

Broadway Blueprint Economic Development Revitalization Plan

Interim Report – 11/07/19



(Photo of Broadway Street Corridor, 2018)

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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 plan 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. The justification for that 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.
- As anticipated, the Woolen Mills redevelopment with WillowTree as an anchor tenant is already 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.
- Again, 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 plan, 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 of Supervisors' direction to create a targeted plan focused on economic revitalization, 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 – October, 2019

This phase is largely completed and the results of the steps outlined below 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.

- **Initial direction from the Board** to initiate the Broadway Blueprint Plan
- **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 property owners and tenants** along the Broadway corridor
 - Informational open house at the Woolen Mills site to provide an overview on the Broadway Blueprint plan and to solicit initial feedback as a group
 - Opportunities for 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 is provided in Appendix A
- **Engagement with key stakeholders and partners** 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, team includes representatives from the County Executive's Office, Community Development, Economic Development, and Parks and Recreation.
- **Site visits** to get an understanding of how other localities are responding to similar types of development/redevelopment pressures and creating successful multi-faceted areas with integrated commercial and light industrial components.
 - Staff team visited local and regional sites during the past month

- Major themes and areas of emphasis from these visits are incorporated into the key issues/opportunities/ challenges section of this report, full feedback is provided in Appendix B

Public phase: November, 2019 – March, 2020

This phase is now underway beginning with the Board of Supervisors 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 of Supervisors at their November 20 meeting for initial feedback and comments
- Check in with key advisory bodies for feedback and comments
 - Planning Commission scheduled for December
 - Economic Development Authority scheduled for 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 plan including recommendations and implementation plan back to the Board for review/approval

Proposed Study Area Profile – Existing Conditions

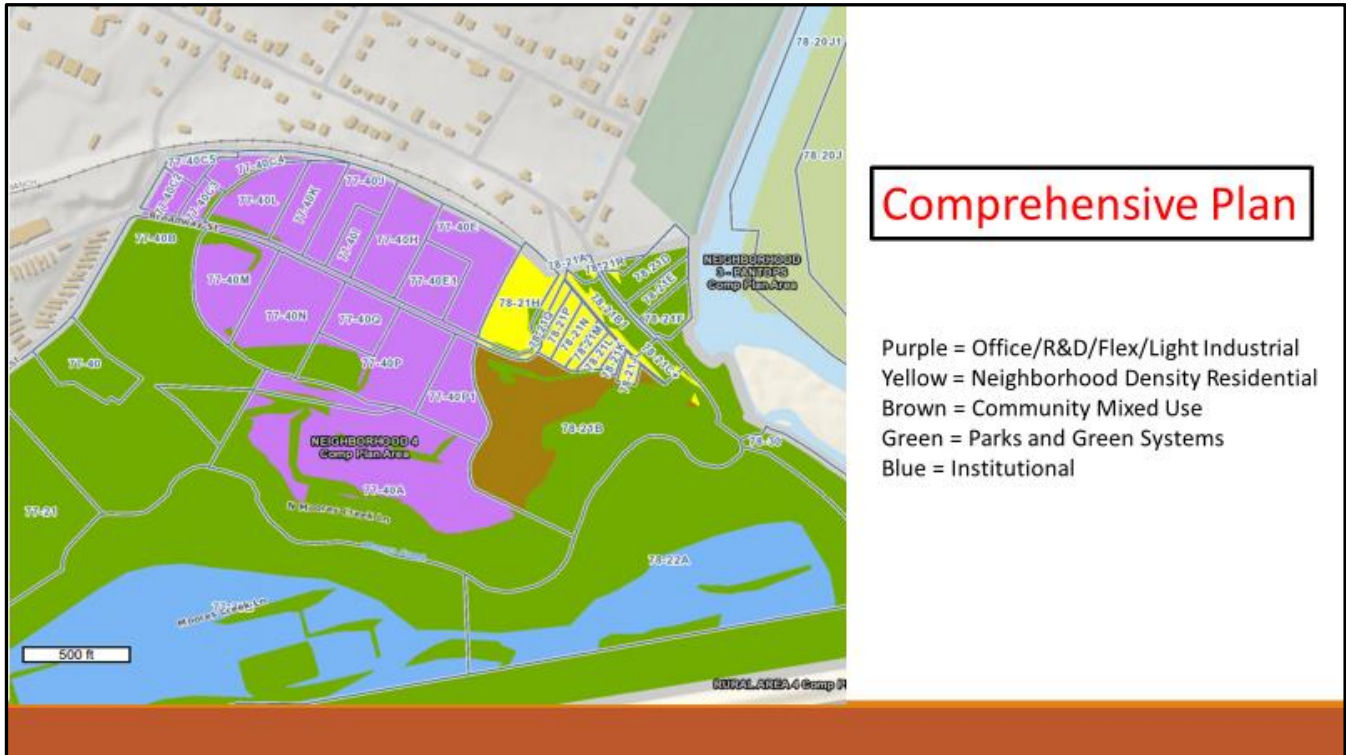
Study Area - The study area under consideration is defined as approximately 45 contiguous acres of industrially-zoned property in the County bounded to the north by the railroad track, to the east by Franklin Street, to the south by Moore’s Creek Lane and to the west by the Woolen Mills redevelopment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

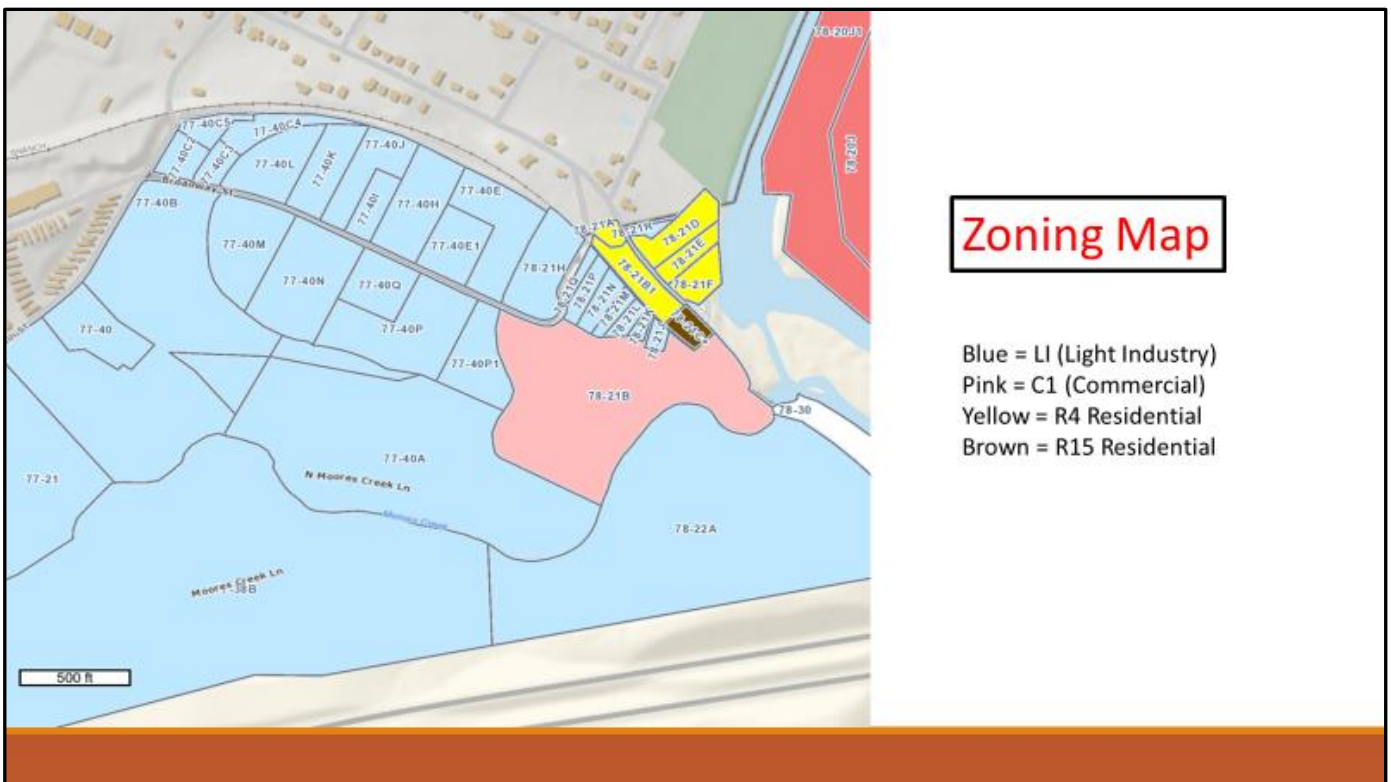
- **Board of Supervisors 2020 – 2022 Strategic Plan**
 - Goal 3 – Develop an Economic Development Program
- **Project ENABLE Economic Development Strategic Plan**
 - Goal 3 – Lead County’s Readiness to Accommodate Business
- **Rivanna River Corridor Plan (RRCP)**
 - While this plan is still in the early 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 plans 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



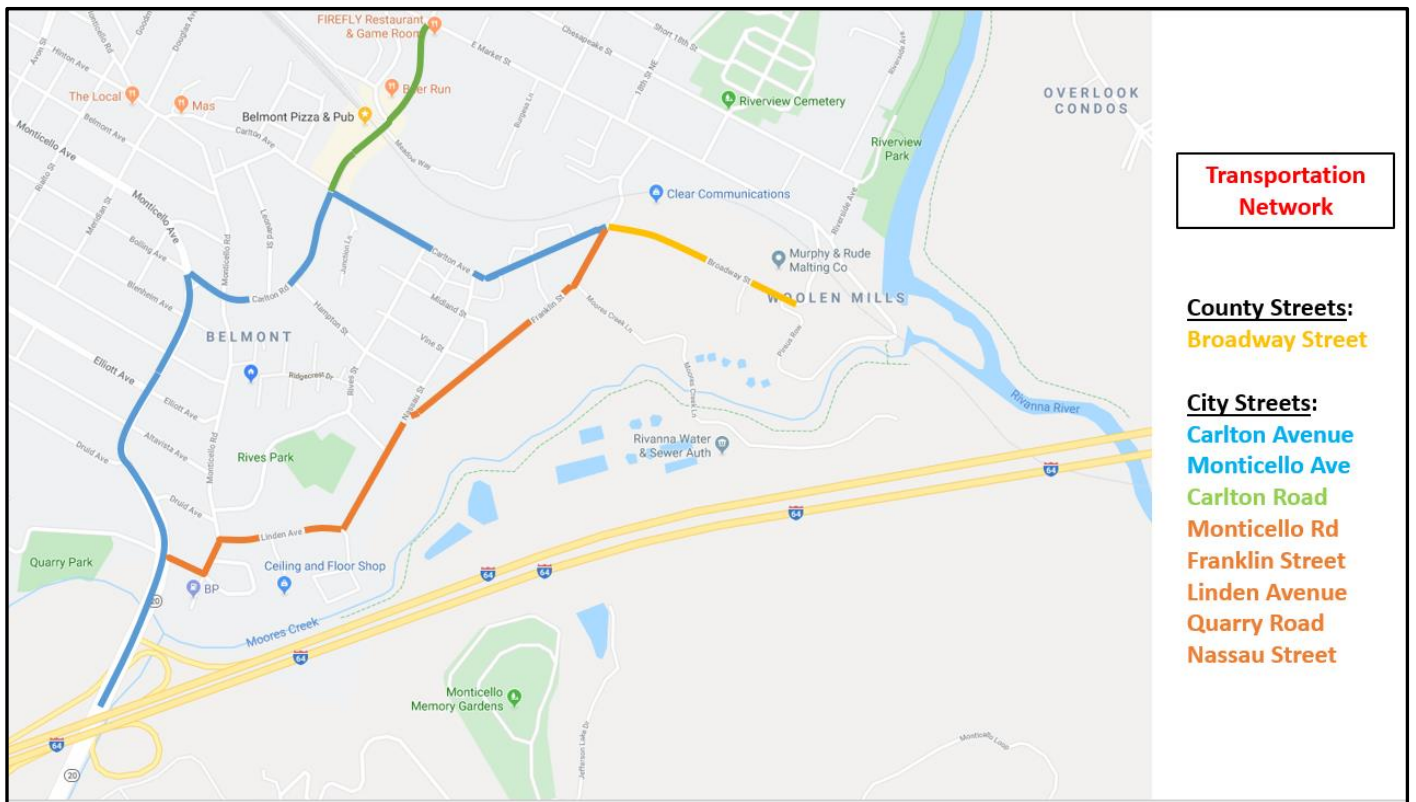
Transportation Network

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

Areas adjacent to the Broadway corridor include:

- 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

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 Potential Focus Areas:

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

- **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
- **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
- **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

Goals and Objectives

To be developed after Board reaction/feedback to interim report, anticipate bringing initial concepts back to the Board in March 2020.

Implementation plan/schedule

To be developed after Board reaction/feedback to interim report, anticipate bringing initial concepts back to the Board in March 2020.

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

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 insure 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/manufacture 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? (anticipated opening date of mid 2020)
 - 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