2.4, 2.5, 4.1, 4.2, 5.1, 5.2, 5.3
Evaluating and addressing current and future challenges to the transportation network serving the corridor	Strategies 2.1, 2.2, 2.3, 2.4, 2.5, 4.1, 4.2, 5.1, 5.2, 5.3
Focus Area - Placemaking	
Creating an eclectic, diverse array of spaces for business retention/expansion	Strategies 1.5, 1.7, 3.2, 5.5, 5.6
Creating and supporting spaces for public activities/events	Strategies 5.5, 5.6
Enhancing pedestrian environment/experience/safety	Strategies 2.1, 2.2, 2.3, 2.4, 2.5, 4.1, 4.2, 5.1, 5.2, 5.3
Providing compelling destination for both businesses and people	Strategies 2.5, 5.1, 5.5, 5.6
Additional Recommendations	
Create corridor business association like DCI (Downtown Crozet Initiative)	Strategy 5.5
Arts/cultural district	Strategy 1.7
Pedestrian/bike connectivity	Strategies 2.1, 2.2, 2.3, 2.4, 2.5, 4.1, 4.2, 5.1, 5.2, 5.3
Design study for multimodal streetscape	Strategies 2.1, 4.1, 4.2
Enhance public transportation	Strategy 5.4
Visit all businesses on Broadway Street corridor	This was completed through the Phase 2 engagement process.
Connectivity to all outside communities including the City	Strategy 2.5, 5.1, 5.2, 5.3, 5.4
Consider targeted programming and public space to serve broader neighborhoods	Strategy 1.7, 5.5, 5.6
Strategies to mitigate gentrification including land ownership and subsidies	Strategy 1.7, 5.5, 5.6
Conduct proactive community engagement to ensure representation from all surrounding neighborhoods and impacted stakeholders through the duration of the planning process.	Opportunities for stakeholder and neighbor engagement were provided through the Phase 2 planning and engagement process.

Appendix Table of Contents

Process Overview & Engagement Summary 46

Schematic Designs 54

Market Assessment 60

Broadway Blueprint Phase 1 Study 62

Broadway Blueprint Phase 2 | Process Overview & Engagement Summary

Background & Goals

In 2022, the County concluded the Phase 1 Broadway Blueprint Study, an economic development assessment for the industrial area near Broadway Street in Albemarle County. This initial study identified economic vitality, connectivity, and placemaking as key focus areas for future planning.

Building upon the Phase 1 findings, the County initiated the Broadway Blueprint Phase 2 Implementation Study in June 2023. The County contracted with Line + Grade Engineering and 3TP Ventures to conduct the implementation study.

The consultant team worked with County staff in Economic Development, Community Development, and Facilities and Environmental Services to develop a an implementation plan focused on enhancing connectivity, placemaking, and economic vitality within Broadway.

Project Goals

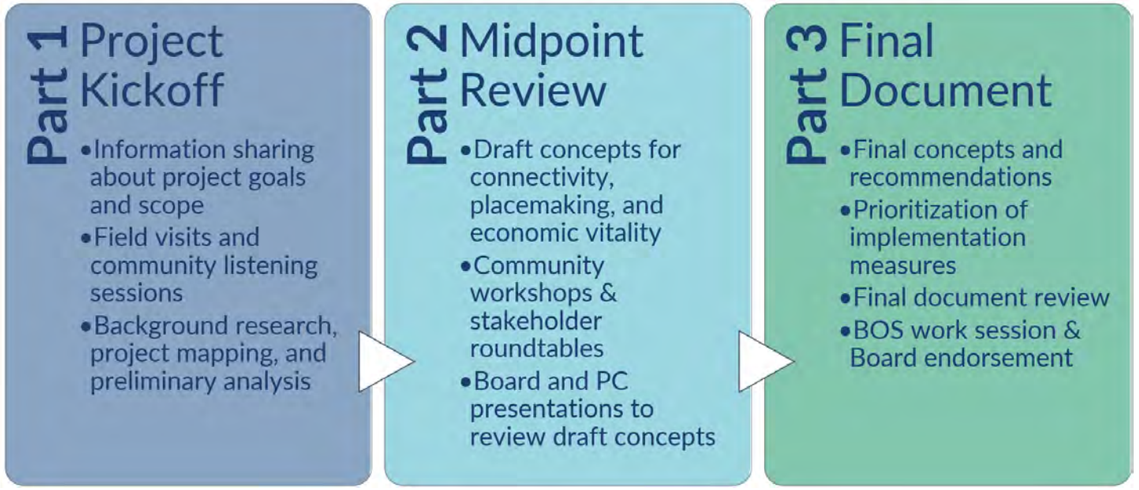
The project team collaboratively developed the following project goals to guide their work and to keep them focused throughout the year-long project.

1. Create a blueprint for short-, medium-, and long-term implementation steps that support connectivity, placemaking, and economic vitality within Broadway.
2. Leverage past investment, local interest, and economic opportunity within Broadway to further the County's Economic Development Strategic Plan (Project ENABLE).
3. Collaborate with the diverse community of stakeholders within and around Broadway including small business startups, local artisans, established businesses, property owners, neighboring County and City residents, and City officials and staff to draft recommendations that support the varied needs of the Broadway community.

Project Phasing

The implementation study included three phases of work and community engagement, as shown in the phasing graphic. Each phase included opportunities for stakeholder and community engagement. Phase 2 included an opportunity for Planning Commission input, and the Board of Supervisors conducted work sessions to review draft content during Phases 2 and 3.

The Phase 2 study was completed and accepted by the Board of Supervisors in September 2024.



The first Stakeholder Open House at the Wool Factory involved roundtable discussions with Broadway businesses, property owners, tenants, and residents.

Phase 1 Engagement Summary

Stakeholder Open House | 6.22.2023 at Wool Factory and Individual Interviews

The Phase 1 engagement began with an open house at the Wool Factory event space, where businesses, tenants, and property owners within the Broadway Study Area were invited to share their input about the future of Broadway and were asked to share where they wanted to see more County support for services and infrastructure along the corridor. The team also conducted individual interviews with several stakeholders which offered opportunities for more in-depth conversations with key stakeholders.

Some themes that emerged from these conversations are summarized below:

Transportation

- Establish an alternative bike/ped network along the railroad.
- Improvements to Broadway should not impede truck deliveries.
- Improve transportation access, including a shuttle from downtown.
- Concern about lack of coordination between City, County, and VDOT about access to and from Broadway, especially truck access.

Business Retention & Affordability

- Price per square foot on Broadway is 3 times higher than in the Valley and other adjacent localities.
- Lack of industrial inventory is a major issue locally. There is nowhere else in the County for businesses to go if they get displaced.
- Interest in developing the corridor is growing. Some have received multiple offers to buy their property.
- Addition of Willow Tree has caused an increase in real estate tax assessments. Some property owners have been forced to increase rent.
- Concern that additional investment along the corridor will further drive up costs and displace residents.
- Suggestion that County consider tax breaks to retain a diversity of business types including startups and local artisans.
- Suggestion of block party for business owners and employees to get to know one another and discuss shared goals.
- Petty crime is an increasing issue and there is no police patrol.

Land Use & Placemaking

- Some expressed an interest in housing as a secondary use along the corridor, especially in upper stories of multi-story buildings,
- Some did not want to see residential for fear of being displaced.
- Some wanted to see Broadway become a live, work, play district and suggested that mixed use can bring vitality to the area during eve-

ning and weekends with complementary uses such as residential and commercial.

- General consensus was that whether or not residential is added, Broadway should retain its industrial character.
- Concern that there will not be enough parking with new commercial uses that are being added.
- Some wanted to see a reduction in parking requirements paired with increased options for walking and biking.
- Suggestion to establish physical improvements that create a sense of place such as a park space, landscaping, artwork, and/or pollinator gardens.

Community Pop-Up | 6.16.2023 at Decipher Brewing

Using the Let's Talk Albemarle Engagement Van, the project team hosted a "pop-up" outside of Decipher Brewing at 1740 Broadway. The purpose of the pop-up was to invite passersby to share their thoughts on what brings them to the Broadway area and to hear what improvements thy would like to see to the Broadway corridor in the future.

Transportation

- Prioritize connectivity to and from Franklin Street.
- Complete the sidewalk network along Franklin and Broadway.
- Incorporate bicycle facilities such as a shared use path along Broadway connecting to the Rivanna Trail and Moore's Creek bridge.

Business Retention & Affordability

- 1740 Broadway / Visible Records is home to a wide diversity of artists, start ups, and small businesses.
- 1740 Broadway / Visible Records offers some of the only affordable space for artists in Charlottesville. Concern about lack of affordable spaces for artisans and startups within the City and County outside of Broadway
- Concern that new development and investment will increase prices and artists will be displaced without anywhere to go.
- Take proactive steps to slow gentrification. One example to learn from is the process to establish the Obama library in Chicago.

Land Use & Placemaking

- Incorporate a mix of different land use uses including residential live/work opportunities.
- Incorporate uses that will bring foot traffic to Broadway especially during the day. Right now very few people come to Broadway and it is quiet during the day. Many people don't know this area exists.
- Residents, tenants, artists, and other stakeholders should be involved in the design of corridor elements and improvements.
- Establish a public park/public space.

Phase 2 Engagement Summary

The project team unveiled a set of preliminary goals and a draft list of "Observations and Opportunities" for the study area's future at the Phase 2 engagement events. The Observations and Opportunities were developed through a comprehensive process involving community engagement, thorough site assessment, and consideration of the overall policy and market landscape in the Broadway area

Community Pop-up | 11.27.2023 at 1740 Broadway & Stakeholder Open House | 11.29.2023 at Wool Factory

During the pop-up and open house, community members and stakeholders provided feedback on the proposed Observations & Opportunities. Their input was instrumental in refining the project's direction. The project team gained valuable knowledge through open dialogue with stakeholders.

A summary of the feedback is as follows:

- Concern about loss of private land for future trails or public use.
- Properties on the western end of Broadway face limitations on redevelopment due to reliance on private sewage pump stations. Property owners have been told in the past that they are not able to connect to the City's utilities, even though they are adjacent to the City utility lines and connecting to the City would eliminate the need for pumps.
- The community needs affordable spaces for housing and businesses. Broadway could provide an opportunity for workforce housing adjacent to an employment area.
- There was continued concern about residential uses displacing industrial businesses along Broadway and concerns about the suitability of residential uses near the sewerage treatment plant.
- Discussion of the importance of maintaining affordable space for startups and non-profits at 1740 Broadway, as there's no similar space in Charlottesville.
- Ongoing concerns about excessive speed on Broadway, creating a safety hazard for those walking along the street.

Above | Attendees at the pop-up (top 2) and the Stakeholder Open House (bottom) share their ideas about the Observations and Opportunities.

Planning Commission Presentation | 1.9.2024 at County Office Building, Lane Auditorium

Based on stakeholder feedback gathered during Phase 2, the project team refined and presented an updated draft of the Observations and Opportunities to the Planning Commission in early January. The Commission provided valuable input, highlighting key issues and areas for further exploration.

The following themes emerged from their feedback:

- **Gentrification and displacement:** Concerns were raised about rising property values and the potential displacement of existing businesses, industrial users, and artists due to redevelopment.
- **Personality/Uniqueness:** There was a strong desire to maintain the area's unique character and avoid turning it into a generic development.
- **Land Use:** Balancing industrial uses with potential for mixed-use development, including residential, commercial, and arts spaces was discussed, though concern about tension between residential and industrial uses was also considered.
- **Environmental impact:** Protecting the river and incorporating sustainable development practices were emphasized.
- **Arts & Culture:** Support for an arts and cultural district to help create dedicated spaces for artists to work and exhibit their art.
- **Transportation Facilities:** Invest in better roads, sidewalks, bike paths, and public transportation.
- **Preservation of Green Spaces:** Including protection of the river and other natural areas is important. Development should be set back from the river and use height to take advantage of views.
- **Partnerships:** Collaborate with the city and other stakeholders to achieve shared goals.

Board of Supervisors Work Session | 2.7.2024 at County Office Building, Lane Auditorium

Following input from the Planning Commission on an initial draft, the team presented the Observations and Opportunities to the Board of Supervisors in February. Overall, the themes identified by the Board of Supervisors aligned with the Planning Commission's, although the Board placed a stronger emphasis on preserving industrial land use within Broadway and not allowing residential land uses to encroach on the industrial business corridor.

Key themes from the Board meeting included:

- **Concerns about Gentrification:** The Board also expressed worry about the potential for rising property values to displace existing industrial businesses and residents.
- **Preservation of Industrial Land Uses:** There was consensus among the Board to maintain the area's industrial identity and avoid residential conversion.
- **Support for Arts and Innovation:** The Board supported the concept of establishing an arts and cultural district or innovation hub within Broadway to keep affordable spaces for artisans and entrepreneurs.
- **Street Maintenance:** The Board expressed a preference for VDOT to continue owning and maintaining Broadway Street.
- **Overall Support:** The draft concepts received general support from the Board and the team was directed to continue to refine the Observations into a set of draft Strategies for future Board discussion.

The stakeholder Open Houses at the Wool Factory were an opportunity for neighboring business owners to get to know one another and to discuss shared goals.

Phase 3 Engagement Summary

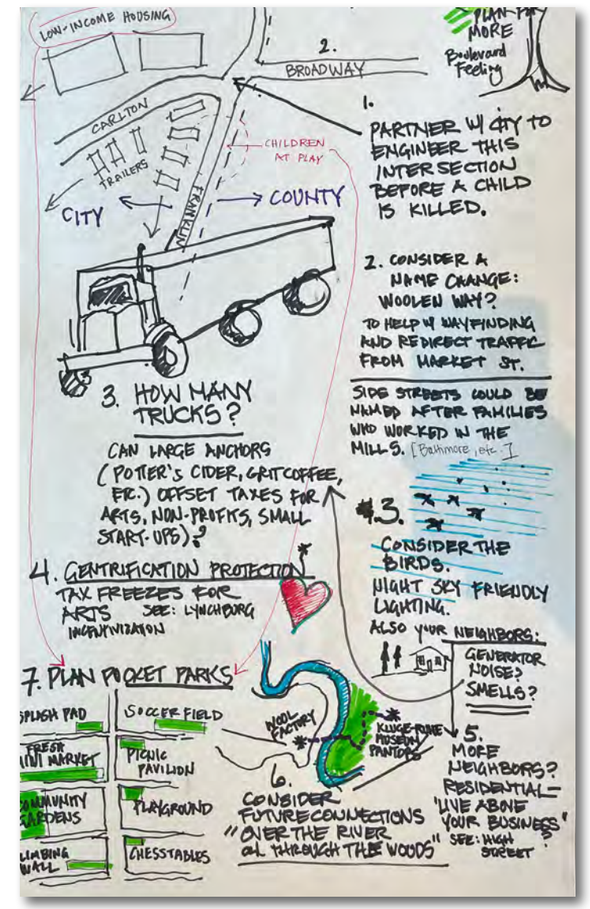
Phase 3 engagement centered around presenting the draft Implementation Strategies and refining strategies based on the feedback. The project team also participated in the Active Mobility Summit in March to talk to local bicycle and pedestrian advocates to hear their ideas about getting around the corridor.

Active Mobility Summit | 3.21.2024 at Wool Factory and Site Tour

Participants in the Active Mobility Summit toured Broadway Street to familiarize themselves with the Broadway Blueprint Study Area and discussed key opportunities for Implementation projects that could improve connectivity of the area.

Key discussions included:

- There was a strong desire to improve pedestrian and bicycle accommodations along Broadway Street. The group proposed creating a shared shoulder along the street, incorporating raised pavement markers, paint, and other delineators to enhance safety and visibility.
- The group shared a preference for upgrading the Rivanna Trail to enhance safety and usability for the segment that traverses Broadway along East Market Street and the travelway behind the Woolen Mills property.
- The group explored the possibility of the Marchant Street railroad crossing as a potential pedestrian and bicycle connection to the City of Charlottesville.
- There were discussions and questions about the proposed location for the Rivanna River bridge crossing.



Top | Attendees at the Phase 3 Stakeholder Open House share their input on the Draft Implementation Strategies.

Bottom | A neighbor's doodle encapsulates some ideas for the future and showcases Broadway's artistic energy.

Stakeholder Open House | 5.13.2024 at Wool Factory

The final Stakeholder engagement opportunity was held at the Wool Factory in May. The project team presented a draft set of Implementation Strategies and suggested timing of short-term, long-term, and integration strategies, which rely on collaboration with partners and therefore are difficult to predict timing.

Most attendees voiced enthusiasm for the proposed Strategies to revitalize Broadway and were eager to see the County begin implementation. Some suggested changes from the group included the following:

- Implement sound and lighting restrictions for off-hour activities to reduce disturbances to residents.
- Improve signage to direct traffic to Broadway, reducing congestion in residential areas.
- Explore a historically relevant alternative name for Broadway to enrich the area's identity.
- Incorporate shade trees into walking paths to increase comfort and usage.
- A property owner strongly urged the County to permit residential and mixed-use development along both Franklin Street and the west end of Broadway.
- Protect and incorporate historic buildings and structures.
- Incorporate more public spaces within Broadway.

Board of Supervisors Implementation Strategies Presentation | 6.12.2024 at County Office Building, Lane Auditorium

The project team presented the final draft Strategies along with a complete draft of the Broadway Blueprint Phase 2 Study to the Board of Supervisors in June.

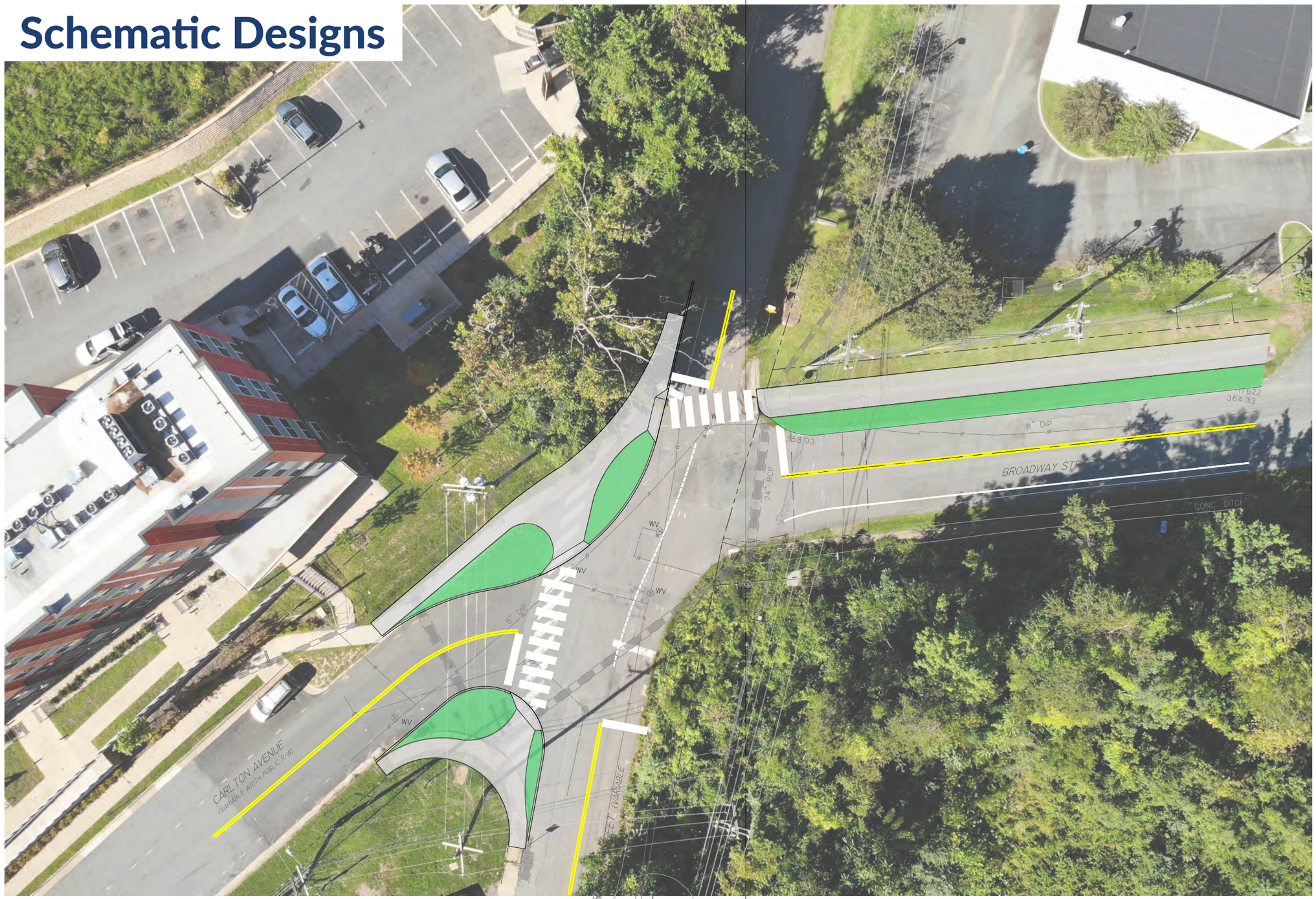
The Board offered their endorsement of the Study with only one suggested change to acknowledge the need for incentives for other businesses in addition to Arts & Culture focused businesses and organizations.

Below is a summary of some of key topics of discussion from the Board.

- The Board reiterated their stance on the importance of maintaining Broadway as a light industrial district.
- The Board expressed general support for the proposed Arts and Cultural District, though some were concerned that the district may not benefit all businesses in the area and suggested that the study consider the need for additional incentives for some businesses.
- They expressed concerns about too many entertainment venues and more savvy businesses popping up for the purpose of taking advantage of the tax benefits of an Arts and Cultural District and that this could happen at the detriment of the existing businesses and artisans.
- The Board continued to express concerns about gentrification that could be caused by investment in the area.
- Some Board members had questions and concerns about specific strategies in the draft Study, such as the privatization of Marchant Street and its impact on residents.
- The Board directed staff to finalize the Broadway Blueprint Phase 2 study, with the one change related to other business incentives and to bring the final report back for approval as a future agenda item.

Photos of the Active Mobility Summit from March 2024, where the project team led a tour of the Broadway Study Area and discussed initial recommendations from the project.

Schematic Designs



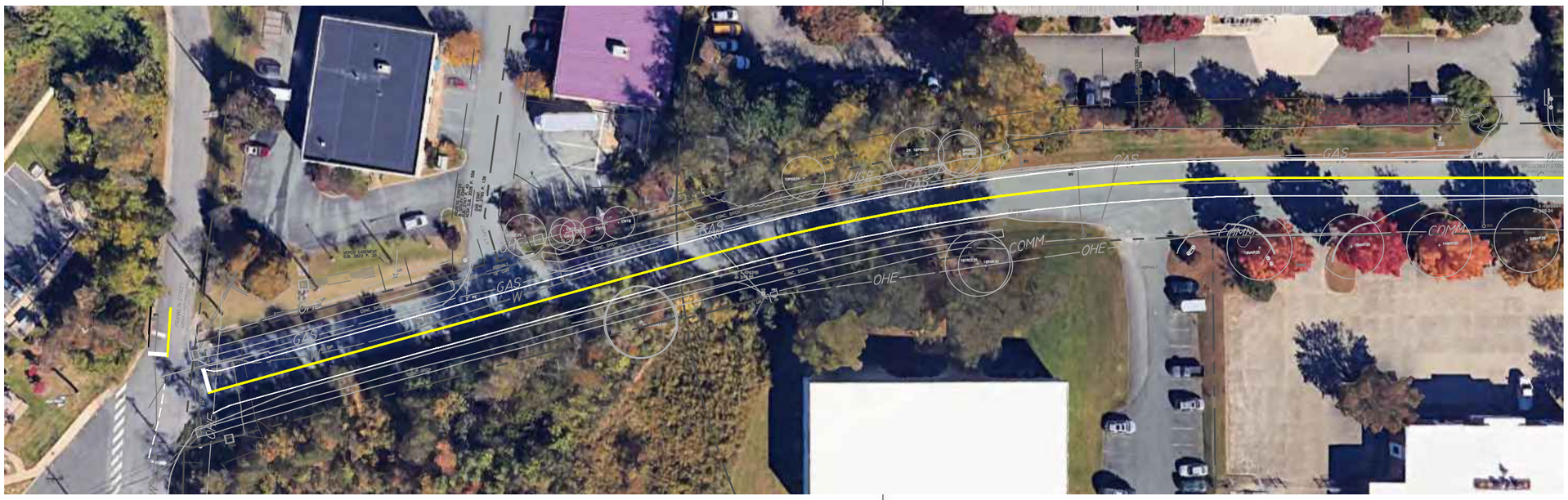
LINE AND GRADE

BROADWAY AND FRANKLIN INTERSECTION CONCEPT

BROADWAY BLUEPRINT
ALBEMARLE COUNTY, VIRGINIA

May 2024

C1



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LINE AND GRADE

BROADWAY CORRIDOR NEAR-TERM PLAN

BROADWAY BLUEPRINT
ALBEMARLE COUNTY, VIRGINIA

May 2024

C2

4

LINE AND GRADE

BROADWAY CORRIDOR LONG-TERM PLAN

BROADWAY BLUEPRINT
ALBEMARLE COUNTY, VIRGINIA

May 2024

C3

Market Assessment

Industrial Market Conditions

To assess recent trends in Albemarle's industrial real estate market, we utilized CoStar data to analyze vacancy rates and industrial rent per square foot. A few relevant findings from the data include:

- Industrial vacancy rates in Albemarle County are extremely low at 2.3% in the third quarter of 2023, representing a significant increase from the previous quarter's 0.3%.
- During the third quarter of 2023, a limited amount of square feet of industrial space (55,000 square feet) was currently available on the market.
- Market rents for industrial properties have surpassed $12 per square foot, with asking rents approaching $18 per square foot.
- These elevated costs pose a challenge for smaller light industrial businesses operating within the Broadway corridor.

Industrial Employment

To identify potential "light industrial" job types, we analyzed Bureau of Labor Statistics (BLS) data for industries typically associated with advanced or light industrial characteristics. Sectors examined included utilities, diverse manufacturing sub-sectors (wood, textile, chemical, computer and electronic, mineral products), printing, wholesale trade, and others. Key findings from this analysis are presented below:

- Albemarle County exhibits a relatively high concentration of industrial establishments and employees compared to neighboring jurisdictions and the County has experienced a 30% growth in industrial establishments over the past five years. However, this occurred after a period of stagnation.
- Albemarle County boasts higher than average salaries for industrial jobs ($72,000 annually) than neighboring areas. However, growth in high-wage industrial sectors has stagnated over the past decade, with nearly zero growth over 10 years.

Focusing on high-income industrial sectors, including utilities, computer and electronic manufacturing, chemical manufacturing, mineral manufacturing, and wholesale trade, the following table presents relevant data showing how Albemarle County compares with adjacent localities.

High Wage Industrial Sectors In Neighboring Jurisdictions

Jurisdiction	Employees per 100 residents	Establishments per 100 residents
Albemarle County	1.87	0.17
Augusta County	0.14	0.14
Louisa County	2.58	0.08
Charlottesville	2.15	0.22
Waynesboro	0.86	0.13

As shown in the table, Albemarle County falls in the middle of the pack with 1.87 employees per 100 residents, less than Louisa and Charlottesville. This indicates a moderate level of employment compared to nearby localities.

Longitudinal Employer-Household Dynamics (LEHD) data for the Broadway block group were utilized to examine employment trends specific to the Broadway area. Due to data limitations, the analysis is restricted to the 2020 time frame. Some key takeaways from this data include:

- Broadway predominantly comprises low and medium-income jobs, accounting for 70% of employment within the area, compared to 50% County-wide.
- The Broadway block group has emerged as a significant hub for wholesale trade jobs in Albemarle County. This sector has experienced substantial growth, increasing from less than 40 jobs (5% of the County total) in 2005 to 107 jobs (12% of the County total) by 2020.
- While wholesale trade dominated job growth Broadway, the Arts, Entertainment, and Recreation sector also saw a modest increase of approximately 50 jobs, representing 5% of the County's total in this industry.

Property Values

To assess property value trends in the Broadway area, we analyzed a sample of parcels using the County's GIS parcel data. The focus of this analysis was on changes in property assessments over time.

- Property assessments increased significantly from 2022 to 2023, with an average growth of 7%. Some properties experienced even higher increases, reaching as much as 10%.
- This sharp uptick is in contrast to previous years. The average annual increase from 2017 to 2022 was less than 3%, primarily due to consistently low growth rates.

Conclusions & Key Takeaways

Albemarle County's industrial market is characterized by extremely low vacancy rates and high rental costs, creating a challenging environment for smaller businesses. These conditions combined with the concentration of lower-wage employment and rapidly rising property values in Broadway pose challenges for businesses operating within the corridor.

Broadway serves as a significant hub for wholesale trade employment and services within Albemarle County and is demonstrating potential as a burgeoning arts district. As such, it is a vital part of the County's industrial base. However, businesses in the area are encountering challenges due to a constrained market and escalating costs. The appreciation of property values is putting additional financial strain on long-established businesses.

Strategic interventions may be necessary to support existing businesses and to attract new investment to Broadway. The County should maintain its commitment to supporting Broadway businesses, including through the implementation of recommendations outlined in this Study. These actions will help maintain Broadway's essential role in the local economy and foster a vibrant commercial, cultural, and arts district within this unique area of Albemarle County.

Broadway Blueprint Phase 1 Study

Broadway Blueprint
Economic Development Revitalization Study

Final Study February 2022

TABLE OF CONTENTS:

Project Background and Purpose 2 - 3

Process Outline 4 - 5

Study Area Profile - Existing Conditions 5 – 9

Equity Impact Considerations 10-11

Redevelopment Activity 12

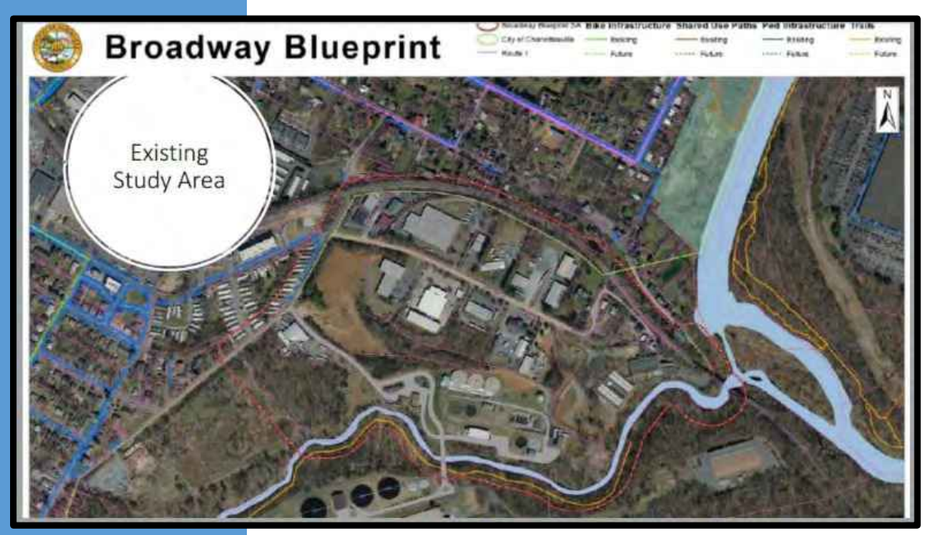
Key Issues/Opportunities/Challenges 13

Broadway Blueprint Intention and Focus Areas 14

Recommendations 15

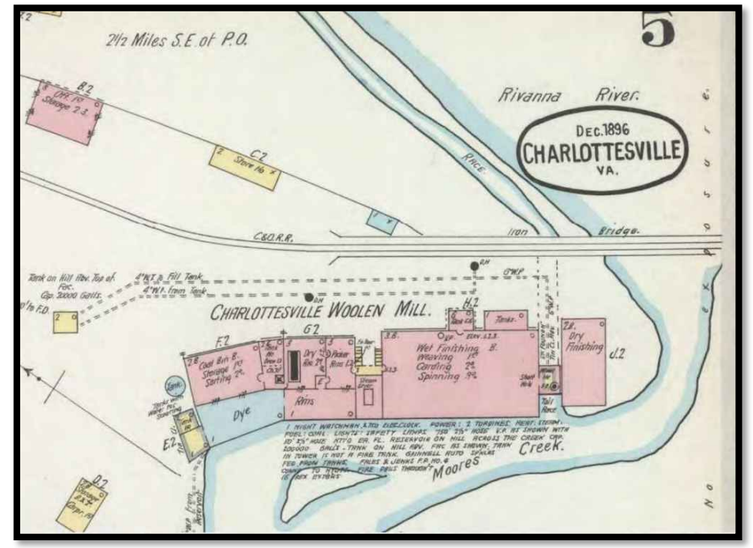
Appendices 16 - 21

A – Engagement Feedback
B – Site Visit Observations
C – Redevelopment Activity



Project Background and Purpose:

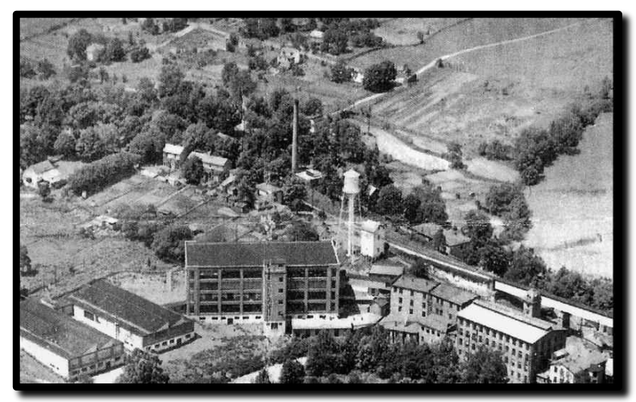
As part of Albemarle County's investment package related to the Woolen Mills site redevelopment and related WillowTree corporate campus relocation project, the Board of Supervisors approved $50,000 in funding for an economic revitalization study for the industrially zoned Broadway corridor, titled the Broadway Blueprint.

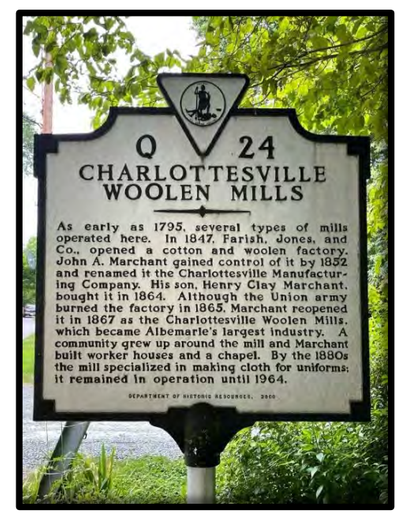


With this funding approval, the Board was specific in directing staff to focus in a very targeted way on encouraging adaptive reuse and leveraging the unique assets of the corridor for business development opportunities, not to undertake a fuller land-use planning effort as has occurred with some other recent small area plans.

Based on the Board's original direction and the general themes and areas of emphasis from the various engagement opportunities, the following specific intention has been identified for the outcome of the Broadway Blueprint:

Leverage public and private investment associated with Woolen Mills site redevelopment and relocation of the WillowTree corporate campus to encourage economic vitality, connectivity and placemaking along the Broadway business corridor.





The justification for the recommended economic development focus included the following factors:

- Broadway Street's 45 contiguous acres of light industrially zoned property adjacent to the City of Charlottesville and in proximity to the Rivanna River and other attractive recreational and entertainment assets provide a unique site development/ redevelopment opportunity.

- The new Woolen Mills redevelopment with WillowTree as an anchor tenant is creating interest from Broadway Street corridor property owners and other potential developers about how to engage that employee base with lifestyle options i.e. tasting room, event space, etc.

- As anticipated, WillowTree's presence is also creating interest from other technology and innovation sector businesses who want to capitalize on the synergy created by proximity to WillowTree, creating the possibility for a concentrated cluster of target industries.

- Recent public and private sector interest in taking advantage of the Rivanna River as an asset for development/redevelopment has resulted in complementary projects including Rio Mills/South Fork Rivanna boat launch and park, Riverside Village, etc.

- The combination of public and private sector investment is resulting in increased visibility and desirability of the area as an attractive location for primary businesses with job creation potential.

- The area provides a chance to create the type of integrated work/play district (employment, entertainment, dining/drinking, outdoor recreation, etc.) that is proving extremely successful in other peer communities in one of the very few close-in urban areas of the County.

The Broadway Blueprint revitalization study, coupled with the County's direct $1 million public infrastructure investment into public-serving components of the Woolen Mills site redevelopment

project, is intended to maximize the potential for business development, alternative transportation and placemaking opportunities within this unique economic corridor.

Process Outline

Based on the Board's direction, staff developed a two-phased process for the Broadway Blueprint to focus first on research, analysis and information gathering and then to move to a more public phase of review, feedback, and recommendations.

Background Phase: May 2019 – Oct 2019:

The results of these steps have been used to inform the key issues/opportunities/ challenges section and to shape the draft project intention and guiding principles outlined at the end of this report.

Direction from the Board to initiate the Broadway Blueprint Study

Study area profile including policy review, zoning and Comprehensive Plan analysis, and research and assessment of factors/elements that impact conditions along the corridor

Engagement with corridor property owners and tenants

- Open house at the Woolen Mills site to provide an overview on the Broadway Blueprint study and to solicit initial feedback
- One-on-one discussions to gather individualized feedback as desired by property owners/tenants
- Follow up group meeting to review initial feedback and provide opportunity for additional thoughts and comments
- Major themes and areas of emphasis from this engagement are incorporated into the key issues/opportunities/ challenges section, full feedback provided in Appendix A

Engagement with key stakeholders and partners of the corridor to inform them about the Broadway Blueprint and allow them to provide their perspectives and insights to inform the process

- Conducted individual meetings with Albemarle County Service Authority, Rivanna Water and Sewer Authority, and Woolen Mills LLC and WillowTree as anchor corporate partners
- Outreach has occurred to the City Manager's Office to make city staff aware of the project and to invite their involvement and partnership

Creation of multi-disciplinary staff working team to bring expertise and knowledge from across the organization to the planning process with representatives from the County Executive's Office, Community Development, Economic Development, and Parks and Recreation.

Staff Team Site visits to gain understanding of how other localities respond to similar development/redevelopment pressures and create successful multi-faceted areas with integrated commercial and light industrial components. Major themes and areas of emphasis from these visits are incorporated into the key issues/opportunities/challenges section of this report with full feedback provided in Appendix B.

Public Phase: Nov 2019 – Mar 2020:

This phase began with the Board's discussion on November 20, 2019. The process plan identifies the need to check in with involved entities like the Planning Commission and the Economic Development Authority now that the background work is nearing completion and to extend opportunities for continued engagement with property owners/tenants and the public as concepts are developed and refined.

- Check in with the Board at their November 20 meeting for initial feedback and comments

- Check in with key advisory bodies for feedback and comments
    - Planning Commission in December
    - Economic Development Authority in December
    - 5th and Avon Community Advisory Committee anticipated for December/January

- Provide opportunities for public engagement/feedback – working with County's Office of Communications and Public Engagement to ensure appropriate engagement strategy

- Continue conversations with property owners and tenants in the Broadway corridor and key stakeholders/partners as goals and strategies are being developed

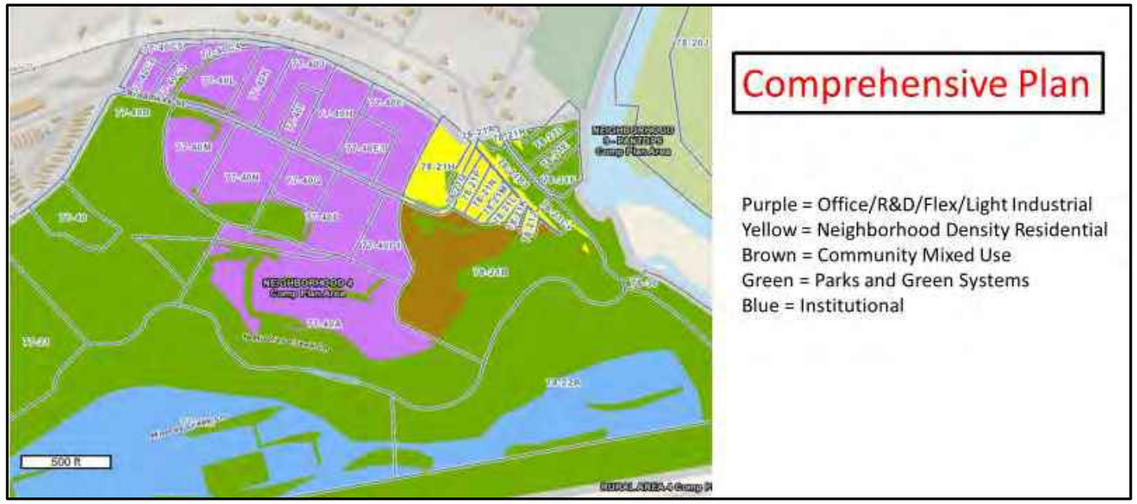
- Bring draft recommendations back to the Board for review/approval

Study Area Profile – Existing Conditions

Study Area - The study area under consideration is defined as approximately 45 contiguous acres of industrially-zoned property in the County bounded to the north by the railroad track, to the east by Franklin Street, to the south by Moore's Creek Lane and to the west by the Woolen Mills redevelopment site – that area is visualized below:

Existing Policy Framework – High level guidance relevant to the future development of this area is provided in the following sources:

- Comprehensive Plan
    - Included in the Southern and Western urban neighborhoods master plan w/ designation as an existing Center w/ primarily Office/R&D/Flex/Light Industrial uses on both the north and south sides of the corridor, Community Mixed Use and Neighborhood Density Residential at the eastern end of the corridor and acknowledgment of the Woolen Mills National Register Historic District at the eastern end and extending north into the City.



- Economic Development chapter of the Comp Plan
    - Objective 1: Promote economic development activities that help build on the County's assets while recognizing distinctions between expectations for the Development Areas and the Rural Area.
    - Objective 4: Ensure that there is sufficient land to accommodate future business and industrial growth, and plan for infrastructure to serve employment areas where these businesses are located.

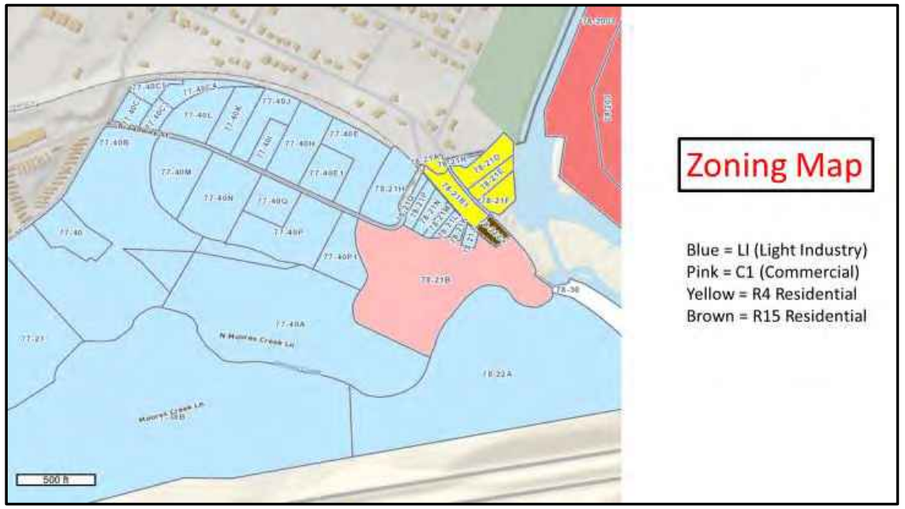
- Board of Supervisors 2020 – 2022 Strategic Plan
    - Goal 3 – Develop an Economic Development Program
- Project ENABLE Economic Development Strategic Plan
    - Goal 3 – Lead County's Readiness to Accommodate Business
- Rivanna River Corridor Plan (RRCP)
    - While this plan is still in the early stages, it is anticipated that at least a portion of the Broadway Blueprint study area will fall within the boundaries of the RRCP, so coordination/alignment will be critical as both these efforts proceed.

Current Allowances/Permitted Uses

- Zoning
    - Corridor zoned primarily LI Light Industrial with C-1 Commercial zoning of Woolen Mills and residential zoning on the other side of the railroad in the City and County
- Permitted LI Uses
    - Manufacturing/Processing/Assembly/Fabrication/Recycling
    - Storage/Warehousing/Distribution/Transportation
    - Laboratories/Research and Development/Experimental Testing
    - Subordinate retail sales for permitted uses, not to exceed 25% of the gross floor area of the primary industrial use
    - Supporting commercial, not to exceed 25% of the gross floor area of the freestanding building or multiple buildings on an industrial site
    - Parking structures, as part of an occupied structure
    - Farmers' markets conducted outdoors or within a temporary or a permanent structure existing on May 5, 2010

- Potential Constraints
    - Special use permit needed for a variety of ancillary and non-industrial uses
        - General commercial uses within structure existing or vested on April 3, 2013
        - Farmers' markets conducted in a permanent structure established after May 5, 2010
        - Stand-alone parking area or parking structures
    - Independent offices and general commercial uses subject to additional factors when considered for special use permits
        - Purpose of the industrial district in which proposed
        - Consistency with the intent of the applicable industrial district
        - Not to be located on the lowest floor of building having direct exterior access to the ground surface
        - Gross floor area of establishment not to exceed three thousand (3,000) square feet
        - Aggregate gross floor area of all establishments not to exceed twenty-four thousand (24,000) square feet and twenty-five (25) percent of the gross floor area of the building
        - Constructed to the standards required for industrial structures

- Special exception needed for
  - Subordinate retail sales for permitted uses, exceeding 25% of the gross floor area of the primary industrial use
  - Supporting commercial exceeding 25% of the gross floor area of the freestanding building or multiple buildings on an industrial site



Transportation Network
Broadway Street (State Route 1115) is maintained by the Virginia Department of Transportation (VDOT). Currently, the street lacks curb and gutter for most of its length and is characterized by open drainage into roadside ditches on both sides. The roadway exists in public right-of-way measuring the entire width of the travel way, which is approximately 22 feet across. There are some short segments of curb and gutter where the road is slightly wider to accommodate on-street parking.
The transportation network serving the study area is comprised of streets within Albemarle County and the City of Charlottesville. Although the study area focuses on property located in the County, the area is not accessible without traveling on City-owned streets. The network is constrained by:

- The railroad underpass of Franklin Street's connection to East Market Street, particularly for trucks
- The characteristics/geometrics of other streets that restrict their capacity, particularly for trucks
- The traffic light/back up at the Carlton Road/Carlton Avenue intersection
- The misaligned intersection of Broadway Street, Franklin Street, and Carlton Avenue

Additionally, while Broadway Street's geometrics and right of way provide potential for conversion to a more urban street with on-street parking, bikeways, sidewalks and/or street trees, there is inconsistent provision of such features on the adjacent street network in the City.

The map below highlights the main thoroughfares for vehicles accessing the corridor. For example, many tractor trailers access the corridor from Interstate 64 by travelling from Monticello Ave to Carlton Road and Carlton Avenue to Broadway Street (blue to yellow). Other smaller truck and vehicle traffic utilizes Quarry Road to Broadway Street (orange to yellow).

The Department of Public Works in the City of Charlottesville is responsible for maintaining the City's streets, sidewalks, curbing, and drainage structures in a manner necessary to preserve the integrity, operational safety, and service functions of each.

Utility Capacity
- Buckingham Branch Railroad cannot provide rail spur access due to current safety regulations.
- Albemarle County Service Authority (ACSA) currently has sufficient capacity to serve the corridor. ACSA is willing to partner with the County on the timing of any desired infrastructure improvements with any desired road improvements along the corridor.
- Rivanna Water and Sewer Authority (RWSA) has no capacity concerns and is currently undergoing a facilities master planning effort at the adjacent treatment facility.

Existing Major Businesses/Character of the Area
Designated an existing Center in the County's Comprehensive Plan, the general area has been historically characterized by a mixture of industrial, residential, green-space and community recreational uses, but is experiencing transition. The Comprehensive Plan also notes the "neighborhood has been identified by the City and the County for future joint planning efforts where employment, tourism, and recreational activities are expected along with improvement of water quality and stream buffers."

The more immediate Broadway corridor has been recently evolving into an eclectic mix of diverse and not purely industrial businesses (See Appendix C). The historic former mill buildings of the Woolen Mills complex define the eastern end of the Broadway corridor and are now under renovation to serve the relocation of the corporate campus for Willow Tree, a software development company, and the Wool Factory, a combination of commercial uses and event space.

At the western end of the corridor, the Woolen Mills Light Industrial Park is under development on a previously undeveloped greenfield site. In between, a variety of businesses occupy a diverse array of

long-standing buildings of various types along the corridor, including light industrial, distribution, warehousing, breweries, and commercial services. Parking areas and undeveloped spaces adjacent to these buildings provide potential for additional infill development.

Adjacent Areas
The general area noted near the Broadway corridor includes:

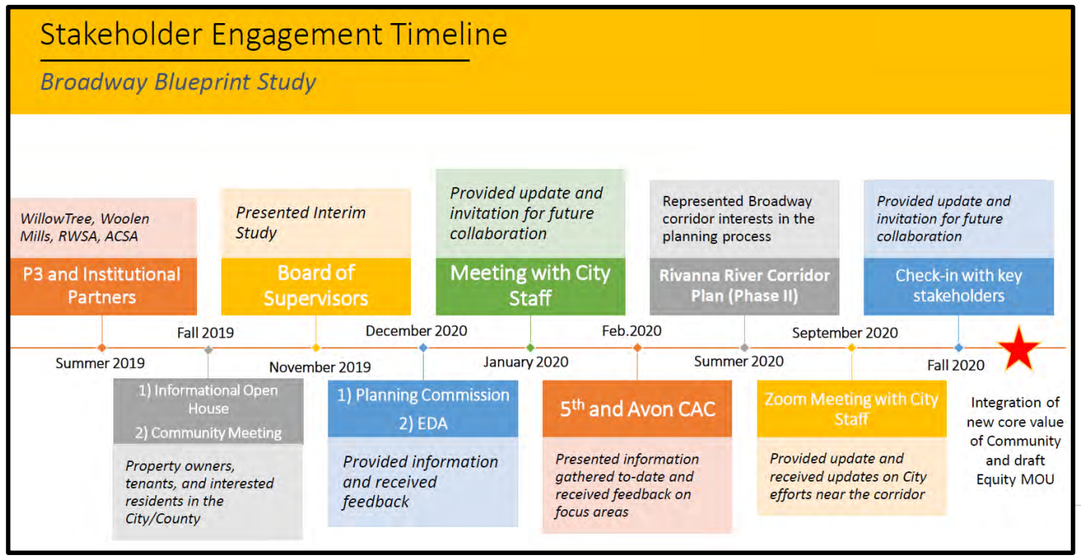
- Moore's Creek Sewage Treatment Plant immediately to the south
- Active City and County neighborhoods, including Woolen Mills, that are part of the Woolen Mills National Register Historic District
- Large mobile home park in the City immediately adjacent to the west
- Several active development/redevelopment projects underway immediately adjacent to the west in the City, most particularly along Carlton Ave., including significant residential with affordable housing components
- All access to the Broadway corridor is through streets in the City and under their control and is constrained by:
    - The railroad underpass of Franklin Street's connection to East Market Street, particularly for trucks
    - The characteristics/geometrics of other streets that restrict their capacity, particularly for trucks
    - The traffic light/back up at the Carlton Road/Carlton Avenue intersection

Additionally, while Broadway's geometrics and right of way provide potential for conversion to a more urban street with on-street parking, bikeways, sidewalks and/or street trees, there is inconsistent provision of such features on the adjacent street network in the City.

COVID-19 Pandemic Pause

The study was paused for over a year due to the pandemic. During this pause in the project, the County adopted "Community" as one of its core values. This value states the County expects "diversity, equity, and inclusion to be integrated into how we live our mission."

Once mitigation measures and safety protocols permitted the study to restart, staff and the Board of Supervisors agreed that the project required examination of impacts to equity considerations. Along with the Office of Equity and Inclusion, staff completed the Equity Impact Assessment to address these issues.



Equity Impact Considerations

The following points were reviewed in collaboration with the County's Office of Equity and Inclusion (OEI) to review the Broadway Blueprint Study through the lens of our Community Value with proposed suggestions collected through community outreach through February of 2022.

It is critical to continue to actively engage with community stakeholders as plans move forward to ensure that negative impacts are effectively mitigated.

Potentially affected populations and/or those who have historically not been included/engaged:

• Constrained income populations • Communities of color • Limited-English speaking residents • Housing burdened • People experiencing homelessness • Individuals without reliable transportation • People with disabilities	• New Americans • Households experiencing food insecurity • Geographically isolated • Youth • Seniors • Households w/limited access to internet • LGBTQIA residents (including youth)

Anticipated Positive Benefits of the Project:

- Generation of additional tax revenue for the County through increased economic vitality
- Increased business development/expansion possibilities for property owners in the corridor
- Increased visibility/economic activity for business tenants along the corridor
- Increased passive and active recreational opportunities including access to river and Rivanna trail system
- Pedestrian and multi-modal possibilities, also expansion of transit along the corridor through partnership with Jaunt
- Placemaking opportunities for area that is adjacent to city neighborhoods and within 1.5 miles of Downtown Mall

Potential Negative Impacts of the Project:

- Increase in vehicular traffic along roads already constrained and challenged posing significant safety concerns for pedestrians
- Increase in property values as activity increases, leading to higher property taxes and rents
- Potential use conflicts for neighboring areas including noise and activity levels

May create expectations/needs for governmental services from the City of Charlottesville in addition to Albemarle County

Populations affected by the Project:

Direct impact:
- Business owners along the corridor
- Business tenants along the corridor
- Business employees along the corridor
- Business patrons along the corridor
- Recreational users along the corridor
- Adjacent property owners including residential areas in the City of Charlottesville

Indirect impact:
Other property owners along the main traffic routes that will experience increased congestion

This project will potentially have both long- and short-term impacts:

- Establish new development/transportation patterns to guide decision making for the long term
- Create recreational opportunities and linkages that will benefit the area for the long term
- Create business opportunities that will be more dependent on how the economy shifts in the shorter term

Opportunities to Mitigate Negative Impacts

This type of project has resulted in gentrification and displacement of residents and businesses in other locations due to increased property values and opportunity to shift properties to other uses that will generate more revenue. Additionally, this type of project has resulted in increased traffic and safety concerns, noise, activity levels in other locations.

Through community outreach some potential options to mitigate negative impacts and provide access to members of the surrounding community include:

- Sidewalk improvements to improve esthetics and provide safety for pedestrians so that neighbors and businesses can access the area.
- Ensure access to the amenities of Broadway for all members of the community including those that reside in affordable housing in the adjacent area.
- Expansion of planned transit service to include more public opportunities and community access.
- New Bus Shelter with Wi-Fi at Broadway near development intersection to alleviate parking constraints and provide the surrounding community with access to transportation. The addition of that fixture could improve ease of commute and attract workforce to the prospective light industrial development.
- Community Non-Profit Hub at development location - consider including these plans when pursuing Public Private Partnership agreements. Incorporate shared community spaces in Broadway to provide community with access to programs, resources, and support to enrich the quality of life.
- Creative placemaking efforts, “Unearthing the History of Woolen Mills” interactive art project. Educate the community about the rich history of the community through heritage tourism opportunities.
- Rivanna Bike and Pedestrian Path provides connectivity to Pantops and Downtown through the area
- Food Truck Hub to promote self-sustaining economic opportunities with space to maintain and conduct business safely.
- Free Library/Bookmobile to provide children with access to free books.
- Encourage development of residential/mixed use projects that would enliven Broadway day and night. Following the "live above your office" small development on High Street model for independent professionals.
- Potential partnership with UVA to utilize resident UVA faculty that live in Woolen Mills to promote cultural programming and outreach with community engagement activities like student tutoring.
- Workforce training and support opportunities within the community and development area. i.e. PVCC’s Orange Dot Project and other partnerships.
- “Broadway & the Woolen Mills” signage to promote the area and increase business success and tourism

Redevelopment Activity

See summary and full description provided in Appendix C.

Key Issues/Opportunities/Challenges

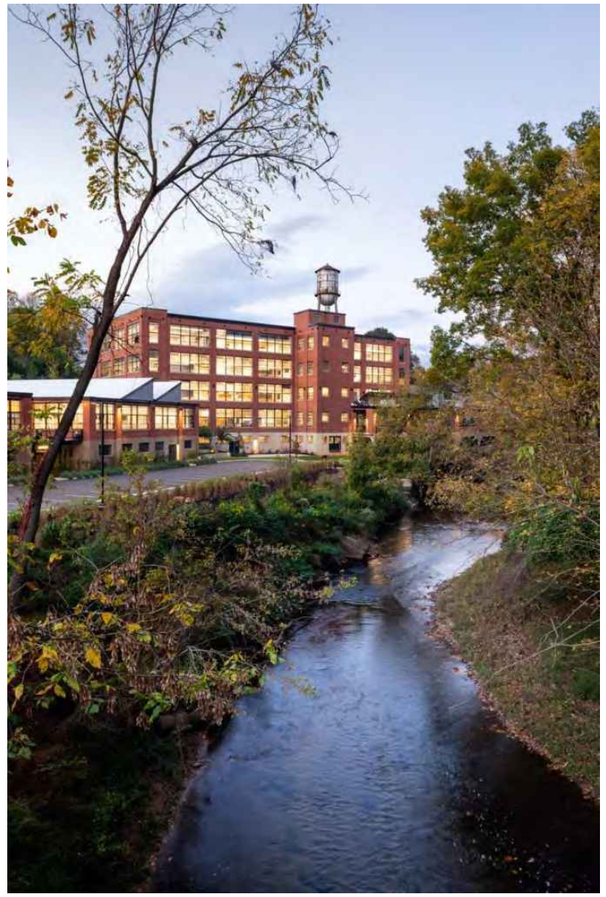
Major themes emerging from research/site visits:

- Redevelopment activity/investment in areas adjoining light industry zoned land (LI), including transit improvements, will exert pressure and cause organic change including increased desire for commercial opportunities
- Mixed-use areas with integrated LI and commercial elements are incorporating entertainment/dining/programming options that are turning them into popular destinations
- Issues like parking, heights, and setbacks are being addressed in ways that create and support an intentional urban form and that allow for timely approval of compliant projects

Major themes emerging from Broadway property owner and tenant feedback:

- Recognition that more pedestrian activity on the corridor is already happening
- Insufficiency of existing transportation infrastructure to handle upcoming changes:
    - Traffic impacts – parking, mix of industrial traffic and general commercial office traffic, bicycle/pedestrian safety
- Need to identify the public sector role for facilitating in-fill development, placemaking
- Impact of redevelopment on existing corridor and character – potential for increasing property values, higher rents, displacement
- Excitement and concern about changes coming to the area
- Desire for compatibility between existing uses and possible future land uses (Industrial, Residential, Mixed-Use, etc.)
- Desire for future changes to enhance the vitality and vibrancy of the corridor

See full stakeholder feedback in Appendix A.



Broadway Blueprint Intention and Focus Areas:

Leverage public and private investment associated with Woolen Mills site redevelopment and relocation of the WillowTree corporate campus to encourage economic vitality, connectivity and placemaking along the Broadway business corridor.

The following are focus areas and key factors/considerations related to achieving the Broadway Blueprint Intention:

1. Focus Area - Economic Vitality
    - Achieving a diverse array of opportunities that would add vibrancy to the corridor while minimizing conflicts between potential new uses and existing businesses
    - Balancing potential new uses and established uses with an awareness of how that balance will impact light industrial capacity/inventory in the County
    - Furthering the County's Economic Development Strategic Plan (Project ENABLE), including increasing the sites for primary businesses and create jobs
    - Addressing cost impacts on existing/future property owners/small businesses, including artists/makers, who might be challenged by property value/rental price increases
    - Evaluating and addressing current and future parking challenges/needs

2. Focus Area - Connectivity
    - Maximizing potential for multi-modal transportation including pedestrian, bike, trails and transit options to provide connectivity to downtown/river/ Pantops/other assets
    - Evaluating and addressing current and future challenges to the transportation network serving the corridor

3. Focus Area - Placemaking
    - Creating eclectic, diverse array of spaces for business retention/expansion
    - Creating and supporting spaces for public activities/events
    - Enhancing pedestrian environment/experience/safety
    - Providing compelling destination for both businesses and people

Summary Recommendations:

In addition to original recommendations:

- Create corridor business association like DCI (Downtown Crozet Initiative)
- Arts/cultural district
- Pedestrian/bike connectivity
- Design study for multimodal streetscape
- Enhance public transportation
- Visit all businesses on Broadway Street corridor

Staff provides additional recommendations after examining the project through a new equity lens:

- Connectivity to all outside communities including the City
- Consider targeted programming and public space to serve broader neighborhoods
- Strategies to mitigate gentrification including land ownership and subsidies
- Conduct proactive community engagement to ensure representation from all surrounding neighborhoods and impacted stakeholders through the duration of the planning process

Implementation Recommendation:

At this time, this report completes the study with the next step being handing this project off to the Community Development Department to lead a Small Area Planning exercise, which will be funded mainly by Economic Development to minimize the impact to the Community Development Department's work plan.

Appendix A - Summary of Feedback from Property Owners, Tenants, and Stakeholders on the Broadway Corridor

February 2022: Suggestions received from ongoing community engagement efforts of staff throughout the study.

- Sidewalk improvements to improve esthetics and provide safety for pedestrians so that neighbors and businesses can access the area.
- Expansion of planned transit service to include more public opportunities and community access.
- New Bus Shelter with Wi-Fi at Broadway near development intersection to alleviate parking constraints and provide the surrounding community with access to transportation. The addition of that fixture could improve ease of commute and attract workforce to the prospective light industrial development.
- Community Non-Profit Hub at development location- consider including these plans when pursuing Public Private Partnership agreements. Incorporate shared community spaces in Broadway to provide community with access to programs, resources, and support to enrich the quality of life.
- Creative placemaking efforts, "Unearthing the History of Woolen Mills" interactive art project. Educate the community about the rich history of the community through heritage tourism opportunities.
- Rivanna Bike and Pedestrian Path provides connectivity to Pantops and Downtown through the area
- Food Truck Hub to promote self-sustaining economic opportunities with space to maintain and conduct business safely.
- Free Library/Bookmobile to provide children with access to free books.
- Encourage development of residential/mixed use projects that would enliven Broadway day and night. Following the "live above your office" small development on High Street model for independent professionals.
- Potential partnership with UVA to utilize resident UVA faculty that live in Woolen Mills to promote cultural programming and outreach with community engagement activities like student tutoring.
- Workforce training and support opportunities within the community and development area. i.e. PVCC's Orange Dot Project and other partnerships.
- "Broadway & the Woolen Mills" signage to promote the area and increase business success and tourism
- It is critical to continue to actively engage with community stakeholders as plans move forward to ensure that negative impacts are effectively mitigated.

Second meeting on 10-28-19 at Decipher Brewing:

Staff goal: Share feedback from the 9-19-19 meeting and allow the opportunity for stakeholders to share additional comments before the Board of Supervisors meeting on 11-20-19.

Feedback focused on the following themes:

- Recognition of more pedestrian activity on the corridor already happening
- Insufficiency of existing infrastructure to handle upcoming changes:
    - Traffic impacts – parking, mix of industrial traffic and general commercial office traffic, bicycle/pedestrian safety
- Identifying the public sector role for facilitating in-fill development, placemaking:
    - How does existing regulations impact uses and the overall supply of different types of spaces
    - How does existing development review process impact supply and cost of redevelopment
    - Should there be infrastructure improvements like street lighting, sidewalks, fire hydrants, drainage infrastructure
    - Should there be incentives (like matching state grants, tax abatements) and participation in public-private partnerships to facilitate desired activity
- Impact of redevelopment on existing corridor and character
    - Affordability for existing tenants, especially artists, was a concern

Stakeholder questions focused on:

- Timing and magnitude of changing property assessments
- Engagement with the City staff and consideration of how upcoming development/redevelopment in the City may impact the upcoming changes to the corridor

First meeting on 9-19-19 at Woolen Mills:
Staff goal: Inform stakeholders of the County's investments in the redevelopment of the Woolen Mills, communicate current and upcoming changes to the corridor, share background on the Broadway Blueprint approach.

Feedback focused on the following themes:

- Excitement and concern about changes coming to the area
- Desire for compatibility between existing uses and possible future land uses (Industrial, Residential, Mixed-Use, etc.)
- Desire for future changes to enhance the character of the corridor
- Concerns about transportation infrastructure and traffic; safety for bicyclists/pedestrians
- Potential for redevelopment to result in business and residential displacement

Stakeholder questions focused on:

- Existing ordinance and historic district regulations
- Existing future land-use plans (as identified in the Comprehensive Plan and Southern and Western Neighborhoods Master Plan)
- Alternative modes of transportation and plans to address anticipated increases in traffic
- Engagement with surrounding properties and the City of Charlottesville

Appendix B - Observations/Insights from Site Visits

Local Tour - October 9, 2019

Participants:

- Roger Johnson, Economic Development
- JT Newberry, Economic Development
- Amelia McCulley, Community Development
- Bill Fritz, Community Development
- Kevin McDermott, Community Development
- Amy Smith, Parks and Recreation
- Wayne Cilimberg, Project Consultant
- Lee Catlin, Project Consultant

Locations:

- Broadway/Woolen Mills
- East Market Street
- Ix Art Park
- McIntire Plaza/Harris Street

Observations:

- While traditionally more industrial, these have become areas with a mix of small industrial, office, commercial, entertainment and public spaces
- Small condo-ized spaces in an urbanized setting like those in Ix provide an attractive option to smaller businesses looking for a lifestyle "vibe", although price points are a concern
- Programming and entertainment options are essential to creating afterhours vibrancy
- Public art can be a valuable catalyst
- These types of spaces really lend themselves to a "maker" type clientele, visual demonstrations, etc.
- Shared parking solutions provided lots of flexibility supporting both daytime businesses and evening and weekend activities/dining/entertainment

Regional Tour - October 14, 2019

Participants:

- Doug Walker, County Executive's Office
- Roger Johnson, Economic Development
- JT Newberry, Economic Development
- Amelia McCulley, Community Development
- Bill Fritz, Community Development
- Kevin McDermott, Community Development
- Amy Smith, Parks and Recreation
- Wayne Cilimberg, Project Consultant
- Lee Catlin, Project Consultant

Locations:

- Westwood, Henrico County
- Scotts Addition, City of Richmond

Observations:

Henrico Staff background:

- Small area study initiated based on redevelopment interest and private investment already coming into the focus area – economic development office was being approached regarding possibilities not able to be fully realized due to existing regulations
- Focused on liberalizing parking requirements, height, setbacks, potential residential opportunities – greater shared parking options a major focus; also saw opportunity to get more crossing street connections and sidewalks when new/re-development takes place
- Proximity to city, particularly the pressure from proximity to popular Scotts Addition redevelopment, success of and proximity to the bus rapid transit line, and proximity to other attractors in the area all pointed to use beyond basic underutilized LI
- Deliberately limited public engagement occurred prior to discussions with Planning Commission and Board, staff then initiated work based on already developed intention for the area
- Study with resulting Comp plan amendment and zoning ordinance amendments was accomplished on a very compressed timeline made possible in part by joint work sessions/deliberations with the BOS and PC –focused on creating a redevelopment overlay district including defined purposes and boundaries, establishment of provisional uses to be permitted and alternative parking requirements
- Approach to parking reflected somewhat of a "let the market figure it out vs. regulatory minimums" kind of perspective
- One subsequent project resulting from the changes will include a parking garage funded through a TIFF arrangement with the EDA
- Did not face concerns about displacement of existing businesses because they have a large amount of industrial inventory in the County

Additional Albemarle staff observations:

- Their "pyramid zoning" approach allowing commercial uses in their industrial zones already creates more flexible opportunities than in Albemarle
- There are differences in the contexts in which their study/plan was developed – they had sufficient other LI available so were not worried about reducing LI inventory or displacing businesses; but they are keeping an eye on how development trends affect the amount of industrial in Westwood as they want it to stay majority industrial
- There are similarities between Westwood and Broadway in terms of underutilized space, varied building types/sizes and an underdeveloped transportation network
- Westwood reflected an interest in achieving better form/placemaking for example moving towards sidewalks, creating a grid pattern and reducing setbacks to improve pedestrian experience
- The shared parking concepts we heard about were helpful to our thinking about Broadway
- The redevelopment pressure/interest closer to Broad Street appears to be strongly tied to the success of bus rapid transit there
- Appeared that artists and tech entrepreneurs were early pioneers
- Used public parking (parking garage TIFF) as an economic development tool/carrot
- Grittiness and authenticity won out over aesthetics – do not need high level of traditional "curb appeal" to ensure success if the use mix is right

Appendix C – Recent and Planned Redevelopment Activity

In the second-half of 2019, active and recent construction on the corridor included Woolen Mills, the Moore's Creek Center, the historic structure at 2000 Marchant Street, and Decipher Brewing at 1740 Broadway Street.

(Tax map and parcel numbers shown below have been shortened from 14 digits to 5 digits. For example, 07700-00-00-040C2 is displayed as 77-40C2.)

North of Broadway Street (including Cami Lane, Marchant Street, and Pireus Row)

77-40C2 – 77-40C5 – Cami Lane – zoned LI

- No significant recent redevelopment activity
  - Existing users include:
    - 610 Cami Lane: Champion Brewing (production facility)
    - 620 Cami Lane: Clear Communications (sales/service of Motorola electronics)
    - 615 Cami Lane: JVI, Inc. (luxury packaging solutions)
    - 605 Cami Lane: Rudy's Rug Cleaning

77-40L, 77-40K, 77-40J – 1740 Broadway Street – old Data Visible Plant – zoned LI

- Over 50,000 square foot existing multi-user flex warehouse space
  - New tenants include a brewery (Decipher Brewing)
  - Interest to open a 3,000 square foot venue space adjacent to brewery (application is pending)

77-40I – Wimberly Inc. (designer/manufacturer of professional photography equipment) – zoned LI

- No significant redevelopment activity

77-40H – Overhead Door Company – zoned LI

- No significant redevelopment activity

77-40E – Two approx. 11,000 square foot warehouses – zoned LI

- No significant redevelopment activity
  - Existing users include:
    - 1822 Broadway Street: Murphy and Rude (custom malting production facility)
    - 1820 Broadway Street: Antec (manufacturer of screen-printing equipment)

77-40E – 2,480 square foot warehouse – zoned LI

- Storage site for property management company

78-21H – 2000 Marchant Street – Two legally nonconforming residential dwellings – zoned LI

- Zoning determination in 2017 on permitted uses (LZC201700031)
- Owned by a developer… last purchase price of property was $825,000
- Building permit (B201802288AC) for interior remodeling
- September 2018 pre-application discussion to identify further redevelopment opportunities

78-21Q, 78-21P, 78-21N, 78-21M, 78-21L, 78-21K, 78-21J – Pireus Row – zoned LI

- 78-21Q, 78-21P – 2002 Pireus Row – Private residence
- 78-21N, 78-21M – 2008 Pireus Row – Private residence
- 78-21L – 2014 Pireus Row – Private residence
- 78-21K – 2016 Pireus Row – Private residence
- 78-21J – 2020 Pireus Row and 2022 Pireus Row – Private residences

South of Broadway Street

78-21B – Woolen Mills Redevelopment – zoned C-1

- **Final site plan (SDP201800012) – approved November 2018**
  - **Willow Tree – 85,000 square feet of office**
  - **The Wool Factory – 12,000 square feet restaurant, event space, brewery, coffee/wine shop (anticipated opening date of early 2020)**
  - **Estimated capital investment of more than $20MM**

77-40P1 – Industrial Office Addition – zoned LI

- **Minor amendment (SDP201600037) – approved January 2017**
  - **New 1,800 square feet of industrial office added to existing Gooch Engineering site**

77-40P1 – LA Lacy Mechanical Contractors – zoned LI

- **No recent building activity**

77-40Q – old Isotemp Research – zoned LI

- **No recent building activity**
- **Building currently being used by SunTribe Solar**

77-40N – Festive Fare – zoned LI

- **Minor amendment (SDP201400017) – approved June 2014**
  - **12,000 square feet of additional warehouse**

77-40M – old Yves Delorme – office/flex space – zoned LI

- **Existing 25,000 square foot building sold for $3.2 MM in April 2018**
- **Currently occupied by several businesses - - Good Soil (tech company), Brandscape (commercial printing), Race Base (marketing and logistical support for athletic races), Mailing Services of Virginia**

77-40B – Woolen Mills Light Industrial Park – zoned LI

- **Two-phase industrial development**
  - **Phase I (SDP201800065) includes 55,750 square feet of industrial flex space across 5 separate buildings**