

# BROADWAY BLUEPRINT PHASE 2 IMPLEMENTATION STUDY

DRAFT | May 17, 2024



# 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
Implementation Strategies Summary (continued)	40
Phases 1 and 2 Integration	42



# 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.

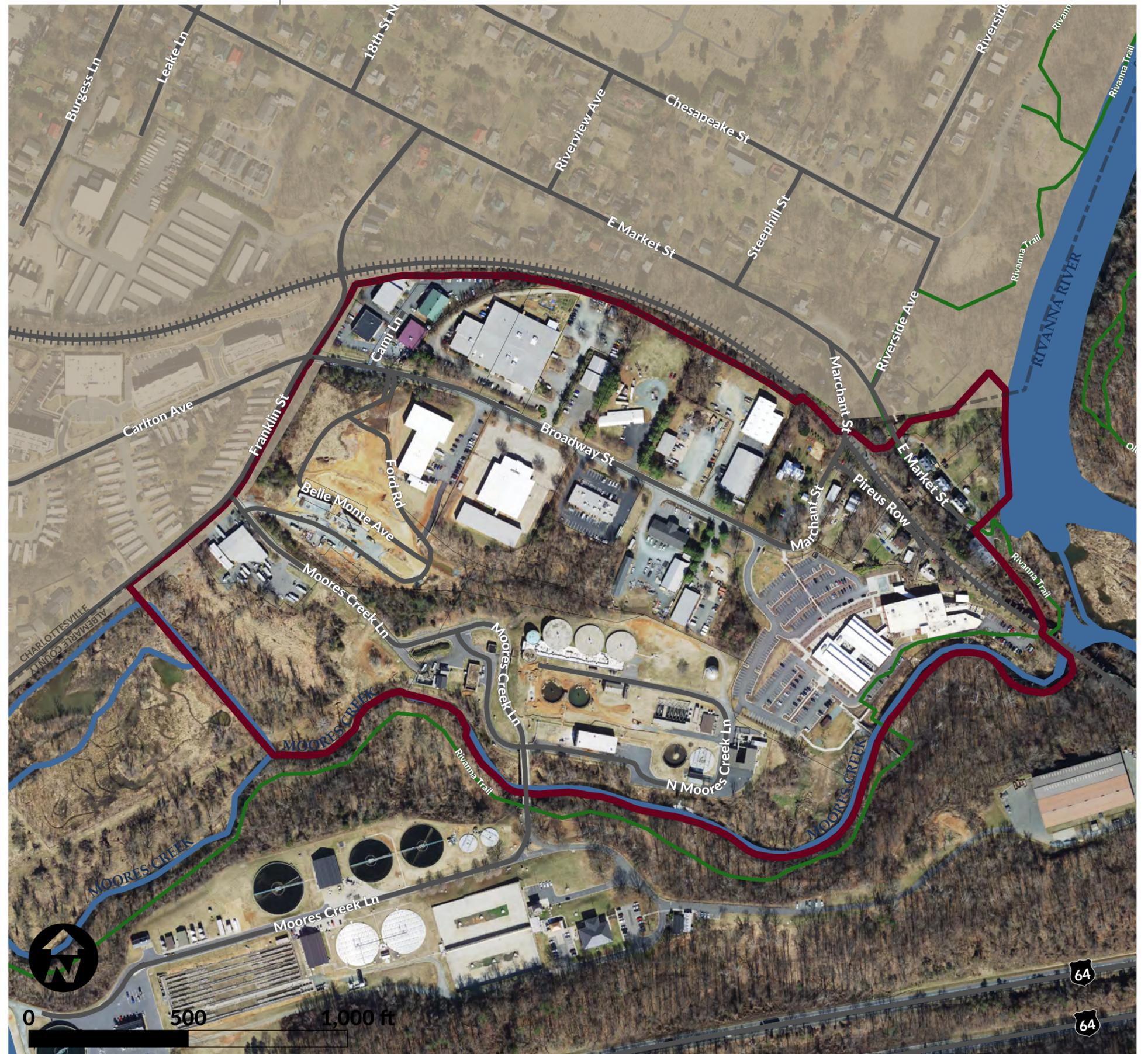
Though occupying only 62 acres, Broadway exerts an outsized influence on the County's economy and identity. It serves as an important industrial district within the County, offering career-ladder jobs and supplying essential goods and services to the region. In addition, Broadway has a thriving arts 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, especially for trucks, traveling to and from Broadway. 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 Ave, 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 to 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 as 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.

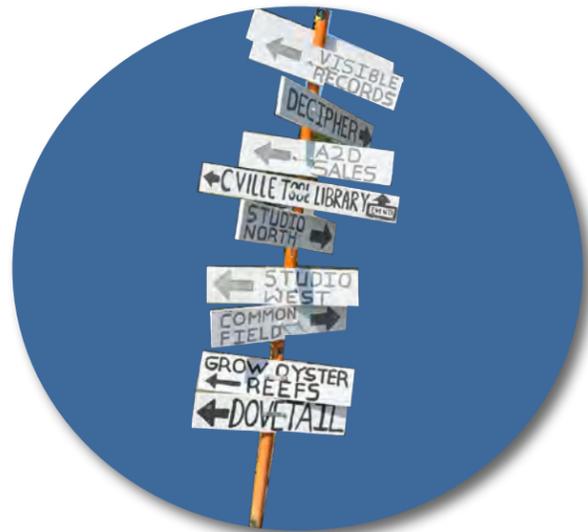
The document is organized this way so the most important information is up front, with the context and background information provided second, for those who are wanting to learn more detail about the Broadway Study Area and to learn about how the recommendations were developed.



# 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 complimentary 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, 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 and 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 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 rectangle shaped 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 & Comprehensive Plan recommended land use on parcels along Pireus Row and Marchant St. 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 60-65'. Pavement width is 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.



Strategy 1.4 | Franklin Street Frontage Analysis



Strategy 2.3 | Marchant Street Study



Strategy 2.4 | East Market Street Bicycle & Pedestrian Planning and Design



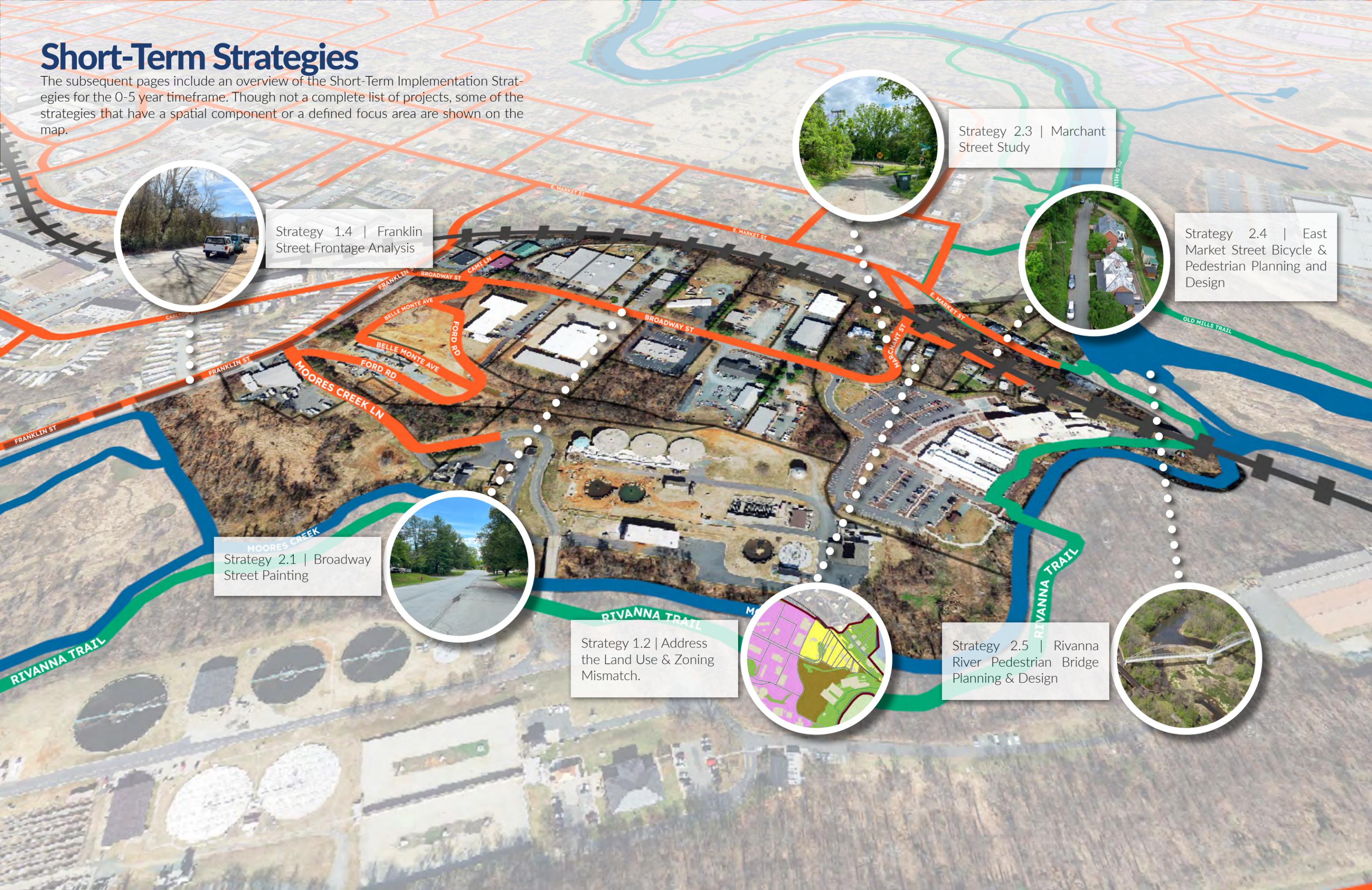
Strategy 2.1 | Broadway Street Painting



Strategy 1.2 | Address the Land Use & Zoning Mismatch.



Strategy 2.5 | Rivanna River Pedestrian Bridge Planning & Design



# 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.

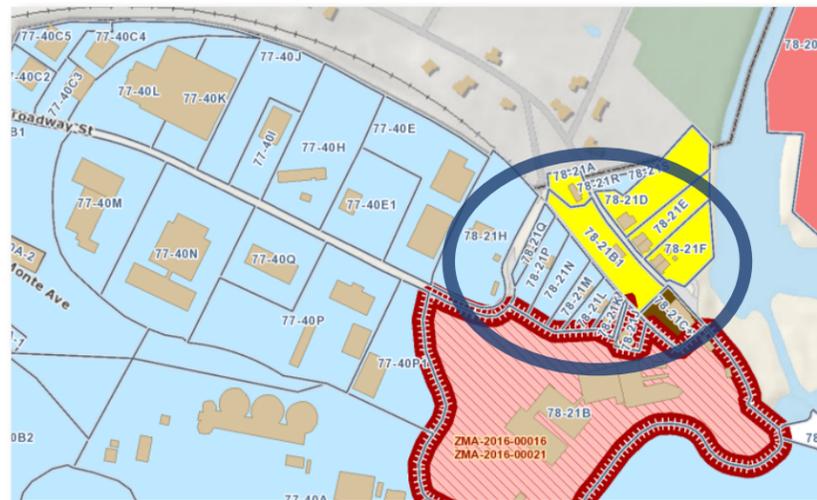


**Above |** The Comprehensive Plan Future Land Use Plan designates the properties along Marchant St. and Pireus Row as residential (yellow). Properties on E. Market St. are Parks and Open Space (green).

## 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.



**Below |** The Zoning along Marchant and Pireus Row is Light Industrial (blue). The Zoning on E. Market 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.

## 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 & Green Systems and consider a mixed use designation along Franklin St., to compliment 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 Franklin St. and Broadway St. intersection. The slopes on this property, pictured at the top, are designated by the County as a '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 & 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 the Woolen Mills' historic and cultural resources and stories of the past within the designation process.



### 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

### 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.

that are available to qualifying businesses located within the district. One incentive they offer is a reduction of the business, professional, and occupational license tax. 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.



## 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 St. and Broadway St.
- » 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 in the past 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 St. 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 St. and the Woolen Mills property, design and install bicycle and pedestrian improvements along the street while maintaining vehicular access for residents.



### E. MARKET ST.

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 St. and for emergency access.

This segment of E. Market St. is an on-street segment of the Rivanna Trail and is also an important access point to the Woolen Mills and other Broadway amenities. Providing safe facilities along E. Market St. 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 St.



## 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 St.

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.



Strategy 3.4 | Implement Franklin Street Frontage Recommendations



Strategy 3.3 | Land Use Evaluation



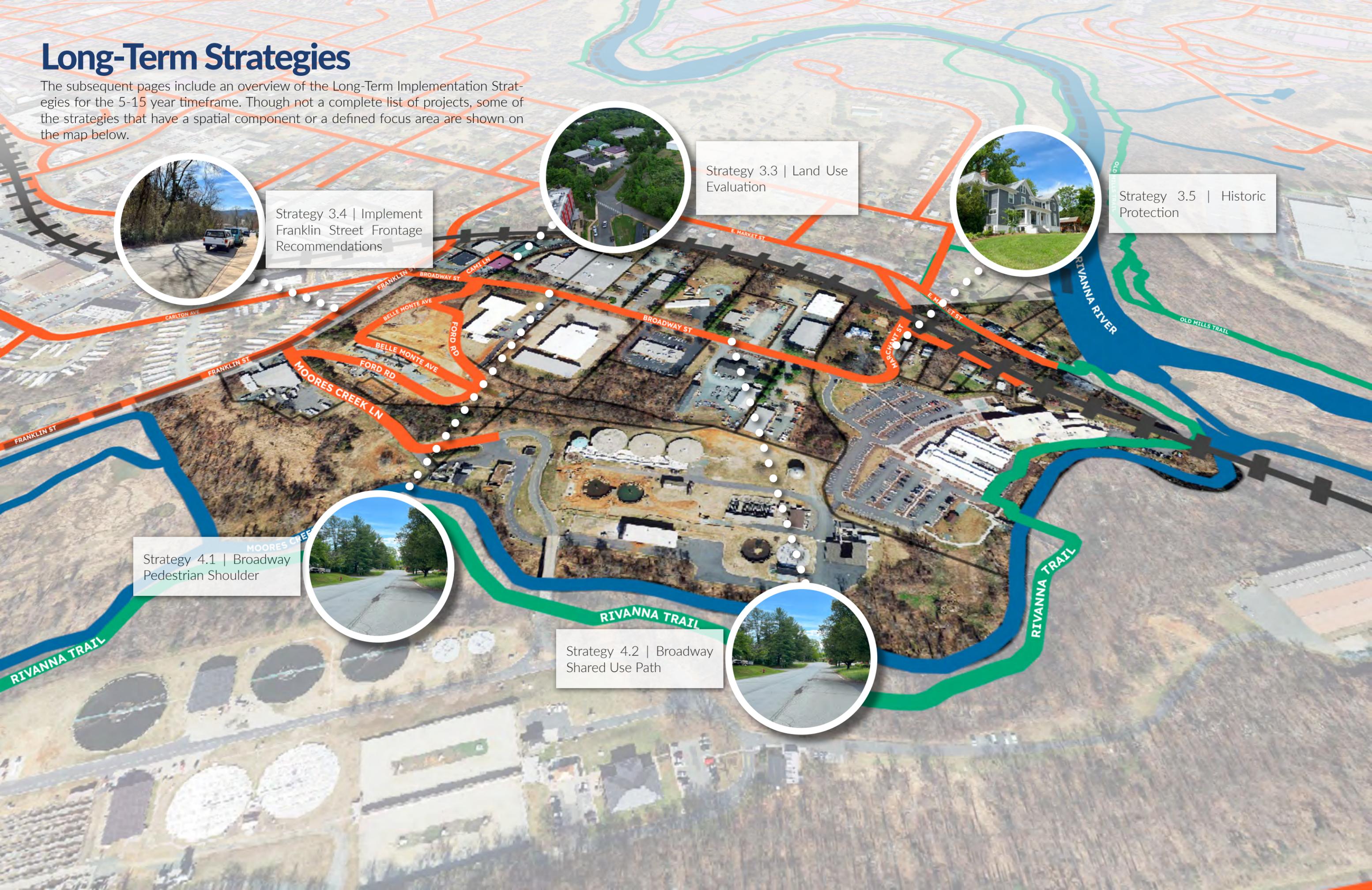
Strategy 3.5 | Historic Protection



Strategy 4.1 | Broadway Pedestrian Shoulder



Strategy 4.2 | Broadway Shared Use Path



### 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 and 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 St 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 7740B1 to install an entrance sign at the corner of Broadway and Franklin St. 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.



Strategy 5.2 | Implement Franklin Street Pedestrian Improvements.



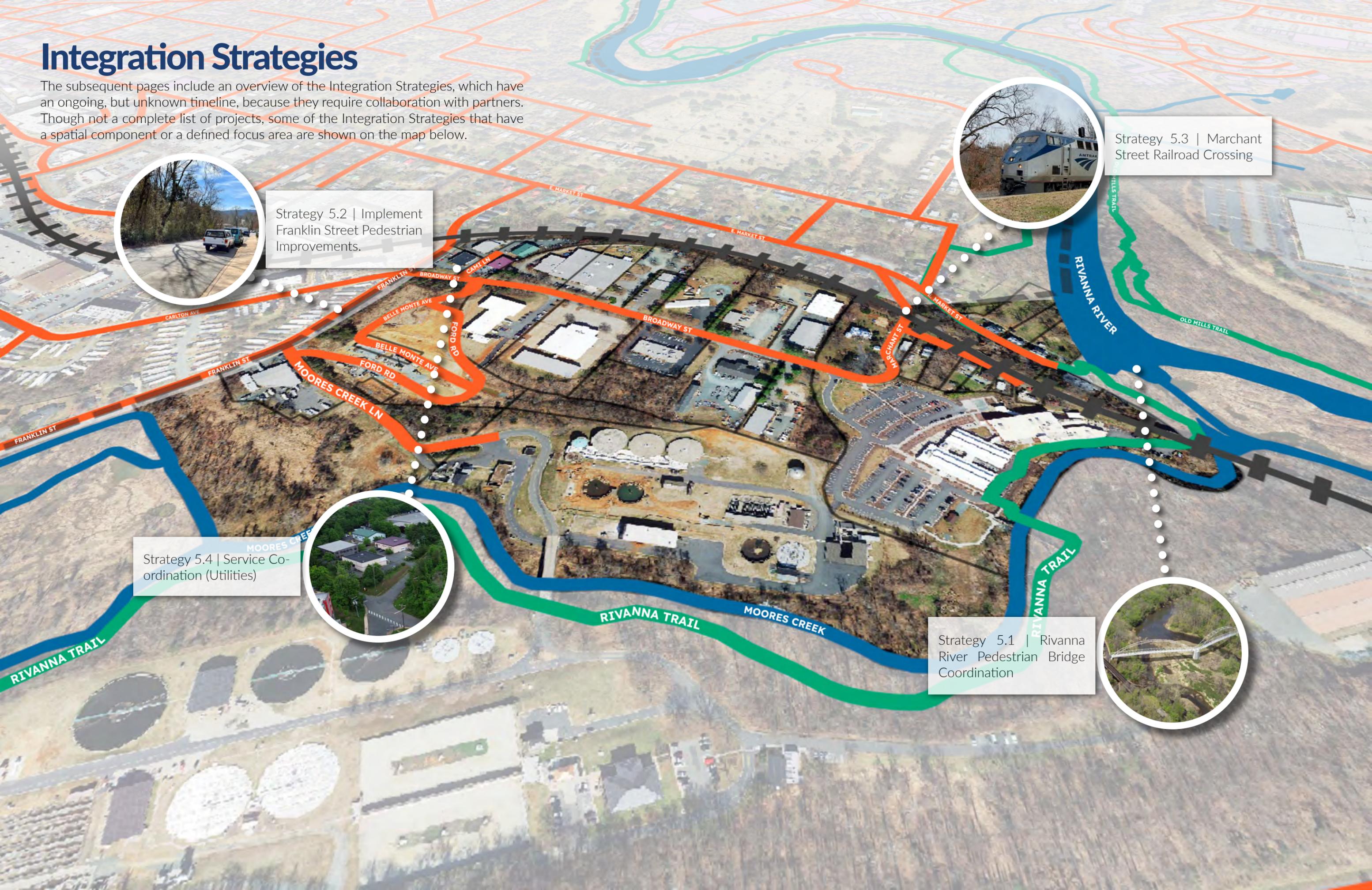
Strategy 5.3 | Marchant Street Railroad Crossing



Strategy 5.4 | Service Coordination (Utilities)



Strategy 5.1 | Rivanna River Pedestrian Bridge Coordination



## 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.

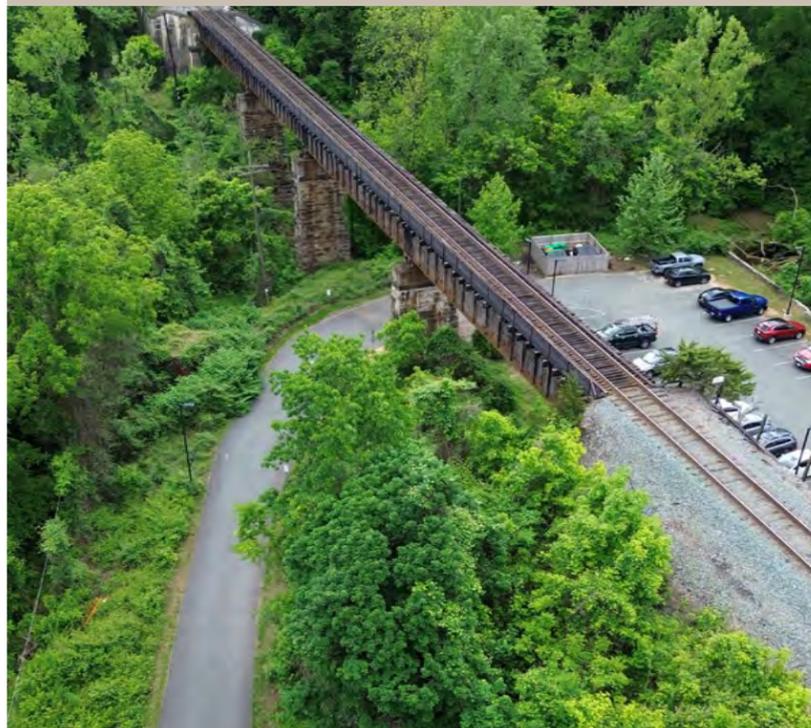
### 5.1 Rivanna Pedestrian Bridge Coordination.

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 | E. Market Street location (facing southeast) where the pedestrian bridge is proposed.



### 5.2 Implement Franklin Street Pedestrian Improvements.

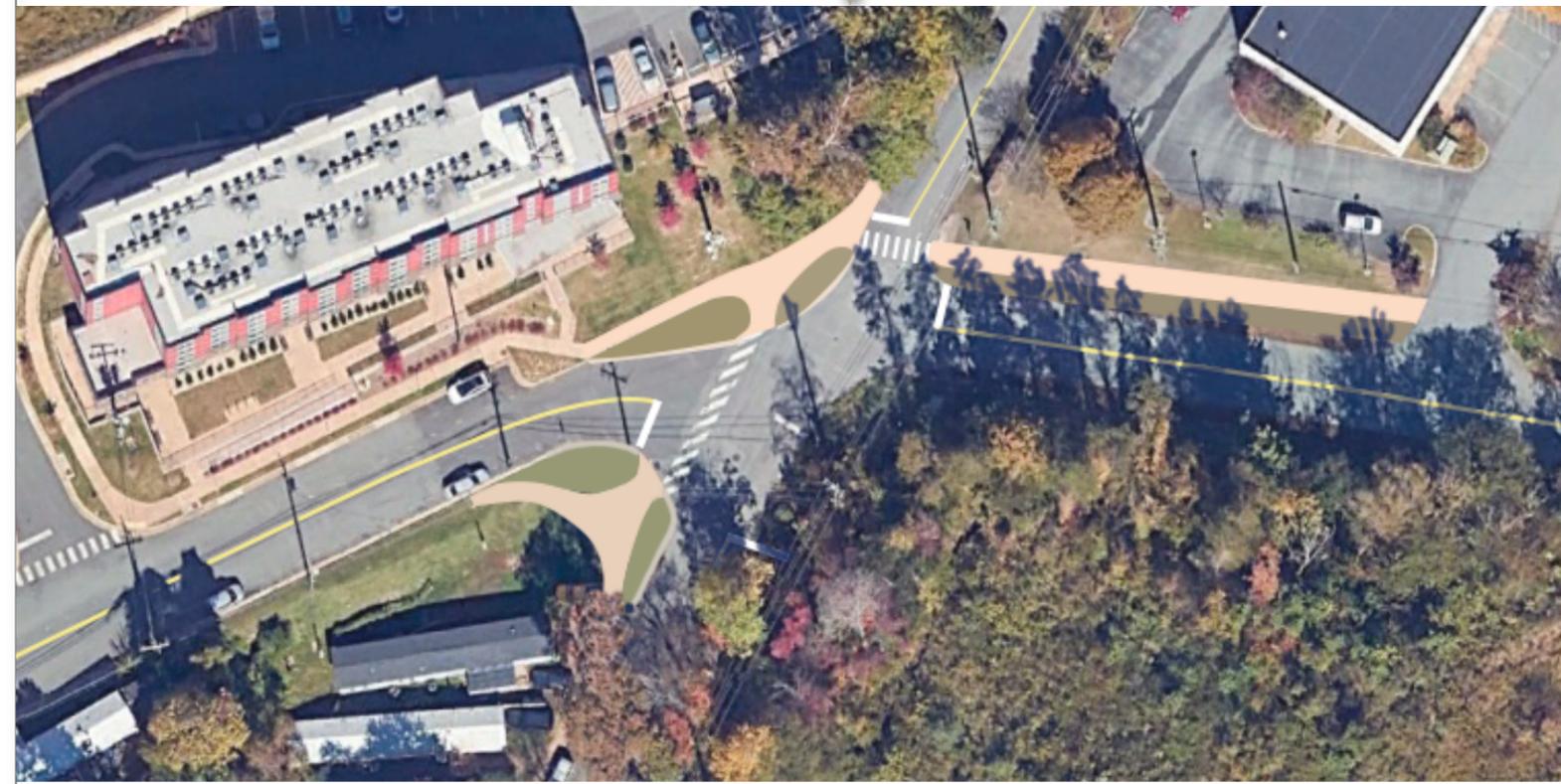
Concurrent with redevelopment along Franklin Street, coordinate with City staff and site developers to achieve the following measures.

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 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 intended 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 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
<b>Focus Area - Economic Vitality</b>	
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 create 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
<b>Focus Area - Connectivity</b>	
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
<b>Focus Area - Placemaking</b>	
Creating 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
<b>Additional Recommendations</b>	
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