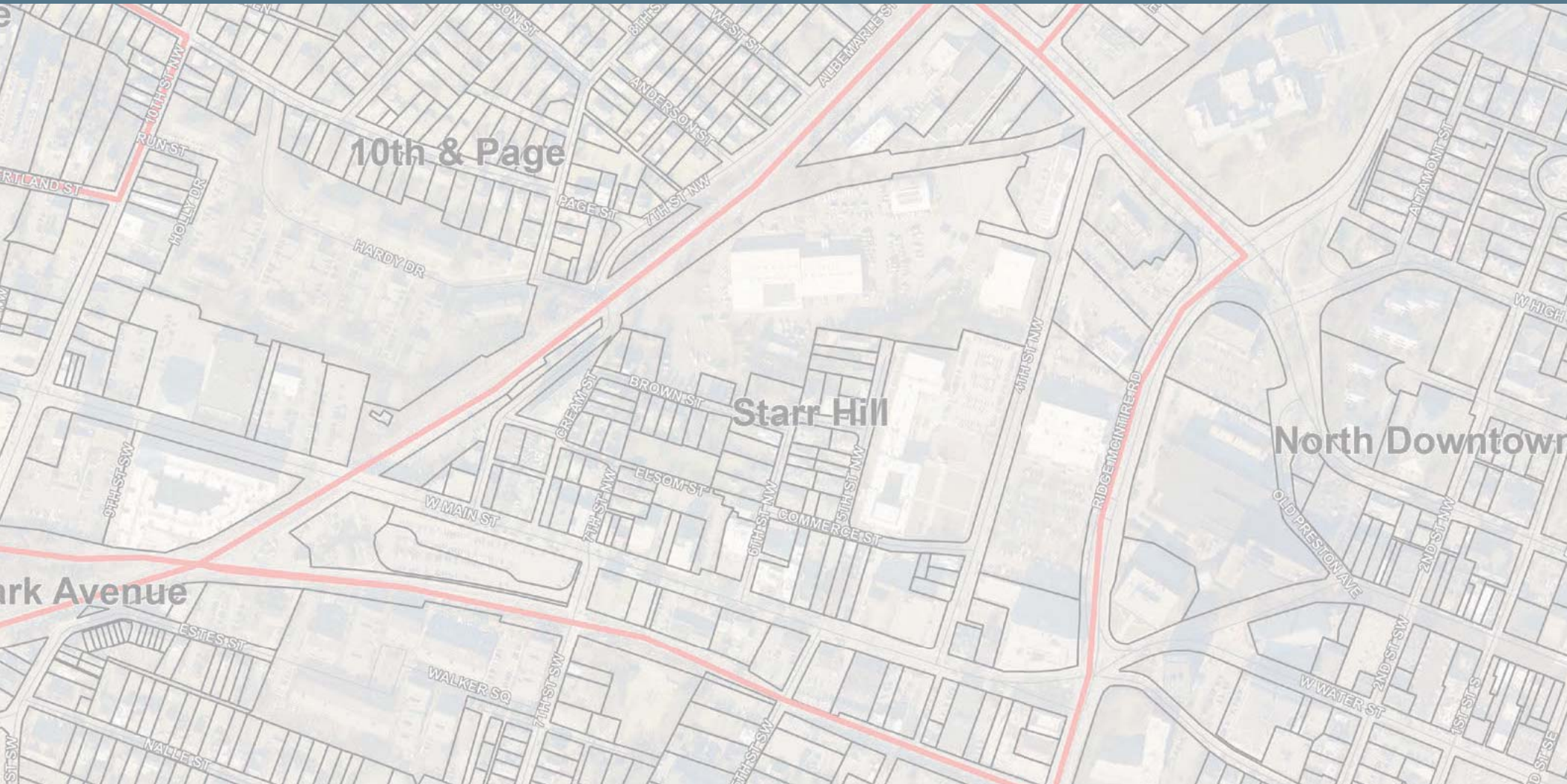


# STARR HILL NEIGHBORHOOD

## COMMUNITY VISION & SMALL AREA PLAN CONCEPTS

30 OCTOBER 2019





CHARLOTTESVILLE

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# *The Project* →

- Background
- Project Overview
- Project Team & Community Participants
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## BACKGROUND

Abject poverty surrounded by segregated wealth, food insecurity, negative health outcomes, community distrust and disrespect, racial tension and an alarming affordable housing crisis; these are a small sample of the litany of opportunity costs our community is suffering from racism and economic exclusion.

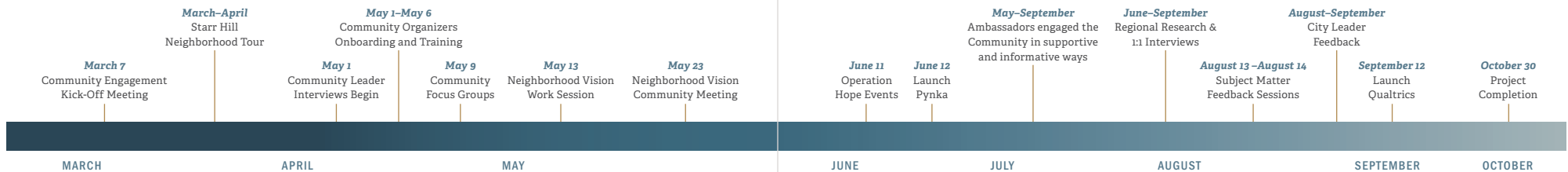
In July of 2017, a group of public servants, educators, artists, and entrepreneurs were convened by Kathy Galvin and then Vice Mayor Wes Bellamy to begin discussing the ever-changing economic landscape of Charlottesville, the on-going development thereof, and where the African American community fits into the picture. A series of solution-oriented meetings ensued and then persevered through one of Charlottesville's darkest moments in history.

Out of great adversity comes triumph for those who endure and it became ever more clear that a new group, a new pathway, and a

renewed ideal must emerge. With a reverence toward the history of African American prosperity in Vinegar Hill before its destruction and a recognition of the critical importance of African American wealth building, New Hill Development Corporation was established to build pathways of upward mobility in a city where wealth and prosperity abounds, yet is secluded in plain sight.

The problems are plentiful, yet there are solutions that lie in wait for those that desire change for the betterment of the city and understand that city government can't carry the entire load. E pluribus unum is a traditional motto of the United States, meaning "out of many comes one". Through strong collaborations, partnerships, extensive community engagement, and an approach with a servant's heart, many voices have been engaged and have contributed to the following plan to develop one community we ALL can be proud of and thrive in.

### PROJECT TIMELINE



## PROJECT OVERVIEW

In the spring of 2019, New Hill Development Corporation and Local Initiatives Support Corporation (LISC) engaged Richmond-based firm Floricane to facilitate the development of a community engagement process and the creation of a Small Area Plan (SAP) for the Starr Hill community in Charlottesville.

The development of this plan was built around an extended community engagement plan; the creation of a community-generated vision for Starr Hill; and the construction of a final concept plan to help guide long-term development in and around the 47.7 acres of the broader Starr Hill neighborhood. With a strong community-guided vision as a foundation, the plan was also shaped with expert support from LISC's economic development and housing team.

Over a seven month period—beginning in April (when the community engagement plan was submitted to the City) and lasting through October—this larger team engaged in an extended series of conversations in and around Starr Hill, examined sets of larger city-specific and regional data, and co-created a comprehensive Small Area Plan to guide the future development of Charlottesville's Starr Hill neighborhood.



## PROJECT TEAM

### New Hill Development Corporation (NHDC)

New Hill Development Corporation is an African-American led social enterprise established to build financial resilience, economic opportunity and affordable housing in the Greater Charlottesville Black community. New Hill's vision is a resilient Black community thriving within a more diverse, inclusive, equitable community. NHDC will expand and strengthen Charlottesville's African-American middle class by creating more avenues of upward mobility in Greater Charlottesville through the following three pillars: expanding financial inclusion and access to capital, improving access to affordable ownership and rental housing options, and supporting economic, educational, and cultural development programs.



### Local Initiative Support Corporation (LISC)

Local Initiatives Support Corporation (LISC) is a national nonprofit organization with local priorities committed to helping neighbors build communities. LISC works with local community development organizations, like NHDC, to help transform distressed neighborhoods into healthy communities that are great places to live, work, do business and raise families.

### Floricane LLC

Floricane is a strategic planning and creative facilitation consultancy focused on helping nonprofit, cultural and community organizations think differently, and to strategically reinvent themselves to create a future different from the past. The Floricane team brought a wide array of talent and tools to help NHDC and the Starr Hill community attain their goal including a facility for creative expansive visioning, strong experience with small and large group facilitation and dialogue, and a genuine belief in the power of individuals to come together and create a shared future.

### RW Ventures LLC (RWV)

RW Ventures, LLC is an economic development firm commissioned to conduct asset identification and needs assessment for the Starr Hill neighborhood and the broader community its SAP might impact or connect with. RWV specializes in market-based strategies for growing urban and regional economies. Their work bridges theory and practice by employing sophisticated analytic tools to identify market dynamics and opportunities, and then creates products and enterprises to drive inclusive industry, neighborhood and regional growth. For this project, RWV's work included an analysis of the regional economic context as well as an inventory and qualitative assessment of Starr Hill's assets and economic opportunities.

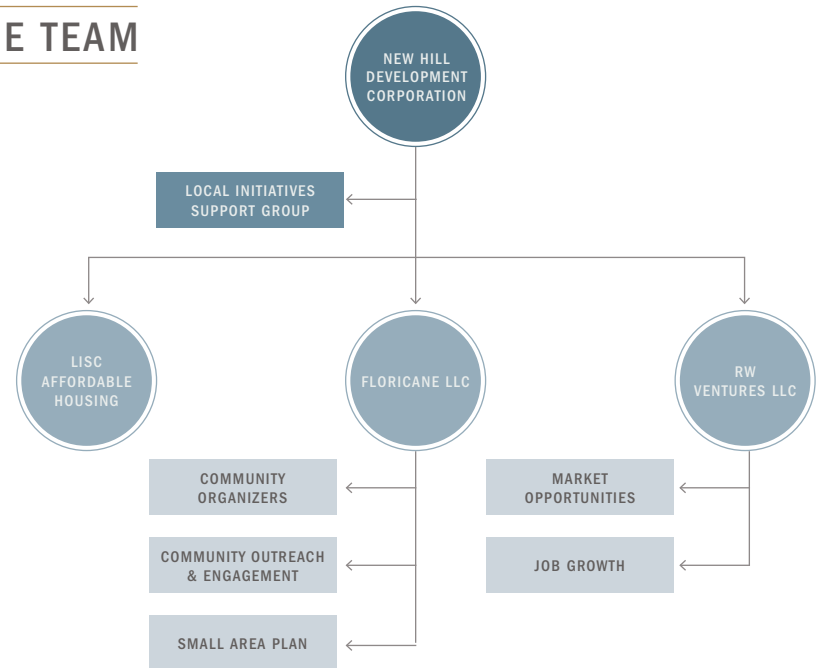
### Community Organizing Ambassadors

Six members of the local community were recruited and commissioned to engage in personal "porch conversation" interviews with area residents and merchants, represent the project at community events, and generally share informational updates within their community networks and associations. Additional community members were contracted to provide food, transportation and child/elder care services needed during meetings. The community ambassadors spent weeks going door-to-door to engage dozens of Starr Hill residents and business owners in the process.

### Community Participants

Key Stakeholders, from individuals to organizations, were identified at the onset of the project and they continued to be engaged throughout the process attending meetings and events, sharing views and giving feedback, and receiving communication updates. With each engagement and conversation, the group of stakeholders expanded exponentially. A list of Participating Organizations thus far is appended.

## THE TEAM



# COMMUNITY ENGAGEMENT

## PROCESS OVERVIEW

A key aspect of the plan's development was ensuring that the voices of local residents and members of Charlottesville's Black business community were central to the process. The development of a Community Engagement Plan for Starr Hill mapped out a broad strategy for community involvement and outreach. The plan was initially designed around three questions determined to be critical for the creation of a meaningful community vision and plan for the future:

1. How can the concept plan clarify and address the needs (social, economic, cultural) of the existing Starr Hill community?
2. In what ways can the concept plan create more equitable development opportunities within Starr Hill for the African-American community?
3. What are the specific opportunities for future development in Starr Hill to serve the broader social equity needs of the greater Charlottesville community?

To ensure active outreach and engagement, the process emphasized multiple methods of reaching and involving key communities into the Starr Hill conversation at appropriate times. More than 200 area residents, merchants, service providers and Black business community members were directly engaged in the process through a series of efforts that included:

- Hiring a small team of Community Organizing Ambassadors within the local Charlottesville community to support the overall engagement process.
- Conducting door-to-door interviews and surveys with each resident and business owner in the Starr Hill neighborhood.

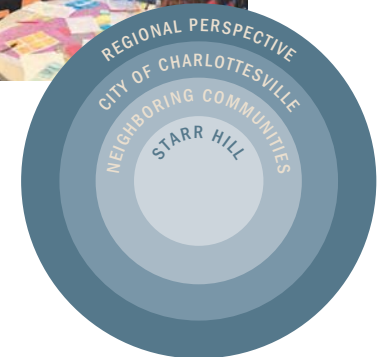


- Facilitating several series of in-depth interviews and focus group discussions with key community stakeholders, including adjacent neighborhood resident associations and Starr Hill business owners. Focused conversations were also held with key members of the African-American business community, local community and nonprofit organizations, City and County departments, local housing leaders, area developers, workforce development programs, and larger area employers.
- A community meeting at the Jefferson School African American Heritage Center to introduce a preliminary Neighborhood Vision and Guiding Principles synthesized from community input. During that session, more than 50 stakeholders provided additional perspective and feedback that helped to refine and reshape the emerging vision.

- Gathering feedback and additional perspective through a series of small group reviews of elements of this document in draft form.
- Additionally, the engagement process leveraged two new technologies to extend outreach, engagement and feedback opportunities across the broader community:

-Pnyka ("Puh-nee-ka") is a communication and analytics platform for communities to talk constructively about important issues. Using structured forums called "Assemblies," individuals engage in positive and productive conversations focused on learning more about an issue. Community leaders use the platform's analytics to understand different views on issues discussed and to see actionable takeaways. This tool was used by NHDC to reach audiences that may not be able to attend community meetings, and to engage people in conversations by area of interest.

-Qualtrics is a web-based survey tool to conduct survey research, evaluations, and other data collection activities. This tool was used by NHDC to provide a visual reflection of what was heard during the community visioning process and allow respondents to share additional ideas.







# *Community Context* →

- Economic Context
- Housing Context
- Vinegar Hill and the Legacy of Urban Renewal in Charlottesville
- Starr Hill in Perspective

## ECONOMIC CONTEXT AND STARR HILL'S ASSETS

Starr Hill's residents and businesses live and operate in the context of the markets that surround them. No neighborhood has its own economy—instead it works, buys and sells across broader geographies, which are most often the regions in which they are located. Understanding Starr Hill's economic opportunities and challenges requires a blend of evaluating Charlottesville's regional economy as well as at the nature and trajectory of Starr Hill's primary assets—namely its people, businesses and land. (For the complete analysis of the Charlottesville economy and neighborhood-level assets, please see the Market Analysis in the Appendix.)

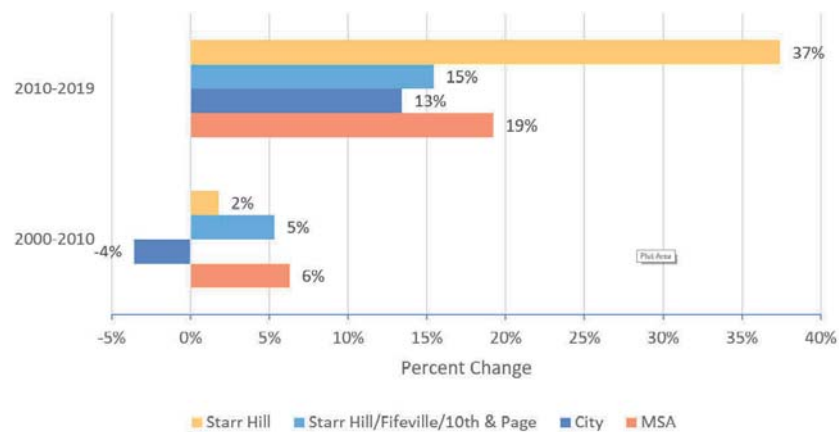
Furthermore, this SAP's impacts will extend beyond Starr Hill, first into adjacent communities such as Fifeville and 10th & Page. Looking further outward, Starr Hill's goals include re-establishing the area as a cultural and economic hub for Charlottesville's Black residents and businesses. The initiatives related to this goal can serve as a catalyst for activity outside the neighborhood that will strengthen the Black middle class. This connection can work in reverse as well: as Charlottesville's Black workers and business owners become more successful, they can apply more resources to the activities that can make Starr Hill more central to Black life in the region. To that end, it is essential to analyze two additional populations outside Starr Hill: 1) the combined area of Starr Hill, Fifeville and 10th and Page and 2) the Charlottesville region's entire Black population.

Overall, the Charlottesville regional economy is strong and growing across a broad range of metrics, with robust employment, gross regional product (GRP), and wage growth (note that the region is defined here as the Charlottesville Metropolitan Statistical Area (MSA), which includes Charlottesville and the counties of Albemarle, Buckingham, Fluvanna, Greene and Nelson). Charlottesville is also increasingly seen as an attractive place to live, topping many "best of" lists due to its ample retail and food amenities and access to nature. Population growth has leapt in the last decade, with the regional population increasing by nearly 20%. Starr Hill's population has risen by twice that rate, and with large residential development on West Main Street, that pace is likely to continue.

However, the benefits of this growth, and the attractiveness of the area, are not shared equally across racial and ethnic groups. Black residents' median incomes are less than 60% of that of whites, and unemployment rates are double. In Starr Hill itself, the median income is the nearly same as the city's overall—approximately \$50,000—while the Starr Hill/Fifeville/10th and Page area is 25% lower at \$38,000.



POPULATION CHANGE,  
2000-2010 and 2010-2019





## Factors & Trends

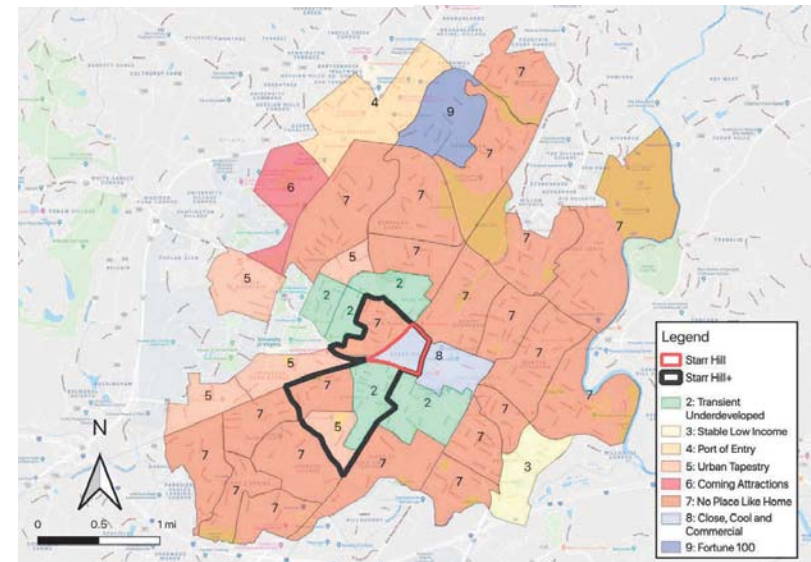
The area's primary companies, and the bulk of the economic activity, is in government, education, health care, and tourism/hospitality. UVA is clearly the region's largest employer, with nearly 30,000 faculty, staff, students, and contract workers, and the university purchases a significant amount of goods and services. There are a handful of private sector industries—tech, biotech, and food manufacturing foremost among them—starting to show strong growth potential but still relatively small in the overall economy. There appears to be a very low rate of minority business ownership in the region and city generally, let alone in the more innovative tech and biotech sectors. Minority small businesses are currently concentrated in areas such as janitorial services and food services.

The region is highly educated, which is perhaps to be expected in a college town, but again, massive racial disparities exist. Whites have bachelor's degrees at nearly double the rate of Hispanic/Latinx residents and four times that of Blacks. Starr Hill itself is extremely educated, with higher proportions of bachelor's and advanced degree holders than the city overall. The composition of the region's jobs is splitting in such a way that low- and high-skill positions are expanding, while middle-skill (and, roughly, middle-class) positions are declining. And again, racial disparities are deep - white residents are nearly six times as likely to be in management, business, and science occupations (generally higher-skilled), while Black residents are approximately two-and-a-half times as likely to hold middle- and lower-skilled jobs. Local training providers are working hard to address these trends, creating industry-tailored workforce training programs that prepare participants with hard skills for in-demand positions. Private sector engagement helps inform curriculum design, but that engagement could go deeper, and programming could be more private sector led and designed.

Considerable innovation assets exist in Charlottesville, both within the private sector and university research facilities. Life sciences, which includes biotech-related activities, is UVA's largest area of research spending and spin-off activity. There are mixed signals on whether UVA is a good place for entrepreneurs to grow their companies, relative to larger tech hubs such as Seattle or San Francisco. Charlottesville offers a cheaper cost of living and doing business. But it is by no means "affordable"—limited land and building space push property prices through the roof. Eventually, the benefits of a smaller city are outweighed by the greater connectivity and range of resources that other regions can offer.

Many of these factors and trends can be summed up through the application of neighborhood typologies, which provide a sophisticated shorthand for understanding diverse geographies. This project incorporated the DNT Neighborhood Typology ("DNT") which analyzes 23 variables that efficiently describe an area's people, businesses and land through hierarchical clustering. This methodology sorts Census block groups and assembles them with the other block groups to which they are most similar. With these relationships established, clusters of neighborhoods with common traits emerge. DNT has organized these groups into one of 9 neighborhood types. Each neighborhood type has a distinct identity—for example "Port of Entry" neighborhoods are largely immigrant communities, "Urban Tapestry" types have a more diverse, eclectic character, "No Place Like Home" neighborhoods are middle-income bedroom communities and so on. When applied to Charlottesville, the resulting map shows a city largely made up of middle-class residential neighborhoods, diverse communities surrounding UVA, and several lower-income, transient communities adjacent to Starr Hill. This exercise quickly highlights the different worlds that Charlottesville residents can live in, even in the midst of a generally prosperous and growing city.

CHARLOTTESVILLE NEIGHBORHOOD  
TYPES BY CENSUS BLOCK GROUP, 2017



# HOUSING CONTEXT

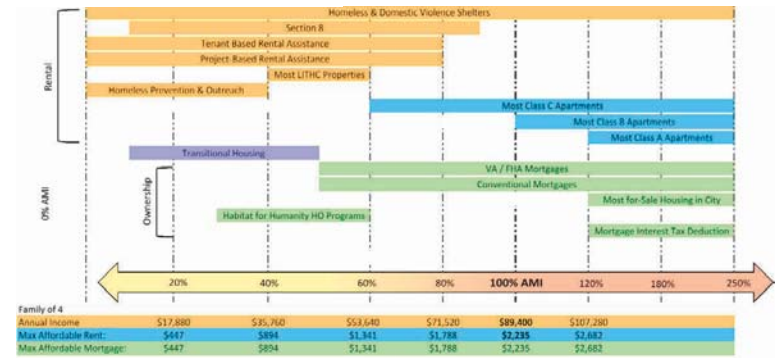
Charlottesville's housing market is extremely tight, reflected in the fact that it is the second most expensive metro area in the state, second only to the Washington, DC metropolitan area. This is due to the combination of limited land and housing stock supply, coupled with a large portion of the city's recent population growth coming via in-movers from more expensive cities, bringing with them the resources to pay more for housing than many current residents can afford.

The upward pressure on prices is creating housing affordability problems for many families across the area. Based on HUD calculations, the Fair Market Rent for a two-bedroom apartment in Charlottesville is just under \$1,200. This price that would require income equivalent to 3.1 full-time minimum wage jobs for renters to afford it without being cost-burdened. Vacancies are quite low at around 4%, and they have been approximately this low for some time. Asking rents across almost all unit sizes have been increasing steadily across the last decade. With the demand for student housing increasing, recent development of rental properties has focused on that population and their price point, leaving most new multi-family

housing in the city unaffordable for large portions of residents. Families making up to 60% of the Area Median Income (AMI) are highly unlikely to find affordable units in the area without experiencing overcrowded conditions. For those looking to purchase homes, affording the average priced new home would require an income exceeding 120% of AMI—above \$108,000—a figure that only 17% of the city's population can meet.

As the chart below suggests, there are very few housing options available to low- and middle-income households in Charlottesville. Even households that qualify for a VHA or conventional mortgage are met with severely restricted supply; the average sale price for homes in the city is almost double the price that an 80% AMI household could afford. There is a limited amount of new Section 8 tenant and rental assistance being provided due to lack of funding at the federal level and a backlog of physical repair needs. The LIHTC program continues to produce a few projects a year in Virginia (2019 and 2020 delivery will far outpace previous years), but these properties can only serve a limited number of households.

## CHARLOTTESVILLE HOUSING CONTINUUM



## VINEGAR HILL AND THE LEGACY OF URBAN RENEWAL IN CHARLOTTESVILLE

In the years following the Civil War, African-Americans comprised as much as 52% of the population in the greater Charlottesville area. By the dawn of the 20th century, a small Charlottesville neighborhood emerged as an important focal point for Black cultural, social and business life.

That neighborhood, Vinegar Hill, extended along Main Street between what is now the Downtown Mall and the University of Virginia. It was not the only Black neighborhood in Charlottesville, but by the 1920s Vinegar Hill was known for its energy, its vitality, and its importance to the Black community.

The construction of The Jefferson School in 1926 served as an additional anchor for the Black community. It served as Charlottesville's first high school for Black students until 1951. For several years afterward The Jefferson School served Charlottesville's elementary age Black students, before becoming the first integrated school in Charlottesville—serving all of the city's sixth graders from 1965 to 1967.

It was during this brief period of integration that Vinegar Hill, and the adjacent Starr Hill neighborhood, were transformed again—by “urban renewal” efforts that bulldozed dozens of African-American owned homes and businesses, and displaced hundreds of residents.

Urban renewal did not renew Vinegar Hill. It did not provide the Black community with opportunity. As much of Charlottesville moved fully into the second half of the 20th century, prosperity and progress bypassed most of the city's African-American residents. This sudden, and avoidable, evaporation of Black residential density led to the loss of social, political and economic wealth and influence for most of Charlottesville's African-American community.

In too many ways, Vinegar Hill was not distinct. Charlottesville's Black community, as a whole, found itself increasingly marginalized throughout the 20th century—geographically, politically and economically.

Even as Vinegar Hill gained its footing as a hub for Black business in the 1920s, the Black neighborhood of McKee Row was being demolished and replaced with whites-only Jackson Park. This pattern of rezoning and bulldozing Black property was replicated repeatedly—as recently as the late 1970s. At that time, Black residents from 10th and Page neighborhood petitioned the Planning Commission to prevent a section of land near Preston Avenue from being rezoned from residential to dense commercial use. They failed.

“Urban renewal” and reclamation weren't the only tools that marginalized the African-American community. Neglect and a lack of public investment also drained communities of energy and prospects.

In the 1970s, the predominantly Black neighborhoods of Rose Hill and Ridge Street reached out to City Council with a call for public investment. Decades of neglect meant that sidewalks and streets were in disrepair; lighting and drainage was ignored; and public services were largely absent.

For much of the 20th century, a significant portion of Charlottesville's African-American population has not been able to share in the broader community's social and economic success. For these residents, it has been a century stalled. Only recently has an increase in public awareness and a willingness to think differently about community development changed the conversation in Charlottesville—and allowed for a new commitment to emerge to strengthen meaningful opportunities for prosperity and growth for the city's most marginalized residents.



Nestled between the University and Downtown Charlottesville Mall, Starr Hill neighborhood is 47.7 acres of mixed uses. It also contains the remnants of some of historic Vinegar Hill's structures and community fabric. Starr Hill is an integrated community bound on the north edge by Preston Avenue, to the east by Ridge/McIntire Road, to the south by the CSX Railroad, and to the west

by the Norfolk Southern Railroad; though the community edge is perhaps more describable by travel routes along Main Street to the south and minor movement at 8th Street to the west. Of significant prominence is the 4th Street north-south axis running in front of the Jefferson School and parallel to heavy traffic on Ridge/McIntire Road.

Part of the current Starr Hill area was once part of Vinegar Hill—a vibrant economic, social and residential epicenter of flourishing African-American citizens in a post war emancipated society. Vinegar Hill and the surrounding predominantly Black neighborhoods were razed in the 1960s as part of the City's urban renewal efforts; forcing residents and merchants out of the area, and driving some businesses out of existence unable to relocate or thrive elsewhere. Dislocated homeowners became public housing tenants nearby, or left the community altogether. The insertion of Ridge/McIntire Road into the community bifurcated Vinegar Hill eliminating a portion of the area and carving what remained into smaller tracts of nothingness. It would be almost two decades before any development or improvement occurred.

Today, Starr Hill area is a mix of residential, commercial and industrial uses. The nearly 50 acres contain numerous structures and assets of varied note and worth such as the treasured Jefferson School building (now a cultural and community center) and Inge's Grocery facade marker that bring historic and contextual significance; Carver Recreation Center

with greenway and play space; Ebenezer Baptist Church and First Baptist Church; Marriot and Quirk Hotels; office suites; garden apartments; loft apartments over ground level retail; some single-family and duplex houses of limited yard and community designation; and the functional core necessities of City Yard service centers and warehouse; community grocery and personal services; transportation hubs for Amtrak and Greyhound; significant amounts of impervious surface street-line parking and lots; and a range of fast food, dine-in and pub/ABC venues. Residential inventory includes single-family detached and duplex homes, multi-family condominiums and apartments, and single room occupancy dwellings.

At its core, Starr Hill is a stable and successful urban neighborhood—one that can be strengthened in ways both subtle and significant to benefit Charlottesville's African-American community, and serve the greater Charlottesville region.

Despite its strong ties to the adjacent neighborhoods of 10th and Page and Rose Hill, the ability of residents to easily move between these (and other adjacent) communities is limited. Heavily trafficked corridors like Preston Avenue and Ridge McIntire Road add to a sense of disconnection.

Yet something intrinsically valuable remains in Starr Hill. This plan catalogues a range of opportunities to transform the Starr Hill area into a more coherent and vital community that can serve as both a center of Black economics and culture but also as an increasingly energetic and vital part of Charlottesville.

## STARR HILL IN PERSPECTIVE





# **Community Vision and Opportunity Areas** →

- Vision & Guiding Principles
- Opportunities: Strategies & Focus Areas

# Community Vision Opportunities Support Areas

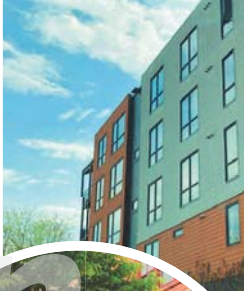
## Context

Through the extended community engagement process, clear themes emerged—particularly from residents of Starr Hill and adjacent neighborhoods, and from Charlottesville's Black business community. These themes coalesced first into a Neighborhood Vision and a set of Guiding Principles, and later into a set of initiatives and opportunities that made strategic sense and supported the vision, principles and aspirations of those engaged through the process.

Viewed as a set of building blocks, the Neighborhood Vision and Guiding Principles reflect real, foundational truths that emerged in each of the one-on-one, focus group, and community group discussions. The engaged stakeholders articulated a strong desire for the future of Starr Hill

to be shaped by a set of guiding principles rooted in equity, prosperity, inclusion and connection. Through the summer, many of these stakeholders were invited back into conversations to shape and refine the Neighborhood Vision, Guiding Principles, and the Strategies and Initiatives to create the backbone of this Small Area Plan.

As articulated herein, there is a clear, unbroken line between the Neighborhood Vision, Guiding Principles, Strategies and Initiatives, and the future opportunities for Charlottesville's African-American community. In the following pages, these foundational elements are clarified—and then interwoven through the growth and development components at the heart of the Small Area Plan.



# Vision & Guiding Principles

## NEIGHBORHOOD VISION

*The Neighborhood Vision is of a Starr Hill Area community whose future growth is guided by a commitment to racial, economic and social equity. We will create a neighborhood identity rooted in African American presence and prosperity with real opportunities for the Black community to foster ownership—of property, commerce and culture.*

### **A MORE EQUITABLE COMMUNITY**

We are committed to leveling the economic and social playing field in the Charlottesville community. We envision a neighborhood where those who are often marginalized are empowered to congregate and co-create, build and own, and innovate and learn.

### **PROMOTE BLACK PROSPERITY**

We will create strong pathways for African Americans in Charlottesville to thrive and grow. We envision a neighborhood centered around Black-owned property, commerce and culture with visible access to capital and financing.

### **CONTINUOUS LEARNING**

We will be a critical spoke in Charlottesville's workforce education efforts. Our vision is a community that creates meaningful opportunities for professional and workforce development, education and growth.

### **BELONGING AND INCLUSION**

We believe that Charlottesville should feel inclusive and welcoming to every resident. We envision a culturally distinctive neighborhood with financially and socially accessible community spaces and activities.

### **STRONG CONNECTIVITY**

We see opportunities for Charlottesville to continue strengthening its physical, social and economic relationships. We envision a more connected neighborhood where people can access adjacent residential neighborhoods and commercial areas.

### **RESPECT EXISTING RESIDENTIAL FABRIC**

We share Charlottesville's commitment to distinct neighborhoods and community commercial corridors. We will advocate for zoning that fosters vibrant street level activity, and maintains the integrity of the existing Starr Hill neighborhood as it grows.



# OPPORTUNITY 1

## Strategies, Initiatives & Focus Areas

### Economic and Entrepreneurship

#### STRATEGY I – CREATE A VISIBLE HUB FOR BLACK BUSINESSES:

Enable the growth and development of Black small businesses by creating a physical hub for those companies and supporting greater activity by existing Black business networks. Potential initiatives include:

- **A Small Business Incubation Center and/or Accelerator Program** with some combination of flexible co-working space, along with business support services and programming that is targeted to local entrepreneurs.
- **New mixed commercial and residential development** that will create a higher density mixed-use, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

#### STRATEGY II – FILL SMALL BUSINESS FINANCING GAPS:

Expand the menu of financial products—both debt and equity—to bridge the divide between existing microloans and traditional bank products, facilitating greater small businesses growth. Potential initiatives include:

- **A visible Community Development Financial Institution (CDFI)** to provide entrepreneurs and others with access to financial capital.
- **A Strengthened Business Equity Fund**, expanded in size and scope through new funding sources, such as foundation grants or PRIs, CRA financing from area banks, tax increments generated by Starr Hill development, etc.

#### STRATEGY III – SUPPORT FIRM START-UPS AND GROWTH FOR BLACK ENTREPRENEURS IN TARGETED INDUSTRIES:

Grow Black entrepreneurship in the industries that are strongest within the region, expanding opportunities for wealth creation beyond locally serving goods and services. Potential initiatives include:

- **Entrepreneurship training and support for minorities in the trades**, building a pipeline of Black-owned construction and skilled trades companies that grow from the existing, diverse workforce in this area.
- **Deeper connection to, and programming with, tech sector incubation activities**, aligning with the major investments and private sector growth in the area's tech industry (e.g., WillowTree, UVA School of Data Science) to grow Black participation, particularly in entrepreneurship and firm starts.

#### STRATEGY IV – DEEPEN ENGAGEMENT AND COORDINATION WITH ANCHOR INSTITUTIONS:

Leverage the buying power and employment opportunities of the area's largest anchors—in particular UVA Health, UVA Academic and Health Systems, Sentara, and City/County governments—to expand opportunities for small business growth and career advancement. Potential initiatives include:

- **Exploration of career pathway opportunities between large contractors and anchors**, strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors they serve, building additional career pathways for individuals working with (but not necessarily for) the region's largest organizations.
- **Alignment of anchor procurement purchasing processes**, providing a single conduit through which local businesses can identify procurement opportunities

that may be spread across multiple organizational divisions, streamlining the process of identifying and bidding on potential contracts.

- **Capacity building programming for small businesses targeted to anchor procurement opportunities**, identifying the areas in which small businesses are most likely to find traction with anchors and growing their ability to compete for contracts, in turn expanding their potential to sell products and services to additional local and national customers.

#### STRATEGY V – SCALE AND EXPAND INDUSTRY-FOCUSED WORKFORCE DEVELOPMENT COLLABORATION AND PROGRAMS

Create opportunities for sector- and industry-targeted workforce development collaborations, offering a variety of skill-development and educational programs to the community. Potential initiatives include:

- **Expanded training programming for construction and skilled trade positions**, responding to industry demand and an aging workforce through larger program and class sizes, and more programming targeted to disconnected populations (e.g., training for currently incarcerated individuals).
  - **Champion:** New Hill Development Corporation
  - **Potential Collaborators:** CATEC, Blue Ridge Home Builders Association, Piedmont Virginia Community College
- **Engagement of growth sectors in industry-led workforce consortium concept**, applying an established best practice for private sector engagement in sector-specific workforce development efforts, creating a stronger pipeline of talent into tech and bio-tech jobs, including from traditionally disconnected Black populations.
  - **Champion:** New Hill Development Corporation
  - **Potential Collaborators:** Chamber of Commerce, UVA Economic Development, Willowtree, Castle Hill Gaming, CFA Institute, NGIC, CODE, GOVirginia

# OPPORTUNITY 2

## Strategies, Initiatives & Focus Areas

### Housing and Connectivity

#### STRATEGY I – SUSTAIN AND GROW STARR HILL'S RESIDENTIAL CORE:

Establish affordable and market rate housing options, and home ownership protections, within the existing residential neighborhood and on newly developed tracts in Starr Hill. Potential initiatives include:

- **The construction of new, affordable, single family homes**, strengthening the border of the existing Starr Hill residential community along Brown Street.
- **Support the Anti-Displacement Tax Fund Program**, and other strategies that support and encourage home ownership, maintaining the affordability of property ownership in Starr Hill and the broader community.
- **New mixed commercial and residential development**, that will create a higher density mixed-use and typology, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

#### STRATEGY II – INCREASE PHYSICAL CONNECTIVITY BETWEEN STARR HILL AND ADJACENT NEIGHBORHOODS:

Develop clear, visible and safe pathways that strengthen connectivity between Starr Hill and adjacent residential and commercial areas, and that serve the needs of area residents. Potential initiatives include:

- **Reopen the tunnel connection between Starr Hill and 10th & Page neighborhoods**, strengthening the connectivity between the two neighborhoods with safe, pedestrian friendly access beneath the active rail line.
- **Calm 4th Street between West Main Street and Preston Avenue**, promoting increased pedestrian access and safety across and along the corridor.
- **Transform Commerce Street between 4th and 6th Streets**, re-establishing the vital connection between Starr Hill's residential neighborhood, the Jefferson School and West Main Street.
- **Support the existing Rail-to-Trail conversion**, specifically plans to create a green pedestrian thoroughway along the rail spur adjacent to City Yard and spanning across Preston Avenue.
- **Identify a location—such as the Amtrak lot on West Main Street—for a City-owned parking deck**, relieving pressure on Starr Hill's residential community while supporting Starr Hill's churches and merchants, and ensuring that adequate parking is mandated for new developments within Starr Hill.

# OPPORTUNITY 3

## Strategies, Initiatives & Focus Areas

### Placemaking, Culture and Legacy

#### STRATEGY I – AMPLIFY JEFFERSON SCHOOL AS A CENTER FOR AFRICAN-AMERICAN PUBLIC LIFE:

Work with the leadership of Jefferson School to grow its tenant community, and continue to transform the historic building and surrounding property as an actively programmed, public square for the community of all ages. Potential initiatives include:

- **Strategically populate the indoor and outdoor spaces of the Jefferson School** with businesses, services and products that serve the African-American community on a wider spectrum including education, economic, and social venues.
- **Launch a monthly Food Truck Court**, a gathering on the Jefferson School parking circle of food trucks and restaurant vendors with entertainment.
- **Host a monthly makers/artist vendors market** along 4th Street between Commerce Street and the Jefferson School driveway featuring products and services from Black artists, artisans and community organizations.
- **Establish outdoor performance spaces or an amphitheater** for a mix of community based and impromptu events and engagements.

#### STRATEGY II – STRENGTHEN STARR HILL PARK AND OTHER PUBLIC SPACES:

Enhance Starr Hill Park with new landscaping and buffers, and community programming. Create new, flexible public spaces throughout the broader Starr Hill neighborhood to emphasize community, culture and a sense of belonging for all ages. Potential initiatives include:

- **Reimagine Starr Hill Park** with new landscaping to include plantings, benches, a playground and community garden plots.

- **Create pocket parks and other free, public places** throughout Starr Hill to pause and invite community engagement, reflection and interaction.

- **Transform surfaces on buildings and parking decks** with green wall and rooftop garden opportunities.

- **Identify new opportunities to connect green spaces throughout the neighborhood** (e.g., the park, the Rail-to-Trail pathway), and enhance spaces between buildings with art, plantings and benches.

- **Create and install a neighborhood map** in the park, and potentially other areas of the neighborhood, showing relationships and connections to other neighborhood green features and amenities.

#### STRATEGY III – PLACEMAKING AND LEGACY ART:

Identify multiple spaces throughout the Starr Hill community (indoor and outdoor) for the installation of more art and placemaking artifacts that tell the stories of Charlottesville's Black community in a variety of forms for all ages. Potential initiatives include:

- **Enhancing streetscapes and building facades** with murals and other art installations, both permanent and temporary or seasonal.

- **Utilize the inside of Jefferson School as a canvas** to tell the story of the building and the broader Black experience, and to promote and introduce the community to more Black artists.

- **Identify areas throughout the community that are of cultural significance** and establish art programs and installations in those spaces.

# Opportunity Area

## Economics and Entrepreneurship

### BLACK-OWNED BUSINESS PRESENCE

Home-grown and local businesses add to the fabric of a community. Residents benefit from visible, community-supported storefronts that generate energy, value, prosperity and opportunity. Creating new opportunities for Black-owned businesses to grow and thrive is important to the Starr Hill community, and for our vision of increased Black prosperity in Charlottesville. Any future mixed use development of City Yard must include a variety of affordably priced office, commercial and retail space.



*"Well-established, middle-class black people who are entrepreneurs. We need a well put together high-end space for black people to come together."* - community focus group participant

### BUSINESS INCUBATION AND ACCELERATION

We will establish a visible and tangible space for new business owners and entrepreneurs to strengthen and grow their small and start-up companies. This incubation and co-working space will be a physical hub that connects business owners and entrepreneurs with community leaders, investors and successful members of Charlottesville's existing Black business networks. Opportunities to mentor, network and learn will serve a diverse mix of business owners from all corners of the community.



*"These new spaces must be more inclusive to all business owners."* - online survey respondent



*"We need coworking and incubator spaces for ALL residents."* - online survey respondent





# Opportunity Area

## Economics and Entrepreneurship

## Housing and Connectivity

“Affordable housing for all is something that is needed now, not years from now.”  
 – Starr Hill resident porch conversation

### MIXED-USE DEVELOPMENT

A cornerstone of a growing Starr Hill community is the City Yard property. A transformed City Yard will be a significant mixed-use, live/work development that complements Starr Hill's existing residential and cultural assets. A variety of affordable housing options will serve individuals and families, while flexible business spaces will support a commercial, service and entertainment businesses. Creating additional street-level retail services that meet the daily needs of residents from Starr Hill and adjacent neighborhoods will lead to a more equitable, connected community.

“There were historically a lot of small businesses with owners who lived nearby. Recreating that in Starr Hill would be particularly powerful.”  
 – community focus group participant



### NEW RESIDENTIAL DEVELOPMENT

A critical aspect of any development on City Yard includes a substantial array of affordably priced housing options—from single-family townhomes to apartments. The addition of new homes along Brown Street will complement the existing residential core of Starr Hill, while a mixed use development on City Yard will provide affordable options for several hundred new residents.

# Opportunity Area

## Housing and Connectivity

“

*It is important to empower the people who live in this community.*  
– Starr Hill resident porch conversation

**EXISTING RESIDENTIAL SUSTAINABILITY**

The integrity of Starr Hill's established residential community must be sustained, even as new opportunities emerge for residential growth on the City Yard property. A commitment to partner with the resident's association, community organizations and the City will focus on new services and solutions for home ownership protection.



# Opportunity Area

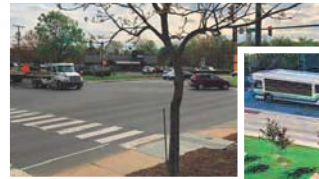
## Housing and Connectivity

### CONNECTING NEIGHBORHOODS

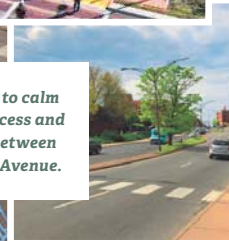
There is an important opportunity to restore and strengthen the connections between Starr Hill to a broader network of neighborhoods—from Westhaven, 10th & Page to Rose Hill to the Downtown Mall. We will create more safe and sensible ways for pedestrians, cyclists and drivers to transit key pathways to and through Starr Hill such as:

*“The proximity to existing spaces downtown should be part of the final plan.”*  
— online survey respondent

- Reopening the tunnel connection between Starr Hill and 10th & Page reinforces the strong link between these neighborhoods.



- Taking clear and simple steps to calm traffic, promote pedestrian access and increase safety on 4th Street between West Main Street and Preston Avenue.



- Supporting ongoing conversations and planning for a Rail-to-Trail project that creates a green pedestrian thoroughway along the rail spur adjacent to City Yard and spanning across Preston Avenue.





# Opportunity Area

## Placemaking, Culture and Legacy

*Space for nature is key for a healthy community—  
for any community.*  
— online survey respondent

### REIMAGINE STARR HILL PARK

Healthy communities benefit from places where people can congregate and connect. Throughout Starr Hill, there are places where informal but meaningful connections can be bolstered through the creative and adaptive use of green space. We will leverage these small pockets to create physical pathways, allow for engagement, and showcase the geography of Starr Hill by:

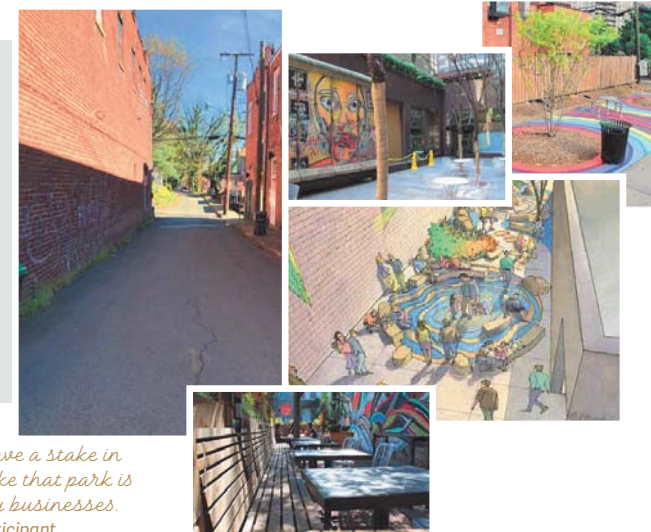
- Reimagining Starr Hill Park with new landscaping to include plantings, benches, a playground and community garden plots.



### POCKET PARKS AND GREENSPACES

- Creating a series of pocket parks and other free, public places throughout Starr Hill to pause and invite community engagement, reflection and interaction.
- Identify new opportunities to connect green spaces throughout the neighborhood, and enhance spaces between buildings with art, plantings and benches.
- Create and install a neighborhood map in the park, and potentially other areas of the neighborhood, showing relationships and connections to other neighborhood green features and amenities.

*People need to feel like they have a stake in where they live. I have to feel like that park is my park, the businesses are my businesses.*  
— community focus group participant





# Opportunity Area

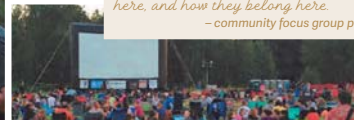
## Placemaking, Culture and Legacy

### AMPLIFY THE JEFFERSON SCHOOL AS A BLACK CULTURAL HUB

The role of the Jefferson School and the African American Heritage Center is central to Starr Hill's future. Leveraging its legacy of inclusion and welcome, the historic building can serve as both a doorway to Starr Hill and as a center for African-American public life. This can be done by intentionally growing the building's tenant community, increasing public events and activities, and physically connecting the Jefferson School to other key centers of activity in and around Starr Hill. Potential initiatives include:



*New Hill's vision has to build a 'kitchen culture' that stretches across the entire geography—business owners, restaurants, residents, nonprofits, children and families. Create pathways of purpose—that help give people a sense that they belong here, and how they belong here.*  
—community focus group participant



*There needs to be a natural gathering place for families. Center the neighborhood around community space where people will gather, connect and play.*  
—community focus group participant



- Strategically populate the indoor and outdoor spaces of the Jefferson School with businesses, services and products that serve the African-American community on a wider spectrum including education, economic, and social venues.
- Establish outdoor performance spaces or an amphitheater/public lawn for a mix of community based and impromptu events and engagements.
- Launch a monthly Food Truck Court, a gathering on the JS parking circle of food trucks and restaurant vendors with entertainment.
- Host a monthly makers/artist vendors market along 4th Street between Commerce Street and the Jefferson School driveway featuring products and services from Black artists, artisans and community organizations.

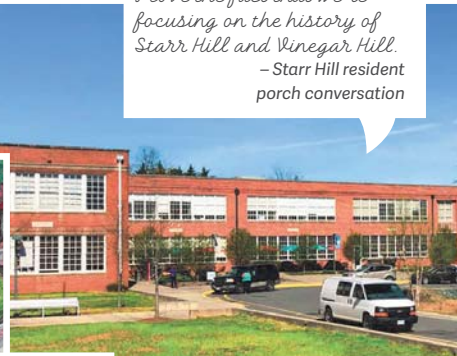
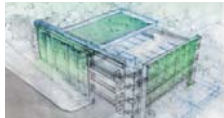
# Opportunity Area

## Placemaking, Culture and Legacy

### ENHANCE THE JEFFERSON SCHOOL'S PHYSICAL PRESENCE

The Jefferson School has a visually strong presence on the edge of Starr Hill. Extending its connections to key centers of activity in and around Starr Hill will solidify its importance as a gateway to the community, and as a vital space for African-American public life in Charlottesville. We propose establishing the Jefferson School as a central focus for the community by clarifying and maximizing the Jefferson School's connections to City Yard, the Downtown Mall, and the business community on Main Street by:

- Adding new levels to the parking deck, greening its roof and edges, and creating stairways and pathways that open access to future City Yard development.
- Transform Commerce Street between 4th and 6th streets, re-establishing this vital connection between the Starr Hill residential community, the Jefferson School, and the Main Street business community.
- Introduce traffic calming solutions on 4th Street between West Main Street and Preston Avenue to increase pedestrian access and safety.



*I love the fact that we're focusing on the history of Starr Hill and Vinegar Hill.*  
— Starr Hill resident porch conversation

### LEGACY ART

As a place already rich with history and culture, Starr Hill is well-positioned to tell the stories and history of Charlottesville's African-American community. We will identify multiple spaces—indoor and out—for the installation of more art and placemaking artifacts that tell the stories of Charlottesville's Black community in a variety of forms for all ages. Potential initiatives include:

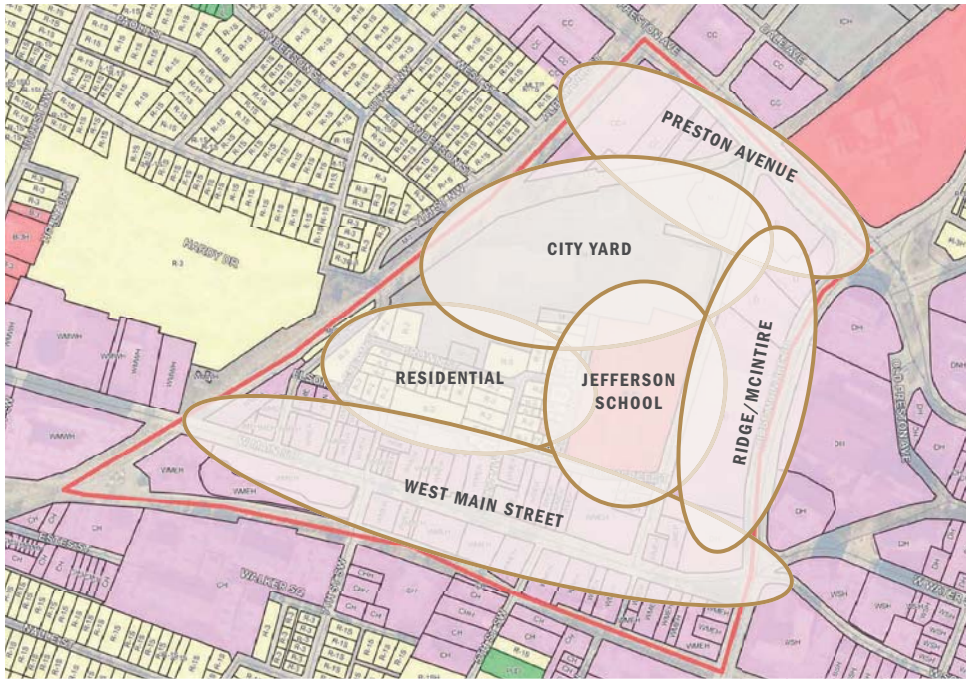
- Enhancing streetscapes and building facades with murals and other art installations, both permanent and temporary or seasonal.
- Utilize the inside of Jefferson School as a canvas to tell the story of the school and of the broader Black community.
- Identify more areas throughout the community that are of cultural significance and establish art programs and installations in those spaces.



# *Areas of Focus Study* →

- City Yard
- Residential Neighborhood
- Jefferson School & Adjacent Arterial Streets





## CONTEXT

Both a bird's-eye view and a street-level exploration of the Starr Hill community reveals distinct community components—a thriving commercial corridor on Main Street; the established residential heart of Starr Hill; the historic and iconic Jefferson School; the large and underutilized plots at City Yard and Vinegar Hill Shopping Center; and the smaller mixed use corner at Preston Avenue and 4th Street.

This Small Area Plan (SAP) seeks to preserve the integrity of this legacy neighborhood through the creation of "Character Zones." Sensitivity is given to the edges, interplay, and overlap of the Starr Hill area by tending to the level of intensity and the mixture of uses throughout the 47.7 acres. Above all else, the concepts in this SAP are about COMMUNITY and its relationship to FORM and FUNCTION rather than LAND USE.

The Starr Hill area is currently zoned for intense development along the 3 boundary edges flanking high trafficked corridors:

Preston Avenue, Ridge/McIntire Road and West Main Street. The type of zoning is overbearing in many places for the lesser density spaces interior to the community. This SAP does not ban intensity; it simply acknowledges that massing is more appropriate in some areas more than in other areas. And, as such, provides for the intentionality of the dense development by recommending the best density locations and relationships to the whole of the Starr Hill area and its place within the greater Charlottesville community.

Current Zoning Regulations are not an appropriate fit for the community's vision and needs, therefore the creation of new zoning options that is Form-Oriented is recommended. Future Renovations, New construction and Infill Development are encouraged to honor these concepts, especially during the period of transition while the City revises and streamlines its Comprehensive Master Plan, Zoning Ordinance and Urban Design Standards.



# Character Zones

## CONNECT

The active rail spur and overpass along the east edge of Starr Hill severs the street fronting business parcels along the south edge of Preston Avenue, disrupting the continuity and accessibility of the commercial corridor. The inactive spur and adjacent topography further separate these parcels from the city yard and other community areas to its south. Intentional planning and redevelopment can mitigate this condition.

Increased access and circulation to, through and around the Preston Avenue parcels would be a significant improvement for the property owners, businesses and the communities they serve and support. Proposed improvements include: Open up the tunnel and add new public right of way through to 4th Street, support the rail to trail conversion, and construct buildings that create and promote attractive walkable access between Preston parcels and City Yard.

## STRENGTHEN

By relocating City Yard to areas more fitting and supportive of its industrial use, the acreage can be subdivided and redeveloped as a mixed use neighborhood destination (perhaps similar to the Mall) of medium and high density development that is more responsive to Starr Hill's community vision and physical, social and economic needs. A lesser density residential use is proposed along the Brown Street edge with development transitioning to mixed use and more density along the northern edge behind Preston Avenue parcels.

This area is richly served by multi-modal transit / bike paths so a reduction in the parking requirements is supported. Irregular blocks of varied sizes and whimsical roadways respond to existing easements that may not be relocatable. Consideration has been given to the interstitial space "street wall" space between buildings similar to the Downtown Mall. This area will need new rules for how buildings respond to street (set backs, etc), size of lots, and adjacent properties. Density responds to lower needs along Brown Street and gradually rise to higher intensity at Preston and rail spur.

## PROTECT

At the core of the Starr Hill area is the long-standing and robust residential neighborhood of several dozen homes and a public park. The SAP promotes new housing inventory and park improvements to care for the integrity of the existing residential fabric and its homeowners. Creation of a new residential zoning designation that allows for a wide range of housing typology and ownership including smaller lot sizes, reduced set back and side yard requirements, and parcel bundling restrictions is recommended.



## UTILIZE

There are areas suited to intense development that are currently underutilized. Parcels along Preston Avenue and Ridge/McIntire are among these. The physical qualities (i.e., road & median width, landscaping) of the Preston corridor are designed to serve a larger geographic community and need, and the nearby corridor facing structures are 3-5 story buildings of significant density.

Additionally, the portion of Vinegar Hill within Starr Hill area consists roughly of 4 parcels comprised of 2 fast food restaurants to the north along Preston Avenue, the middle section with the Vinegar Hill shopping center, and the Residence Inn to the south along West Main Street. The 2 out parcels of convenient dining can be developed, singly or combined, to accommodate a high intensity use that relates to neighboring forms along Preston Avenue which include The Community Building, 400 Preston and the Albemarle County Building.

## BRIDGE

The middle section with the Vinegar Hill Shopping Center across from the Jefferson School is best developed under medium density regulations that allow building to street edge with height setbacks that respond more inward facing to the Starr Hill community than the Ridge/McIntire edge. It is important that this section be walkable, penetrable and sensitive to human scale as it is a significant connector bridging the Jefferson School and the Downtown Mall. As such, it is imperative that new zoning not allow intense development or a multiple parcel monolithic structure to be constructed.

## ENGAGE

The Residence Inn facade honors West Main Street guidelines with appropriate setbacks and design features on that side, however the backside facing the Vinegar Hill Shopping Center property is not as attractive or respectful of the lower density adjacent development of the center and school. Future development must consider a structure and scale that appropriately engages not only the rear of the hotel but also the front of the adjoining community and the vertex of the 4th and Commerce Streets.

## TRANSITION

West Main Street has its own design guidelines and governing regulations. Some of the commercial structures also flank Commerce Street, and many users perceive Commerce as the back alley to buildings that front face onto West Main Street. More care needs to be given to respect the facades, scale and access points along this transition zone as the commercial corridor blends into the housing area via Commerce Street.



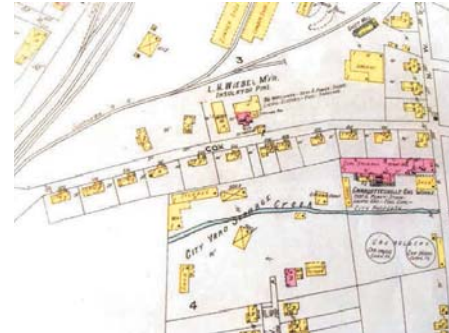
## CONTEXT

While each of the previously discussed components is vital to the overall health and sustainability of the Starr Hill neighborhood, the Small Area Plan concentrates further attention on three Areas of Focus as initial opportunities and vehicles for the implementation of the Neighborhood Vision, Guiding Principles, and the Strategies and Initiatives outlined herein.

## FOCUS AREA | *City Yard*



305 4TH STREET NW  
ACREAGE: 10.419



### OVERVIEW

The City Yard property is a critical cornerstone of a growing Starr Hill community. A transformed City Yard will be a significant mixed-use, live/work development that complements Starr Hill's existing residential and cultural assets. A variety of housing options will serve individuals and families, while flexible business spaces will support a commercial, service and entertainment businesses. Creating additional street-level retail services that meet the daily needs of residents from Starr Hill and adjacent neighborhoods will lead to a more equitable, connected community.

This plan recognizes that home-grown and local businesses add to the fabric of a community. Residents benefit from visible, community-supported storefronts that generate energy, value, prosperity and opportunity. Creating new opportunities for Black-owned businesses to grow and thrive is important to the Starr Hill community, and for any vision of increased Black prosperity in Charlottesville. Future development of City Yard must include a variety of affordably priced office, commercial and retail space to serve the local business community.

The Small Area Plan also envisions anchoring the City Yard development with a mission-aligned tenant (or tenants) focused on business or workforce development within identified growth and opportunity sectors. A business incubator would create visible, collaborative space for new business owners and entrepreneurs to strengthen and grow their small and startup companies, providing mentorship, networking, and learning opportunities for a diverse mix of business owners from all corners of the community. A workforce training facility could expand the physical resources available to train and upskill residents in the emerging skills demands of the region's growing industries, and where possible, could align and collaborate with co-located companies in the City Yard incubator. This business incubation or workforce development space will be a physical hub that connects business owners, entrepreneurs, and individuals with community leaders, investors and successful members of Charlottesville's existing Black business networks.



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## SUBDIVISION OF LAND

**Proposed Zoning:** Mixed Use development / Planned Unit Development (PUD)

- **Description:** Subdivide 10-1/2 acres for 2 opportunities:
  - Focus 1: Medium- to large-scale mixed-use development opportunity, and
  - Focus 2: Small-scale residential development opportunity



Images are shown as conceptual for discussion, and subject to further modification

## FOCUS AREA 1 | MIXED USE DEVELOPMENT

**Proposed Zoning:** New Mixed Use development designation / Planned Unit Development (PUD)

- **Description:** Given the significant size of existing easements and the pending due diligence, new construction is proposed on 3 development sites in similar locations to the current low-density existing structures. New work includes demolition of existing structures, and construction of new medium- to high-density mixed-use buildings each with ground level public spaces (retail, restaurant, business storefronts) and private office and/or multi-family medium-density residential above. Housing typology to include 1-, 2-, and 3-bedroom and Live-Work units. Rooftop uses to include public venues such as restaurants, social / recreational terraces and green roofs.
  - Gross Area New Construction up to 685,000 GSF + 132,000 GSF structured parking
  - New Housing Units: 85 up to 255 units; a majority of units serving residents with incomes at 50-80% AMI
  - Gross 218 housing units for the 10.419 acre site; Units per Focus Area 1&2 will vary with subdivision; SUP may provide opportunities for additional allowance
- **Sequence of Events to Consider:**
  - Agreement for sale/transfer of land
  - City Plans for Relocation; including CIP allocation for the Relocation of City Yard operation & personnel (possibly due 1st Q 2020)
  - Infrastructure improvements down McIntire Road must be completed before more medium- to high-density construction can be constructed in this area (2 years out)
  - Subdivision application for Focus Area 1 & 2

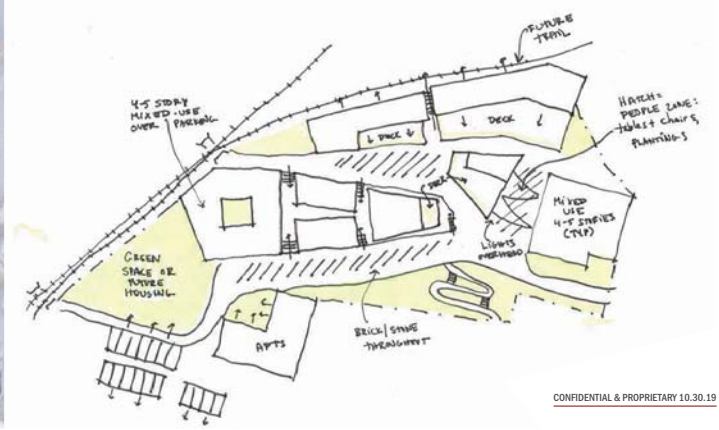
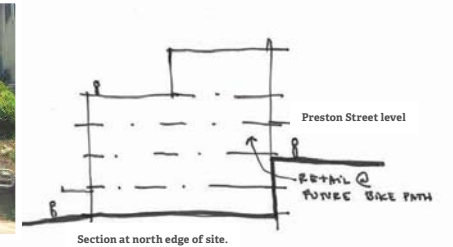
- Due diligence and preliminary design for redevelopment of City Yard site Focus Area 1
- Plan Unit Development application for Focus Area 1
- Relocation of City Yard operation and personnel
- Demolition and Site Prep, including any environmental remediation
- Implement New Infrastructure, Roads and Development

- **Transition Plan Scenario / Interim Opportunity:**
  - City vacates Administrative Building on 4th Street. Minimally renovated, the building could effectively function for incubator and small office or merchant shop space while larger projects are planned and constructed. Once the other 2 pads are developed, the functions within this structure can relocate into one or both of the other buildings; and then this building can be demolished and a higher density building constructed.
  - Brown's Cleaners or the Century Link site could be purchased and minimally renovated to accommodate uses programmed for the Administrative Building and then programmed functions relocate to CY site once development complete.
  - From the CODE building to the Community Building and up through developments along Harris Street is becoming the Tech Corridor / Innovation Space, which makes for a good place for Starr Hill's HUB of Incubator, Innovation, Training and Education flex space. Begin at City Yard Admin Building then shift to Brown's Cleaners and eventually Wendy's site and then redevelop these existing structures into new higher density spaces.

**FOCUS AREA 2 | RESIDENTIAL DEVELOPMENT -  
SEE NEXT SECTION FOCUS AREA 2, PAGE 29**



# Density Study 1

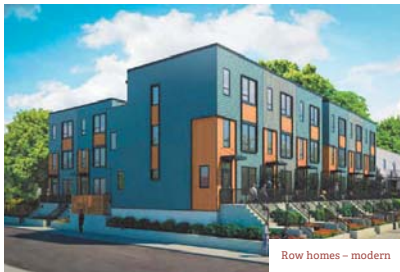




## FOCUS AREA | *Starr Hill Residential*



Cottage cluster homes



Row homes - modern



Backyard accessory dwelling unit



Row homes - traditional

### OVERVIEW

While City Yard represents a genuine opportunity for new affordable housing as part of a mixed use development, Starr Hill's existing residential neighborhood must be sustained and strengthened. This small, intact and healthy residential node is important for historic and practical reasons. This plan is committed to ensuring that homeowners in Starr Hill can afford to stay in their homes, that measures are taken to alleviate vehicular/parking pressures within the neighborhood, and that residents have a strong and active voice in Starr Hill's continued development going forward.

The addition of new, privately owned homes along Brown Street is designed to strengthen the integrity of the existing residential neighborhood. The quick identification of new parking solutions for

patrons of Main Street businesses can only increase stability for the neighborhood over the long-term. And a commitment to partner with the resident's association, community organizations and the City must bring focus and attention to new services and solutions for home ownership protection.

A healthy community has clear, sensible arterial flow that connects residents to their neighbors, to goods and services, and to the broader community. By establishing traffic calming measures on Main and 4th streets, and increasing pedestrian connectivity to adjacent neighborhoods, this plan ensures that the residents of Starr Hill have more safe and sensible connections to other neighborhoods and the Downtown Mall.



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## FOCUS AREA 2 | NEW RESIDENTIAL

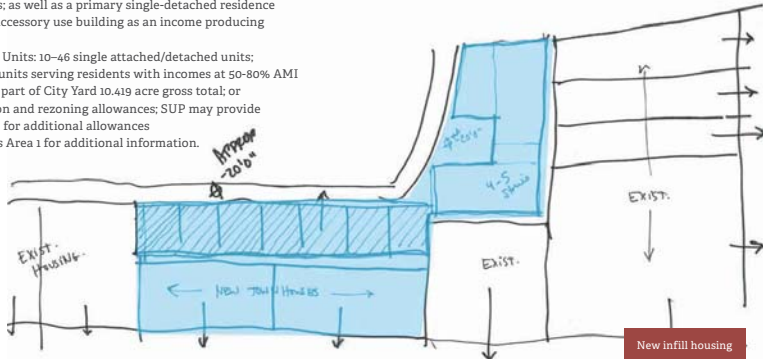
**Proposed Zoning:** New residential designation to be created

**Description:** Separate land abutting Brown Street from balance of City Yard acreage for the purpose of further subdividing Brown Street land into single lots for residential use. Consider lot sizes that can support affordability as well as accessibility to first time homebuyers. Typology of housing product to include attached cluster home, townhouse, row house, manufactured housing or container models; as well as a primary single-detached residence with option for accessory use building as an income producing rental property.

- New Housing Units: 10-46 single attached/detached units; a majority of units serving residents with incomes at 50-80% AMI
- Calculated as part of City Yard 10.419 acre gross total; or per subdivision and rezoning allowances; SUP may provide opportunities for additional allowances
- Refer to Focus Area 1 for additional information.

**Sequence of Events to Consider:**

- Agreement for sale/transfer of land
- Subdivision application for Focus Area 1 & 2
- Rezoning application
- Relocation of City Yard operations and vehicles from this portion of property
- Implement New Infrastructure, Grading, Roads and Development



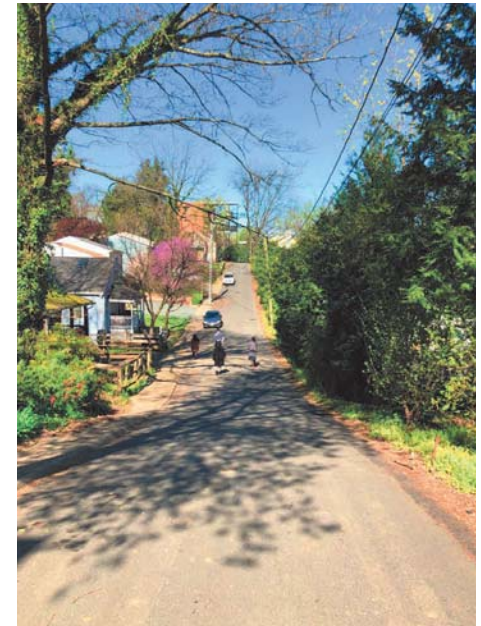
## EXISTING CONDITIONS

**Property Description & Background:** The STARR HILL RESIDENTIAL neighborhood comprised of single family homes, mostly owner-occupied, along Streets 5th through 8th and Commerce to Brown. Some homes accommodate home-based businesses which is allowed under the current zoning, while other houses appear to be used exclusively for commercial functions. Zoning enforcement is needed to curtail neighborhood conversion and protect the existing residential fabric.

**Current Land Use / Zoning: R-2 with spot zoning of R-3 and B-1**

- R-2 Two-family: low-density residential areas of single-family attached and two-family dwellings.
- R-3 Multifamily: medium- to high-density residential development; however, higher density residential development may be permitted where harmonious with surrounding areas. Certain additional uses may be permitted, in cases where the character of the district will not be altered by levels of traffic, parking, lighting, noise, or other impacts associated with such uses.
- B-1: service-type businesses and office uses of a limited size, which are open primarily during daytime hours. The intent of the B-1 regulations is to provide a transitional district between residential areas and other commercial areas of the city. The uses permitted within this district are those which will have only minimal traffic impacts, and only minimal noise, odors, smoke, fumes, fire or explosion hazards, lighting glare, heat or vibration.

**Current District Overlays:** Public Park Protection (Starr Hill Park) and Architectural Design Control Districts and/or Individually Protected Properties (site at the corner of 6th and Commerce Streets)





# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## IMPROVE PHYSICAL CONNECTIVITY

### Create Identifiable Paths:

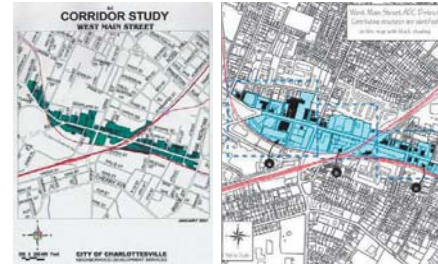
- **Description:** Enhance crossings with vibrant artful painted paths and signals at:
  - Ridge/McIntire each side of Vinegar Hill Shopping Center.
  - 4th Street each side of Vinegar Hill Shopping Center leading into Jefferson School as well as entrance to City Yard site—consider future proposed conditions, not just current ones.
  - Preston Avenue @ Ridge/McIntire, @ 4th Street, and @ Harris Street.
- **Description:** Support the conversion of the abandoned section of the CSX rail spur along the west side of City Yard running north behind Reid's and across Preston Avenue connecting with amenities in the County into a safe bike and foot path.
- **Sequence of Events to Consider:** Subdivide the City Yard property and improve streets



Pedestrian priority represented by dashed lines  
High priority intersections represented by blue dots

## SURROUNDING CONDITIONS

**Property Description & Background:** WEST MAIN STREET is a commercial corridor integral to the broader Charlottesville community, and the southern edge of the Starr Hill Residential area. Portions of the corridor bounding Starr Hill are influenced by the City Urban Design Guidelines, West Main Street Architectural Design Control District (ADC) and to some extent the Open Space Concept & Streetscape Schematics Study Plan.



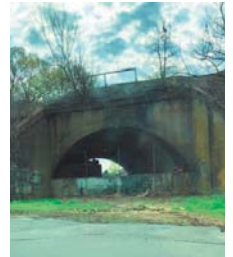
As the West Main Street business district continues to grow and develop, parking requirements have been reduced or eliminated, and an off-street parking deck proposed in place of the Starr Hill Park. Residents are not in support of this proposal unless another better park space is provided within Starr Hill Residential area to replace this loss AND that the deck be designed as a positive buffer between business and residential.

Given the increased activity on West Main Street, vehicular traffic and parking has been flowing over into the Starr Hill Residential area and infringing on the parking space needs of homeowners and church goers.

Streets are quite narrow and difficult for passing and parked cars to co-exist. This, and the increased construction density, is of rising concern and frustration for residents. The identification of another location outside of the residential area yet within the Starr Hill neighborhood boundaries for a City-owned parking facility is highly supported.

The housing area of Starr Hill neighborhood is bound by CSX railroad track at 8th Street on the western edge, the City Yard industrial site on the northern edge, and the Jefferson School on the eastern edge. Portions of the City Yard parking lot fronts on Brown Street at several locations and jeopardizes the integrity of the residential fabric and atmosphere. Over time, connectivity with neighboring residential areas has been physically limited particularly with the closing of tunnels below the railroad track and the higher density traffic at the three community corridors that surround the Starr Hill area. While crosswalks and signals exist to various degrees, they are not as safe a walkable path as they could be. Opening the tunnel and creating accessible paths along the abandoned section of railway spur would allow residents of several neighborhoods to access businesses, social venues and needed services more safely and easily than currently available.

During the community engagement sessions, residents expressed concern not only for the encroaching traffic and neighboring density, but also the risk of landowners combining lots to create higher-density structures that would dramatically change the character of the smaller-scale community. All of these factors further influence property tax escalation and threaten the ability of homeowners to afford to live here.



## FOCUS AREA | Jefferson



233 4TH STREET NW  
ACREAGE: 4.067

### OVERVIEW

The Jefferson School has both a historic and a visually strong presence near the edge of Starr Hill. Extending its connections to key centers of activity in and around Starr Hill will solidify its importance as a gateway to the community, and as a vital space for African-American public life in Charlottesville. This plan proposes establishing the Jefferson School as a central focus for the community by clarifying and maximizing the Jefferson School's connections to City Yard, the Downtown Mall, and the business community on Main Street.

The Jefferson School's value to the Small Area Plan is not simply an architectural one. The Jefferson School and the African-American Heritage Center are built on a powerful legacy of inclusion and welcome. They can serve not just as a physical doorway to Starr Hill but as the social and cultural anchor for African-American public life in Charlottesville. Intentionally growing the building's tenant community, increasing public events and activities, and physically connecting the Jefferson School to other key centers of activity in and around Starr Hill are all vital steps toward a more active, energized and inclusive community.

Radiating outward from the Jefferson School are opportunities to reinforce a sense of history and culture, of identity and place. Starr Hill has important stories to tell about the African American history and the people of color who have called Charlottesville home through generations of struggle and success. This plan identifies multiple spaces—indoors and out—for the installation of more art and placemaking artifacts that tell the stories of Charlottesville's Black community in a variety of forms for all ages.

The plan also recognizes that healthy communities benefit from places where people can congregate and connect. Throughout Starr Hill, there are places where informal but meaningful connections can be bolstered through the creative and adaptive use of green space. The plan leverages these small pockets to create physical pathways, allow for engagement, and showcase the geography of Starr Hill.

# THE DEVELOPMENT OPPORTUNITIES | *Proposed Additional Uses*

## AMPLIFY JEFFERSON SCHOOL AS A CENTER FOR AFRICAN-AMERICAN PUBLIC LIFE

### RECLAIM PUBLIC SQUARE

- **Description:**
  - Anchor presence with "Public Square" enhancements. Implement a new Landscape / Civil Design that visually (and physically and socially) connects Jefferson School City Center driveway, crossing 4th Street and extending in front of Vinegar Hill Shopping Center (south side entrance @ Staples) over Ridge/McIntire towards the Downtown Mall.
  - Re-landscape Retention Basin to increase entrance visibility from the street.



- **Sequence of Events to Consider:**
  - Collaborate design with projects currently underway (i.e., Ridge/McIntire Infrastructure Improvements) and Vinegar Hill Shopping Center property owner(s) and merchant(s) for collective benefit.
  - Coordinate Retention Basin work and appropriate season schedule with Public Works.



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## ANCHOR ARTERIAL CROSSROADS

- **Description:** Recontextualize Commerce Street to establish route as a significant inner neighborhood aerial pathways where privilege is given to pedestrians and places on the street, and the vehicle access is a secondary function.
  - Add decorative street pavers (brick or stone) in lieu of blacktop paving; and arrange design of pavers to create connections between iconic places along the street (i.e. the Heritage Center, Quirk, Church).
  - Enhance sidewalks per Urban Design Standards (i.e. walks, trees, plantings, lighting, street seating and places to pause to rest, amenities / accessories, accessible ramps, signage) on the north side of the street at residences and the Jefferson School African-American Heritage Center entrance. Remove the handrail around the school and add steps to the lawn.
  - Add sidewalks per Urban Design Standards (walks, trees, planting, lighting, street seating and places to pause or rest, amenities / accessories) on the south side of the street at building storefronts and entrances only. Allow street topping and landscape to scribe to buildings that have no entrances on Commerce like the CenturyLink building and the unbuilt space between said building and Quirk.
  - Add Art / Culture installations and activities including, but not limited to, wall murals, freestanding sculpture, and/or multi-medium, performance, experiential, multi-generational, legacy, festivals, neighborhood night out events.

- Recontextualize 4th Street to establish the route as a significant inner neighborhood aerial pathways where privilege is given to pedestrians and places on the street, and the vehicle access is a secondary function.
  - Add decorative street pavers (brick or stone) in lieu of blacktop paving; and arrange design of pavers to create connections between iconic places along the street (i.e. the Jefferson School City Center, Vinegar Hill Shopping Center, City Yard Redevelopment).
  - Enhance sidewalks per Urban Design Standards (i.e. walks, trees, plantings, lighting, street seating and places to pause to rest, amenities / accessories, accessible ramps, signage) on the west side of the street with the Jefferson School City Center and City Yard Redevelopment.
  - Enhance sidewalks per Urban Design Standards (walks, trees, planting, lighting, street seating and places to pause to rest, amenities / accessories) on the east side of the street along the parking lots of Residence Inn, Vinegar Shopping Center and fast food restaurants.
  - Create on street parking with landscaped bump outs; coordinate with enhanced crosswalks and Urban Design Standards.
  - Add Art / Culture installations and activities including, but not limited to, wall murals, freestanding sculptures, and/or multi-medium, performance, experiential, multi-generational, legacy, festivals, neighborhood night out events.
- **Sequence of Events to Consider:** Collaboration of design with projects currently underway (i.e., Quirk)

## EXISTING CONDITIONS



Area Artery | 4th Street NW

Schoolyard rail

Area Artery | Commerce Street



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## GATHER | AMPHITHEATRE

• **Description:** Redesign existing school yard to include amphitheatre for outdoor performance space in collaboration with the Jefferson School African-American Heritage Center. Add other site amenities, services, equipment, furnishings, and placemaking cultural pieces to accommodate a variety of programmed needs for public use.

• **Sequence of Events to Consider:**

- Collaborate design with projects currently underway (i.e., Quirk and CODE)
- Coordinate schoolyard site work in tandem with arterial street improvements
- Neighborhood works with Parks Department to prioritize work, explore design concepts, and designate funding, implementation and maintenance.



Green space



Amphitheatre

Public plaza and street improvements at 4th and Commerce



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## STRENGTHEN STARR HILL PARK AND OTHER PUBLIC SPACES

### REIMAGINE STARR HILL PARK

- **Description:**
  - Add playground equipment / playscapes, tables / benches, shade / pergola, lighting, community map and communications board.
  - Add bike stands.
  - Identify designated dog areas.
  - No zoning changes needed.
- **Sequence of Events to Consider:**
  - Procurement proposal process to be verified.
  - Neighborhood works with Parks Department to prioritize work, explore design concepts, and designate funding, implementation and maintenance.

## SURROUNDING CONDITIONS

- **Property Description & Background:**  
STARR HILL PARK is the only public park space within the Starr Hill Neighborhood (477 acre) designation. It is regularly used by residents as a place for socialization, recreation, playground and ball field, dog walking; and has been used by surrounding churches for their student and childcare activities. The West Main Street Design proposes a parking deck be located on this site. The residents of Starr Hill do not support this idea unless another public park is designated within the Starr Hill neighborhood boundaries, AND only if the deck can be a pleasant addition buffering the business noise and traffic from the quieter residential area. se parcels is situated between 4th STREET and RIDGE/McINTIRE ROAD.



## POCKET PARKS & MORE PUBLIC GREEN

### REIMAGINE STARR HILL PARK

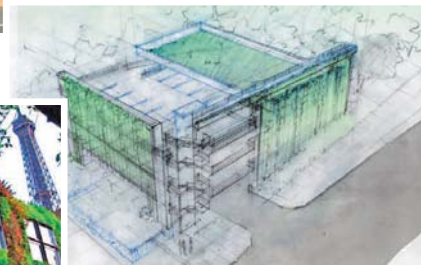
- **Description:**
  - Transform spaces between buildings and unoccupied places that could benefit from enhancements of art, plantings, and seating for public use and enjoyment. Use culturally relevant placemaking and styles wherever possible. No zoning changes needed.
- **Sequence of Events to Consider:**
  - Collaborate design with projects currently underway (i.e., Quirk and CODE).
  - Coordinate site work in tandem with arterial street improvements.
  - Neighborhood works with Parks Department to prioritize work, explore design concepts, and designate funding, implementation and maintenance.



# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## PARKING DECK EXPANSION & ENHANCEMENT

- **Description:**
  - Add 2 trays of parking, each of 105 spaces, to the current 2 tray parking deck in addition to a non-parked deck roof. Structurally viable. No zoning changes needed.
  - If feasible, allow for future construction of useable art, office or social spaces or use as roof terrace with green recreational space, any of which could transition over to the rooftop of the Jefferson School building rooftop if allowed. Structurally viable. No zoning changes needed.
  - Add a Green Roof and Green Walls that are publicly accessible. Structurally viable. No zoning changes needed.
- **Sequence of Events to Consider:**
  - Feasibility study, design and construction. Temporary parking location to be coordinated during construction.
  - Green Wall can be installed while expansion underway.



## PLACEMAKING AND LEGACY ART

- **Description:**
  - Paint Murals on area buildings, in particular on the side of Century Link Building facing Heritage Center front door. Select themes and commission artists.
  - Commission art installations of varied medium throughout the community to promote Black artists and merchants.
  - Commission art installations or interior "storefronts" of varied medium throughout the inside of the Jefferson School to promote Black artists and merchants.
- **Sequence of Events to Consider:**
  - Collaborate with Charlottesville's Public Arts Commission, or equivalent private or non-profit entities, for funds and commissions.
  - Obtain permission for area building owners to paint and/or artfully improve the exterior of their building(s) and surrounding grounds.
  - Coordinate with other work currently underway in the nearby community (i.e., Quirk).
  - Assemble a team for community aesthetic, cultural and placemaking enhancements and hold Vision Days and other events to generate and implement ideas.





# THE DEVELOPMENT OPPORTUNITIES | *Proposed Use*

## EXISTING CONDITIONS

### • Property Description & Background:

The Jefferson School building was purchased and renovated in 2004 under the care of the Jefferson School Foundation, whose Mission remains:

The Jefferson School Foundation is "dedicated to preserving and sustaining the Jefferson School as a vibrant and meaningful community resource, providing cultural and educational opportunities for its surrounding communities, the citizens of Charlottesville, and visitors to our region."

The Foundation recognizes and celebrates Jefferson School's rich history and symbolic importance as an African-American school in a racially segregated community as we promote a more inclusive future. Opportunity through education has always been and will continue to be an enduring legacy of the Jefferson School."

The Jefferson School City Center has 2 anchor tenants, The Jefferson School African-American Heritage Center and the Carver Recreation Center, that bookend a variety of profit and non-profit community-serving organizations in the space between. The building is fully leased through 2022, and includes 10 nonprofit/government organizations and a restaurant.

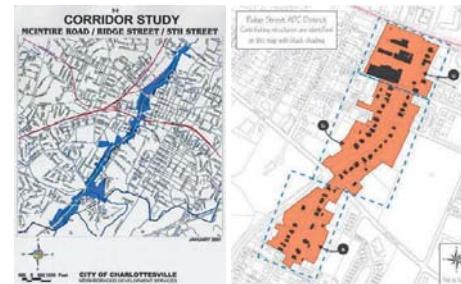


### • Current Land Use / Zoning: B-2 business district

**B-2:** provides for commercial uses of limited size, primarily serving neighborhood needs for convenience goods. The intent of the B-2 regulations is to encourage clustering of these neighborhood-serving commercial uses. The uses permitted within this district are those which will generate minimal traffic originating outside the neighborhood areas served, and that will generate minimal noise, odors and fumes, smoke, fire or explosion hazards, lighting glare, heat or vibration.

**Current Uses:** Business, Education, Recreation, and Cultural

### • Current District Overlay: Architectural Design Control Districts and/ or Individually Protected Properties (Jefferson School – building only)



## SURROUNDING CONDITIONS

### • Property Description & Background:

Across 4th Street from the Jefferson School is the VINEGAR HILL SHOPPING CENTER building. Previously AGI Foods, the brick structure is surrounded by significant surface parking assessed for a grocery store function. This parcel (3.587 acres) is bound at the south edge by the Residence Inn (1.12 acres) facing West Main Street and at the north edge by 2 fast food restaurant chains—McDonalds (1.028 acres) and Wendy's (0.862 acres)—and the aggregate of these parcels is situated between 4th STREET and RIDGE/McINTIRE ROAD. The parcels are significantly underutilized and require further planning.







# APPENDIX

## MARKET ANALYSIS

Regional Economic Study  
Neighborhood Economic Study & Housing Study

## RESOURCE ASSESSMENT REPORT

Opportunity Strategies & Partners  
Financing & Resourcing Toolbox  
City Yard Deep Dive  
Community Benefits & Return on Investment

## REFERENCE MATERIALS

Planning Guidelines & Influences  
City Yard Environmental Summary  
Participating Organizations



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# REGIONAL ECONOMIC STUDY

## DOCUMENT OVERVIEW

To support and inform Starr Hill's Small Area Plan (SAP), this market analysis has been created to identify Starr Hill's leading short- and long-term growth opportunities. These opportunities exist at the intersection of the status and trajectory of the Charlottesville region's economy with the many assets that Starr Hill has to offer. By clarifying where Starr Hill could participate in and drive the growth of regional supply chains, workforce development, entrepreneurial activity and more, the neighborhood can sharpen its vision of its role in the Charlottesville economy and start to design the initiatives that can bring that vision to ground. Some of those resulting initiatives have the potential to be incorporated into the physical development contemplated for Starr Hill, in those instances where the neighborhood offers the optimal location for placing the relevant activities, programs and facilities.

In the course of this analysis and through a process of iteration with the broader SAP formation, it became clear that the effects of the SAP will extend beyond the geographic boundaries that technically define Starr Hill as a neighborhood. The community engagement plan recognized from the outset that adjacent communities such as Fifeville and 10<sup>th</sup> & Page, which includes Westhaven, had a stake in the outcomes of this work, and thus included stakeholders from those areas in early outreach and interviews. As the community visioning process surfaced goals that included re-establishing the area as a center of gravity for Black Charlottesville residents and businesses, it further affirmed that the analysis should broaden its scope to include other areas and populations. A major theme of this project has been how to improve economic outcomes for Starr Hill's residents and businesses, which led to examining how to strengthen the employment and business prospects of the broader Black community across the region. To that end, it became essential to analyze two additional populations in addition to Starr Hill: 1) the communities that directly border Starr Hill and 2) the Charlottesville region's entire Black population. Assessing

<sup>1</sup> For more background on the economics underlying this analysis, see, generally Weisbourd and Bodini, *Market Based Community Economic Development* (Brookings Institution, 2005), <http://bit.ly/2wJlKPC>; Weisbourd, Bodini and He, *Dynamic Neighborhoods: New Tools for Community and Economic Development, Living Cities*, 2009 (especially Chapter 8), <http://rw-ventures.com/wp-content/uploads/2007/01/DNT-Final-Report.pdf>; Greater Chatham Initiative: *Comprehensive Plan for Economic Growth and Neighborhood Vitality*, June 2016, Chapter 5, [http://rw-ventures.com/wp-content/uploads/2007/01/GreaterChathamInitiative\\_Plan\\_1.pdf](http://rw-ventures.com/wp-content/uploads/2007/01/GreaterChathamInitiative_Plan_1.pdf); Kosarko, Weisbourd, Wolman, Sarzynski, Levy and Hincapie, *Implementing Regionalism: Connecting Emerging Theory and Practice to Inform Economic Development*, <http://bit.ly/2wNdmNk>.

these different geographies and groups has generated a more complete picture of how Starr Hill's development can uplift current residents' status as well as support the success of Black Charlottesville writ large.

The first half of this document sets the stage with an assessment of the Charlottesville regional economy, focusing on the primary levers of growth in today's economy. The second half of the document performs a more targeted analysis on three different "communities": Starr Hill alone, Starr Hill and adjacent neighborhoods ("Starr Hill+") and all of Black Charlottesville. These findings have and will continue to support the design of initiatives arising from the SAP, especially (but not limited to) those that will drive greater business ownership, stronger employment outcomes and broader housing options. Ultimately, these initiatives will put more wealth and opportunity in the hands of the region's traditionally disconnected minority populations.

## REGIONAL ANALYSIS - INTRODUCTION

A successful neighborhood development plan starts with a deep understanding of the broader economic context in which the neighborhood is situated. This begins at a global level, recognizing that the economy is fundamentally transforming and changing how productivity increases and economic growth occurs.<sup>1</sup> It is especially important in this new economy to recognize that more and more growth results from the synergies that arise when complementary assets—companies, workers, networks—are concentrated in a place. As a result, regions are becoming the primary units of the economy, as the geographies across which these concentrations operate most effectively.

As this "next economy" evolves, entirely new industries are emerging, demands for workers' skills are shifting and people and firms are more inclined to move back to urban areas. These and other changes are creating new challenges and opportunities for neighborhoods. Understanding

these dynamics is essential. Communities need to continually assess their region's economic trends, making sure that their assets<sup>2</sup> are prepared for, connected to and competitive in the regional marketplace.

A key dimension of this economic transformation is "the inclusive growth paradox."<sup>3</sup> In the short term, growth in this new economy is exacerbating income and wealth inequality. However, in the long term, the regions with the least inequality do the best. By developing and deploying all of their assets, these regions achieve stronger growth by not wasting their valuable human, business and real estate resources. By extension, these regions see costs of poverty go down, as individuals and neighborhoods obtain more wealth.<sup>4</sup> A central challenge—and opportunity—for neighborhood development is figuring out how to better align inclusion and growth. To achieve sustainable, inclusive growth, regions need to connect **all** of their neighborhoods to opportunity. Inclusive neighborhood growth means that disadvantaged neighborhoods are connected to, participate in and are integral to driving regional growth.<sup>5</sup>

In the context of this project—the creation of a Small Area Plan (SAP) for the Starr Hill neighborhood—inclusive growth is especially relevant. Charlottesville has a legacy, common to many American cities, of excluding Black residents from the growth opportunities. The urban renewal that wiped out Vinegar Hill severed the connections many Black business owners had to the broader economy (to say nothing of the social bonds that were broken). Jim Crow laws and redlining prevented Black families from maximizing home ownership opportunities and building intergenerational wealth. Today, racial disparities in education limit Black residents' access to emerging job opportunities in some of Charlottesville's growing industries. The time is particularly ripe for an approach that will put Starr Hill's residents and Charlottesville's broader Black community at the forefront of the region's economy, owning and driving the area's growth in the decades to come.

<sup>1</sup> Note that the term "assets," when used in relation to neighborhoods throughout this analysis, refers primarily to a neighborhood's residents, businesses, and real estate.

<sup>2</sup> Brophy, Weisbourd and Beideman, *Transformative Economies: Emerging Practices for Aligning Growth and Inclusion* (Federal Reserve Bank of Philadelphia, June 2017).

<sup>3</sup> See, e.g., Robert Weisbourd and Christopher Berry, "The Changing Dynamics of Urban America" (Cleveland: CEOs for Cities, 2004), <http://bit.ly/2n1sDpr>; Jonathan D. Ostrey, Andrew Berg, and Charalambos G. Tsangarides, "Redistribution, Inequality and Growth," IMF Staff Discussion Note (April 2014), at [www.imf.org/external/pubs/ft/isdn/2014/04/04/02.pdf](http://www.imf.org/external/pubs/ft/isdn/2014/04/04/02.pdf); OECD Directorate for Employment, Labour, and Social Affairs, "Does Inequality Hurt Economic Growth?" Focus on Inequality and Growth, 8 (December 2014); Manuel Pastor and Chris Bennett, "Equity, Growth, and Community: What the Nation Can Learn from America's Metro Areas," California University of California Press, 2015, <https://doi.org/10.15262/luminos.6>; OECD, "In It Together: Why Less Inequality Benefits All" (May 2015), <http://www.oecd.org/social/iss-its-together-why-less-inequality-benefits-all-979926423520-en.htm>.

<sup>4</sup> For more on the principles of inclusive growth—as a new approach to growth (distinct from and complementary to equity approaches which separately from growth work seek redistribution or set-aside), see *Transformative Economies: Emerging Practices for Aligning Growth and Inclusion* and materials at the New Growth Innovation Network website, <http://newgrowth.org/>.

Inclusive neighborhood development recognizes that neighborhoods do not have their own economies. Their success or failure is determined by their relationship to broader marketplaces. In particular, successful neighborhoods simultaneously play two roles:

- (1) as "Communities of Opportunity," neighborhoods create wealth by developing their human, business and real estate assets and connecting them to larger, generally regional labor, business, real estate and other markets; and
- (2) as "Communities of Choice," neighborhoods create packages of housing, retail, recreation and other amenities to attract and serve particular population segments.

The "Choice" and "Opportunity" roles reinforce each other in a cycle that can be virtuous or vicious. How well a neighborhood performs as a Community of Opportunity is a primary driver in the cycle. The neighborhoods whose businesses and residents successfully generate and capture economic value become home to the income and wealth of those companies and workers. This in turn helps create the local amenities that attract, retain and support current and future residents.

The Charlottesville regional market analysis provides the foundation from which Starr Hill's SAP can identify the neighborhood's unique opportunities to connect with, and help drive growth in, the area's economy. This analysis builds first and foremost upon several existing regional economic studies and related resources, synthesizing and deepening those findings. It also iterates with the neighborhood analysis of Starr Hill and surrounding communities, digging further into regional-level topics as they are informed by Starr Hill's leading growth opportunities.

## REGIONAL ECONOMIC OVERVIEW

### Key Takeaways:

- The regional economy is strong and growing across a broad range of metrics, and Charlottesville is increasingly an attractive place to live.
- However, the benefits of the growth, or the attractiveness of the area, are not shared equally across racial and ethnic groups.
- The University of Virginia represents a major portion of the regional economy—as the area's largest source of jobs and contracts—with other government-related entities among the region's largest employers.

### Economic History

Charlottesville saw its first explosion of growth after the post-Civil War expansion of its railroad system.<sup>6</sup> Increased train access brought more trade, manufacturing and communication to the area, particularly benefiting local mining and quarrying operations.<sup>7</sup> Other industries in the region with strong growth after the Civil War and into the 20<sup>th</sup> century included agriculture (notably fruit orchards); textiles (with a focus on uniforms for military academies, city employees and railroad workers); and lumber.<sup>8</sup>

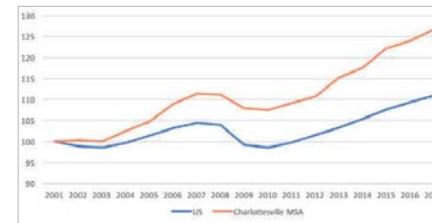
Post-World War Two, the region's economy shifted, with mining, quarrying and textiles shrinking as electrical equipment production and food processing grew.<sup>9</sup> At the same time, UVA became the area's largest employer, thanks in part to enrollment increases spurred by the GI Bill.<sup>10</sup> UVA experienced a second leap in size after it began admitting women and minorities, nearly doubling undergraduate enrollment from 1969 to 1979.<sup>11</sup> Tourism, anchored by Monticello as a key attraction, took on a greater share of economic activity.<sup>12</sup>

Investments in roads and urban renewal projects from the 1950's to 1970's helped spur suburbanization. As the region's population and businesses shifted away from the city center, so did commercial and retail activity. The Downtown Mall, one of the largest pedestrian malls in the nation, was constructed in the 1970's in an effort to attract businesses and shoppers back to Main Street.<sup>13</sup>

### State of the Regional Economy

Several indicators illustrate the Charlottesville region's impressive recent growth. The MSAs<sup>14</sup> population rose by 21% between 2000 and 2017.<sup>15</sup> Employment has also increased substantially, expanding at nearly four times the national rate from 2006 to 2016 (see Figure 1).<sup>16</sup> While per capita GDP for the MSA is lower than national averages, it has increased at nearly twice the national rate over the last twenty years. Wages show similar trends; the regional average wage is below national figures, but it grew nearly 8% more from 2001 to 2017.<sup>17</sup>

Figure 1: Change in Employment, 2001–2017 (indexed to 2001 = 100)



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages

These figures capture the region's overall expansion, but the benefits have not been equally distributed. Median incomes for Black residents are approximately \$40,000 while those of white residents are \$68,000, a wider gap than that of the nation overall.<sup>18</sup> Similarly, unemployment rates for Black residents are more than double those of whites (5.7% versus 2.5%).<sup>19</sup> These factors reflect a history of exclusion from full participation in, and benefit from, the Charlottesville economy. This disconnection is intimately tied to the history of Vinegar Hill, the once-thriving Black business district that was razed in the late 1960s through urban renewal (see Neighborhood Analysis for more on Vinegar Hill).

As it has been for many years, the University of Virginia (including the hospital system, UVA Health) is currently the area's largest employer. Between faculty, staff, student and contract employees,

UVA employs approximately 30,000.<sup>20</sup> The university contracts with several service providers (e.g., Aramark for dining services) whose employees are interwoven into the UVA community. While UVAs requirements often necessitate contracting with large-scale, national providers to meet procurement needs, local vendors are able to sell to UVA through services more readily fulfilled by smaller companies, such as catering, or by serving as sub-contractors to large companies managing substantial projects (e.g., construction).

After UVA, several of the largest employers are in local government (County of Albemarle, City of Charlottesville, Charlottesville City School Board) or federal government (the National Ground Intelligence Center (NGIC), part of the Department of Defense).<sup>21</sup> Notable private-sector employers include Sentara Healthcare, State Farm, ServiceLink, ACAC, WorldStrides and the CFA Institute. Given the largest employers, it is little surprise that the biggest sectors by jobs are government, professional and business services, education and health services. With the proximity to many cultural and historical attractions (e.g., Monticello, Montpelier), outdoor recreation (e.g., Shenandoah National Park), and a robust winery industry, leisure and hospitality also play a major role in the regional economy.<sup>22</sup>

Activity in traded clusters is relatively small, with a mixture of growth and decline in certain areas (see further discussion below). For example, the region's manufacturing jobs have decreased from almost 7,000 in the year 2000 to about 4,000 today.<sup>23</sup> Those 4,000 jobs represent a modest rebound from recent lows, with an increase of 25% from 2012 (mostly through hiring in beverage manufacturing). The region's manufacturing sector has also increased productivity by nearly 60% from 2004 to 2016, 10% ahead of the national rate. A handful of industries—in particular biotech and IT—are showing noticeable recent growth, though they are still small relative to the size of the overall economy.

<sup>6</sup> The Institute for Advanced Technology in the Humanities, University of Virginia, "Charlottesville: A Brief Urban History," July 28, 2006, <http://www2.lath.virginia.edu/schwartz/cville/cville.history.html>.

<sup>7</sup> Garrow & Associates, Inc., "From The Monicans to Monticello And Beyond: Prehistoric and Historic Contexts for Albemarle County" (Virginia Department of Historic Resources, May 1995), [https://www.albemarle.org/upload/images/Forms\\_Centers/Departments/Community\\_Development/Forms/Historic\\_Preservation/AB-060\\_Monicans\\_to\\_Monticello\\_Prehistoric&Historic\\_Contexts\\_Albemarle\\_1995\\_TRC\\_report.pdf](https://www.albemarle.org/upload/images/Forms_Centers/Departments/Community_Development/Forms/Historic_Preservation/AB-060_Monicans_to_Monticello_Prehistoric&Historic_Contexts_Albemarle_1995_TRC_report.pdf).

<sup>8</sup> Garrow & Associates, Inc.

<sup>9</sup> Garrow & Associates, Inc.

<sup>10</sup> The Institute for Advanced Technology in the Humanities, University of Virginia, "Charlottesville: A Brief Urban History."

<sup>11</sup> Institutional Assessment and Studies, "Historical Data: Enrollment," accessed April 26, 2019, <http://www.virginia.edu/sacs/references/3.10.11HistEnrollData.pdf>.

<sup>12</sup> The Institute for Advanced Technology in the Humanities, University of Virginia, "Charlottesville: A Brief Urban History."

<sup>13</sup> The Institute for Advanced Technology in the Humanities, University of Virginia.

<sup>14</sup> The Metropolitan Statistical Area (MSA) geography is based on the definition generated by the Office of Management and Budget (OMB) and employed by the Census and other sources for a variety of data collection and reporting. The Charlottesville MSA includes the City of Charlottesville and the counties of Albemarle, Buckingham, Fluvanna, Greene and Nelson.

<sup>15</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_B01003&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_B01003&prodType=table). U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_B01003&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_B01003&prodType=table).

<sup>16</sup> Bureau of Labor Statistics, Quarterly Census of Employment and Wages, accessed May 6, 2019, <https://www.bls.gov/cew/#datatables>.

<sup>17</sup> Federal Reserve Bank of St. Louis and U.S. Bureau of Labor Statistics, "Average Weekly Wages for Employees in Total Covered Establishments in Charlottesville, VA (MSA)," FRED, Federal Reserve Bank of St. Louis, January 1, 1990, <https://fred.stlouisfed.org/series/ENUC0820000>.

<sup>18</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_B09013&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_B09013&prodType=table). U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_B09013&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_B09013&prodType=table).

<sup>19</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_12\\_5YR\\_C23002&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_12_5YR_C23002&prodType=table). U.S. Census Bureau, "American FactFinder - Results," accessed August 18, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C23002&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_C23002&prodType=table).

<sup>20</sup> Facts & Figures, "The University of Virginia," December 10, 2015, <https://www.virginia.edu/facts>.

<sup>21</sup> The Big Fifty 50 Largest Employers in Charlottesville and Nearby Counties," C-VILLE Weekly (blog), June 1, 2018, <https://www.cville.com/big-fifty-50-largest-employers-charlottesville-nearby-counties/>.

<sup>22</sup> U.S. Bureau of Labor Statistics, "Charlottesville Area Economic Summary," April 3, 2019.

<sup>23</sup> Federal Reserve Bank of St. Louis and U.S. Bureau of Labor Statistics, "All Employees: Manufacturing in Charlottesville, VA (MSA)," FRED, Federal Reserve Bank of St. Louis, January 1, 1990, <https://fred.stlouisfed.org/series/SMUS182030000000015A>.



The Charlottesville region has several physical assets that make it economically competitive. Its location near Washington, D.C. and Richmond provides ready access to those business and job markets. Employers recognize and value these advantages, in addition to the ability to connect with ports in Norfolk and the Virginia Inland Port.<sup>24</sup> The region's infrastructure receives mixed reviews, with employers split on the quality of rail, highway, airport and broadband assets.<sup>25</sup> Existing land use and limited availability of developable properties caps growth—for instance, only 5% of Albemarle County is zoned to accommodate development, and much of that has active uses. The constraints on the supply of land have driven high property values, making it difficult for smaller businesses and entrepreneurs to afford space. These price pressures are exacerbated by land ownership being concentrated in the hands of a relatively small set of landlords, limiting competition and sales volume, as owners are more equipped to hold properties longer and be selective in seeking or accepting bids.

Charlottesville is also an increasingly attractive place to live for certain populations. The same amenities that support the region's tourism and leisure industry—historical assets; outdoor recreation; a high concentration of restaurants, retail, wineries, and breweries—are appealing to some groups of new and current residents (though they are not necessarily accessible to or enjoyed by all). The city has topped several "best of" lists, being rated the best town for food lovers by Wine Magazine, best college town by Traveler's Today and happiest place to live by NBER.<sup>26</sup> The Downtown Mall continues to be a defining feature for Charlottesville, now home to over 120 shops and 30 restaurants. The city provides an overall strong K-12 education system that includes districts that have been recognized for being among the most diverse and top performing in the state.<sup>27</sup> Sadly, these amenities are not equally distributed across all Charlottesville residents. For instance, vast disparities between white and Black students persist in Charlottesville's public schools, including in gifted program selections, suspensions and decisions to hold children back a grade.<sup>28</sup>

<sup>24</sup> Camoin Associates et al., "GO Virginia Region 9 Economic Growth and Diversification Plan."

<sup>25</sup> Camoin Associates et al.

<sup>26</sup> Edward Helmore, "Happiness is a Place Called Charlottesville, Virginia," *The Guardian*, July 28, 2014, sec. World news, <https://www.theguardian.com/world/2014/jul/27/happiness-place-called-charlottesville-virginia>.

<sup>27</sup> Charlottesville Schools Ranked #1 in Virginia | Charlottesville City Schools, accessed April 26, 2020, <http://charlottesvilleschools.org/charlottesville-schools-ranked-#1-in-virginia/>.

<sup>28</sup> Erica L. Green and Annie Waldman, "You Are Still Black": Charlottesville's Racial Divide Hinders Students," *NY Times*, Oct. 16, 2018, <https://www.nytimes.com/2018/10/16/us/charlottesville-rists-Black-students-schools.html>.

<sup>29</sup> See Joseph Courtright, "Making Sense of Clusters: Regional Competitiveness and Economic Development" (Brookings Institution, 2006).

## REGIONAL MARKET ANALYSIS

As mentioned above, the dynamics of the next economy have made metropolitan areas the global economy's primary unit of geography, where market systems operate and interact with characteristics of place to create unique economies. Studies of how the next economy functions within regions have revealed five market levers that drive the efficiency and productivity of a place, and thus its economic prosperity: clusters, human capital, innovation, spatial efficiency and governance.

## CLUSTERS

### Key Takeaways:

- A handful of segments—beverage manufacturing, computer systems and scientific research—represent the most competitive parts of Charlottesville's traded economic activities.
- Overall, local clusters are the dominant pieces of the regional economy, especially in education and health care.

A "cluster" is a group of firms and related economic actors and institutions that are located near each other, and "draw productive advantage from their mutual proximity and connections."<sup>29</sup> Clusters drive regional economic growth by enhancing firm productivity, through several mechanisms:

- Reducing transportation and infrastructure costs due to companies' proximity to one another
- Enabling the development and sharing of specialized labor pools and other common inputs
- Providing more efficient access to customers, who may also be geographically concentrated
- Facilitating innovation through "knowledge spillovers"—informal learning and knowledge exchange from cluster workers' interactions and their movement between companies.

The most thorough existing analysis of the Charlottesville region's clusters comes from the GO Virginia Region 9 plan, created in 2017 as part of the state's GO Virginia Initiative.<sup>30</sup> Based on the strengths of the region's assets and the industries' job growth, earnings and exports, the Region 9 plan identified five "industry sectors" (which are equivalent to clusters, excepting light manufacturing) with the most potential to drive economic growth:<sup>31</sup>

- Biomedical and Biotechnology
- Financial and Business Services
- Food and Beverage Manufacturing
- Information Technology/Communications
- Light Manufacturing

Each of these clusters has stronger and weaker sub-clusters within them. Unlocking the region's primary competitive advantages requires looking more deeply within those clusters to uncover notable strengths. Doing so identifies a handful of especially promising segments:<sup>32,33</sup>

- **Beverage Manufacturing** – essentially all of the region's strength in food and beverage manufacturing is within beverages alone, representing 80% of the jobs and the only sub-sector with a location quotient<sup>34</sup> (LQ) over 0.5. The vast majority of employment in this sub-cluster is represented by craft breweries and vineyards in the rural areas surrounding Charlottesville
- **Computer Systems Design and Related Services** – while still a relatively small part of regional employment, this sub-cluster has been growing rapidly. When analyzing job growth at the 4-digit NAICS code level, this sub-cluster had the fastest growth of any traded activity in the region.<sup>35</sup>

<sup>30</sup> The Region 9 area of analysis includes counties outside of the Charlottesville MSA (Culpeper, Fauquier, Madison, Orange, and Rappahannock counties). Where possible, findings from the Region 9 report that isolate the Charlottesville MSA are used here.

<sup>31</sup> One challenge in cluster analysis is reliance on data sources with company classifications that tend to lag the marketplace, such that emerging products and more advanced technologies are slow to be distinguished in the data. Thus, there may be additional clusters in the Charlottesville area just beginning to develop that represent future areas of growth. One possibility in this category is solar energy. The region has a strong existing concentration in Utilities, with an LQ of 3.08. The Charlottesville Renewable Energy Alliance reports that the sector has over 400 employees. Without detail on how this compares to other regions, or indications of the cluster's recent growth and productivity, it is unclear how much of a competitive advantage Charlottesville has in this sector.

<sup>32</sup> Note: Given the overlapping, non-exclusive nature of cluster definitions, nearly all of these sub-clusters appear in multiple clusters, e.g., Computer Systems Design and Related Services under both Financial and Business Services and Information Technology/Communications.

<sup>33</sup> Additional sub-clusters appear in the Region 9 analysis that appear to have strong concentrations in the area but have associated caveats. For example, NAICS 3346, Navigational, Measuring, Electromedical, and Control Instruments Manufacturing is listed within the Region 9 report's Biomedical and Biotechnology and IT/Communications cluster definitions, with a strong LQ of 1.36, but employment is almost entirely comprised of Northrop Grumman's Sperry Marine facility.

<sup>34</sup> Location quotient (LQ) is the share of the region's employment in the industry, divided by the share of total U.S. employment in the industry. An LQ of 1.0 indicates an industry makes up the same share of the local economy as it does of the national economy. An LQ greater than 1.0 indicates relative local specialization; an LQ less than 1.0 indicates a lack of local specialization.

<sup>35</sup> Camoin Associates et al., "GO Virginia Region 9 Economic Growth and Diversification Plan."

- **Scientific Research and Development Services** – a relatively tight collection of companies (62 in 2016), this sub-cluster has a strong concentration across a range of disciplines, including biotech, transportation, national security and astronomy.

These clusters represent areas of traded economic activity. For a regional economy, expanding traded clusters is necessary to drive substantial growth over time. Traded clusters export their products and services outside their own region, tapping into a customer base beyond the local population and injecting outside income and wealth into the regional economy. This greatly raises the ceiling of how large these clusters can grow, versus local clusters that are reliant on the size and wealth of nearby households. Traded clusters, then, have greater growth potential and present the stronger opportunities for a region's workers and businesses. That said, Charlottesville's economy is dominated by non-traded clusters—government, health care, education, tourism and hospitality. Some of the market analysis focus, and the assessment of growth opportunities to which the Starr Hill neighborhood can connect, must also be around this more locally oriented economic activity.

The Region 9 analysis lightly assessed a set of preliminary industry clusters that included State Government and Education and Knowledge Creation. Rather than create full cluster profiles, the research was limited to industry and sector-level data based on 2-digit and 4-digit NAICS codes. Within those classifications, government-related employment and job concentrations were dominant:

- **Education and Hospitals (State Government)** – approximately 24,000 jobs and an LQ of 6.44; among all categories, this represented the most jobs, 2<sup>nd</sup> highest LQ, and largest net job growth in the region

- Education and Hospitals (Local Government) – the 3<sup>rd</sup> most jobs of any category at approximately 11,000 and an LQ of 1.03
- Local Government, excluding Education and Hospitals – approximately 7,500 jobs (4<sup>th</sup> most) and LQ of 1.1
- State Government, excluding Education and Hospitals – approximately 6,200 jobs (5<sup>th</sup> most) and LQ of 2.23

Further highlighting the impact of these sectors is how much of the Charlottesville regions' competitiveness<sup>36</sup> is based on government employment, especially state government-related schools and hospitals. The Region 9 report found that removing those sub-sectors results in a 95% decrease in the Charlottesville areas competitiveness.

#### HUMAN CAPITAL

##### Key Takeaways:

- Reflective of the economy overall, there are major racial and ethnic disparities among the education and skills of the region's population.
- Employer demand seems to be splitting between lower- and higher-skilled positions, with decreasing demand in the middle.
- A range of industry-based employment programs and resources exist throughout the region, though their scale and impact have room for growth through deeper private sector engagement and tighter alignment with emerging skills demand.

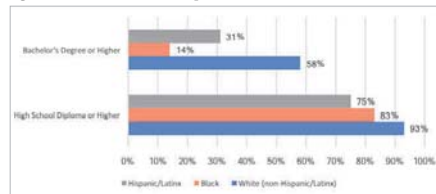
Human capital is the single most important input for economic growth, particularly in an economy where the impact and value of knowledge is greater than ever. To maximize that impact, human capital must be properly deployed into the jobs that best match workers' skills

and education. Getting this right requires paying attention not only to education and training, but also to job creation in growing sectors (see Clusters section above), the systems that match labor supply and demand and opportunities to make labor markets more efficient.

The Charlottesville region has a notably well-educated workforce, with more holders of bachelor's and advanced degrees than state and national averages. Albemarle County and Charlottesville itself are even more educated; over half of the population over 25 in the city and county has at least a bachelor's degree and over a quarter hold advanced degrees.

However, major disparities exist across race and ethnicity. Substantially fewer Black and Hispanic/Latinx residents have at least a high school education in comparison to white residents. The gap is even more pronounced for college education.<sup>37</sup> White residents are four times more likely to have a bachelor's degree or higher than Black residents in Charlottesville and Albemarle County (see Figure 2).<sup>38</sup>

Figure 2: Educational Attainment by Race, 2017

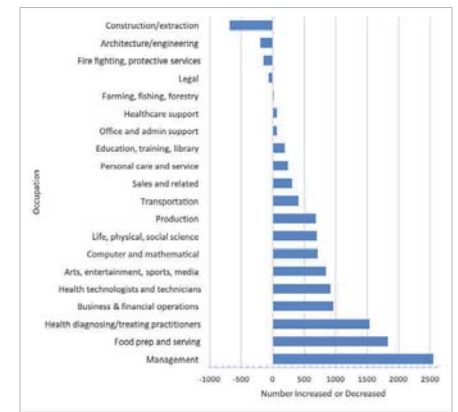


Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Getting an accurate picture of employers' demand for labor is difficult to achieve systematically across a region's entire economy. Ideally, it would be feasible to generate a skills-level assessment that identified precisely what competencies local employers were currently seeking, and those that they anticipate needing in the future. As a proxy, an analysis of employment trends by occupation, coupled with information on the skills and education levels generally associated with those jobs, can provide some sense of what employers are seeking.

Over the last five to ten years, Charlottesville's workforce appears to be bifurcating into more low-skill and high-skill work. While the majority of jobs remain in the middle of the spectrum of education and skill requirements, growth is moving toward either end. This is first borne out in Census data (see Figure 3). High-growth occupational categories include those that generally lean high-skill, including management, health practitioners and technologists, and business and financial operations, coupled with substantial increases in generally lower-skill categories such as food preparation, production and transportation.<sup>39</sup>

Figure 3: Change in Occupations, Charlottesville MSA (2010-2017)



Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

<sup>36</sup> "Competitiveness" here has a specific definition, as used in the GO Virginia Region 9 report. In that analysis, "competitiveness" is the result of the report's shift share analysis. Shift share splits a region and industry's job growth into what can be attributed to job growth in the overall national economy and in the industry generally. The remainder of the job growth can then be said to be due to a region's unique economic assets and conditions.

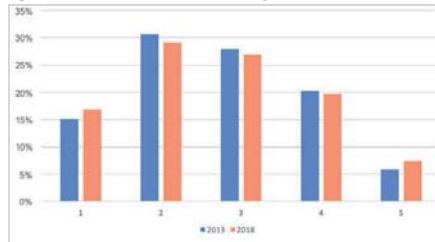
<sup>37</sup> U. S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C15002&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_17_5YR_C15002&prodType=table); U. S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C15002&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_17_5YR_C15002&prodType=table); U. S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_10\\_5YR\\_S2401&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_10_5YR_S2401&prodType=table)

<sup>38</sup> Note that degrees are imperfect proxies for workers' skills and aptitudes, and they are growing increasingly unreliable over time. Companies, educators, trainers and others in the workforce system are seeking to gain more granular assessments of workers' discrete skills and using that skills information – both supply- and demand-side – to match job openings with qualified applicants, direct workers toward appropriate training opportunities and reveal which in-demand skills educators and training providers should tailor their programming around.

<sup>39</sup> U. S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_S2401&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_17_5YR_S2401&prodType=table); U. S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_10\\_5YR\\_S2401&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_10_5YR_S2401&prodType=table)

These are broad categories, each of which has some mixture of higher and lower skilled positions, but additional data analysis supports the bifurcation narrative. Using job classifications tied to general education requirements,<sup>40</sup> a pattern emerges of low- and high-skill job growth and declines in middle-skill employment (see Figure 4).<sup>41</sup>

**Figure 4: Charlottesville MSA Job Distribution by BLS Job Zones, 2013-**



Source: Bureau of Labor Statistics, U.S. Department of Labor, Occupational Employment Statistics

Within these general trends, it is challenging to parse out occupational patterns for Black Charlottesville residents. Available data is highly aggregated, masking the distribution of employment across low-, middle-, and high-skill opportunities. However, high level indicators suggest that Black employment skews more toward middle- and lower-skill occupations (see Figure 5). Across the MSA, Black residents are less than half as likely as white residents to hold management, business, science occupations, which skew toward higher-skilled positions. Representation by Blacks is considerably higher in middle-skill (sales and office, production) and lower-skill (service) roles.

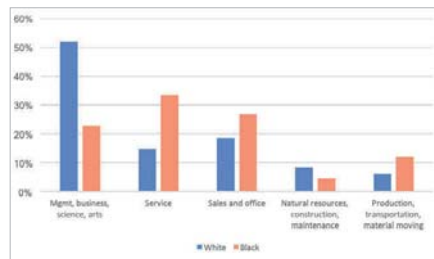
<sup>40</sup> BLS uses a 1 to 5 "Job Zone" scale to indicate the level of education and preparation generally required for a given occupation, where:

- 1 = little or no prep (some may require HS diploma)
- 2 = some prep (usually requires HS diploma)
- 3 = medium prep (usually requires an associate's degree, vocational training or related on-job experience)
- 4 = considerable prep (most require bachelor's degree)
- 5 = extensive prep (most require graduate degree)

<sup>41</sup> Bureau of Labor Statistics, "Occupational Employment Statistics," OES Data, May 2018, <https://www.bls.gov/oes/tables.htm>.

<sup>42</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C24010&prodType=table](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_C24010&prodType=table); U.S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C24010A&prodType=table](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_C24010A&prodType=table); U.S. Census Bureau, "American FactFinder - Results," accessed August 20, 2019, [https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_C24010&prodType=table](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_C24010&prodType=table).

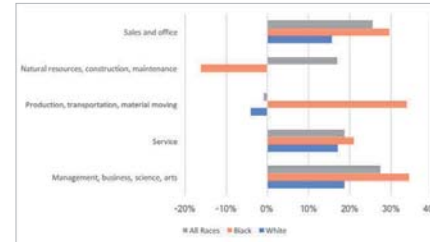
**Figure 5: Occupational Categories by Race, Charlottesville MSA, 2017**



Source: U.S. Census Bureau, 2019-2017 American Community Survey 5-Year Estimates

At the same time, employment appears to have grown across the board for Black residents for all occupational categories, with natural resources, construction and maintenance the only category in which employment declined. There have been generally strong increases in employment otherwise, and at higher rates than the regional rates for all workers and for white workers (see Figure 6).<sup>42</sup> Black residents are catching up to some degree in this arena, but they still have a long way to go before reaching an equitable distribution of jobs across occupational categories.

**Figure 6: Change in Occupational Categories for Charlottesville MSA by Race (2010-2017)**



Source: U.S. Census Bureau, 2019-2017 American Community Survey 5-Year Estimates

Projections of future job trends from the Region 9 report and Virginia Employment Commission suggest that demand in targeted traded clusters will continue to be largely in higher-skilled and lower-skilled positions, with the mixture varying by cluster. For instance, employment forecasts for the Biomedical and Biotechnology cluster predict that a Bachelor's or doctoral degree will be necessary for the fastest growing positions, with scarcely any entry-level jobs. Food and beverage manufacturing's largest job growth is expected in lower-skilled positions needing a high-school diploma or less, but with correspondingly low wages. The best middle-skilled, middle-wage opportunities appear to be IT/Communications and Financial and Business services, each with a handful relatively well-paying occupations with substantial projected job growth and requirements for either an Associate's or a high school diploma.<sup>43</sup> These positions tend to be either sales-related or associated with the physical components relevant to the cluster (e.g., electricians, maintenance and repair workers).

<sup>43</sup> Caino Associates et al., "GO Virginia Region 9: Economic Growth and Diversification Plan," Virginia Employment Commission, "Virginia Community Profile - Charlottesville."

<sup>44</sup> "Healthcare Occupations: Occupational Outlook Handbook: U.S. Bureau of Labor Statistics," accessed August 18, 2019, <https://www.bls.gov/oooh/healthcare/home.htm>; "Education, Training, and Library Occupations : Occupational Outlook Handbook," U.S. Bureau of Labor Statistics, accessed August 18, 2019, <https://www.bls.gov/oooh/education-training-and-library/home.htm>.

<sup>45</sup> Mark Moro, Sifan Liu, Jacob Whiten, and Siddharth Kulkarni, "Digitalization and the American Workforce," Brookings Institution, November 2017, [https://www.brookings.edu/wp-content/uploads/2017/11/mpp\\_20170915\\_digitalization\\_full\\_report.pdf](https://www.brookings.edu/wp-content/uploads/2017/11/mpp_20170915_digitalization_full_report.pdf).

<sup>46</sup> Mark Moro, et al.

Regionally and across all sectors, the high-level occupational categories projected to have the most growth include Food Preparation; Healthcare Practitioners and Technical Occupations; Education, Training, and Library; and Office and Administrative Support occupations. While there is variation within each category, projections suggest that most of the growth in food prep and office and administrative support will be in lower-skilled positions (e.g., food prep and services, stock clerks, receptionists). The occupation projections for healthcare and education predict increases in a mix of lower and higher-skilled/paying roles.<sup>44</sup>

These regional, industry-specific trends and projections are affected by a nation-wide trend of greater "digitalization" of jobs. Increased demand for digital skills affects nearly every industry and occupation—95% of jobs have seen digital skills requirements rise since 2002.<sup>45</sup> There are strong correlations between these skills and salaries; the more digital an occupation, the higher the average wage. Unfortunately, digital skill disparities are also highly correlated with race. Minorities are much more likely to have lower digital skill sets, and by extension they are underrepresented in the most digitally demanding occupations.<sup>46</sup>

Finally, there is anecdotal evidence that demand is strong and growing in the skilled trades within the Charlottesville region. Local workforce training providers have reported that employers in construction and the trades are acutely affected by aging workforces and imminent waves of retirements. Those companies have been deepening their engagement with the workforce system on building and filling pipelines with prospective employees who have the right certifications and skill sets.

#### Workforce Development Resources

The region has a range of educational and training institutions available to enhance its talent pool and prepare for the next wave of in-demand occupations. UVA is the largest of these resources, though not necessarily the one most tied to the local economy and workforce, given its international, national and state-wide draw. That said, as of the 2018-19 school year, almost 1,000 undergraduates were from

the Charlottesville MSA.<sup>47</sup> Unfortunately, a dwindling proportion of the student population is Black, with those students representing 6.7% of undergraduates in 2018, down from 8.4% in 2009.<sup>48</sup>

Piedmont Virginia Community College (PVCC) is the largest public community college serving Albemarle and other Central Virginia counties, with a much more local student body than UVA. Of its 3,372 undergraduate students, 16% are Black—closer to the profile of the regional population, but still not wholly representative.<sup>49</sup> PVCC provides several connections to training in jobs connected to the region's priority clusters. In summer 2018, PVCC and two other community colleges received GO Virginia funding to develop curricula and purchase equipment for a program in wine and cider making, craft brewing and distilling.<sup>50</sup> PVCC also offers an associate's degree in Biotechnology, though it is purely for the purposes of facilitating students' transfers to bachelor programs in the topic. IT and communications related programs include Computer & Network Support Technologies; Cybersecurity; Electronics Technology; and more.

Alongside academic offerings, PVCC hosts the Network2Work program. Network2Work seeks to build a pipeline for residents in minimum wage jobs into positions that pay at least \$15/hour and have strong potential for greater earnings. The bulk of the programming focuses on providing job-specific credentials, particularly in health care and the trades. Robust demand exists for workers in those fields, and the program has strong relationships with regional employers who frequently hire Network2Work participants. Other, less credential-based occupations have been harder for the program to access. Given the generally high education level of the region's residents, employers can default to a bachelor's as a relevant credential, even if it is not necessary for the position (e.g., administrative assistants).

The Charlottesville Albemarle Technical Education Center (CATEC) offers high school classes that provide certifications and college credit, in addition to adult and continuing education offerings. CATEC has partnerships with post-secondary institutions and employers for programs in Computer Networking, Cybersecurity, Dental, Emergency Medicine, Nursing, Pharmacy and Veterinary Science. The Center also runs apprenticeship programs with an emphasis on skilled trades, and in summer 2019, it expanded these offerings to local high school students through the Pre-Apprenticeship PACE (plumbing, air conditioning, carpentry and electrical)<sup>51</sup> program.

Local government has engaged in designing and delivering targeted training programs around industry-specific job opportunities. The city's GO Hire Program, part of the Growing Opportunities initiative, subsidizes job training costs for Charlottesville businesses that hire city residents, with the city paying 50% of the first eight weeks of wages, largely in semi-skilled jobs with an average wage of \$14/hour.<sup>52</sup> The city has also offered credential training to prospective employees through a series of short-term, industry-specific GO programs, including GO Driver (bus drivers), GO CNA, GO Cook (culinary) and more. Each training is built on outside partnerships—with PVCC and CATEC as trainers, and Charlottesville Area Transit (CAT), UVA and others as employers. The program has received several awards for its approach, but it is limited in scale, having graduated 93 participants through two-and-a-half years as of spring 2017.<sup>53</sup>

The implementation of the Region 9 plan is resulting in new workforce training programs.<sup>54</sup> In addition to the "Crafting Higher Paying Jobs and Adult Beverage Exports" program, the beverage training collaboration with PVCC mentioned above, the "Central Virginia Cybersecurity Partnership" is also in development. This program creates a shared cybersecurity program for PVCC and other Region 9 community colleges, who will each establish a primary area of instructional expertise.<sup>55</sup>

One notable gap in the region is the lack of any industry-led consortia focused on addressing and collectively enhancing the responsiveness and efficiency of the workforce development system. Engagement between employers and educators or trainers appears to occur through more isolated, one-on-one relationships. This arrangement may be most appropriate given the size of Charlottesville and its economy, but there may be industries—in particular those that are rapidly growing and thus without existing connections to the workforce development ecosystem—whose skills demands could be most efficiently met through sector partnerships.

## INNOVATION AND ENTREPRENEURSHIP

### Key Takeaways:

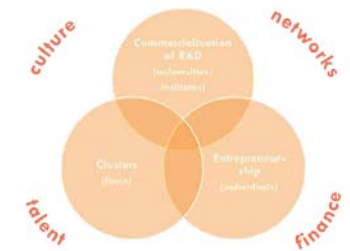
- UVA stands out as key innovation asset, generating original research, particularly in life sciences; operating multiple programs and facilities to collaborate with the private sector; and spinning off dozens of firms from university research.
- Local venture capital is relatively small in size but growing rapidly.
- There are mixed indicators regarding whether Charlottesville is a competitive location for innovative entrepreneurs looking to start and scale their enterprises.
- Minority representation in high-growth, innovative industries is low, with minority business ownership skewed to more locally serving, lower-growth sectors.
- Many support resources exist for entrepreneurs and small business owners, with gaps in available financing options and opportunities for better coordination of programming and space.

A key element of a region's economic growth is the depth and impact of its innovation activities. At a fundamental level, all economic growth stems from a form of innovation, which by definition generates new value from existing resources through the creation and sale of novel products and processes. While this basic description is relatively straightforward, the ways in which innovation arises and is nurtured are not as commonly understood. An examination of the mechanisms through which innovation occurs in the economy clarifies where opportunities exist to grow a region's innovation activities.

Figure 7 illustrates the ecosystem that enables and supports innovation. Central to this system are the connections between three primary sets of actors and their activities: 1) basic and applied research emerging from universities and private institutes and the commercialization of those findings; 2) individual entrepreneurs and their ability and willingness to conceive of, prototype, pilot and produce new products and processes; and 3) the clusters of firms that can support and scale innovations to produce substantial economic impact. Surrounding and facilitating those connections are crucial supporting elements: an innovative, risk-taking culture; a rich talent pool; nimble, flexible networks to connect the system's actors; and the right capital to scale each actor's activities.

Understanding these interactions also delineates innovation's relationship to entrepreneurship. The two subjects overlap but are not equivalent, as not all entrepreneurs are engaged in ground-breaking, market-making enterprises. Entrepreneurship also encompasses the more standard small business establishment and growth in existing products and services. While this type of entrepreneurship may not generate transformative innovations, it is still relevant for regional growth, as it provides a path to increased wealth and ownership.

Figure 7: Illustrative Innovation Ecosystem



<sup>47</sup> State Council of Higher Education for Virginia, "Locality Data: Applications, Admissions and Enrollment," Higher Ed Data, accessed May 15, 2019, [http://research.sche.edu/localities/LD\\_EnrollmentChartDrillDown.asp](http://research.sche.edu/localities/LD_EnrollmentChartDrillDown.asp).  
<sup>48</sup> University of Virginia, "Diversity Dashboard," Undergraduate Students - All - 2018, accessed May 15, 2019, <http://diversitydatavirginia.edu/Home/Details/Undergraduateenr20Students>.  
<sup>49</sup> U.S. Department of Education, "College Scorecard," Piedmont Virginia Community College, accessed May 15, 2019, [https://collegescorecard.ed.gov/school/723314-Piedmont\\_Virginia\\_Community\\_College](https://collegescorecard.ed.gov/school/723314-Piedmont_Virginia_Community_College).  
<sup>50</sup> NBC29.com, "PVCC Gets Funding for Higher Paying Jobs and Adult Beverage Exports Programs," accessed May 28, 2019, <https://www.nbc29.com/story/38406914/pvcc-gets-funding-for-higher-paying-jobs-and-adult-beverage-exports-programs>.  
<sup>51</sup> CATEC, "New Grant Helps CATEC Launch New Pre-Apprenticeship Summer Program for Students," accessed September 18, 2019, <https://www.catec.org/new-grant-helps-catec-launch-new-pre-apprenticeship-summer-program-students/>.  
<sup>52</sup> Erika Howans, "How to Pass Go: City Office Lends Business Owners a Hand," CIVILLE Weekly, February 28, 2018, <https://www.civille.com/pass-go-city-office-lends-business-owners-hand/>.  
<sup>53</sup> City of Charlottesville, "Workforce Employment Update," Spring 2017, accessed September 11, 2019, [https://issuu.com/201202annualreport/docs/2017\\_workforce\\_development\\_update\\_9](https://issuu.com/201202annualreport/docs/2017_workforce_development_update_9).  
<sup>54</sup> GO Virginia, "Board Approves Grants to Regional Projects for Worker Training Initiatives," GO Virginia, accessed August 18, 2019, <http://www.govirginia.org>.  
<sup>55</sup> GO Virginia, "Board Approves Grants to Regional Projects for Worker Training Initiatives."



This section examines several of these elements of Charlottesville's innovation ecosystem:

- **R&D**, especially UVA R&D spending and commercialization
- **Finance**, particularly venture capital
- **Entrepreneurship**, with a focus on startups and small business growth in more traditional, existing sectors, products and services

#### R&D Spending and Activity

As a top-ranked public university, UVA is a major innovation asset for the region, serving as a hub for research and invention, attracting talented people for work and study and contributing to the vitality of the community. UVA plays a central role in the region's innovation ecosystem, providing basic and industry-linked research, running programs to commercialize university research outputs and providing resources to entrepreneurs.

In general, university-led research often provides the building blocks for product and process innovations, which ideally will be leveraged by the private sector. UVA does not spend as much as its peer universities on R&D (possibly a function of its smaller size), ranking 51<sup>st</sup> in higher education annual R&D spending with nearly \$470 million in 2017-18.<sup>56</sup> The majority of UVA's R&D spending is in life sciences. In that category, UVA comes in 45<sup>th</sup> among peer universities, with most funding devoted to health sciences (42%) and biological and biomedical sciences (23%).<sup>57</sup> Similarly, 80% of UVA's invention disclosures in 2018 were from the School of Medicine and School of Engineering and Applied Sciences.<sup>58</sup>

UVA's strength in health sciences is also evidenced by its spinoffs, which have translated research into business ventures. Of the 30 spin-offs that UVA produced between 2011 and 2017, the majority

were health- or technology-focused.<sup>59</sup> Examples include BrightSpec, a spectroscopy instrumentation and laboratory services company that developed a new measurement technique and subsequently introduced a product line of advanced spectrometers. As of 2014, UVA-affiliated ventures created approximately 421 jobs in the Charlottesville region and generated 342 products.<sup>60</sup>

UVA has also developed or supported several industry-specific facilities where university-based researchers can interface with the private sector. These industry-based enterprises overlap to some degree with the region's leading clusters and industry sectors as discussed above, with work in advanced manufacturing, biotechnology, and national defense and intelligence, among others. These enterprises include:

- Commonwealth Center for Advanced Manufacturing (CCAM), an applied research center that allows the university, government and industry to partner and develop advanced manufacturing solutions
- Cville BioHub, an industry collaborative that is comprised of Charlottesville-based biotechnology companies
- Applied Research Institute, which connects the university to national defense and intelligence communities and informs research, education and training priorities
- UVA Research Park, a 562-acre development that offers cutting-edge facilities to support collaboration between the university and private sector

Patent activity is another relevant indicator of regional innovation, as new inventions can spur economic growth. The Charlottesville MSA originated approximately 50 utility patents per 10,000 people<sup>61</sup> between 2000 and 2015, a rate below comparable college towns such as Ann Arbor, Durham-

Chapel Hill and Bloomington but ahead of South Bend and Athens.<sup>62</sup> Leading patentees for the region<sup>63</sup> between 2000 and 2015 included the UVA Licensing & Ventures Group, individual patentees and General Electric.<sup>64</sup>

#### Venture Capital

Having ample capital available to finance the various stages of innovation—from ideation through prototyping and scaling to full-scale production—is a key enabling factor for regional innovation. The flow of venture capital is a particularly useful indicator of a region's health in this aspect of the innovation ecosystem.<sup>65</sup> Ideally, the entrepreneurial activity of a region creates a dynamic feedback loop with this kind of capital: a strong and growing presence of entrepreneurs and potential deals will attract investors, and local availability of capital will in turn draw additional start-ups and entrepreneurial activity. The Charlottesville MSA has experienced some of the fastest growth in venture capital investment in the nation, with VC investment increasing by 156.5% between 2010 and 2015. While the overall volume of potential funding remains small, the region has the 28<sup>th</sup> most VC per capita of all US metro areas.<sup>66,67</sup>

The industries in Charlottesville that have attracted the most capital investment are Technology, Media, and Telecom (over \$300 million), Life Sciences (over \$150 million), Drug Discovery (over \$100 million), Pharmaceuticals (over \$100 million), and Biotechnology (over \$75 million). These industries have also garnered the greatest number of deals.<sup>68</sup>

<sup>56</sup> U.S. Patent and Trademark Office Patent Technology Monitoring Team and Patent Technology Monitoring Team, "Patenting In Technology Classes, Breakout By U.S. Metropolitan Area," accessed April 18, 2019, [https://www.uspto.gov/web/offices/eol/oeip/ptf/cb/ptc\\_areas/alltech\\_gd.htm](https://www.uspto.gov/web/offices/eol/oeip/ptf/cb/ptc_areas/alltech_gd.htm).

<sup>57</sup> Patent origin is determined by the location of the first-named inventor.

<sup>58</sup> U.S. Patent and Trademark Office Patent Technology Monitoring Team, "Patenting In U.S. Metropolitan Areas (Charlottesville, VA), Breakout By Organization, CY 2000 - 2015," accessed April 18, 2019, [https://www.uspto.gov/web/offices/eol/oeip/ptf/cb/ptc\\_areas/alltech\\_gd.htm](https://www.uspto.gov/web/offices/eol/oeip/ptf/cb/ptc_areas/alltech_gd.htm).

<sup>59</sup> Firms that receive venture capital are more likely to file patents, become "high growth" firms and create new markets. Marek Gootman, Joseph Parilla, and Sifan Liu, "Charting a Course to the Sacramento Region's Future Economic Prosperity," Brookings (blog), April 25, 2018, <https://www.brookings.edu/research/charting-a-course-to-the-sacramento-region-future-economic-prosperity/>.

<sup>60</sup> US Venture Capital Investment Spanned 133 MSAs in 2015, "NVC," accessed April 16, 2019, <https://nvca.org/press-releases/u-venture-capital-investment-spanned-133-msas-in-2015/>.

<sup>61</sup> Per Pitchbook, entrepreneurs from UVA have raised \$4.9 billion in capital, well-ahead of Ohio State (\$2.2 billion) and IU-Bloomington (\$2.95 billion), but behind University of Michigan (\$82.07 billion) and Duke University (\$8.5 billion). However, this data is likely based on the alumni status of the entrepreneur, not their location.

<sup>62</sup> Pitchbook.

<sup>63</sup> Ian Hathaway, "High-Growth Firms and Cities in the US: An Analysis of the Inc. 5000," Brookings (blog), February 5, 2018, <https://www.brookings.edu/research/high-growth-firms-and-cities-in-the-us-an-analysis-of-the-inc-5000/>.

<sup>64</sup> Virginia Employment Commission, "Virginia Community Profile - Charlottesville," Virginia Labor Market Information, accessed May 15, 2019, <https://virginialmi.com/Portals/200/Local%20Area%20Profiles/500000540.pdf>.

#### Entrepreneurship

As discussed, entrepreneurship is a component of, but distinct from, innovation. The intersection of entrepreneurship and R&D commercialization represents the subset of entrepreneurs that is generating and prototyping new concepts and products, seeking to launch and scale these innovations into the market and create completely new economic value. A second segment of entrepreneurs has little to no activity in new markets or products and consists of those who operate in established, traditional industries and sectors, such as retail, restaurants, business services, traditional manufacturing, etc. With these companies, the primary economic benefits come through the wealth that accrues to firm owners, especially for those businesses that have been disconnected from economic opportunity.

One measure of the dynamism of a region's entrepreneurial environment is the firm creation rate. Of particular interest are "high-growth firms" (based on growth in revenue or employment), as these firms create the majority of new jobs.<sup>69</sup> According to a study of Inc. Magazine's 5000 fastest growing businesses, Charlottesville had the highest level of "high-growth" company entries among small metros between 2011-2017. In 2018, there were 107 new start-up firms in Charlottesville, up from 88 in 2017 and 96 in 2016.<sup>70</sup>

As a smaller metro area with strong research and human capital assets, Charlottesville can position itself as a cheaper alternative to increasingly expensive tech and innovation hubs, such as Silicon Valley or Seattle. At the same time, there are several other mid-sized cities that also have well-established or burgeoning tech economies—such as Austin or Research Triangle Park in North Carolina—which provide competition. Accordingly,

local business leaders and industry stakeholders provide a mixed report on the opportunities the area provides for startups and their ability to scale. Entrepreneurs reportedly are prone to hit a ceiling on their physical ability to grow, as low vacancy rates and limited property inventories make scaling a challenge. This contributes to a second barrier to growth—the lack of a critical mass of firms and workers in sectors like tech. Without a large enough concentration of activity, it is difficult for firms to cross-fertilize through their labor pools and product innovations.

While hard numbers for the region are hard to obtain, it is clear that minority entrepreneurs are underrepresented in high-growth industries such as tech and biotech. To start with, Black business ownership at the state level is lower than would be expected based on population figures. Only 4.4% of privately-owned firms in Virginia are Black-owned, in a state whose Black population is just over 19%.<sup>75</sup> Furthermore, based on total establishments and employees, Black-owned businesses are overrepresented in certain industries—transportation and warehousing and healthcare and social assistance in particular. In Charlottesville, anecdotal reports have indicated that minority business owners are most prevalent in janitorial services and catering, as these categories have lower barriers to entry and build upon the more common career paths that Blacks have experienced in services and restaurants.

For many of the area's locally serving small businesses, the purchasing of Charlottesville's anchor institutions is a prime influence on their sales opportunities and growth potential. UVA is by far the largest of these anchors, while city and county government also present substantial procurement opportunities. Small businesses face multiple challenges in identifying and securing sales to these anchors, including navigating the requirements for certifications, insurance, and bonding; the decentralized procurement structure of UVA's academic departments; and the realities of competing with larger, often national vendors who can provide quality goods at a lower cost (e.g., UVA Health's partnership with Premier, Inc., a health group purchasing organization). In light of some of these barriers, Governor Northam recently enacted an executive order to increase opportunities for small, women-owned and

minority-owned ("SWaM") vendors through government purchasing. These changes, which include procurement policy changes that will benefit SWaM businesses and "micro businesses" (less than 25 employees and \$3 million annual sales), will apply to UVA as a state university.<sup>76</sup>

#### *Entrepreneur and Small Business Resources*

Charlottesville has a diverse set of organizations serving the area's entrepreneurs and small businesses, but as with any area, there are gaps in available resources along the continuum from supporting startups to building up high-growth businesses. The resources that exist are fragmented across multiple sources, and some business owners have reported that services can be difficult to learn about and access. No center of gravity currently exists to link and coordinate the various components of this system.

Basic business assistance is available most visibly from three local organizations: Community Investment Collaborative (CIC), Central Virginia SCORE, and the Central Virginia Small Business Development Center. Of these, CIC's resources are reported to be the most impactful. CIC's primary service is a 16-week entrepreneurship workshop, leading cohorts of 32 budding entrepreneurs through the basics of starting and owning a business. Though open to all, CIC has explicit goals to maximize participation by businesses owned by women, minorities and low- or moderate-income households. This workshop leads to follow up services and resources, including mentoring, peer discussions and support groups, networking and microfinancing. Given CIC's target populations, most business owners going through these programs are in industries with lower barriers to entry (e.g., retail, food). CIC has helped over 80 companies launch and another 130 to expand.

Charlottesville's Office of Economic Development manages a handful of small programs that support entrepreneurs. The Advancing Charlottesville Entrepreneurs (ACE) program provides competitive grants quarterly to companies with fewer than five employees, for everything from equipment to marketing plans.<sup>77</sup> Awards are currently capped at \$1,500.

limiting their impact.<sup>78</sup> The city is also addressing a need expressed by the business community for "pre-CIC" resources by developing GO Start-Up. This program will deliver workshops shorter than CIC's and tailored to entrepreneurs at an earlier stage of development, preparing those individuals to launch startups as they cope with significant barriers in areas such as childcare and transportation.<sup>79</sup> In addition, a GO Contractors Academy is in development to prepare minority-owned construction companies to successfully bid on and compete for contracts with the city.<sup>80</sup>

The local capital sources available to small companies tend to be limited either in the size of the financing or in the breadth of business types that are eligible. CIC provides microloans and has distributed nearly \$500k in loans to date. Their loan options top out at \$35,000, approximately the upper end of this type of business capital. This is indicative of the gap that exists in credit options for small businesses between microloans and traditional financial products. The additional capital sources for small companies tend to have narrow purviews. The Charlottesville Angle Network (CAN)<sup>81</sup> gathers 70 investors and family offices to provide seed and angel funding to start-ups raising less than \$5M, with typical investments between \$100k and \$300k per round. Their industry focus is largely digital or in advanced industries: SaaS, digital healthcare, biotech, clean energy and educational technology. The Center for Innovative Technology provides seed and early-stage funding specifically for biotech, tech and energy companies.<sup>82</sup>

Given the low availability of cheap offices in the area, there is considerable value for entrepreneurs in being able to access incubators or co-working spaces. Charlottesville has a variety of these facilities, several with a sector-specific focus or serving a relatively well-off clientele.<sup>83</sup> Biotech firms are supported through the Charlottesville Open Bio Labs, providing lab spaces and classes. The existing Charlottesville Technology Incubator provides mentoring and spaces to area tech firms, while the in-development Center of Development Entrepreneurs (CODE), due to open in 2021 will provide co-working on the ground floor of a 170,000 square-foot facility. On a non-cluster specific track, UVA has offered co-working space and a

<sup>75</sup> City of Charlottesville, "Advancing Charlottesville Entrepreneurs (ACE) Program," accessed September 17, 2019, <https://www.charlottesville.org/departments-and-services/departments-a-g/economic-development/business-assistance/advancing-charlottesville-entrepreneurs-ace>.

<sup>76</sup> City of Charlottesville, "City Council Agenda, July 1, 2019," Accessed September 17, 2019, [https://charlottesville.granicus.com/ViewerView.php?view\\_id=66&clip\\_id=1379&meta\\_id=135031](https://charlottesville.granicus.com/ViewerView.php?view_id=66&clip_id=1379&meta_id=135031).

<sup>77</sup> City of Charlottesville, "City Council Agenda, July 1, 2019."

<sup>78</sup> Central Virginia Partnership, "Vibrant Businesses" accessed April 26, 2019, <https://www.centralvirginia.org/regional-assets/vibrant-businesses/>.

<sup>79</sup> Center for Innovative Technology, "CIT Research and Development," accessed August 18, 2019, <https://www.cit.org/service-lines/cit-rd/>.

<sup>80</sup> These spaces include Vault Virginia, Studio IX and Common House, which offer traditional shared office space settings with more of an emphasis on community and social connections. Common House in particular is as much of a social club as a working space.

summer incubation program through its i.Lab, which has operated ten to twelve week summer programs geared toward startups, who also receive legal aid, mentoring and shared space. Starting in fall of 2019, UVA will be expanding its services and coordinating with regional partners on the Catalyst accelerator. Focusing on high potential, scalable companies, Catalyst will select ten companies per year to receive \$20,000 in funding, along with shared space, mentoring and business development coaching.

Along with the structured and unstructured networking opportunities provided by the organizations and spaces above, additional networks exist to connect Charlottesville business owners. The Black Professional Network of Charlottesville provides forums and events dedicated to building connections between and the capacity of the area's Black business owners. The Charlottesville Business Innovation Council - one of ten regional technology councils across Virginia—provides a suite of networking events, educational programming, advocacy on technology, and an annual awards gala.

While all of these resources currently lack a unifying structure, efforts are underway to produce that connective tissue. Active studies are exploring the formation of a "Venture Hub," currently envisioned as a concierge for the area's various entrepreneurial resources. A location is to be determined, but several organizations in the business development space have expressed interest in co-locating with the Venture Hub facility.

## SPATIAL EFFICIENCY

### Key Takeaways:

- Charlottesville's major transportation assets—its highway network and airport—are of varying quality and utility.
- Mass transportation options are limited in coverage and frequency, contributing to increasing car usage and longer commute times.
- Constraints on development have contributed to high land prices, limiting options for new and growing businesses.

The relative location of businesses, suppliers, workers and consumers within a region—and the physical and virtual infrastructure connecting them—is of vital importance. It determines transaction, and specifically transportation, costs for the movement of people, goods and ideas across space and it influences many of the economic benefits of agglomeration, such as shared labor pools and knowledge spillovers. Mixed-use communities with excellent transportation connections are best positioned to flourish in the next economy.

While Charlottesville offers many transportation assets—including access to several interstate highways, an airport, rail and transit—these assets vary in quality. Charlottesville sits directly on I-64, providing ample highway capacity for east-west freight traffic. The city's main north-south corridor, U.S. Route 29, is not a limited access highway and instead is the artery through Charlottesville's primary big box and strip mall retail corridor. Historically, the steady flow of traffic in and through Charlottesville, particularly to and from the Washington, D.C. metro, has resulted in heavy congestion along Route 29. Several improvements have been undertaken or are in planning stages that will reduce drive times.<sup>80</sup>

The Charlottesville-Albemarle Airport is small, with only five gates and six destinations, but has seen steady growth in use, with the number of boarding passengers nearly doubling from 2008 to 2017.<sup>81</sup> Land purchases and capacity studies are underway to facilitate potential future expansion. Theoretically, such expansion could address concerns raised by those in the local tech community that more direct flights to other hubs of tech activity, such as Boston, are needed to help grow the Charlottesville tech sector.

The degree of car dependence and declines in public transportation ridership also suggest that transportation connectivity could be improved. Charlottesville Area Transit (CAT) ridership has decreased by 15% between 2013 and 2017, despite increases to the area population. Nearly 84% of Charlottesville residents drive to work, with the vast majority driving alone.<sup>82</sup> The average commute time is also increasing, from 23 minutes in 2009 to nearly 25 minutes in 2017.<sup>83</sup> Public transportation is minimal in the region, consisting only of buses, and the coordination among the three area transit agencies—University Transit Service, CAT and JAUNT, Inc.—has been described as limited. The frequency and timing of the existing bus routes do not serve late shift workers well.

Development restrictions in the region—such as Albemarle County's designated Development Areas, which since 1971 have restricted most development to 5% of the County's land—help contain sprawl but have constrained the supply of properties available for businesses to locate or expand. This limited inventory of commercial and industrial land has led to high property prices, making it difficult for businesses, particularly start-ups, to scale in the region. Information on available commercial spaces is hard to track down and often requires insider knowledge.

In terms of virtual infrastructure, Charlottesville and developed areas in Albemarle are well-served by broadband, but there are rural parts of the region that have limited or no access.<sup>84</sup> There are projects underway, though, to expand broadband access these rural areas.<sup>85</sup>

## GOVERNANCE

### Key Takeaways:

- Charlottesville generally provides a positive climate for business growth and offers a strong tax-value proposition to companies.
- There is no officially recognized regional growth plan, but the Region 9 report is leading to several relevant growth initiatives.
- The region has many economic development actors but no clear owner or manager of collective activities.
- Minority businesses lack a center of gravity, but activity is underway to establish one.

Not to be confused with government, a region's governance encompasses all the institutions, formal and informal, that provide the infrastructure to foster economic networks, innovation and other activity. Thus, while government plays a key role in this area—shaping and enabling market activity and providing the public goods that enhance productivity and efficiency, from roads to education—a broad range of civic, private-sector and cross-sector institutions are central to establishing an environment conducive to economic growth. The transition to the next economy increases the importance of governance operating through partners beyond government, as the economy now calls for nimble, flexible, open systems, rather than top-down efforts. Thus, cross-sectoral, less formal institutions or networks can have a greater impact on regional growth, as long as the various actors work collaboratively, transparently and efficiently to enhance regional competitiveness.

### Local Government Conditions

While certain conditions mentioned above—e.g., limited developable land, high property values—can make operating a business challenging, Charlottesville's business and regulatory climate is relatively good. Some entrepreneurs have reported that while quality of life is what initially drew

them to Charlottesville (as opposed to the commercial climate), they have since found Charlottesville to be a favorable place to start a business.<sup>86</sup> 60% of a sample of Charlottesville businesses found overall business conditions in Charlottesville to be good or excellent—though only 47% of respondents rated local government as good or excellent, suggesting room for improvement.<sup>87</sup>

The region appears to provide a strong tax value proposition to residents and businesses alike. In this economy, competitive regions are not necessarily those that impose the lowest tax rates, but the ones that provide the best value in relation to their tax-related costs. At the state level, Virginia seems to offer a good tax-value proposition for businesses, with a competitive corporate income tax rate (6%, among the lowest in the nation and the same rate since 1972)<sup>88</sup> coupled with access to an educated workforce, good infrastructure, etc. The state is also in solid fiscal health, as a history of cautious, "pay-as-you-go" budget management has helped the state maintain a Triple A bond rating since 1938.<sup>89</sup> The additional tax burden from local charges is nominal, though property taxes have been rising. Charlottesville's property assessments grew 7.9% in 2018,<sup>90</sup> while Albemarle County saw a 4% increase in property values.<sup>91</sup>

### Collaboration and Coordination

At a regional level, there has been limited strategic planning and no official regional economic development plan.<sup>92</sup> The GO Virginia Region 9 Report likely comes closest to being the area's overarching development guide. Created in 2017 as part of a state-wide economic development planning effort, the Region 9 report covers a geography that includes both the Charlottesville MSA and five additional counties to the northeast. The Central Virginia Partnership for Economic Development (CVPED) is managing the implementation of the plan's major strategies, including supporting and funding several of the workforce and entrepreneurship initiatives mentioned above (e.g., beverage manufacturing training, the Catalyst accelerator).

There are burgeoning efforts to develop more collaborative working relationships among businesses and the region's development actors, with

<sup>80</sup> Ric Young, "Big plans to relieve Route 29 and Hydraulic Road congestion," CBS 19 News, July 29, 2018, <https://www.cbs19news.com/content/news/Big-plans-to-relieve-the-Route-29-and-Hydraulic-Road-congestion-488652501.html>; Sean Tubbs, "Recommendations unveiled for U.S. 29 congestion relief," Charlottesville Tomorrow, May 8, 2014, <https://www.villanetmorrow.org/articles/29-pand-recommendation>.

<sup>81</sup> Allison Wraibel, "Charlottesville-Albemarle Airport upgrades continue as ridership rises," The Daily Progress, April 20, 2019, [https://www.dailyprogress.com/business/charlottesville-albemarle-airport-upgrades-continue-as-ridership-rises/article\\_77e936cb-7e23-593b-e145-b8ca232e8c90.html](https://www.dailyprogress.com/business/charlottesville-albemarle-airport-upgrades-continue-as-ridership-rises/article_77e936cb-7e23-593b-e145-b8ca232e8c90.html).

<sup>82</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 14, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_17\\_S1R\\_008006&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_17_S1R_008006&prodType=table).

<sup>83</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 14, 2019, [https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS\\_17\\_S1R\\_008026&prodType=table](https://factfinder.census.gov/tables/services/jsp/pages/productview.xhtml?pid=ACS_17_S1R_008026&prodType=table).

<sup>84</sup> Center for Innovative Technology, "Virginia Broadband Availability Map and Integrated Broadband Planning and Analysis Toolbox," accessed August 16, 2019, <https://broadband.git.vt.edu/IntegratedToolbox/>.

<sup>85</sup> Albemarle Broadband Authority, "Broadband Initiative," accessed August 16, 2019, <http://www.albemarle.org/department.asp?department=broadband&relpage=23100>.

<sup>86</sup> "Start It Up: What's the Climate for Entrepreneurs in Charlottesville, and How Could It Improve?," C-VILLE Weekly (blog), December 5, 2018, <https://www.c-ville.com/start-whats-climate-entrepreneurs-charlottesville-improve/>.

<sup>87</sup> Charlottesville Office of Economic Development, "2018 Business Survey Report," 2018.

<sup>88</sup> Virginia Economic Development Partnership, "Guide to Local Taxes on Business," 2018 2017, [https://www.vedp.org/sites/default/files/2018-07/VEDP\\_Guide%20to%20Local%20Taxes%20on%20Business\\_2017-18.pdf](https://www.vedp.org/sites/default/files/2018-07/VEDP_Guide%20to%20Local%20Taxes%20on%20Business_2017-18.pdf).

<sup>89</sup> "Trust Magazine | Virginia Knows How to Balance Its Budget," accessed August 20, 2019, <http://magazine.pewtrusts.org/en/archives/winter-2018/virginia-knows-how-to-balance-its-budget>.

<sup>90</sup> "City Council Considers Real Estate Tax Increase in Charlottesville," accessed August 20, 2019, <https://www.wncn.com/story/3992582/city-council-considers-real-estate-tax-increase-in-charlottesville>.

<sup>91</sup> "Property Value Trends Released for Albemarle County," accessed August 20, 2019, <https://www.zbc29.com/story/39803322/property-value-trends-released-for-albemarle-county>.

<sup>92</sup> Albemarle County passed its first economic development plan, Project ENABLE, in late 2018; it yet to be seen how this plan will factor into coordinated regional economic development across the various levels of government in the region.

the Charlottesville Regional Chamber of Commerce making this a new point of emphasis. One challenge is managing the several instances of overlapping roundtables and councils that are addressing similar geographies and issues but are not aware of each other or coordinating their work. For example, the North Charlottesville Business Council and Chamber Defense Affairs Committee (both committees within the Chamber) each have their own sets of activities and strategies around Route 29 in northern Albemarle County. There are also a host of economic development-related organizations, in addition to CVPED and the Chamber, with no clear owner or lead on the region's development efforts. Those additional organizations include:

- City of Charlottesville Office of Economic Development
- Charlottesville Economic Development Authority (CEDA)
- Albemarle County Economic Development
- Thomas Jefferson Planning District Commission
- Charlottesville-Albemarle Metropolitan Planning Organization
- Virginia Economic Development Partnership

One legacy of Vinegar Hill's demolition that persists to this day is the diffusion of Black-owned businesses. Minority business owners are still working to reestablish a center of gravity and robust network among themselves to support their collective growth. The leading local bodies for this work are the Black Professional Network and the Chamber Business Diversity Council. Both of these organizations have limited resources for their own programming and services, but they are working hard to expand their networks with both the minority and majority business communities. These efforts are laying the groundwork for products and services to grow minority businesses, along with expanding minority participation in the professional networks—legal, financial, real estate, etc.—that provide the crucial inputs to support that growth.

<sup>17</sup> The Charlottesville Housing Market Area (HMA) is approximately 110 miles southwest of the District of Columbia and consists of the city of Charlottesville and counties of Albemarle, Fluvanna, Greene, and Nelson. The HMA is coterminous with the Charlottesville, VA Metropolitan Statistical Area (MSA).

## HOUSING

### Key Takeaways:

- Property values are quite high and the housing market is tight, due to limited land and properties, as well as population growth, with a notable proportion of in-movers from higher income areas.
- Finding affordable rental and ownership properties—based on the comparison between AMI levels and actual rents in the region—is extremely difficult.
- Affordability burdens track with income and race, which is to say that minority residents tend to experience unaffordable housing situations much more frequently than whites.

As briefly described at the opening of the regional market analysis, housing is not one of the five levers of regional economic growth. Of course, it is related to those levers—as employment and business prospects improve, it raises individuals' buying power for housing stock, which can in turn improve ownership and wealth creation opportunities—but it is not a driving force of growth in and of itself. For the purposes of this analysis, the regional housing market analysis is included in this portion of the document to provide the context for any potential housing development activities in Starr Hill.

The City of Charlottesville and the surrounding region are widely considered very desirable areas to live in Virginia.<sup>18</sup> The city's housing market is extremely tight, with demand significantly outpacing supply. This is reflected in part by the fact that the Charlottesville HUD Metro FMR Area (HMFA) is the second most expensive area of Virginia for housing, second only to the Washington-Arlington-Alexandria HMFA, one of the most expensive markets in the country.

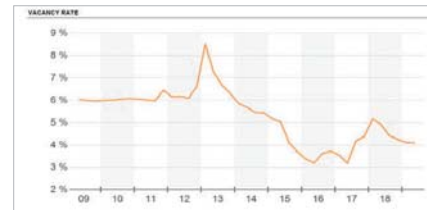
Many households in Charlottesville—including those in Starr Hill and neighboring areas—have not experienced wage growth in recent years, and many are living on fixed incomes. The housing market has continued to tighten, and rents have increased sharply, forcing households to spend too much income on housing. Several elements have contributed to the state of this market, including growing development pressures on scarce available land and limits

on density. Some of Charlottesville's population growth has been comprised of new residents moving from places with higher wages, giving them more buying power upon arrival. These factors substantially decrease the market buying power of low- and middle-income residents already in Charlottesville, often forcing families to live in substandard or overcrowded conditions or move away from the city.<sup>19</sup> Due to growth limitations in Albemarle County, the overall cost burdens are very similar there, although the housing stock tends to be larger.

### Rental Market Conditions

The City of Charlottesville contains about 20% of the region's rental housing,<sup>20</sup> 37% of households in Charlottesville are renter households (an estimated 29,583 households between 2012 and 2016). Within the supply of multifamily rental properties of 50 units or more, including the majority of larger multifamily rental complexes in Charlottesville, rentals are predominantly comprised of one- and two-bedroom apartments, with studio and three bedroom units accounting for a small portion of the total stock.<sup>21</sup> Vacancy among all unit types in the city is low at 4.1%, and rates have been consistently low, with a three-year average vacancy rate for multifamily of 4.3% (see Figure 8).

Figure 8: Multifamily Vacancy Rate, 2009–2018



Source: CoStar

<sup>18</sup> Form Based Code Institute and Partners for Economic solutions, April 2018.

<sup>19</sup> Comprehensive Housing Analysis, January 13, 2016.

<sup>20</sup> Based on CoStar data, June 2019.

<sup>21</sup> This generally accepted housing affordability standard—not spending more than 30% of gross income on gross housing costs—is a consistent measure used by applicable federal, state, and local government agencies.

<sup>22</sup> This calculation uses the higher of the state or federal minimum wage. Local wages are not used.

<sup>23</sup> HUD, "Comprehensive Housing Market Analysis: Charlottesville, Virginia," 2015, [https://www.huduser.gov/portal/publications/pdf/CharlottesvilleVA\\_comp\\_15.pdf](https://www.huduser.gov/portal/publications/pdf/CharlottesvilleVA_comp_15.pdf).

Assessing housing affordability includes determining what various households can reasonably afford to pay in rent, assuming that they can dedicate up to 30% of gross income toward housing costs (rental or ownership) without a significant housing burden.<sup>22</sup> Using this standard, in 2018 in Charlottesville, the hourly wage necessary to affordably rent a two-bedroom at Fair Market Rent (FMR) was \$22.67, assuming a two-bedroom FMR of \$1,179. An annual household income of \$47,160 is needed to afford this apartment, the equivalent of 3.1 full time jobs at minimum wage.<sup>23</sup>

On average, a family seeking to rent a three-bedroom apartment would expect to pay \$1,510 in the Charlottesville market (see Figure 9), which represents a significant increase since 2015 and is considered a very burdensome price point for low- and middle-income renters. Based on qualitative data and other resources such as Trulia, many asking rents are even higher. The average asking rent has been steadily increasing over recent years (see Figure 10), partially because of higher asking rents at newly constructed units. Much of the recent development is student-targeted, including several larger complexes (200+ units) completed since 2013 (see Figure 11).<sup>24</sup>

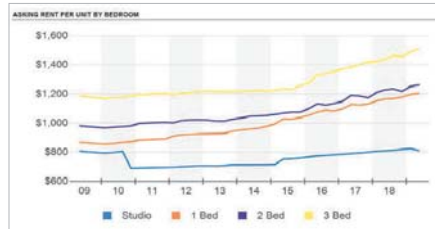
Figure 9: Asking Rents per Unit, 2018



Source: CoStar



Figure 10: Asking Rents per Unit, By Bedroom (2009–2018)



Source: CoStar

Figure 11: Multifamily Building Status by Property Type<sup>104</sup>

Building Status	# of Properties	% Small Properties	% Large Properties
Existing	216	82%	18%
Under Construction	4	75%	25%
Proposed	8	25%	75%

Source: CoStar

The annual Area Median Income (AMI) for a family of four in the Charlottesville HMFA is \$89,400. Low-income households living at 30% of AMI earn an estimated \$26,880 annually. The monthly rent affordable to a low-income family earning 30% of AMI is \$672.<sup>105</sup> To rent a typically priced three bedroom apartment in Charlottesville, households at 30% of AMI would need to pay 75% of their monthly income toward rent, leaving approximately \$560 for all other expenses such as food, transportation costs, insurance and healthcare.

<sup>104</sup> "Large" properties are those with mid-rise and high-rise buildings; "small" properties consist of low-rise buildings, garden apartment complexes and remaining, miscellaneous building types.

<sup>105</sup> National Low Income Housing Coalition, "Out of Reach: The High Cost of Housing," 2018, [https://nlihc.org/sites/default/files/oor/OOR\\_2018.pdf](https://nlihc.org/sites/default/files/oor/OOR_2018.pdf).

<sup>106</sup> Form Based Code Institute and Partners for Economic Solutions, Housing Needs Assessment, 2018.

<sup>107</sup> HUD, "Comprehensive Housing Market Analysis: Charlottesville, Virginia."

<sup>108</sup> RCLCO, "Comprehensive Housing Analysis and Policy Recommendations," January 15, 2016, <http://s3.amazonaws.com/cvillie/cm%2Fmultimedia%2F20160119-RCLCO-Housing-Report.pdf>.

For a family of three earning 30% of AMI, an affordable rent drops further to about \$520 per month, including utilities. Among the larger apartment buildings in the city, monthly rents often exceed \$1,400. Adding to this cost pressure, the average rent in competitive apartment buildings has increased significantly since 2012 (rising 9.4% in 2017 alone).<sup>106</sup> Across the larger multi-family rental complexes, there is a range of average market rate rents. The five-year average asking rents for 1 and 2 bedroom units are \$1,083 and \$1,143, respectively.

Households at 60% of AMI and below would also struggle to locate and afford an average priced housing unit, regardless of unit size, without overcrowding or incurring a significant housing cost burden. This means that any household earning less than 60% of AMI is likely to struggle to secure market-rate rental housing in Charlottesville. Resident and stakeholder interviews and qualitative data further support this finding.

The rising cost of renting and buying a home has placed tremendous burdens on communities of color in Charlottesville, a burden not shared equally across demographics. Black and Hispanic households are predominantly renters, not owners and thus have little control in how housing costs are passed down to them. The housing cost burden in Census tracts with majority non-white residents is significantly higher than in majority-white tracts. The city's most underserved segment is the lowest income households and many of the lowest income households are households of color.

Students at UVA represent a significant portion of the rental market in Charlottesville and account for nearly one-fourth of all rental households.<sup>107</sup> Of the more than 22,000 students enrolled, approximately 15,000 live in apartments or single-family rental housing units. Many of these students live in off-campus housing that was not purpose-built for students, including homes where families or non-students previously lived. Many of the newly constructed multifamily units have been heavily marketed to students and are considered unaffordable for cost-burdened Charlottesville residents. Projected demand for student housing continues to exceed pipeline supply.<sup>108</sup>

### Sales Market Conditions

Charlottesville's for-sale market is also considered very tight, with limited opportunities to entry due to a variety of factors: high land costs that are passed on to buyers, growth restrictions, limited sales of housing and population growth from new residents moving from outside of Charlottesville. Housing sales in the Charlottesville area declined or remained flat during the first quarter of 2019. Like many other markets in Virginia, the regional inventory of active listings has remained flat for several quarters.<sup>109</sup> The tight supply of homes available for sale in the Charlottesville area continues to put upward pressure on prices, leaving current and aspiring owners with few options to purchase.

The limited supply of land available for new development within the city is driven by Charlottesville's small land area, county-level restrictions on growth and the area's built-out character. New home construction in the Charlottesville MSA has remained consistent for over five years, at about 800 new homes annually. The pace of new construction for single-family detached homes has increased modestly in recent years. The chart below represents the range of affordable rent and mortgage values, juxtaposed with the housing types affordable at various AMI levels. In the City of Charlottesville, there is little if any for-sale housing at price points less than \$250,000, and the average for-sale price is upwards of \$430,000.

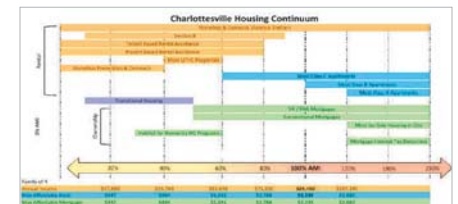
A household earning 80% of AMI could afford a \$250,000 house if they spend the full 30% of their monthly gross income on housing costs. This does not account for the barrier to entry of an estimated \$50,000 or more in required down payment, depending on the lending product. As of summer 2019, the only for-sale units being built at this price point are Habitat for Humanity homes, which are limited in number. The average priced new home would require an income above 120% of AMI, which applies to only 17% of the city's population. In addition to monthly mortgage payments, the average homeowner pays approximately \$300 a month in additional housing costs, including utilities, property taxes, and insurance.<sup>106</sup>

<sup>109</sup> Charlottesville Area Association of Realtors, "Virginia Home Sales Report," 2019, <https://www.caar.com/docs/default-source/market-report/caar-2019-q1-housing-market-report-final.pdf>.

<sup>110</sup> RCLCO, Comprehensive Housing Analysis.

As the chart below suggests, there are very few options available to low- and middle-income households. Even households that qualify for a VHA or conventional mortgage are met with severely restricted supply: the only homes for sale in the city are almost double the price that an 80% AMI household could afford. There is a limited amount of new Section 8 tenant and rental assistance being provided due to lack of funding at the federal level and a backlog of physical repair needs. The LIHTC program continues to produce a few projects a year in Virginia (2019 and 2020 delivery will far outpace previous years), but these properties can only serve a limited number of households.

Figure 12: Multifamily Building Status by Property Type



Source: LISC

# NEIGHBORHOOD ECONOMIC STUDY & HOUSING STUDY

## NEIGHBORHOOD ANALYSIS – INTRODUCTION

Having identified the broader economic opportunities that surround Starr Hill in the regional economy, the analysis turns to the neighborhood level. As described above, neighborhoods, not having their own distinct economies, play two roles in the context of their regions:

- (1) "Communities of Opportunity" that create wealth by developing their human, business and real estate assets and connecting them to larger, generally regional markets. Each of these assets creates value when it is plugged into the economy. The size of the value generated will depend on how well the asset is developed and deployed—for instance, how well a worker is trained and how efficiently that worker finds and obtains a quality job and advances up a career ladder.
- (2) "Communities of Choice" that offer varying packages of amenities that attract and retain particular populations. Each area's unique mixture of housing types, retail and restaurants, green spaces, schools, social services and more will create an overall environment that is more attractive to certain residents than others.

Applying this framework in the context of the Starr Hill SAP process has required a degree of adaptation. Starr Hill is Charlottesville's smallest officially defined neighborhood, both in area and population. This makes it an especially challenging geography to evaluate as a distinct community given the limited amount of data points on residents, businesses and land use. Starr Hill's small population resides on a handful of blocks, and significant portions of its parcels are taken up by government uses and chain retail. This gives the area little space—physically and perhaps psychically—to establish an identity beyond its modest residential core.

It is also challenging to disentangle Starr Hill from the areas around it, to which it is intimately connected socially and economically, as well as historically. The neighborhood still bears the legacy of Vinegar Hill and the dispersion of what was once the center of Black Charlottesville. While that legacy is complex, it does represent a time when the city's Black community had higher proportions of home and business ownership and more middle-class families. Recreating Vinegar Hill is neither feasible nor desirable, but it is the right moment to evaluate where and how certain aspects of Vinegar Hill could be revived for today's Charlottesville: its social cohesion, Black-owned business success and its role as a hub for the city's Black residents.

When Vinegar Hill was razed, its residents and businesses were scattered to the four winds. While individuals moved in many directions and distances, some of the displaced residents moved just blocks away. Recognizing this history and how connected Starr Hill is to surrounding neighborhoods, the SAP community engagement incorporated outreach to bordering areas from the outset—particularly Westhaven, 10<sup>th</sup> and Page and Fifeville. This engagement acknowledged that the SAP's impacts would extend beyond Starr Hill's boundaries.

Starr Hill's emerging vision reflects the community's hopes to expand and strengthen its ties to the places and people around it. The neighborhood aims to improve physical connections to adjoining areas. It also aspires to establish itself as a hub for Black Charlottesville, as a space for that community to joyously live, work and play. The development of Starr Hill has the potential to serve as a catalyst for activity that extends beyond the neighborhood, providing a center of gravity around which to launch and scale a new wave of programming and resources dedicated to strengthening the Black middle class in Charlottesville. This connection can work in reverse as well: as Charlottesville's Black workers and business owners generally achieve more success, they can apply more resources on the activities that can make Starr Hill more of a core part of Black life in the region.

These elements of Starr Hill's aspirations have prompted two different expansions of the analytical scope: 1) physically, to include adjoining neighborhoods and 2) demographically, to evaluate the economic opportunities and challenges of Charlottesville's entire Black population. Determining the ideal strategies to make the SAP vision a reality requires understanding both of those populations in more detail. This leads to what can loosely be described as a "concentric circles" approach, slowly expanding out from Starr Hill to broader areas and communities.

The results of these rings of analysis relate to each other, but will also tend to guide different aspects of the final plan. Starr Hill-specific findings will be most informative for the place-based recommendations, narrowing in on the composition of current residents and businesses, assessing how particular interventions will affect these groups and anticipating how neighborhood development may affect Starr Hill's character. The next ring out into adjacent neighborhoods will still feed into place-specific strategies, but will do so with a larger set of possible development locations to consider and will (as the analysis below shows) begin to incorporate more of the city's Black population, illuminating what will draw Black residents into the Starr Hill neighborhood and what will better connect these areas to economic opportunities. The broadest set of analysis will lead to a holistic set of strategies and initiatives—including some that are not place-specific to Starr Hill—that will strengthen the economic prospects for Black workers and companies across the region, activity that will feed off of, and in to, the transformative work that this SAP aims to achieve in Starr Hill.

This approach admittedly results in a mix of outputs—geographically-based assessments plus population-specific analyses. But all of the people and businesses captured in this work are central to achieving Starr Hill's vision. Understanding their opportunities and challenges, and how they relate to the broader economic context, is essential. This information will lead to the targeted programs, products and services that will maximize the potential of Starr Hill, its neighbors and the Black community overall; and that will create the amenities that will keep and attract the people who will build the new Starr Hill.

## STARR HILL CONTEXT AND HISTORY

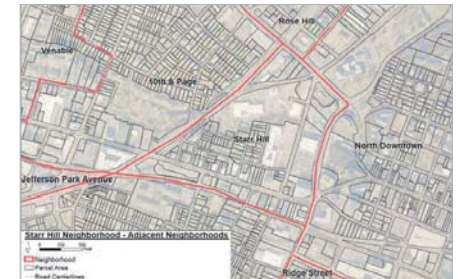
### Key Takeaways:

- Starr Hill has long been home to economic and cultural assets central to Charlottesville's growth and identity.
- The proximity to Vinegar Hill, and that neighborhood's eventual razing, has had a lasting impact on the character of Starr Hill and how it connects to the areas around it.

### Geography

Starr Hill is a small neighborhood—only 48 acres in all—situated in the center of Charlottesville, nestled between UVAs main campus and the Downtown Mall and connected to each by West Main Street. The neighborhood is bounded by two major thoroughfares—Preston Avenue to the north and Ridge McIntire Road to the east—and two railroads—CSX to the south and Norfolk Southern to the west (see reference map in Figure 13). Starr Hill encompasses a mix of land uses: commercial on West Main Street and Ridge McIntire, residential at its center and industrial in the City Yard.

Figure 13: Map of Starr Hill and Adjacent Neighborhoods



Source: LISC

The neighborhood includes several major landmarks such as:

- **Jefferson School**, originally the high school for the city's African American students, and now home to the Jefferson School African American Heritage Center, the Carver Recreation Center, Pearl Island Catering and Café, a YMCA childcare facility and other non-profits.
- **Ebenezer Baptist Church**, established in 1892 and occupying a church built in 1907 and **First Baptist Church**, whose congregation's origins date back to 1864, and whose current church, finished in 1883, and is on the National Register of Historic Places.<sup>107</sup>
- **J. F. Bell Funeral Home**, one of the oldest businesses in the area, operating continuously since the 1920's, and the oldest Black-owned business in Charlottesville.
- **Union Station**, the city's main railroad depot for Amtrak service, dating back to 1885; by 1889, a former slave and major landowner in Charlottesville, Burkley Bullock, had opened the first restaurant to operate adjacent to the station.<sup>108</sup> Union Station is now the 4<sup>th</sup> busiest station in Amtrak's southeastern region.<sup>109</sup>

### History of Starr Hill and Vinegar Hill

The expansion of Charlottesville's railroad system in the mid-1800s brought development to Starr Hill. Because of its prime location at the junction of two railroads in the center of town, the neighborhood served as a dynamic transportation hub through the first half of the 20<sup>th</sup> century.<sup>110</sup> Starr Hill acted as a service center for passengers and railroad workers who relied on nearby hotels and restaurants.<sup>111</sup> Many railroad workers also lived in Starr Hill.<sup>112</sup>

Starr Hill is considered a historically integrated neighborhood, with many African American professionals and families making Starr Hill their home in the early 20<sup>th</sup> century.<sup>113</sup> Starr Hill is adjacent to what was Vinegar Hill, a neighborhood that was the center of Black social life in Charlottesville from the 1920s to the 1950s.<sup>114</sup> Vinegar Hill served as a symbol of Black advancement and self-reliance. Many businesses and institutions in Vinegar Hill were borne out of a need for Black people to render services to one another, because of rampant segregation and discrimination. Businesses included boarding houses, grocery stores, clothing stores and beauty parlors, among others.

The Black residents of Vinegar Hill had diverse socioeconomic backgrounds, a mix of wealthy, middle class and poor. The neighborhood was also known for its social cohesion, due in part to the Jefferson School, which served Black children of all economic backgrounds; unifying church communities, such as the Zion Union Baptist Church; and active social organizations, such as the Secret Twelve Club.

The epicenter of Vinegar Hill was razed in the 1960s as part of the city's urban renewal efforts. 29 businesses were disrupted representing a combined gross income of \$1.6M in 1959 (nearly \$14M in 2019 dollars). Six hundred individuals were uprooted, including 119 Black renters who were directed to a public housing complex. Residents and proprietors were not compensated for their losses, and the main commercial district for the Black community was effectively destroyed, along with the wealth that business owners had accumulated. In its place, the city constructed a roadway to facilitate connections between Ridge Street and Route 250, absorbed the area east of Ridge McIntire Road into downtown (the current site of the Omni Hotel and the Federal Building and U.S. Courthouse) and left a barren lot adjacent to Starr Hill that lay empty for a decade before being developed.

Starr Hill itself was slated for urban renewal in the 1970s, but the city opted for a more targeted approach. Instead of total demolition, the city only renovated select dilapidated buildings and added sidewalks, lighting, and trees to West Main Street. Property was not confiscated or razed, and the renovations were mostly cosmetic.<sup>115</sup>

### CURRENT NEIGHBORHOOD CONDITIONS

#### Key Takeaways:

- Starr Hill has had a relatively stable mix of land uses for some time, but substantial development on West Main may significantly change the neighborhood character.
- Starr Hill's residents tend to be seniors or younger adults, with few children; mostly white; with incomes levels matching those for the city as a whole.
- The neighborhoods around and including Starr Hill ("Starr Hill") are predominantly Black, with more families with children, lower incomes, and higher poverty rates.
- Stark income and poverty gaps by race exist across the region and within the city.

### Starr Hill Today

Approximately 235 residents today call Starr Hill home. Within the already small footprint of the overall neighborhood, residential uses are concentrated in a compact area, as the composition of the neighborhood skews heavily to commercial uses. Almost 2/3 of the land area is zoned for mixed use, which in practice is nearly all commercial activity—ground floor, local retail and restaurants along West Main; chain retail and fast food franchises on Ridge McIntire; and an assortment of businesses at Preston and Harris, including Reid's, the

neighborhood's sole supermarket. The land toward the interior of Starr Hill is split between the City Yard, the main location for Charlottesville Public Works; the Jefferson School City Center; and a handful of residential blocks largely comprised of single-family housing.

While most of the neighborhood is relatively stable, with long-established land uses, current development on West Main Street is of a scale and style that is likely to impact the neighborhood character and population. Six Hundred West Main, a 53-unit, 65,000 square foot apartment complex, is due to open in fall of 2019.<sup>116</sup> The project's developer has purchased adjacent land and proposed an additional 55-unit building.<sup>117</sup> Across Main Street, the 80-room Quirk Hotel is under construction and set to open in early 2020.<sup>118</sup>

### Looking Beyond Starr Hill

As discussed above, several aspects of the SAP process and the emerging vision for Starr Hill have required a broader geographic and demographic assessment. The community engagement plan determined from the outset that the neighborhoods of 10<sup>th</sup> and Page and Fifeville would be explicitly included in the SAP's primary outreach work to the communities (though not at the exclusion of other areas and stakeholders). If the analysis structure can be thought of roughly as a set of concentric circles, then Starr Hill is at the center of that circle, and the next circle expanding outward folds in 10<sup>th</sup> and Page and Fifeville into an area simply labeled "Starr Hill+" for the sake of this analysis. Finally, the broadest circle of analysis is all Black residents and businesses across the greater Charlottesville region, regardless of their location. This is not technically a geography, but rather a subset of people and companies that live across the area, with concentrations appearing in certain places. (see reference map in Figure 14).

<sup>107</sup> "First Baptist Church," City of Charlottesville, accessed October 10, 2018, <https://www.charlottesville.org/departments-and-services/departments-b-z/neighborhood-development-services/historic-preservation-and-design-review/historic-resources-committee/state-highway-markers/first-baptist-church>

<sup>108</sup> Scott French, "UVA and the History of Race: Burkley Bullock in History's Distorting Mirror," UVA Today, September 4, 2018, <https://news.virginia.edu/content/uva-and-history-race-burkley-bullock-history-distorting-mirror>.

<sup>109</sup> "Amtrak Fact Sheet, Fiscal Year 2017, Commonwealth of Virginia," Amtrak, accessed October 10, 2018, <https://www.amtrak.com/content/dam/projects/dotcom/english/public/documents/corporate/statefactsheets/VIRGINIA1.pdf>.

<sup>110</sup> "Charlottesville History: A Brief Urban History," accessed April 26, 2019, <http://www2.lith.virginia.edu/schwartz/cville/cville.history.html>.

<sup>111</sup> "Charlottesville History: A Brief Urban History."

<sup>112</sup> "Starr Hill Neighborhood Plan."

<sup>113</sup> "Starr Hill Neighborhood Plan."

<sup>114</sup> James Robert Saunders and Renee Nadine Shackelford, *Urban Renewal and the End of Black Culture in Charlottesville, Virginia*, 1998.

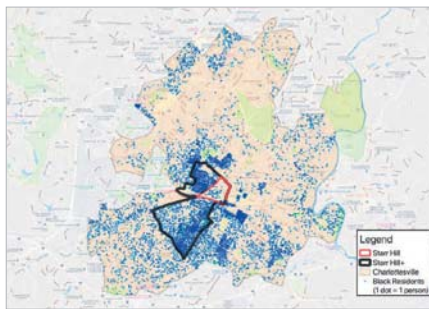
<sup>115</sup> Saunders and Shackelford, *Urban Renewal and the End of Black Culture in Charlottesville, Virginia*.

<sup>116</sup> Chris Markham, "Residential Complex on West Main in Charlottesville Nears Completion," NBC9.com, June 13, 2019, <https://www.nbc9.com/story/10076146/residential-complex-on-west-main-in-charlottesville-nears-completion>.

<sup>117</sup> City of Charlottesville, "Agenda: Planning Commission Regular Docket," September 10, 2019, <https://www.charlottesville.org/home/showdocument?id=466264>.

<sup>118</sup> Gregory J. Gilligan, CBJ, "Quirk Hotel to Open in Charlottesville in Early 2020," *The Daily Progress*, March 3, 2019, [https://www.dailyprogress.com/business/cbj-quirk-hotel-to-open-in-charlottesville-in-early-2020/article\\_7fdeaf69-d2c0-5394-acd5-fe856130a42.html](https://www.dailyprogress.com/business/cbj-quirk-hotel-to-open-in-charlottesville-in-early-2020/article_7fdeaf69-d2c0-5394-acd5-fe856130a42.html).

Figure 14: Reference Map of Study Geographies and Population



Source: U.S. Census Bureau

(Note: Resident locations are approximate, dispersed randomly within Census blocks based on 2010 Census demographic data.)

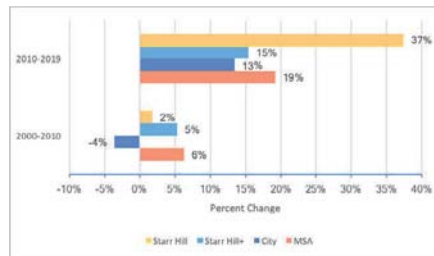
### Demographics<sup>19</sup>

Estimates suggest that Starr Hill's population, though small, has risen notably in recent years, growing from 171 to 235 from 2010 to 2019, a 37% increase. The Starr Hill+ area, with a current population of 5,455, has grown at a slower rate than Starr Hill alone, and at a pace more like the city and MSA (See Figure 15).

<sup>19</sup> A note on this section's metrics: Demographic and economic data from the U.S. Census Bureau are limited for Starr Hill due to its small size. The Census block group is the smallest geography for which most Census data is available. The census block group Starr Hill occupies also extends east to include much of downtown Charlottesville. Thus, the relevant block group data mingles Starr Hill's statistics with a larger, noticeably different area. This issue also affects calculations for Starr Hill+, as that area includes Starr Hill along with adjacent areas, and thus faces the same challenges with Census block group data.

A handful of third-party providers have developed methodologies to extrapolate Census data for geographies smaller than the block group, including in this case for Starr Hill. A review of several options determined ESRI was the most reliable source for this data. While ESRI's methodology is sound, its accuracy is limited when sample sizes are small. This affects both small geographies and variables with more granular groupings of values. For this reason, Starr Hill values presented here should be interpreted with care; Starr Hill+ values should be more accurate, and City and MSA values are the most reliable, as they are drawn directly from Census sources. Variables most likely to be accurate include population, age distribution, race, poverty levels, and educational attainment.

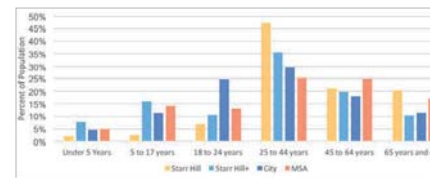
Figure 15: Population Change, 2000-2010 and 2010-2019



Sources: ESRI estimates; U.S. Census Bureau; 2006 Starr Hill Small Area Plan

Starr Hill's population has a noticeably different age distribution from other parts of the area, starting with a large contingent of seniors, with 20% of residents over 65. The neighborhood also consists of a substantial proportion of young and middle-aged adults (those aged 25 to 44), who comprise nearly half of residents. Very few of those households appear to have children, with only 5% of the population under 18. Starr Hill+, in contrast, does have a strong presence of families, with almost a quarter of the population aged 0 to 17, corresponding to proportionally more residents of parenting age (25 to 44) than the city and region. (See Figure 16).

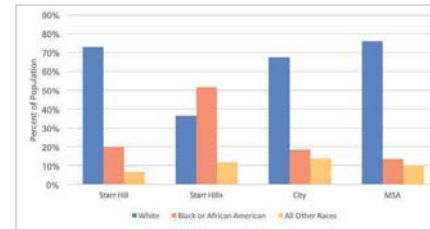
Figure 16: Share of Population by Age, 2019



Source: ESRI estimate

Starr Hill's racial mix—predominantly white (73%) and roughly 20% Black—is in line with the city's and region's proportions. Starr Hill+ has a substantially larger share of Black residents than Starr Hill, the city or MSA. 52% of the Starr Hill+ population identifies as Black or African American, compared to 20% for Starr Hill, 18% for the city and 14% for the region (See Figure 17).

Figure 17: Share of Population by Race, 2019



Source: ESRI estimate

<sup>19</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 14, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_S0802&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_S0802&prodType=table).

<sup>20</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 14, 2019, [https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_S0802&prodType=table](https://factfinder.census.gov/aces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_S0802&prodType=table).

### Economic Status and Trends

Starr Hill's median income is just barely below that of the city overall, both hovering around \$50,000. In contrast, median household income in Starr Hill+ is just below \$38,000, 25% less than the city and Starr Hill figures. All three of those geographies are substantially behind the overall MSA median income of nearly \$66,000. A greater share of households in Starr Hill and Starr Hill+—roughly a quarter of households in each geography—were below the poverty line between 2013 and 2017, compared to 20% for the city and 12% for the MSA overall.

Viewing these statistics at the largest concentric circle of analysis—for all Black residents in the Charlottesville region—reinforces the fact that much of these economic results are, sadly, correlated with the racial makeup of these geographies. White residents in the Charlottesville MSA have a median income 68% higher than Black residents. The gap is starker in the city alone, where the white median income is nearly 131% larger than for the Black population.<sup>20</sup>

Poverty levels also reveal a racial divide. Interestingly, on this measure the city's gap is smaller than the region's. Nearly 30% of Black Charlottesville residents live below the poverty line, versus 22% of whites. Across the MSA, those figures are 23% and 11%, respectively.<sup>21</sup>

### ECONOMIC ACTIVITIES

#### Key Takeaways:

- There is limited business activity within Starr Hill that aligns with the regional priority industries/clusters.
- Minority firm ownership tends to be in more locally serving industries, potentially due in part to lower barriers of entry.
- Starr Hill's location within Charlottesville makes its land extremely valuable, which makes it challenging to afford the property purchases that will allow for new, inclusive development.



Starr Hill, Starr Hill+ and Black Charlottesville at-large represent a unique collection of assets—companies and workers in particular, as well as the real estate in these communities. Unlocking their full value, which in turn will generate wealth and raise incomes, requires identifying the most productive linkages between these assets and their strengths to the region's leading economic opportunities.

#### Regional Cluster Connections and General Business Activity

As detailed in the regional analysis, prior studies have identified the region's primary "industry sectors:" 1) Biomedical and Biotechnology, 2) Financial and Business Services, 3) Food and Beverage Manufacturing, 4) Information Technology/Communications and 5) Light Manufacturing. In addition to these sectors of focus, the region's economy is dominated by education, government and health services, in particular due to the dominant position of the University of Virginia.

Starr Hill's local business activity consists largely of government agencies and food services, each comprising a third of employment in the neighborhoods. The government presence is concentrated in the facility at the City Yard, home to facilities for the Department of Public Works, the City Warehouse and the Department of Utilities. West Main Street's storefronts are largely filled with locally owned dining establishments, while Ridge McIntire is home to chain restaurants in Wendy's and McDonald's. Miscellaneous retail and business services make up much of the rest of local jobs.

There is no substantial presence of companies in the neighborhood that align with the region's priority growth sectors/clusters, with only a handful of companies in the tech or biotech fields:

- Elder Research, a data science consultancy
- Hemo Sonic, producer of hemostasis analyzers (machines to assess patients' blood coagulation levels in operating situations)

- Open Bio Labs, an education space to expose K-12 students to biotechnology fundamentals and a small shared lab space for independent research

Quality data for Charlottesville's Black-owned firms and their sectors is not available at a detailed, local level. The closest quantitative indicators are industry breakdowns of company ownership by race for Virginia overall. Though 19% of the state's population is Black, only 4.4% of its companies are Black-owned.<sup>22</sup> Those establishments employ less than their share of Virginia's workers, with 2.5% of the state workforce.

Across high-level industry classifications, the state's Black-owned firms are more prevalent in a handful of areas: (1) administrative and support and waste management and remediation, (2) educational services, (3) health care and social assistance and (4) transportation and warehousing.<sup>23</sup> Of those, only transportation and warehousing has a degree of orientation to traded economic activities. Otherwise, minority-owned firms are most represented in local industries less likely to export their goods and services beyond the region. These patterns may be a result of the relatively lower barriers to entry for business starts in these fields and historic patterns of minority employment.

#### Land Assets

Starr Hill's prime location between UVA and Downtown Charlottesville makes it an attractive area for potential development. While this presents opportunities to leverage the value of neighborhood properties, there are also concerns from current residents regarding the nature of that development and its effects on surrounding areas, both physically and economically. Considerable high-end, multi-family residential construction has taken place further west on Main Street and has steadily marched in the direction of Starr Hill. It has even spilled into the neighborhood with 600 West Main. Additional signature developments on the periphery of the neighborhood—CODE on Water Street and the Dairy Central Project on Preston Avenue—signal the appeal of the area for large investments that may continue to move closer, and into, Starr Hill.

The primary land asset for Starr Hill is the City Yard, 10 acres of city-owned land in the middle of the neighborhood. A mixture of offices, warehouses and equipment and vehicle parking, the parcel is considerably under-utilized relative to other development options. The city previously explored the movement of operations to less prime real estate, but that effort stalled in the mid-2000s. This SAP concept process presents another moment to consider alternative, higher value uses for the property that drive community benefits and are aligned with Starr Hill's vision. The second area of Starr Hill most attractive to redevelopment is the commercial strip between 4<sup>th</sup> Street and Ridge McIntire. The chain retail on this block is out of character with the more niche, experience-oriented local businesses that characterize the rest of the Downtown area. It is these kinds of establishments that have made the area's retail performance resilient over the last several years, even with the rise of online shopping and the expansion of retail offerings in Albemarle County.<sup>24</sup>

A major obstacle to obtaining and redeveloping properties in this area is the generally high cost of property in Charlottesville. The city's commercial and retail vacancy rates are considerably low, especially near downtown, and though substantial new office supply is slated to come on-line in the coming years, trends indicate it will be quickly absorbed by demand.<sup>25</sup> Charlottesville is experiencing the same growth in demand for walkable, mixed-used downtown areas as other cities, as companies are increasingly opening or relocating operations near urban cores. Though City Yard is city-owned, redevelopment scenarios must still take into account the considerable cost of relocating current facilities and services. Though not actively for sale, indications are that the Staples building on Ridge McIntire and its parking lot might cost upwards of \$15 million.

These factors affect redevelopment scenarios for Starr Hill's neighbors as well. While there is underutilized commercial space on Cherry Avenue, just south of Main Street, that could present intriguing development options, local real estate experts anticipate that these properties will also not sell easily or cheaply. Owners are generally content to hold properties near downtown, waiting for development to continue its spread from the downtown core, in time presenting more lucrative deals.

<sup>22</sup> HR&A Advisors, Inc. "City of Charlottesville Office and Retail Market Study," August 6, 2018, <https://www.charlottesville.org/home/showdocument?id=62963>.

<sup>23</sup> HR&A Advisors.

<sup>24</sup> Emily Hays, "Can the Cherry Avenue Small Area Plan provide both investment and affordability for Fifeville?" Charlottesville Tomorrow, June 25, 2019, <https://www.villemtomorrow.org/articles/can-the-cherry-avenue-small-area-plan-provide-both-investment-and-affordability-for-fifeville/>.

The degree of financial resources required to purchase and develop these properties presents risks that neighborhood development in the area will not occur inclusively and without displacement. The region's wealth is overwhelmingly concentrated with white residents, making it difficult for neighborhoods to marshal the resources needed to purchase and develop properties. As Fifeville goes through its own SAP process, it is grappling with the potential for development pressures to move in their direction, with potential to price out current community members.<sup>26</sup> There is a major need to find means and models for neighborhood residents, especially minorities, to own and drive the development in their communities.

#### WORKFORCE

##### Key Takeaways:

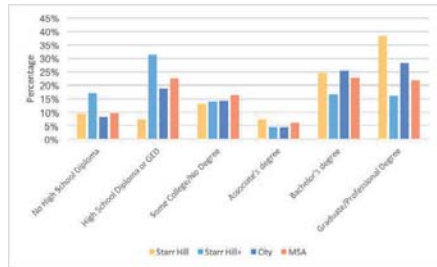
- Starr Hill is considerably well-educated, while Starr Hill+'s residents have lower levels of educational attainment.
- Disparities in occupational categories that have been observed at a regional level are even more stark in Starr Hill+, with white residents in generally more high-skill positions and Black residents skewed much more toward low- and middle-skill jobs.
- Starr Hill and Starr Hill+ are optimally located for those who work downtown or on UVA Grounds, though many residents work along Route 29, with limited transit access.

The residents of Starr Hill, Starr Hill+ and the broader Black community, hold a wealth of skills and knowledge to be deployed in the marketplace. Several questions uncover the degree to which this human capital is being used to its fullest. What are the strongest skills and expertise of this workforce now? What are the leading opportunities to provide supplemental education and training to capture high growth job opportunities? How well is the existing workforce system connecting these people to the best jobs, training offerings, educational programs, etc.

## Education

Levels of educational attainment are substantially higher in Starr Hill than in Starr Hill+, the city or MSA. Approximately 70% of Starr Hill residents have an associate degree or higher, compared to 37% of Starr Hill+ residents and a little over 50% of city and MSA residents. The situation is reversed for Starr Hill+, as nearly half the Starr Hill+ population has a high school diploma/GED or less, well above city and regional averages (see Figure 18).

Figure 18: Share of Population by Educational Attainment, 2019



Source: ESRI estimates

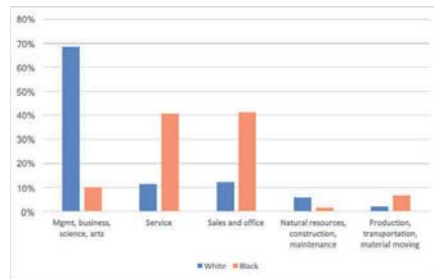
As discussed above in the regional analysis, Black residents in Charlottesville are underrepresented in higher-skill occupations, with greater proportions of the population in middle- and lower-skilled positions. This is true for the Starr Hill+ area, and the disparities are even more stark (see Figure 19). White residents in this area are nearly six times as likely to be in management, business, and science occupations (generally higher-skilled), while Black residents are approximately two-and-a-half times as likely to hold middle- and lower-skilled jobs (with the exception of construction and maintenance jobs, a small portion of residents' jobs overall).

<sup>167</sup> "Real-Time Route Map," Charlottesville Area Transit, accessed October 10, 2019, <http://catpublicdata.pot.net>.

<sup>168</sup> U.S. Census Bureau, "LEHD: OnTheMap," accessed September 15, 2019, <https://onthemap.esri.com/>.

<sup>169</sup> U.S. Census Bureau, "American FactFinder - Results," accessed August 14, 2019, [https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_17\\_5YR\\_B25044&prodType=table](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_17_5YR_B25044&prodType=table).

Figure 19: Occupational Category by Race, Starr Hill+ (2017)



Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

## Job Access

Part of the appeal of Starr Hill's location is its proximity to some of the largest employment centers of the city. Both downtown and UVA are within walking distance of the neighborhood. Additionally, bus service runs down the Main Street corridor on a regular basis, with CAT buses making stops every five to ten minutes during weekdays.<sup>177</sup>

These locational advantages play out in where residents work. Over a quarter of Starr Hill+ residents work in the Census tracts that include downtown, West Main Street or the UVA and UVA Health grounds.<sup>178</sup> At the same time, another fifth of Starr Hill+ residents work in tracts that consist almost entirely of the retail and services on Route 29. Transit access to this area is much more limited, presenting commuting challenges for the 23% of Starr Hill+ residents who do not own a car (double the rate for the city overall).<sup>179</sup>

## COMMUNITY CHARACTERISTICS

### Key Takeaways:

- Starr Hill+, like most of Charlottesville, is comprised of residential areas that have mostly been steady in composition.
- There are some indicators of neighborhoods in and around Starr Hill+ slipping in recent years and becoming less stable.
- The trends in demand for Starr Hill+ and neighborhood communities have been strong and the area's home values are catching up to other parts of the city.

Complementing the ways in which Starr Hill and surrounding neighborhoods connect their assets to the broader economy—how they serve as "Communities of Opportunity"—is the role they play as a place for residents to live, and the packages of amenities that they offer that attract and keep people living there—serving as "Communities of Choice." Both of these roles are essential, and they reinforce each other. When a neighborhood is connecting residents and businesses to the economy well, it is bringing in greater wealth and supporting stronger ownership, which in turn will lead toward higher quality assets that make the neighborhood more compelling as a place to live.

### Neighborhood Types and Trends

Even within Charlottesville's fairly small footprint, there are distinct patterns and variations in the types of neighborhoods present, the ways they've changed over time and the patterns that those changes have taken. To supplement the rich on-the-ground expertise of the project team, two data analytics have been employed here to further detail changes in Starr Hill and surrounding neighborhoods.

The DNT Neighborhood Typology ("DNT") provides a cohesive framework that provides a sophisticated shorthand for understanding diverse geographies.<sup>180</sup> DNT analyzes 23 variables that describe an area's people, businesses and land through a hierarchical clustering methodology. This methodology sorts Census block groups and assembles them with the other block groups to which they are most similar. With these relationships established, groups of neighborhoods with common traits emerge. With DNT, these groups have been broken up into one of 9 neighborhood types (see Figure 20) and 33 sub-types. Each neighborhood type has a distinct identity—for example "Port of Entry" neighborhoods are largely immigrant communities, "Urban

Tapestry" types have a more diverse, eclectic character, "No Place Like Home" neighborhoods are middle-income bedroom communities and so on. Identifying neighborhoods that share a common typology draws connections between areas that share similar challenges, opportunities and likely trajectories for change. Historical data can illustrate the patterns of change that neighborhoods have tended to make from type to type, informing the leverage points that other neighborhoods can experiment with to affect similar change.

Figure 20: Summary of Main DNT Types

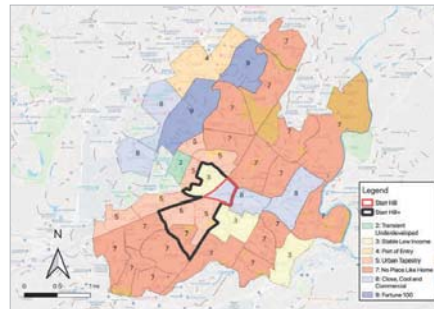
Type Name	Description
<b>Type 1: The Truly Disadvantaged</b>	Highest rates of poverty, crime, unemployment; lowest incomes Mostly single parents and children, seniors Many vacant lots and housing units
<b>Type 2: Transient Underdeveloped</b>	High rates of resident turnover, frequent moves Low home ownership rates, most housing units in apartments Lower employment rate, educational attainment
<b>Type 3: Stable Low Income</b>	Mostly residential, limited business presence Stable populations, lower turnover, higher home ownership Struggle with unemployment, high foreclosure rates
<b>Type 4: Port of Entry</b>	Mostly immigrant communities, often with Hispanic majority Most residents born outside of U.S. Larger business presence and diversity, higher employment rates
<b>Type 5: Urban Tapestry</b>	Most "eclectic," racially diverse type Highly educated, generally middle-income Mostly residential with moderate business presence
<b>Type 6: Coming Attractions</b>	Newer developments (less than 20 years old), recent in-movers Younger, well-educated population; few children Very diverse business presence
<b>Type 7: No Place Like Home</b>	Most "suburban" feel; almost all residential, few businesses Population includes families and retirees aging in place Very stable population, longest tenures
<b>Type 8: Close, Cool and Commercial</b>	"Young professional" population; recent college grads, few kids Mostly renters of high-end apartments, moved in recently High retail concentration and diversity of types
<b>Type 9: Fortune 100</b>	Highest income type; average median of ~\$100,000 Population skews older, but still plenty of families Mostly expensive single-family homes, high ownership rates

<sup>180</sup> See Weissbourd, Bodini and He, *Dynamic Neighborhoods: New Tools for Community and Economic Development, Living Cities*, 2009. Chapter VII outlines the structure of the typology and describes each of its types and sub-types in detail.

The pattern of DNT types in Charlottesville begins to reveal a more nuanced picture of its communities and how they have changed in recent years (see Figures 21 and 22 on the following pages). Over the seven-year period analyzed (2010 to 2017), the dominant type for the city's neighborhoods was "No Place Like Home." This reflects Charlottesville's predominant character as a middle-income community with wide swaths of residential areas with little to no embedded retail or industrial uses. There are subtle shades of variation within the overall type, as sub-types reveal areas that appear to be on the higher end of the income spectrum close to the north end of downtown, with slightly more working class areas to the southwest and northeast sides of the city. There are also areas that reflect the student population that lives off-campus around UVA. This is the likely cause of several of the "Urban Tapestry" block groups that appear on the west end of town, especially those to the south of Grounds on Jefferson Avenue.

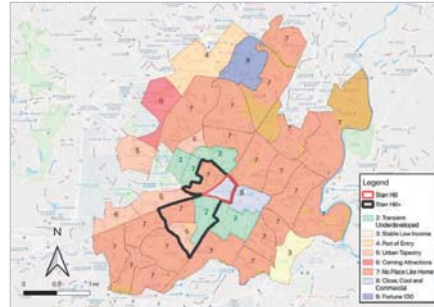
Starr Hill's type is impossible to parse out from the larger block group it sits within, which is identified as the "Downtown" DNT type—not a surprising result given this geography encompasses the Downtown Mall. More information is available for Starr Hill+ and the areas around it (see Figure 23). Types within Starr Hill+ have largely fluctuated among various bedroom community types, likely indicating changes in residents' income while maintaining a largely residential character. This appears to be the case with 10<sup>th</sup> and Page, moving from Stable Low Income to No Place Like Home suggests an increase in incomes while maintaining its residential composition. In Fifeville, the main transition appears along its eastern edge between 5<sup>th</sup> St. and 9<sup>th</sup> St. The move to Transient Underdeveloped indicates a drop in incomes and a more mobile, newer population. There is evidence of increased distress on the periphery of Starr Hill+, with several other Transient Underdeveloped types emerging in 2017 in Rose Hill, Ridge Street and the eastern portion of Venable. The changes there from Stable Low Income and Urban Tapestry neighborhoods also suggests lower incomes and less secure residents.

Figure 21: Charlottesville DNT Neighborhood Types by Census Block Group, 2010



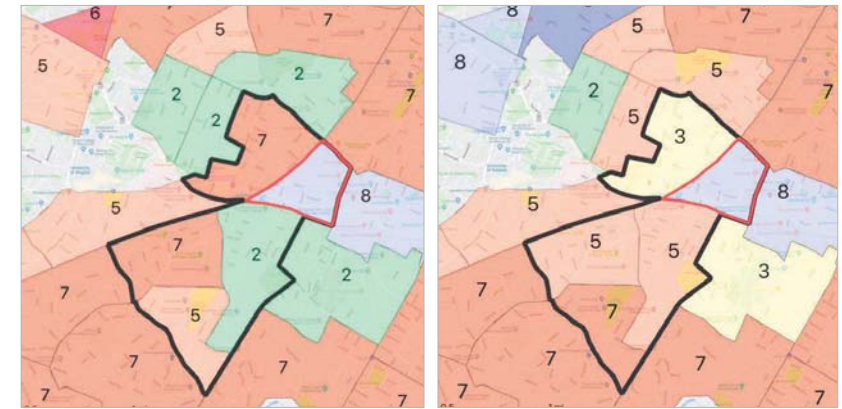
Source: RW Ventures analysis using Dynamic Neighborhood Taxonomy

Figure 22: Charlottesville DNT Neighborhood Types by Census Block Group, 2017



Source: RW Ventures analysis using Dynamic Neighborhood Taxonomy

Figure 23: Starr Hill+ and Vicinity Focus - DNT Transitions, 2010-2017



Source: RW Ventures analysis using Dynamic Neighborhood Taxonomy



### "Neighborhood Choice Areas"

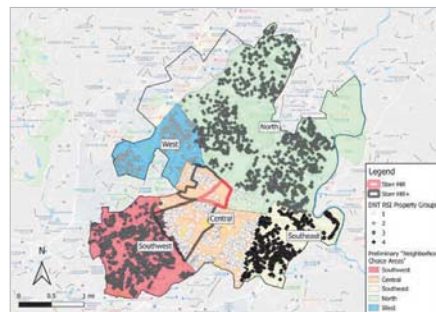
Using DNT requires being bound by specific geographic lines for the sake of data collection and analysis, but neighborhoods in reality do not operate with such hard, clear borders. Their boundaries are fluid, with their character and composition flowing from block to block and melding into one another. Examining how neighborhoods may be structured in more organic patterns requires a more granular level of analysis, ideally getting down to a house-by-house assessment.

Achieving this depth of analysis is possible through a sophisticated repeat sales index (RSI). This methodology utilizes housing sales data to calculate trends in overall demand for a neighborhood, while controlling for the value of the housing stock itself. For instance, if the same house—with no major modifications or upgrades made—sold for \$200,000 in 2000 and \$400,000 in 2019 (controlling for inflation), then one can surmise that the value placed on the house's neighborhood has doubled. Advanced RSI methodologies show how these patterns of change in neighborhood value are reflected in each individual house, and then they group areas of common trends. These groupings identify areas with similar trends in how residential value has changed, suggesting neighborhood definitions that span traditional boundaries. Observing these patterns can facilitate more informed targeting of relevant interventions, showing where adjacent areas might be natural allies and can combine efforts to tap common opportunities.

Applying this RSI methodology is a mixture of art and science. In addition to looking at areas with similar trends in how their ascribed value has changed, a neighborhood's starting point must also be taken into consideration. A neighborhood that tripled in value but started with a median home price of \$100k is quite different from one with a 25% increase in the value buyers placed on it that began with a median home price of \$500k.

All that said, the application of the RSI to Charlottesville does seem at first glance to suggest areas of similarity that cross neighborhood lines. Grouping areas with common RSI change patterns and breaking them into five groups results in the map in Figure 24. This map loosely defines a set of five "Neighborhood Choice Areas". More work would be necessary to clarify whether and how these areas share similar characteristics and dynamics, including demographics, housing stock, incomes, etc.,

Figure 24: RSI Property Groupings and Draft Neighborhood Choice Areas

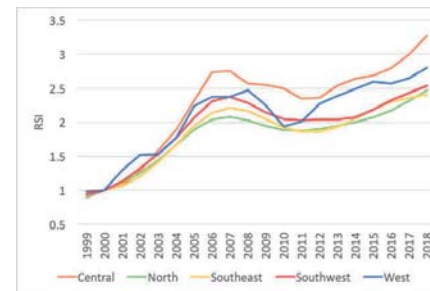


Source: RW Ventures analysis using Dynamic Neighborhood Taxonomy, NeighborScope

For the purposes of this analysis, the RSI patterns suggest that Starr Hill and the surrounding neighborhoods do share a relatively common pattern of demand from homebuyers. This is captured in the Neighborhood Choice Area labeled "Central," which along with Starr Hill includes Ridge Street and the western edge of Belmont. With the exception of Rose Hill, this area captures the Census block groups with the highest proportions of Black residents.

The Central area's change in RSI over the last 20 years shows that its increase in value is the highest of the five preliminary Neighborhood Choice Areas designed here. RSI change suggests that since 2000, the value of this area itself has nearly tripled in the eyes of consumers (see Figure 25).

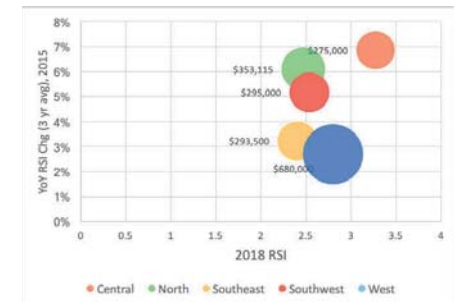
Figure 25: Charlottesville RSI Trends by Neighborhood Choice Area, 1999–2018



Source: RW Ventures analysis using NeighborScope

In addition to the two decade RSI patterns and change, recent RSI changes and home values themselves provide further color to the area's characteristics. The Central area has the lowest median home prices of the five Neighborhood Choice Areas, though it does not trail the other areas on Charlottesville's south side by much. Its average change over the last three years is also the highest in the city (see Figure 26). So, while home values in this part of Charlottesville still lag the rest of the city slightly, they are catching up fast, suggesting an accelerated perception of opportunity in the neighborhood by prospective buyers.

Figure 26: Absolute RSI, Year-over-Year RSI Change (3-year average) and, Estimated Median Housing Price, by Neighborhood Development Zone, 2015



Source: RW Ventures analysis using NeighborScope

### PRELIMINARY STRATEGIES AND INITIATIVES

Ultimately, the point of this analysis must be to point to the strategies, programs, products and services that will better develop and connect the assets of Starr Hill and Black Charlottesville to the leading opportunities in the region's economy. There is a great deal of interest and potential in the entrepreneurship and business ownership of Black Charlottesville's residents. Thus, three of the five primary strategies look to bolster the resources available to those businesses through facilities, financing and sector-based training on emerging industries. A fourth strategy focuses on providing the industry-specific skills training needed to fill roles in strong, growing portions of the regional economy. The fifth strategy, revolving around deeper anchor institution engagement, crosses both the businesses and workforce development arenas. As a cohesive whole, these strategies and the potential initiatives underneath them can build upon the many activities already underway and broaden the array of supports that can help Black Charlottesville find and seize more pathways back to the middle class.



The strategies emerging from this work are:

1) **CREATE A VISIBLE HUB FOR MINORITY BUSINESSES:** Enable the growth and development of minority small businesses by creating a physical hub for those companies and supporting greater activity by existing minority business networks. Potential initiatives include:

- **A Small Business Incubation Center and/or Accelerator Program** with some combination of flexible co-working space, along with business support services and programming that is targeted to local entrepreneurs.

- **New mixed commercial and residential development** that will create a higher density mixed-use, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

2) **FILL SMALL BUSINESS FINANCING GAPS:** Expand the menu of financial products—both debt and equity—to bridge the divide between existing microloans and traditional bank products, facilitating greater small businesses growth. Potential initiatives include:

- **A visible Community Development Financial Institution (CDFI)** to provide entrepreneurs and others with access to financial capital.

- **A Strengthened Business Equity Fund**, expanded in size and scope through new funding sources, such as foundation grants or PRIs, CRA financing from area banks, tax increments generated by Starr Hill development, etc.

3) **SUPPORT FIRM START-UPS AND GROWTH FOR MINORITY ENTREPRENEURS IN TARGETED INDUSTRIES:** Grow minority entrepreneurship in the industries that are strongest within the region, expanding opportunities for wealth creation beyond locally serving goods and services. Potential initiatives include:

- **Entrepreneurship training and support for minorities in the trades**, building a pipeline of minority-owned construction and skilled trades companies that grow from the existing, diverse workforce in this area.

- **Deeper connection to, and programming with, tech sector incubation activities**, aligning with the major investments in the area's tech industry (e.g., CODE, UVA School of Data Science) to grow minority participation, particularly in entrepreneurship and firm starts.

4) **DEEPEN ENGAGEMENT AND COORDINATION WITH ANCHOR INSTITUTIONS:** Leverage the buying power and employment opportunities of the area's largest anchors—particularly UVA + UVA Health—to expand opportunities for small business growth and career advancement. Potential initiatives include:

- **Exploration of career pathway opportunities between large contractors and anchors**, strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors they serve, building additional career pathways for individuals working with (but not necessarily for) the region's largest organizations.

- **Alignment of anchor procurement purchasing processes**, providing a single conduit through which local businesses can identify procurement opportunities that may be spread across multiple organizational divisions, streamlining the process of identifying and bidding on potential contracts.

- **Capacity building programming for small businesses targeted to anchor procurement opportunities**, identifying the areas in which small businesses are most likely to find traction with anchors and growing their ability to compete for contracts, in turn expanding their potential to sell products and services to additional local and national customers.

5) **SCALE AND EXPAND INDUSTRY-FOCUSED WORKFORCE DEVELOPMENT COLLABORATION AND PROGRAMS:** Create opportunities for sector- and industry-targeted workforce development collaborations, offering a variety of skill-development and educational programs to the community. Potential initiatives include:

- **Expanded training programming for construction and skilled trade positions**, responding to industry demand and aging workforce through larger program and class sizes

more programming targeted to disconnected populations (e.g., training for currently incarcerated individuals).

- **Engagement of tech sector in industry-led workforce consortium concept**, applying an established best practice for private sector engagement in sector-specific workforce development efforts which can create a stronger pipeline of talent into tech jobs, including traditional disconnected minority populations.

While these strategies aspire to truly move the needle on incomes, wealth and ownership, they are but necessary first steps. Ideally they would be re-evaluated over time to assess how well they still reflect economic conditions, and to confirm whether implementing initiatives are generating the intended impacts. These strategies are also designed to be wholly complementary to the strategies and initiatives flowing into the SAP from other lines of inquiry.

## CONCLUSIONS

In many ways and on many measures, Charlottesville is a thriving place. Its population and its economy are growing by leaps and bounds. Its quality of life is well known and well regarded, attracting many new residents who are interested in the environment and way of life that it provides. With a wide array of cultural and recreational options, Charlottesville has a lot to offer to those who can afford to move there and take advantage of its amenities.

Of course, the complete picture is more complicated. There are wide disparities by race and ethnicity in who is benefiting from this growth and who is able to truly enjoy all that Charlottesville has to offer. In some ways, Charlottesville is struggling to accommodate the attention it is receiving and the growth that is taking place. Limited space for new development and the ever-increasing demand for land close to downtown is pushing property prices through the roof, with spillover effects onto neighborhoods that have traditionally been cut out of the benefits of city's growth. The long-term prospects for the region's overall growth are somewhat murky—with an economy dominated by a university anchor and largely supplemented with other non-traded activities, the regional economy is still weak in the traded sectors that have the greatest potential to generate economic opportunities for businesses and workers. Companies, just like residents, struggle with the high costs of space and the limitations on growth.

Regardless of how Charlottesville does grow, it is clear that minorities, especially Charlottesville's Black community, are still working to be included in owning and driving that growth. The high-growth sectors that show some promise as nascent traded clusters—particularly biotech and IT—suffer from limited minority business ownership and employment. With a highly educated workforce in general, the gaps in educational credentials that Black residents are coping with have an even greater impact on job prospects. Several different organizations and government agencies are working to remedy this situation but do so with limited resources and a lack of deep participation by the private sector.

With all the assets and resources at Charlottesville's disposal, there is no reason why these issues cannot be satisfactorily resolved. One avenue for affecting this change is through Starr Hill and the activities associated with the SAP. The SAP process has clarified the neighborhood's vision, particularly in relation to the major asset of City Yard. New development on such a strategically located parcel has the potential to be transformative on a variety of levels—for Starr Hill, for its neighbors, for Black Charlottesville, and for the region overall. All of Charlottesville has a stake in the success of this plan, this neighborhood and the Black community. As they unlock their full potential, the resulting growth—economically and culturally—will make Charlottesville a more dynamic city.

The avenues back to the middle class for Black Charlottesville are beginning to be unearthed. Stimulating entrepreneurship in the tech sector now will lay the groundwork for deeper participation in that growing cluster. Sector-specific, industry-driven training in areas such as cybersecurity can connect workers to growing fields with targeted, non-degree credentials. Certain more locally serving industries, such as construction and trades, are experiencing changes in the workforce that suggest opportunities for newly trained workers armed with the in-demand certifications, and for entrepreneurship that leverages the expertise of employees currently in the industry. The importance of UVA to the regional economy will not change anytime soon, and it still can be a vehicle to increase minority ownership and business growth, aided with more collaboration with small businesses to identify supply opportunities, assist businesses with scaling and improving service quality, etc. These and other opportunities can deepen Black involvement in, leadership of, and gains from the Charlottesville economy and create a new vision for what Starr Hill and Charlottesville can become as they continue to move forward together.



## RESOURCE ASSESSMENT REPORT

The Resource Assessment Report outlines the institutional, individual and financial resources that can be leveraged to support the implementation of the strategies identified as part of the community engagement and research activities of the Starr Hill Small Area Plan process. This report is divided into several sections:

- The Strategies & Partners sections provide an overview of partners and champions that can support in driving initiatives forward;
- The Financing and Resourcing Toolbox outlines the types of funding and financing opportunities that can be leveraged to implement the initiatives outlined in the Small Area Plan;
- The City Yard Deep Dive discusses in further detail the resourcing and programming considerations for the proposed development on this property;
- The Community Benefits & Return on Investment section provides recommendations and preliminary impact projections that can be derived from the implementation of the proposed initiatives.



30 October 2019

# OPPORTUNITY STRATEGIES & PARTNERS

## OPPORTUNITY 1 – STRATEGIES & PARTNERS *Economic and Entrepreneurial*

**ORGANIZATIONS ENGAGED:** City & County Economic Development / Workforce Development et al., Chamber Diversity Council, Black Professional Network and trade business owners, Jefferson School Foundation, Community Investment Collaborative, University of Virginia, Piedmont Virginia Community College, Network2Work, Charlottesville-Albemarle Technical Education Center, iLab/Catalyst, WeCodeToo, Local Initiative Support Corporation, Operation HOPE, LOCUS Impact Investing/VCC, Fountain Fund, Charlottesville Business Innovation Council, Charlottesville-Albemarle Technical Education Center, Charlottesville Economic Development Authority, Central Virginia Partnership for Economic Development, Virginia Economic Development Partnership, Charlottesville Community Area Foundation, Center of Development Entrepreneurs, 100 Black Men, 100 Black Women, area construction entities and trade organizations such as Habitat for Humanity, Piedmont Housing Alliance, Blue Ridge Home Builders Association, and other private sector developer-builders; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area merchants and local businesses; area banks; Aramark and CFA Institute.

**Strategy I - CREATE A VISIBLE HUB FOR BLACK BUSINESSES:** Enable the growth and development of Black small businesses by creating a physical hub for those companies and supporting greater activity by existing Black business networks. **Potential initiatives include:**

- **A Small Business Incubation Center and/or Accelerator Program** with some combination of flexible co-working space, along with business support services and programming that is targeted to local entrepreneurs.

–**Champions:** Community Investment Collaborative and New Hill Development Corporation

–**Potential Collaborators:** Chamber of Commerce, Chamber Diversity Council, iLab/Catalyst, Covington Sports, Culinary Concepts AB, and Charlottesville Community Area Foundation.

- **New mixed commercial and residential development** that will create a higher density mixed-use, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

–**Champions:** New Hill Development Corporation and Partner Developer in cooperation with the Office of Community Redevelopment

–**Potential Collaborators:** area construction entities and trade organizations such as Habitat for Humanity, Piedmont Housing Alliance, Blue Ridge Home Builders Association, Lynx Ventures and area developers.

**Strategy II – FILL SMALL BUSINESS FINANCING GAPS:** Expand the menu of financial products—both debt and equity—to bridge the divide between existing microloans and traditional bank products, facilitating greater small businesses growth. **Potential initiatives include:**

- **A visible Community Development Financial Institution (CDFI)** to provide entrepreneurs and others with access to financial capital.

–**Champions:** LISC in partnership with New Hill Development Corporation

–**Potential Collaborators:** Community Investment Collaborative, Piedmont Housing Alliance, Operation HOPE, LOCUS Impact Investing/VCC.

- **A Strengthened Business Equity Fund,** expanded in size and scope through new funding sources, such as foundation grants or PRIs, CRA financing from area banks, tax increments generated by Starr Hill development, etc.

–**Champions:** LISC in partnership with New Hill Development Corporation

–**Potential Collaborators:** City & County Economic Development / Workforce Development, Community Investment Collaborative, Central Virginia Partnership for Economic Development, Charlottesville Community Area Foundation.

**Strategy III – SUPPORT FIRM START-UPS AND GROWTH FOR BLACK ENTREPRENEURS IN TARGETED INDUSTRIES:** Grow black entrepreneurship in the industries that are strongest within the region, expanding opportunities for wealth creation beyond locally serving goods and services. **Potential initiatives include:**

- **Entrepreneurship training and support for minorities in the trades** building a pipeline of Black-owned construction and skilled trades companies that grow from the existing, diverse workforce in this area.

–**Champions:** Heritage United Builders and Network2Work

–**Potential Collaborators:** City & County Economic Development / Workforce Development, Community Investment Collaborative, Blue Ridge Home Builders Association.

- **Deeper connection to, and programming with, tech sector incubation activities,** aligning with the major investments and private sector growth in the area's tech industry (e.g., WillowTree, UVA School of Data Science) to grow Black participation, particularly in entrepreneurship and firm starts.

–**Champion:** New Hill Development Corporation

–**Potential Collaborators:** CODE, iLab/Catalyst, WeCodeToo, Charlottesville Business Innovation Council, Willow Tree.

**Strategy IV – DEEPEN ENGAGEMENT AND COORDINATION WITH ANCHOR INSTITUTIONS:** Leverage the buying power and employment opportunities of the area's largest anchors—in particular UVA, UVA Health, Sentara, and City/County governments—to expand opportunities for small business growth and career advancement. **Potential initiatives include:**

- **Exploration of career pathway opportunities between large contractors and anchors,** strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors they serve, building additional career pathways for individuals working with (but not necessarily for) the region's largest organizations.

–**Champion:** UVA Office of Economic Development

–**Potential Collaborators:** UVA Health System, Aramark, UVA/Facilities Management, Sentara Martha Jefferson.

- **Alignment of anchor procurement purchasing processes,** providing a single conduit through which local businesses can identify procurement opportunities that may be spread across multiple organizational divisions, streamlining the process of identifying and bidding on potential contracts.

–**Champion:** New Hill Development Corporation

–**Potential Collaborators:** UVA / Procurement, Economic Development, Finance and Health; City & County Economic Development / Workforce Development.

- **Capacity building programming for small businesses targeted to anchor procurement opportunities,** identifying the areas in which small businesses are most likely to find traction with anchors and growing their ability to compete for contracts, in turn expanding their potential to sell products and services to additional local and national customers.

–**Champion:** New Hill Development Corporation

–**Potential Collaborators:** UVA / Procurement, Economic Development, Finance and Health; City & County Economic Development / Workforce Development.

**Strategy V – SCALE AND EXPAND INDUSTRY-FOCUSED WORKFORCE DEVELOPMENT COLLABORATION AND PROGRAMS:** Create opportunities for sector- and industry-targeted workforce development collaborations, offering a variety of skill-development and educational programs to the community. Potential initiatives include:

- **Expanded training programming for construction and skilled trade positions**, responding to industry demand and an aging workforce through larger program and class sizes, and more programming targeted to disconnected populations (e.g., training for currently incarcerated individuals).

– **Champion:** New Hill Development Corporation

– **Potential Collaborators:** CATEC, Blue Ridge Home Builders Association, Piedmont Virginia Community College.

- **Engagement of growth sectors in industry-led workforce consortium concept**, applying an established best practice for private sector engagement in sector-specific workforce development efforts, creating a stronger pipeline of talent into tech and bio-tech jobs, including from traditionally disconnected Black populations.

– **Champion:** New Hill Development Corporation

– **Potential Collaborators:** Chamber of Commerce, UVA Economic Development, WillowTree, Castle Hill Gaming, CFA Institute, NGIC, CODE, Central Virginia Partnership for Economic Development.

## OPPORTUNITY 2 – STRATEGIES & PARTNERS Housing and Connectivity

**ORGANIZATIONS ENGAGED:** Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches and small merchants; Jefferson School Foundation and Jefferson School African-American Heritage Center; Commerce Street facing businesses and residents; Piedmont Environmental Council; City & County Economic Development, Neighborhood Development Services, Public Works, Police and Fire, Parks & Recs and Safe Routes to Schools; Chamber Diversity Council, Black Professional Network and trade business owners, Community Investment Collaborative, University of Virginia, Charlottesville Business Innovation Council, Charlottesville Economic Development Authority, Central Virginia Partnership for Economic Development, Virginia Economic Development Partnership, Piedmont Virginia Community College, Jefferson School Foundation, area construction entities and trade organizations such as

Habitat for Humanity, Piedmont Housing Alliance, Blue Ridge Home Builders Association, and other private sector developer-builders.

**Strategy I – SUSTAIN AND GROW STARR HILL'S RESIDENTIAL CORE:** Establish affordable and market rate housing options, and home ownership protections, within the existing residential neighborhood and on newly developed tracts in Starr Hill. **Potential initiatives include:**

- **The construction of new, affordable, single family homes**, strengthening the border of the existing Starr Hill residential community along Brown Street.

– **Champions:** New Hill Development Corporation and Partner Developer

– **Potential Collaborators:** CLIHC, Building Goodness Foundation, Habitat for Humanity, Piedmont Housing Alliance.

- **Support the Anti-Displacement Tax Fund Program**, and other strategies that support and encourage home ownership, maintaining the affordability of property ownership in Starr Hill and the broader community.

– **Champion:** New Hill Development Corporation

– **Potential Collaborators:** VHDA, Habitat for Humanity, Charlottesville Department of Economic Development, Neighborhood Services, City Planning Commission.

- **New mixed commercial and residential development**, that will create a higher density mixed-use and typology, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

– **Champions:** New Hill Development Corporation and Partner Developer in cooperation with the Office of Community Redevelopment

– **Potential Collaborators:** Habitat for Humanity, Piedmont Housing Alliance, Community Investment Collaborative, Main Street Merchant Association, Chamber of Commerce, Chamber Diversity Council.

**Strategy II – INCREASE PHYSICAL CONNECTIVITY BETWEEN STARR HILL AND ADJACENT NEIGHBORHOODS:** Develop clear, visible and safe pathways that strengthen connectivity between Starr Hill and adjacent residential and commercial areas, and that serve the needs of area residents. **Potential initiatives include:**

- **Support the existing Rail-to-Trail conversion**, specifically plans to create a green pedestrian throughway along the rail spur adjacent to City Yard and spanning across Preston Avenue.

– **Champions:** New Hill Development Corporation in partnership with area residents

– **Potential Collaborators:** Residents of Starr Hill, 10th & Page and other neighboring residential communities; Piedmont Environmental Council; and City Departments of Economic Development, Neighborhood Development Services, Public Works, Police and Fire, Parks & Recs and Safe Routes to Schools.

- **Reopen the tunnel connection between Starr Hill and 10th & Page neighborhoods**, strengthening the connectivity between the two neighborhoods with safe, pedestrian friendly access beneath the active rail line.

– **Champions:** New Hill Development Corporation in partnership with area residents

– **Potential Collaborators:** Residents of Starr Hill, 10th & Page and other neighboring residential communities; Jefferson School Foundation and Jefferson School African-American Heritage Center Piedmont Environmental Council.

- **Calm 4th Street between West Main Street and Preston Avenue**, promoting increased pedestrian access and safety across and along the corridor.

– **Champions:** Jefferson School Foundation in partnership with area residents

– **Potential Collaborators:** General Public; Residents of Starr Hill, 10th & Page and other neighboring residential communities;

Starr Hill area churches and small merchants; Jefferson School Foundation and Jefferson School African-American Heritage Center; 4th Street facing businesses and residents.

- **Transform Commerce Street between 4th and 6th Streets**, re-establishing the vital connection between Starr Hill's residential neighborhood, the Jefferson School and West Main Street.

– **Champion:** Jefferson School Foundation

– **Potential Collaborators:** Jefferson School African-American Heritage Center and Residents of Starr Hill.

- **Identify a location – such as the Amtrak lot on West Main Street – for a City-owned parking deck**, relieving pressure on Starr Hill's residential community, and ensuring that adequate parking is mandated for new developments within Starr Hill.

– **Champions:** New Hill Development Corporation in partnership with Starr Hill residents and churches

– **Potential Collaborators:** Residents of 10th & Page, Fifeville and other neighboring residential communities; Starr Hill area small merchants; Jefferson School Foundation and Jefferson School African-American Heritage Center.

## OPPORTUNITY 3 – STRATEGIES & PARTNERS Placemaking, Culture and Legacy

**ORGANIZATIONS ENGAGED:** City Departments of Economic Development, Neighborhood Development Services, Police and Fire, and Parks & Recs; Carver Recreation Center, Jefferson School African-American Heritage Center, Piedmont Environmental Council; Food and Garden Networks and Organizations, Community Gardens; Jefferson School Foundation; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches, merchants and businesses; Chamber Diversity Council; Black Professional Network and trade business owners and artists; Center of Development Entrepreneurs; community service and non-profit organizations; area culture entities and artists of arts and histories; youth-focused care and service organizations; nature, health and wellness organizations.



**Strategy I – Amplify JEFFERSON SCHOOL AS A CENTER FOR AFRICAN-AMERICAN PUBLIC LIFE:** Work with the leadership of Jefferson School to grow its tenant community and continue to transform the historic building and surrounding property as an actively programmed, public square for the community of all ages. **Potential initiatives include:**

- **Strategically populate the indoor and outdoor spaces of the Jefferson School** with businesses, services and products that serve the African-American community on a wider spectrum including education, economic, and social venues.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** Starr Hill area residents and Black professionals & artists.

- **Launch a monthly Food Truck Court**, a gathering on the Jefferson School parking circle of food trucks and restaurant vendors with entertainment.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** Food Truck and Restaurant Vendors; Black Professional Network trade businesses and artists; Residents of Starr Hill, 10th & Page and neighboring residential communities.

- **Host a monthly makers/artist vendors market** along 4th Street between Commerce Street and the Jefferson School driveway featuring products and services from Black artists, artisans and community organizations.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** Vendor Market businesses, Black Professional Network trade businesses

and artists; Residents of Starr Hill, 10th & Page and neighboring residential communities.

- **Establish outdoor performance spaces or an amphitheater** for a mix of community based and impromptu events and engagements.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** Black Professional Network trade businesses and artists; Residents of Starr Hill, 10th & Page and neighboring residential communities.

**Strategy II – STRENGTHEN STARR HILL PARK AND OTHER PUBLIC SPACES:** Enhance Starr Hill Park with new landscaping and buffers, and community programming. Create new, flexible public spaces throughout the broader Starr Hill neighborhood to emphasize community, culture and a sense of belonging for all ages. **Potential initiatives include:**

- **Reimagine Starr Hill Park** with new landscaping to include plantings, benches, a playground and community garden plots.

–**Champions:** New Hill Development Corporation in partnership with Starr Hill residents

–**Potential Collaborators:** Residents of 10th & Page and other neighboring residential communities; Starr Hill area churches.

- **Create pocket parks and other free, public places** throughout Starr Hill to pause and invite community engagement, reflection and interaction.

–**Champion:** New Hill Development Corporation

–**Potential Collaborators:** Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches, merchants and businesses; Jefferson School Foundation and JS African-American Heritage Center.

- **Transform surfaces on buildings and parking decks** with green wall and rooftop garden opportunities.

–**Champion:** Jefferson School Foundation

–**Potential Collaborators:** Community Gardens; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Piedmont Valley Environmental.

- **Identify new opportunities to connect green spaces throughout the neighborhood** (e.g., the park, the Rail-to-Trail pathway), and enhance spaces between buildings with art, plantings and benches.

–**Champions:** New Hill Development Corporation in partnership with Starr Hill residents

–**Potential Collaborators:** Starr Hill Churches; Residents of 10th&Page and other neighboring residential communities; Jefferson School Foundation and Jefferson School African-American Heritage Center.

- **Create and install a neighborhood map** in the park, and potentially other areas of the neighborhood, showing relationships and connections to other neighborhood green features and amenities.

–**Champions:** New Hill Development Corporation in partnership with Starr Hill residents

–**Potential Collaborators:** Starr Hill Churches and Merchants; Residents of 10th & Page and other neighboring residential communities; Jefferson School Foundation and Jefferson School African-American Heritage Center.

**Strategy III – PLACEMAKING AND LEGACY ART:** Identify multiple spaces throughout the Starr Hill community (indoor and outdoor) for the installation of more art and placemaking artifacts that tell the stories of Charlottesville's Black community in a variety of forms for all ages. **Potential initiatives include:**

- **Enhancing streetscapes and building facades** with murals and other art installations, both permanent and temporary or seasonal.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** New Hill Development Corporation; Black Professional Network of business and artists; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches, merchants and businesses.

- **Utilize the inside of Jefferson School as a canvas** to tell the story of the building and the broader Black Experience, and to promote and introduce the community to more Black artists.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** New Hill Development Corporation; Black Professional Network of business and artists; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches, merchants and businesses.

- **Identify areas throughout the community that are of cultural significance** and establish art programs and installations in those spaces.

–**Champions:** Jefferson School Foundation & Jefferson School African-American Heritage Center

–**Potential Collaborators:** New Hill Development Corporation; Black Professional Network of business and artists; Residents of Starr Hill, 10th&Page and other neighboring residential communities; Starr Hill area churches, merchants and businesses.

## FINANCING & RESOURCING TOOLBOX

The toolbox below provides an overview of the funding sources, financing tools and incentive techniques that can be leveraged to implement the strategies outlined in the Small Area Plan. A combination of public and private sources will need to be considered to support the implementation of strategies.

### I. PUBLIC FINANCING – FEDERAL Community development & housing

- **Low Income Housing Tax Credits (LIHTC):** An indirect Federal subsidy used to finance the development of affordable rental housing for low-income households. Investors receive a dollar-for-dollar credit against their Federal tax liability each year over a period of 10 years. The LIHTC program is administered in Virginia by the Virginia Housing Development Authority (VHDA). Of the 2019-2020 LIHTC Qualified Allocation Plan in Virginia, 15% was allocated to the Non-profit Pool, 15% to the New Construction Pool, and 9.2% was allocated to the Northwest / North Central Virginia Area Pool. <https://www.vhda.com/BusinessPartners/MFDevelopers/LIHTCProgram/>
- **Community Development Block Grant (CDBG) program:** CDBG provides communities with resources to address a wide range of community development needs, including affordable housing, workforce training, and job creation through the expansion and retention of businesses. FY 2019-2020 CDBG funding for the City of Charlottesville has been set aside for Economic Development Activities. The CDBG program total has an estimated \$395,052.82 for the 2019-2020 program year. [https://www.hud.gov/program\\_offices/comm\\_planning/communitydevelopment/programs](https://www.hud.gov/program_offices/comm_planning/communitydevelopment/programs)
- **HOME Investment Partnership Program:** Formula grants to States and localities that communities use in partnership with local nonprofit groups to fund a wide range of activities that build, buy, and / or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance. The City's HOME total for 2019-2020 consists of an estimated \$73,603, in addition to \$18,400.75 for the

City's 25% required match, and \$28,379 in program income. The CDBG/HOME Task Force recommended funding to programs that support homeowner rehabilitation for FY 2019-2020. [https://www.hud.gov/program\\_offices/comm\\_planning/affordablehousing/programs/home/](https://www.hud.gov/program_offices/comm_planning/affordablehousing/programs/home/)

- **EPA Brownfields Grants:** The EPA provides a variety of grants to address different steps in the brownfield development process: assessing and inventorying sites, loan capitalization to fund cleanup, environmental-related job training for residents affected by brownfield sites, regional research and planning for broad revitalization strategies and technical assistance. <https://www.epa.gov/brownfields/types-brownfields-grant-funding>

### Economic development

- **Community Economic Development (CED) Program:** A federal grant program funding Community Development Corporations that address the economic needs of low-income individuals and families through the creation of sustainable business development and employment opportunities. CED funds can be used toward a variety of projects, including start-up or business expansion activities, provided the expenditures create positions that can be filled by individuals with low incomes. CED projects are expected to actively recruit low-income individuals to fill the newly created positions, to assist those individuals in successfully holding those jobs and ensure that the businesses and jobs created remain viable. Business incubators and shopping centers can be funded as part of this program. <https://www.acf.hhs.gov/ocs/programs/ced>
- **Economic Development Administration (EDA) programs:** The EDA manages several different grant programs that all must apply to "distressed communities," which the EDA defines as "cohesive area[s] capable of undertaking self-sustained economic development," whose unemployment rate is at least one point higher than the national figure or whose per capita income is 80% of the national average.

–**Public Works:** Provides funding for a broad range of infrastructure or facilities that will help implement the growth strategies of the region. Past supported projects include workforce training facilities, science and research parks, incubators and accelerators, and more. <https://www.eda.gov/pdf/about/Public-Works-Program-1-Pager.pdf>

–**Regional Innovation Strategies:** A two-pronged program that includes the i6 Challenge for innovation and entrepreneurship centers focused on research commercialization, and the Seed Fund Support Program for TA in developing "equity-based, cluster-focused seed funds" that go toward high-growth startups. <https://www.eda.gov/oi/e/ris/>

- **Small Business Administration (SBA) programs:** The SBA supports small business development through funding and technical assistance programs.

–**SBIR/STTR:** Two related programs focused on stimulating greater innovation and commercialization of research into new products and processes. Funding can support initial R&D work, provided its commercial potential is sufficiently demonstrated, and further phases of funding can go toward commercialization actions. Awards go explicitly to for-profit firms, though STTR has a requirement that the awardee partner with a non-profit research institution. <https://www.sbir.gov/about>

–**SBA-guaranteed loans:** The SBA does not lend directly, but rather works with other lenders and facilitates their access to capital, leading to good rates for borrowers. These loans are meant for companies that have exhausted all other loan options, and that have basic business resources in place (business plan, financial projections, collateral, etc.). <https://www.sba.gov/funding-programs/loans>

- **Workforce Innovation and Opportunity Act Funds (WIOA):** WIOA is designed to help job seekers access employment, education, training, and support services to succeed in the labor market and to match employers with workers. WIOA funds are administered by the Department of Labor through formula grants to states. These grants

support career and training services, as well as education and literacy programs for adult job seekers. WIOA seeks to create alignment of workforce strategies and programs within each state, breaking down silos and coordinating services in compliance with Unified of Combined State Plans. This coordination can be cumbersome, requiring long-term state-level planning efforts and diligent work by local agencies to ensure program alignment with state systems, along with collaboration with other agencies, organizations, and employers across the workforce system. Locally, the WIOA allocations that applied to Charlottesville are managed by Virginia Career Works—Piedmont Region, and training services are provided by Goodwill Industries of the Valleys current funding allocations are relatively small, leaving limited opportunities for expansion of services with these dollars. <https://www.doleta.gov/Performance/Results/AnnualReports/PY2017/reports/VA/VA%20Title%20I.pdf>

### Placemaking

- **National Park Service grants:** The National Park Service Community Assistance in Conservation and Recreation Grants provide funding for conservation and park-based projects, including those that promote healthy parks, and those that develop and improve connections to parks and greenways within urban areas. Applications are accepted from state and local agencies, tribes, non-profit organizations, and community citizen groups. <https://www.nps.gov/orgs/rca/apply.htm>
- **Transportation Alternatives grants:** The Transportation Alternatives program is intended to make biking and walking safer and more convenient by funding a wide range of projects that support transportation enhancements, including pedestrian and bicycle facilities, recreational trails, community improvement activities including vegetation management, and rails to trails. States administer funds through a grant program; in Virginia this funding is managed by VDOT through their Local Assistance Division. <http://www.virginiadot.org/business/prenhancegrants.asp>

## II. PUBLIC FINANCING – STATE & REGIONAL Housing

- **Virginia Housing Development Authority (VHDA):** VHDA provides loans for construction, acquisition/rehabilitation and refinancing of rental properties and mixed-use properties, including tax-exempt bond financing and taxable bond financing. VHDA financing can support mixed-income and mixed-use with mixed-income properties. VHDA's Workforce Housing program, which provides financing for mixed-income and mixed-use developments, requires that a percentage of units must be reserved for residents whose annual income does not exceed certain limits. <https://www.vhda.com/Programs/Pages/Programs.aspx>
- **Virginia Housing Trust Fund (HTF):** The Virginia HTF was established in 2013 with an initial budget of \$7 million. At least 80 percent of the money from the Fund is allocated to providing flexible financing for low-interest loans through eligible organizations. Loans are provided for: a) affordable rental housing, including new construction, rehabilitation, repair, or acquisition of housing to assist low or moderate income citizens, as well as land and land improvements; b) down payment and closing cost assistance for homebuyers; and, c) short, medium and long term loans to reduce the cost of homeownership and rental housing. Funds for the production and preservation of affordable rental and homebuyer housing are administered through the Affordable and Special Needs Housing (ASNH) Program. <https://www.dhcd.virginia.gov/virginia-housing-trust-fund>

### Economic development

- **Virginia Small Business Financing Authority (VSBFA):** An entity backed by the State of Virginia, VSBFA offers financing to businesses, localities and Economic Development Authorities to support fixed asset purchases (e.g., land, buildings, and equipment). Many of VSBFA's loans are intended to be used in conjunction with bank and other financing. VSBFA's offerings include loans designed to: a) fill gaps between bank loans and private equity; b) provide credit enhancement to banks that are lending to businesses and non-profits; and c) provide bond financing to benefit non-profit businesses. VSBFA's SwaM (Small, Women- and Minority-owned businesses) loan fund provides small

dollar direct loans that do not require bank participation. <https://www.sbsd.virginia.gov/virginia-small-business-financing-authority/>

- **Go Virginia Region 9 Grants:** The Central Virginia Partnership for Economic Development now manages the funding and implementation of initiatives aligned with the Region 9 Growth and Diversification Plan. Grant funding is available on a rolling basis for projects that focus on identified target industries (e.g., Financial and Business Services, Food and Beverage Manufacturing) and that support talent development; growing existing businesses; facilitating startups, innovation and commercialization of research; or targeted site development. <https://www.centralvirginia.org/about-the-partnership/go-virginia/>
- **Virginia Brownfields Restoration and Economic Redevelopment Assistance Fund (VBAF):** VBAF provides grants or loans to local governments to promote restoration and redevelopment of brownfield sites and to address environmental problems or obstacles to reuse so that these sites can be effectively marketed to new economic development prospects. <https://www.vvedp.org/brownfields>

### Arts & culture

- **The Virginia Commission for the Arts:** The Virginia Commission for the Arts builds and strengthens the state's cultural infrastructure by supporting Virginia's individual artists, arts entrepreneurs, businesses and institutions. Project grants are provided to facilitate new and innovative projects or services that engage the community and that have the potential to advance cultural presence, awareness and connections. General operating support grants are provided to assist organizations of artistic merit in fulfilling their missions by providing funds to maintain their stability and encourage their advancement. <http://www.arts.virginia.gov/grants.html>
- **Virginia Humanities:** As the state humanities council, Virginia Humanities provides financial assistance to support individuals and communities in their efforts to understand the past, confront important issues in the present, and shape a promising future. The organization provides grants, typically up to \$10,000, to nonprofit organizations seeking to develop public humanities programs for local audiences. <https://www.virginiahumanities.org/programs/#Grants%20&%20Fellowships>

## III. PUBLIC FINANCING – CHARLOTTESVILLE

- **Charlottesville Affordable Housing Fund (CAHF):** The primary purpose of the CAHF is to provide financial resources to address the affordable housing needs of individuals and families who live or work in the City by promoting, preserving and producing quality, long-term affordable housing options; providing housing related services to low-income and moderate-income households; and providing support for non-profit and for profit organizations that actively address the affordable housing needs of low- and moderate-income households. CAHF funds can be used for development, predevelopment, construction (including affordable and mixed-income). The 2020 Capital Improvement Program appropriation to the fund is \$800K, though the application process for 2020 funding awards has already closed. <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/housing-grants/charlottesville-affordable-housing-fund>
- **Charlottesville Economic Development Authority (CEDA):** The Charlottesville Economic Development Authority promotes economic development in the city, in pursuit of a broader tax base and more jobs. CEDA provides tax-exempt financing for manufacturers and charitable organizations by leveraging its bonding authority. It also has the ability to develop private sector partnerships to acquire, own, lease and dispose of property, providing there is an economic development objective. Programs supported by the CEDA include CVille Match, a new program that provides matching grants up to \$25,000 to advance commercialization efforts of local companies and help local companies create new jobs in traded sectors. <https://www.charlottesville.org/departments-and-services/departments-a-g/economic-development/economic-development-authority>

## IV. FINANCIAL INSTITUTIONS – BANKS & CDFIS

- **Banks and CRA-motivated lending:** Due to their availability, market-rate loans are widely used in affordable housing development projects and home purchase programs. This capital is utilized in conjunction with concessionary financing, such as below-market-rate loans, deferred payment loans and grants. Community Reinvestment Act

(CRA) requirements incentivize banks to provide capital with favorable terms to qualified affordable housing projects. CRA-motivated bank investments may include LIHTC investments, preferred equity and mezzanine financing, and direct lending, including construction and permanent loans. Rates on lending products are usually prime or LIBOR based and often carry a below-market-rate of interest.

- **Community Development Financial Institutions (CDFIs):** Not all banks want to, or have the ability to, provide direct commercial real estate project exposure as part of the CRA mandate. A bank may lend to CDFIs and other intermediaries, which are specialized financial institutions with a primary mission to promote community and economic development by providing financial products to communities underserved by traditional financial institutions. A CDFI, in turn, makes loans and investments in the bank's identified geographic footprint. CDFIs may utilize a range of financing vehicles across asset classes, including direct loans, equity investments, loan guarantees, and recoverable grants. Certified CDFIs that serve geographies in the Virginia market include Virginia Community Capital, Piedmont Housing Alliance, Capital Impact Partners and LISL.

## V. PHILANTHROPY – FOUNDATION, PRIVATE SECTOR & INDIVIDUALS National foundations & charities

Foundations distribute grants and make investments (PRIs, loan guarantees, recoverable grants, etc.) out of foundation endowments based on issue area priorities. A few select grant opportunities relevant to initiatives presented in the Small Area Plan are outlined below.

- **Kresge Foundation's** place-based initiatives support Creative Placemaking practitioners that work in disinvested communities and seek to improve the bedrock conditions of low-income people. <https://kresge.org/programs/arts-culture/increase-creative-capacity-shape-healthier-neighborhoods>
- **Knight Foundation's** public spaces focus area provides grants to support the creation of public spaces that facilitate community connection and civic engagement. <https://knightfoundation.org/challenges/public-spaces-fellowship>

- **Ford Foundation:** Just Cities and Regions program focuses on preserving and increasing the supply of affordable housing, and its Creativity and Free Expression program supports artist-driven projects and organizations that include deep and meaningful engagement with communities. <https://www.fordfoundation.org/work/challenging-inequality/>

#### Local & community foundations

- **Charlottesville Area Community Foundation:** The local community foundation offers a range of funding opportunities through its discretionary grant programs and donor-directed funds. The Foundation is focused on maintaining a vibrant and strong Charlottesville community, and specific priority areas include equity, advancing and promoting small businesses, helping returning citizens, and telling aspects of the city's collective history <https://www.cacfonline.org/grants/opportunities>
- **UVA Foundation:** Initially created to help UVA execute a program of real estate acquisition, development and use, the UVA foundation owns and manages nearly 5,200 acres of land on behalf of the University of Virginia. A recent advisory panel developed recommendations to reinforce UVA Foundation's strategic goals by aligning them with UVAs new 2030 Strategic Plan. Among its recommendations, the panel suggested that UVA Foundation consider opportunities to leverage its spending power to create wealth for traditionally disadvantaged communities through a supplier diversity program. <https://americas.uli.org/advisory-service-panels/uva-charlottesville-va-advisory-service-panel/>

#### Private sector & corporate foundations

- **Dominion Energy Charitable Foundation:** Among the Foundation's grantmaking focus areas are housing, shelter and community vitality. The Foundation distributes grants to foster an appreciation of diversity, revitalize neighborhoods and ensure vibrant community life through support of cultural endeavors. In 2018, Dominion Energy also awarded \$50,000 in grants to community-based arts organizations through its ArtStars Awards Program. <https://www.dominionenergy.com/company/community/dominion-energy-charitable-foundation>

- **Southwest Airlines and Project for Public Spaces:** The Heart of the Community program, launched through a partnership between Southwest Airlines and the Project for Public Spaces, was developed to support and activate public spaces in the hearts of cities. The program provides grants to communities across the US to help them bring new life to their public spaces, and encourage activation, participation and volunteerism in public spaces to benefit local communities. <http://www.pps.org/heart-of-the-community/>

- **Wells Fargo:** As part of its strategy of investing in community impact, the Wells Fargo Foundation focuses its philanthropic giving on housing affordability, small business growth and financial health. Wells Fargo offers a number of state based grants for community revitalization, with funding varying by state. Wells Fargo has supported multiple projects and organizations in Charlottesville, including the Thomas Jefferson Community Land Trust (affordable housing) and Literacy Volunteers of Charlottesville-Albemarle (job training). <https://www.wellsfargo.com/about/corporate-responsibility/community-giving/>

- **National Association of REALTORS (NAR):** NAR is America's largest trade association, representing 1.3 million members involved in all aspects of the residential and commercial real estate industries. NAR's Placemaking Micro-Grant is available to REALTOR associations to help them plan, organize, implement and maintain placemaking activities in their communities, helping communities build better public spaces. There are two levels of funding: Level 1 awards up to \$1,500 for projects that renew and revitalize existing public spaces; Level 2 awards up to \$3,000 for projects that create new public spaces. <http://www.realtoractioncenter.com/for-associations/smartgrowth/placemaking/placemaking-micro-grant.html>

- **JP Morgan Chase Foundation:** The JP Morgan Chase Foundation focuses on supporting access to opportunity and supporting individuals move up the economic ladder. These priorities are executed through several funding programs, which the Foundation provides through CDFIs and other intermediaries: the Small Business Expansion Program targets underserved entrepreneurs and supports job training programs, and the PRO Neighborhoods initiative supports locally driven community revitalization initiatives. <https://www.jpmorganchase.com/corporate/Corporate-Responsibility/corporate-responsibility.htm>

- **State Farm Foundation:** State Farm's charitable giving includes community development grants distributed to nonprofits that work in areas such as affordable housing, neighborhood revitalization, job training and small business development. Grant amounts begin at \$5,000. <https://www.statefarm.com/about-us/community-involvement/community-grants>

#### Impact investors & crowdfunding platforms

- **Donor Advised Funds:** Individuals, including high net worth individuals, can be collectively brought in as investors in social impact-focused projects through investment pools administered by intermediaries, foundations and/or Donor Advised Fund (DAF) sponsors. Individuals may express interest in either place-based strategies or issue-specific strategies like small business supports, affordable housing projects or creative placemaking initiatives. Geographic- or issue-specific impact funds can pool grant and investment capital from a set of individual donor-investors by inviting interested individuals to contribute through their DAFs or through the purchase of promissory notes. Place-based impact investing initiatives that have sourced capital from individual investors in this way, such as Benefit Chicago, the Denver Foundation's Impact Investing Fund, and the GoATL Fund in Atlanta, are often managed by community foundations and invest fund capital in intermediaries to enable them to deploy capital effectively.
- **Kiva:** Kiva is a 501(c)(3) non-profit organization that allows people to lend money via the internet to low-income entrepreneurs and students in over 80 countries. Kiva's mission is "to expand financial access to help underserved communities thrive." LISC has partnered with Kiva to set up a one-to-one match fund that helps business owners in LISC geographies reach their crowdfunding goal in less time than the process normally takes. <https://www.kiva.org/>
- **IOBY:** An online crowd-resourcing platform, ioby helps neighbors grow and implement great ideas through their "crowd-resourcing" (crowdfunding + resource organizing) platform. ioby's platform gives any individual the ability to organize all kinds of capital—cash,

social networks, in-kind donations, volunteer time, advocacy—from within the neighborhood by providing coaching to individuals on crowdfunding strategies alongside a platform that allows individuals to advertise their ideas. <https://www.ioby.org/about/howwework>

- **Patronicity:** A civic crowdfunding platform that brings together local citizens and sponsors to support initiatives in their communities. Patronicity works with organizations, with grant dollars, to support "crowdfunding". Patronicity works with project creators over the phone, by email or in-person to help them develop their campaigns and provides support through the entire crowdfunding process. <https://www.patronicity.com/>

#### Issue-specific foundations – arts & culture

- **National Endowment for the Arts (NEA):** A public agency dedicated to supporting excellence in the arts, NEA provides grants for organizations supporting arts projects, including arts education, dance, design and visual arts. Relevant grant opportunities are outlined below. <https://www.arts.gov/grants>

–**Art Works** supports the creation of art that meets the highest standards of excellence, public engagement with diverse and excellent art, lifelong learning in the arts, and the strengthening of communities through the arts. Matching grants generally range from \$10,000 to \$100,000. A minimum cost share/match equal to the grant amount is required.

–**Creativity Connects** provides pilot grants to support partnerships between arts organizations and organizations from non-arts sectors that include, but are not limited to, business, education, environment, faith, finance, food, health, law, science, and technology.

–**Challenge America** supports projects that extend the reach of the arts to underserved populations. Matching grants are for \$10,000. A minimum cost share/match equal to the grant amount is required.



–Our Town supports 1) Arts engagement, cultural planning, and design projects that represent the distinct character and quality of their communities and are developed through a partnership between a nonprofit organization and a local government entity, with one of the partners being a cultural organization; matching grants range from \$25,000 to \$200,000; and 2) projects that build knowledge about creative placemaking; available to arts and design service organizations that provide technical assistance to those doing place-based work. Matching grants range from \$25,000 to \$100,000

• **Andy Warhol Foundation for the Visual Arts:** The Foundation's objective is to foster innovative artistic expression and the creative process by encouraging and supporting cultural organizations that directly or indirectly support artists and their work. Grants are made for scholarly exhibitions at museums, curatorial research, visual arts programming at artist-centered organizations, artist residencies and commissions, arts writing, and efforts to promote the health, welfare and first amendment rights of artists. <https://warholfoundation.org/grant/overview.html>

• **Creative Capital:** A national organization supporting visual artists who are pursuing innovative approaches to form and/or content in the visual, performing, and media arts. The Creative Capital Award supports artists with up to \$50,000 in project funding, advisory services, career advancement resources, and national networking opportunities valued at \$50,000, for a total commitment of up to \$100,000 per project. Creative Capital works closely with its funded artists to provide audience development, marketing and other forms of assistance tailored to individual projects. In return, artists share a portion of the proceeds with Creative Capital, thus enabling the fund to support more artists in the future. <https://creative-capital.org/>

• **Gottlieb Foundation:** A non-profit corporation established to award financial aid to painters, sculptors, and printmakers. The Foundation does not support institutions or organizations, research, students, or projects. <https://www.gottliebfoundation.org/apply-for-a-grant>

• **Mid Atlantic Arts Foundation (MAAF):** MAAF celebrates, promotes and supports the richness and diversity of the region's arts resources and works to increase access to the arts and cultures of the region and the world. The Foundation provides 300 grants each year, including grants to artists, organizations and cross-sector arts partnerships. The Foundation serves the states and territories of Delaware, the District of Columbia, Maryland, New Jersey, New York, Pennsylvania, the US Virgin Islands, Virginia, and West Virginia. <https://www.midatlanticarts.org/grants-programs/>

• **Levitt Foundation:** Passionate about reinvigorating America's public spaces through creative placemaking and creating opportunities for everyone to experience the performing arts, the Levitt Foundation provides \$25,000 annual matching grants to 15 nonprofits operating in small to mid-sized towns and cities to activate neglected public spaces through the Levitt AMP Music Series. Reflecting the Foundation's ethos that all Levitt projects are community-driven, each year finalists are selected through an online public voting process. [http://www.levitt.org/how\\_we\\_do\\_it](http://www.levitt.org/how_we_do_it)

## VI. Anchor institutions

• **University and hospital anchors:** Hospitals, universities and other large public institutions can provide impact capital from their endowments or investment funds through PRIs or other impact investment vehicles. Anchors are typically interested in seeding or supporting capital pools that further their unique needs alongside a shared value strategy developed with surrounding communities. Small business investment is a popular area of interest for anchors, who can provide grants or loans to small businesses to create living wage jobs or ownership opportunities in targeted geographies. For example, Northeastern University's Impact Lending program, developed in conjunction with LISC, established a small business lending platform for women- and minority- owned businesses in low- to moderate-income neighborhoods surrounding the university. As capacity builders, anchors can partner with local nonprofit institutions and community-based organizations to support technical assistance provision to local small businesses. Bon Secours, for example, has provided \$900,000 in grant funding to LISC to deploy in grants

of up to \$10,000 to individuals in the Church Hill neighborhood of Richmond who are looking to expand or start a business.

• **Private sector employer anchors:** A growing set of corporations are beginning to realize that it is actually good for business to be engaged in community development, beyond Corporate Social Responsibility (CSR) and charity work and are putting dollars into deep investment in the communities around them. Prudential, for example, has committed \$1 billion to Newark, where it has been headquartered since its inception. Prudential's commitment to spread economic and social opportunity across the city has included investments in infrastructure, arts, small business supports and education.

## VII. Zoning & regulatory tools

• **Equity Zoning Overlay:** Overlay zoning districts are created to promote certain types of development in an area. New zoning provisions are adopted that apply in the district in addition to the provisions of the already-existing zoning ordinance. In the Starr Hill area, the Equity Zone Overlay would view all aspects of development through an equity lens to ensure everything from the construction selection process for general and sub-contracting, procurement, housing options, to the workforce all meet minimum standards as prescribed by portions of the community benefits agreement.

• **District-based financing / Tax Increment Financing:** A budgetary and financial tool used to finance redevelopment projects or other investments using the anticipation of future tax revenue resulting from new development. Rising property values lead to an increase in actual property tax receipts above a base of revenues, calculated before development investments occur. While the base amount of property tax revenue continues to fund city services, the increase in tax revenue is used to either pay the debt service on bonds, or if it is a synthetic tax increment finance (TIF) district, a certain percentage of the increase in tax revenue can be captured as city revenue that is then dedicated and allocated toward other projects or programs that have direct community benefit.

• **Comprehensive Affordable Housing Strategy (that may include but is not limited to density bonuses):** The City of Charlottesville, in partnership with the Housing Advisory Committee (HAC) and resident advocates, is enlisting the services of an outside consultant to develop a comprehensive affordable housing strategy for the City. The overall goals of the affordable housing strategy are to 1) identify specific programs and services that promote and establish targets for affordable housing unit production and preservation based on household income, 2) identify specific regulatory (inclusive of zoning codes) and planning tools and developer incentives to support and encourage the provision of new affordable housing units within the City (that may include but not be limited to making density bonuses conditional upon the provision of affordable dwelling units on-site), and 3) identify specific financial and budgetary tools (that may include but not be limited to establishing tax increment finance (TIF) districts or synthetic TIF districts) that would ensure equitable development throughout the City's neighborhoods. **EXCLUSION:** Height bonuses (beyond height recommendations herein) are not supported as they would be in opposition to the vision and guiding principles of the Starr Hill community and the small area plan.

## CITY YARD DEEP DIVE

The Small Area Plan envisions a transformed City Yard with a significant **mixed-use, commercial and residential development** (Focus Area 1). This development will include affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses. Such a development will require predevelopment, construction and permanent financing, which can be procured from some combination of financial institutions, a CDFI or other private sources. VHDA, VHTF, CRA-motivated capital (e.g., LIHTC equity investments, below-market-rate loans, preferred equity and mezzanine financing), and other low-cost capital from local or regional banks should be sought. This capital, procured in tandem with market-rate financing, will support affordability goals. To fully achieve affordability goals, however, gap financing will also be required, as conventional debt and equity financing is not likely to meet demand for units affordable to families below 100% of AMI. The size of the subsidy required to fill this gap will depend greatly on land acquisition costs and any local subsidy available. Financing gaps can be filled through public or philanthropic sources (PRIs), as outlined in the above Toolbox section.

The proposed mixed-use development will be **anchored by a mission-aligned tenant (or tenants) focused on business or workforce development** within identified growth and opportunity sectors. These initiatives have been identified as key opportunities to drive increases in income and wealth for Black community, based on the alignment of several factors. Relative to the size of the region, Charlottesville has among the highest levels of "high-growth" companies and venture capital in the country, but minority businesses remain largely disconnected from its innovation ecosystem. Specific challenges for minority entrepreneurs include limited affordable co-working space, gaps in business development services, and the absence of a "hub" for minority entrepreneurs to network and share resources. There is room within Charlottesville's existing incubation accelerator ecosystem

to develop new space, networking, financing, and mentoring assets that are geared to Black business owners. In terms of workforce development, expanding demand for skilled workers is evident in several sectors, including construction and trades, tech, and biotech. Adequately preparing the workforce for these emerging opportunities requires targeted, industry-specific job training that is deeply informed by private sector companies' reported needs in relevant skills and credentials. Creating and expanding the necessary training resources will position Black workers to successfully compete for current and future job openings in high-growth industries.

These operations will likely require a degree of subsidy to support setup costs, including the acquisition of necessary equipment, from basic IT to specialized tech or machinery to facilitate industry-specific services (e.g., tools and materials for trades-related training). In addition, there will likely be a need for subsidies, at least initially, to fund ongoing staffing and operational costs (though some amount of revenue could come from participating businesses and workers at amounts that are not prohibitive). Financing gaps can be bridged through grants from a variety of national and local foundations whose priorities include business development and workforce training, especially when focused on growing participation of minority businesses and workers. In addition, the private sector of relevant industries can be organized and engaged to fund relevant programs. Sector-based consortia are increasingly forming in regions across the country, creating industry-led forums to collaboratively address talent needs. Forming and leveraging these bodies can provide a vehicle for both informing the design of workforce and entrepreneurship programs in line with private sector demand, as well as collecting programmatic funding from companies interested in investing in a stronger pool of talent and suppliers.

The Small Area Plan further proposes the addition of **new, affordable, single family homes** along Brown Street (Focus Area 2), designed to strengthen the integrity of the existing residential neighborhood. Production of single family housing will require predevelopment, construction and permanent financing, which can be procured from some combination of financial institutions, a CDFI or other private sources. VHTF and CRA-motivated capital should be sought, in tandem with market-rate financing, to support affordability goals. In order to attract predevelopment and construction lenders to finance the project, permanent financing (home mortgages) could be provided through Agency debt (Fannie Mae, Freddie Mac or FHA) as a trusted source of take-out financing for the earlier development phases. As the average home cost in this high-cost market is upwards of \$430,000.00, gap financing will also be required to build homeownership opportunities affordable to households at 50-80% of AMI.

Moving renter households toward homeownership requires significant investment in income and wealth building strategies. First time homebuyers need three things: good credit (including a low enough debt-to-income ratio),

a steady and reliable stream of income to sustain a mortgage payment and manage home maintenance, and savings or other funds necessary to cover a down payment and closing costs. In addition to New Hill's existing financial coaching program, local and regional banks may provide homeownership counseling and down payment assistance programs to support this single family housing program. Providing the option for accessory dwelling units will open up the possibility for homeowners to build wealth by creating a stream of rental revenue, while also maintaining neighborhood scale.

In many markets, Lease to Own strategies have proven successful in helping individuals who are not able to meet mortgage requirements obtain homeownership. Such a model, in which a lease is combined with an option to purchase a property within a specified period of time, should be considered for this single family development.

# COMMUNITY BENEFITS & RETURN ON INVESTMENT

A Community Benefits Agreement (CBA) is a project-specific agreement between a developer and a broad community coalition that details the project's contributions to the community and ensures community support for the project. Developing a CBA for the project opportunities outlined for City Yard is highly supported. Any development contemplated for City Yard and the broader Starr Hill neighborhood should support access to economic, social and cultural well-being for local residents. To support equitable development, proposals should be evaluated according to their capacity to create accessible jobs, opportunities for entrepreneurship, viable housing options, strong social networks, and safe and walkable streets.

## Community benefits recommendations

### Contracting & procurement

Utilizing the construction process for the proposed projects to intentionally provide opportunities for small and minority contractors and local residents is highly supported. Mission-driven developers and general contractors use a combination of procurement and contracting methods to build pipelines of Black-owned contractor businesses and support local small business ecosystems. Such strategies include contracting guidelines, proactive recruitment campaigns, hiring goals and coordination with job training opportunities. Providing bidding opportunities for smaller contractors and encouraging joint venture partnerships between larger and smaller firms can support firm startups and yield economic and employment opportunities for smaller businesses that may traditionally be overlooked for large construction projects.

For private development in Starr Hill, a minimum of 15% minority workforce participation is recommended, and can be fulfilled

through a variety of roles. For any public development, a study to review procurement award procedures and benefits is needed and highly supported. Such a study should stipulate a minimum percentage of contract assignments to be awarded to local Black-owned (City-licensed) businesses and release lowest bid mandates.

### Developer incentives

Elsewhere in Charlottesville, development rights (i.e., increased height and/or density) are granted in exchange for a specified amount and type of community benefit (i.e., additional affordable housing units). Examples from other cities further illustrate how developers can be incentivized to develop community benefiting projects. Redwood City, California allows developers to accrue "points" for including various public benefits — fully accessible eco/green roof, LEED Platinum development; solar or renewable building energy load; building frontage devoted to ground floor space permanently reserved for neighborhood retail and cafe; total gross leasable area devoted to small business; etc. Points can be traded for additional height or other development easements. Santa Monica focuses their incentives on 5 areas — traffic management, affordable housing, community improvements, social/cultural facilities, and historic preservation.

The Starr Hill SAP concepts support these types of community benefits, with the exclusion of increased heights beyond considerations noted to protect the integrity of this varied character and mixed use 47.4 acre community.

### Housing vouchers

The City Yard development will accept Housing Vouchers. Furthermore, in support of workforce development, it has been suggested that the

Housing Authority review current programs and practices to provide vouchers in support of individuals seeking continuing education to obtain higher-wage quality jobs. Under such a scenario, an enrolled individual would receive a housing voucher to cover rent payments for the term of the education period, allowing the student to focus on gaining skills to advance career opportunities that would enable them to lift themselves out of the distressed income bracket. Terms and timelines require further development, but the idea is more in line with the intent of vouchers rather than current voucher outcomes.

### Return on investment

Initial high-level estimates suggest that construction of the proposed development opportunity on City Yard would require investment in the range of \$85-100M. Private financing would cover construction costs, though some level of gap subsidy would be required to fully meet affordability goals. This subsidy could be attained through public or private philanthropic investment. Relocation of City services, as reported by staff, is estimated at \$50M-\$120M.

Preliminary analysis suggests that a potential return on this investment could include:

- 300 additional units of majority affordable housing
- 274,000 GSF of new commercial & office space
- 137,000 GSF of new retail storefront and restaurant
- 1400+ jobs created and supported by construction activity, the economic activity generated from new commercial and retail space, and programming to support workforce and/or entrepreneurs
- \$70M+ in labor income associated with jobs created and supported

A more detailed discussion of impact projections is provided below.

### Construction impacts

The construction process creates economic opportunity for local and area residents by generating on-site and supply-chain jobs. Further economic activity, induced from these new jobs, has local and regional effects.

Construction impacts			
	New GSF	Jobs (FTE)	Labor income (\$)
Focus Area 1 – Mixed use	685,000	740	\$35,900,000
Focus Area 2 – Residential	49,000	50	\$ 2,500,000
<b>Total</b>	<b>734,000</b>	<b>790</b>	<b>\$38,400,000</b>

The above job and income estimates were generated using IMPLAN economic impact analysis software. The model assumes construction costs of approximately \$120 per GSF, with labor income approximating 40% of total hard and soft costs. The FTEs calculated above include both direct (on-site) and indirect (supply-chain) jobs, but don't take into account induced jobs created from the overall increase in economic activity generated from the construction process.

### Commercial space impacts

New commercial and retail space can be a significant source of economic activity. Commercial and mixed-use development creates and houses jobs and generates income and sales that support the economic prosperity of residents while also contributing to the tax base. Communities benefit from on-going economic opportunity generated through building maintenance, repair, management, security needs, and more.

The current City Yard scenario provides GSF estimates broken out across office, retail, and restaurant uses. Building from these figures, preliminary estimates of the number of jobs the current scenario might support, and the associated wages, are provided below. It is important to note that this is not an estimate of **new net jobs and wages**. Some of these figures represent existing operations in Charlottesville that would move into the new commercial space. The net effect on permanent jobs will depend on the degree to which this development—including the associated business and workforce development services housed within it—will spur the creation and growth of new companies or the attraction of companies from outside the Charlottesville region.

Commercial space impacts			
	New GSF	Jobs (FTE)	Labor income (\$)
Retail space	68,500	45	\$1,300,000
Office space	274,000	450	\$28,000,000
Food space	68,500	120	\$3,200,000
<b>Total</b>	<b>411,000</b>	<b>615</b>	<b>\$32,500,000</b>

The above estimates incorporate several high-level assumptions and represent a first pass attempt at projecting space use and resulting employment impacts. The assumptions include:

- Space allocations per worker identified through surveys conducted by the U.S. Energy Information Administration<sup>1</sup>
- Approximations of staffing breakdowns for each use type (e.g., management/supervision, operations, administrative support for office space; supervisors, cooks, waiters, hosts for food, etc.) based on Bureau of Labor Statistics (BLS) data for 2018 occupations in Charlottesville
- Application of 2018 median wages by occupation as reported by the BLS

#### Business or workforce development programming impacts

Generating the maximum net increase in jobs and incomes will require more than providing new space. Central to growing employment will be the business and workforce development programs housed in the City Yard facility, with an emphasis on increasing participation and growth for Black businesses and employees in high-growth sectors. These initiatives will generate crucial inclusive growth effects that not only raise incomes and build wealth but do so in ways that connect Black Charlottesville to the most promising sectors of the region's economy.

The size of the impact that these programs will have on the local and regional economy will depend heavily on several factors, including:

- The growth sectors and clusters that the programs initially focus on
- The blend of services and products (e.g., types of financing, general v. industry-targeted business support services) that are provided to small businesses in addition to shared workspace
- The positions that workforce development programs focus on (e.g., providing skills to prospective workers v. upskilling incumbent workers) and the accompanying wages associated with new employment opportunities
- The allocation of space to relevant uses (e.g., individual workstations, private offices, meeting rooms, labs or production spaces, etc.)

#### Walkability impacts

Walkable neighborhoods are not only important in promoting health, activity and community cohesion, new research suggests that they also have long term impacts on the economic wellbeing of families. Children living in walkable neighborhoods have a higher level of economic mobility, controlling for a range of economic factors and neighborhood characteristics. Data suggests that increased walkability makes it more likely that children born into the lowest income quintile will reach the highest income quintile by their 30s.<sup>2</sup>

#### Tax base impacts

- Create a 15-20% Synthetic TIF tagged for Affordable Housing throughout the City
- Support of the Equity Fund
- Support of the Anti-Tax Displacement Fund

<sup>1</sup> <https://www.eia.gov/consumption/commercial/data/2012/bc/ctfm/h2.php>  
<sup>2</sup> <https://psycnet.apa.org/record/2018-0708-001>



## PLANNING GUIDELINES & INFLUENCES

- City of Charlottesville | Starr Hill Neighborhood Plan "In Your Backyard"
- City of Charlottesville | Strategic Plan: Identifies **KEY GOALS**
  - Goal 1: Enhance the self-sufficiency of our residents
  - Goal 2: Be a safe, equitable, thriving and beautiful community
  - Goal 3: Have a strong, diversified economy
  - Goal 4: Be a well-managed and successful organization
  - Goal 5: Foster strong connections
  - The Plan: <https://www.charlottesville.org/Home/ShowDocument?id=37668>
- City of Charlottesville | Comprehensive Plan Update 2018:
  - A work-in-progress, this Plan is Charlottesville's VISION that guides decision making processes for such matters as Land Use (development and growth), Housing (affordability and access) and Transportation (all modes of transit and parking).
  - The Plan: <https://www.charlottesville.org/home/showdocument?id=63367>
- City of Charlottesville | Zoning Ordinance 2018:
  - Code of Ordinance: [https://library.municode.com/va/charlottesville/codes/code\\_of\\_ordinances](https://library.municode.com/va/charlottesville/codes/code_of_ordinances)
  - Rezoning Process: <https://www.charlottesville.org/home/showdocument?id=16462>
- City of Charlottesville | Urban Design:
  - The West Main Street study area extends from McIntire/Ridge Road on the eastern to Elliewood Avenue on the west.
  - Preston Avenue is the extension of Barracks Road and Rugby Road heading into Downtown. The area of concentration lies between McIntire Road in the southwest and Madison Avenue in the northeast.
  - The Plan: <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/comprehensive-plan/comprehensive-plan-2001/full-text/chapter-nine-urban-design>
- City of Charlottesville | Form Based Code:
  - The City is engaging the Form Based Code Institute to develop a code for the Strategic Investment Area Plan (SIA). This draft code's purpose is to provide a predictable framework for redevelopment and context-based zoning regulations to guide the placement, form and use of private and public property and buildings in the SIA.
  - The Code: <https://www.charlottesville.org/home/showdocument?id=66360>
- City of Charlottesville | SAI:
  - The Plan designed to guide redevelopment of the SIA area, referred to as the SIA Plan, is intended to provide guidance for targeted investment and improvement in the target area and for improved urban design to create a better quality of life
  - The Plan: <https://www.charlottesville.org/home/showdocument?id=27996>
- Create Charlottesville | A Cultural Plan for Charlottesville & Albemarle:
  - The Plan: <http://s3.amazonaws.com/cville/cm%2Fmutlmedia%2F20130913-Charlottesville-Cultural-Plan.pdf>
- City of Charlottesville | Ridge Street ADC District:
  - The Plan: <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/historic-preservation-and-design-review/board-of-architectural-review-bar/architectural-design-ipp/ridge-street-adc-district>
- City of Charlottesville | West Main Street ADC District:
  - The Plan: <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/historic-preservation-and-design-review/board-of-architectural-review-bar/architectural-design-ipp/west-main-street-adc-dist>
- West Main Street | Open Space Concept & Streetscape Schematics:
  - The Study Plan: <https://www.charlottesville.org/home/showdocument?id=16002>
- City of Charlottesville | City Green:
  - The Plan: [www.charlottesville.org/CityGreenMap](http://www.charlottesville.org/CityGreenMap)
- City of Charlottesville | Public Transportation:
  - <https://www.charlottesville.org/departments-and-services/city-services/charlottesville-area-transit-cat/non-navigable-folder/transportation-development-plan>
- City of Charlottesville | Bike Paths:
  - The Paths <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/transportation/bicycle-and-pedestrian/bicycle-pedestrian-master-plan>
- City of Charlottesville | Streets That Work 2016:
  - The Paths <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/streets-that-work/streets-that-work-plan>
- Charlottesville | Housing Report:
  - The Report <https://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/housing-grants/housing-data-and-reports>
- Charlottesville Works | Orange Dot Report:
  - The Report <https://s3.amazonaws.com/cville/cm%2Fmutlmedia%2F20150923-Orange-Dot2.pdf>
- GO Virginia Region 9 Report:
  - The Report <https://www.centralvirginia.org/wp-content/uploads/2019/09/Growth-Plan-Update-FINAL-9.10.2019.pdf>

# ENVIRONMENTAL REPORT SUMMARY REGARDING THE CITY YARD

The City of Charlottesville Department of Public Works and Department of Utilities currently occupies a site located at 305 4th Street NW in the City of Charlottesville where a Manufactured Gas Plant (MGP), constructed in the early 1850s, operated for approximately 100 years. MGPs produced gas for lighting and heating; this centralized and economical source of fuel supported both public lighting and domestic uses. Ownership of the MGP was transferred to the City of Charlottesville in 1876 and operated until 1951 when the City of Charlottesville began to use natural gas as an energy source. Following a fire in the 1950s, the plant was dismantled with some of the rubble likely buried on site. In 1975, the current City Yard was completely renovated and the new Public Works Operation Building was constructed.

It was fairly common that MGP byproducts and residues remained at or near these facilities as a result of generally-accepted disposal practices of the times. Some of these residues represent a potential human health hazard from direct exposure. Hydrocarbon residues were one of the major byproducts of the MGP process requiring either disposal or further processing and sale. These materials were known to have been disposed of onsite as markets for byproducts deteriorated. Ash disposal was also a major problem and was often disposed of onsite.

The mere presence of these materials at former MGP sites is not, however, a necessary indication that a significant human or environmental threat is present. The existence of such a potential impact depends on the type, quantity, and nature of the material present. Also, such residues were often buried or otherwise separated from direct exposure pathways. These residues, therefore, usually do not present a direct contact hazard unless disturbed or exposed in some way or unless they have entered local groundwater or surface water.

Following the discovery of possible contamination of the City Yard in April 1991, several environmental sampling efforts have been conducted, both to

define the scope and scale of the contamination, and to consider appropriate levels of remediation that would make the site suitable for transfer of ownership and future development. These include the following:

- **1992** – Initial Site Characterization, concentrated in the eastern half of the City Yard coinciding with the location of the former coal gasification plant. Soil and groundwater contamination was confirmed and several distinct areas of concern were identified. A risk evaluation based on the current conditions of the industrial area in the absence of remediation was conducted; due to the absence of groundwater wells and the paved status of the site (both which limited/eliminated exposure pathways), the human health risks were determined to be low but potential concerns for aquatic life were noted.
- **2000** – Follow-up Environmental Study focused on a similar area and including remediation options and cost estimates for remediation to support a series of future land use scenarios. Contamination confirmed.
- **2003** – Additional limited sampling in the western half of the City Yard as well as an update to the cost estimates, a re-evaluation of site contamination requiring cleanup and the clean-up criteria. The future land use scenario that was focused on is the one that would enable future development to include a combination of residential and industrial/commercial land use of specific portions of the property. No additional contamination detected.
- **2018** – Review of cost estimate and range of possibilities for redevelopment including alternate strategies for limiting potential liability associated with reuse. Range depends on strategies and could range up to \$3.4M or more.

**NOTE:** These reports were generated to inform internal discussions and are not intended for external use. Given the regulatory and legal nature of some of report elements, we are not in a position to share the full reports.

While Virginia does not have a mandated Superfund Program to address waste site cleanup, it finalized Voluntary Remediation Regulation in 1997 to address cleanup of sites where remediation has not been mandated by a federal or state agency or regulation. There are several MGP sites in Virginia that have been or are in the Department of Environmental Quality's (DEQ) Voluntary Remediation Program as the pathway to addressing site conditions, risk, and cleanup or control strategies that enable redevelopment goals. Upon entering the VRP, it is anticipated to take about two years to complete the investigation and design phase, and six more months to complete site remediation. Upon completion of the program steps, DEQ issues a certificate of satisfactory completion of remediation to reduce or eliminate environmental liabilities and facilitate property transfer.

The challenging question regarding next steps is the timeframe and associated costs of each relative to the plans for transitioning the Public Works/Utilities facilities and operations from the current 4th Street property to another location. An additional challenge is the "lifespan" of data previously collected relative to requirements and expectations of the DEQ VRP. There is concern about data being deemed obsolete by DEQ.

In general, remediation cost estimates are subject to change depending on updated site characterization results (soil and groundwater sampling), development of final remediation goals based on the actual intended use of the impacted area and negotiations with the VRP (NOTE: enrollment in the program is considered a base assumption in several scenarios). The primary determining factor of whether active remediation would be needed is typically related to whether offsite contamination is migrating and impacting neighboring properties with unacceptable risk. The consultant engaged for this recent review considered that achieving the goal of enrolling in and completing the VRP while maintaining an unrestricted land use scenario would involve deed restrictions likely including the prohibition of groundwater use and excavation restrictions, among others, but that a residential use would not likely be prevented.

Summary provided by the City of Charlottesville.

## PARTICIPATING ORGANIZATION STAKEHOLDER LIST

OUR SINCEREST APPRECIATION TO EVERYONE IN THE FOLLOWING ORGANIZATIONS WHO CONTRIBUTED TO THIS COMMUNITY VISION AND ENDEAVOR.

### STARR HILL AREA NEIGHBORHOOD:

Starr Hill Residents, Merchants and Businesses

NEIGHBORING COMMUNITIES: Residents of 10th&Page, Rose Hill, Fifeville and Westhaven

### CITY OF CHARLOTTESVILLE:

Charlottesville City Council  
 City of Charlottesville Department of Economic Development  
 City of Charlottesville Department of Human Rights  
 City of Charlottesville Department of Neighborhood Development Services  
 City of Charlottesville Department of Parks & Recreation and Carver Recreation Center  
 City of Charlottesville Department of Public Utilities  
 City of Charlottesville Department of Public Works  
 City of Charlottesville Fire Department  
 City of Charlottesville Housing Authority  
 City of Charlottesville Office of the City Attorney  
 City of Charlottesville Office of the City Manager  
 City of Charlottesville Police Department  
 City of Charlottesville Planning Commission

### REGIONAL PARTICIPANTS:

100 Black Men of Central Virginia  
 African American Teaching Fellows  
 Albemarle County Department of Economic Development and Office of Equity + Inclusion  
 Black Professional Network (BPN)  
 Boys and Girls Club of Central Virginia  
 Building Goodness Foundation  
 Charlottesville-Albemarle Metropolitan Planning Organization  
 Charlottesville-Albemarle Technical Education Center (CATEC)  
 Charlottesville-Albemarle Convention & Visitors Bureau (CACVB)  
 Charlottesville Business Innovation Council (CBIC)  
 Charlottesville Economic Development Authority (CEDA)  
 Charlottesville Food Justice Network  
 Charlottesville Low Income Housing Coalition (CLIC)

Charlottesville Redevelopment Housing Association (CRHA) & Red Light Management  
 Charlottesville Regional Chamber of Commerce and Diversity Council  
 Center of Development Entrepreneurs (CODE)  
 Central Virginia Partnership for Economic Development (CVPED)  
 City Schoolyard Garden  
 City of Promise  
 Community Investment Collaborative (CIC)  
 Community Mental Health and Wellness Coalition  
 Computers4Kids  
 Culinary Concepts AB  
 Ebenezer Baptist Church  
 First Baptist Church  
 Greater Charlottesville Habitat for Humanity  
 iLab @ UVA  
 IMPACT  
 Local Food Hub (and Fresh Farmacy)

Jefferson Area Board for Aging (JABA)  
 Jefferson School African-American Heritage Center  
 Jefferson School Foundation (JSF)  
 Monticello Area Community Action Agency (MACAA)  
 Mount Zion  
 National Coalition of 100 Black Women Charlottesville  
 Non-Profit Leadership of Color  
 Piedmont Environmental Council (PECVA)  
 Piedmont Housing Alliance (PHA)  
 Piedmont Virginia Community College (PVCC)  
 Piedmont YWCA  
 Public Education Foundation of Charlottesville-Albemarle (PEFCA)  
 Public School, Office of Community Engagement  
 ReadyKids  
 Region 10  
 Stony Point Design Build

The Front Porch  
 Thomas Jefferson Planning District Commission (TJPDC)  
 Trinity Episcopal Church – Bread and Roses  
 United Way – Thomas Jefferson Area  
 University of Virginia (UVA)  
 Virginia Economic Development Partnership (VEDP)  
 Virginia Housing Development Authority (VHDA)  
 WeCodeToo  
 Zion Union Baptist Church

