CHARLOTTESVILLE COMMERCIAL CORRIDOR STUDY

VOLUME ONE

CITY OF CHARLOTTESVILLE
TORTI GALLAS AND PARTNERS · CHK
ROBERT CHARLES LESSER & COMPANY
LAND PLANNING & DESIGN ASSOCIATES, INC.

Charlottesville Commercial Corridor Study

City of Charlottesville, Virginia

FINAL REPORT

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Executive Summary

Capitalizing on a strong local economy that promises sustained economic development and growth, this study is an effort to enhance the economic efficiencies and ensure the best mix of property uses for the City's commercial corridors. It is intended to begin the process of evaluating existing commercial enterprises; identifying urban design issues and making recommendations for improvements; identifying the theme appropriate for each corridor's development and identifying enhanced design guidelines within each corridor.

The study included a variety of work efforts including market analysis, interviews of business and property owners, assessment of economic impacts and the writing of design guidelines. However, at its heart was an inclusive process of public participation characterized by design *charrettes*, or workshops intended to develop themes for each corridor as well as urban design and development recommendations. The four charrettes allowed for maximum input from individual citizens, civic association representatives, business owners, and developers, elected officials and any additional individuals from the community who wished to participate in the process. The process included oversight by a Steering Committee, as well as the staff of the Department of Economic Development and the Department of Planning.

Market Summary

The City continues to maintain a healthy share of the region's quality office space, and has shown some ability to attract and retain employment in key sectors. However, notwithstanding some positive trends, the City has experienced declining employment growth rates throughout the 1990s, and has actually experienced employment loss in recent years. The City's share of retail sales is still impressive, owing mostly to Barracks Road, the region's premier retail destination. The tourism industry remains strong in the City, improving the quality of the visit, however, should be a key concern, if the tourism industry is expected to grow. All of the regional household growth is occurring outside of the City. At present, the new home market is focused almost wholly in the suburbs.

Over the past few years, the City of Charlottesville has obviously begun to face significant challenges – employment loss, declining share of regional retail sales, and flight of affluent households to high-growth suburban locations. However, compared with many cities of similar size, Charlottesville appears to be in a much stronger position, with its most significant disadvantage being the lack of developable land when compared with its surrounding county. Charlottesville is nearly built-out, with few large sites to offer prospective developers.

Focusing on the strengths of the center-city, and targeting niche markets that naturally prefer to locate there is the key to overcoming this and other disadvantages. For instance, a number of different office users prefer to be in the downtown area, because of proximity to key institutions and the availability of "funky" space. In addition there is clearly a market of households that prefer the energy of Downtown Charlottesville. The City can

also be expected to benefit from growth policies being considered for enactment in Albemarle County.

Attracting these niche markets requires that the smaller, and more changeable, competitive disadvantages of a city be addressed, and that the strengths of the city be bolstered. The specific actions that the City of Charlottesville can take towards this goal are discussed in the implementation section of the team's report.

Assuming, to a certain degree, that the City will be able to leverage its advantages and minimize its disadvantages, so that current regional growth trends are shifted (in favor of more city growth) the potential new development opportunities for a variety of land uses include:

- 530,000 square feet of new office space, and 320,000 square feet of new high-tech space over the next ten years with rents of $16-$20/foot of Class A and B space; $10-$12/foot for high-tech space (in 2000 dollars).
- 400,000 square feet of new R & D space
- 240,000 square feet of new industrial and flex space
- 200,000 square feet of new retail space (does not include renovating existing space).
- 377 new hotel rooms in addition to a 250-room hotel if a conference center is built
- 1,055 new housing units within the Commercial Corridor study areas including 625 multi-family units, but not including multifamily housing targeting students (500-units) and affordable housing (330-units)

These figures include net new space only (i.e., after subtracting out buildings currently occupied that may be demolished). In addition, there exists, at present, substantial vacant space that may be renovated or released that will absorb some of the City's growing market for space.

<u>Urban Design Guidelines Summary</u>

Vibrant street-life attracts visitors: prospective customers, residents, employers and business owners, alike, who will play a role in enabling the city to realize the potential of the current market for development. A dynamic streetscape is an indication of an area where visitors feel safe and comfortable spending their time and meeting their needs. It provides a key advantage of a City location over outlying areas. The guidelines included in this report are intended to direct new corridor development and city improvements toward that vibrancy: where the structure of the built environment creates and reinforces a safe and comfortable setting for its visitors and residents.

Two principle aims lie at the heart of these guidelines: creating 24-hour use and

enhancing pedestrian activity. These aims also lie at the heart of the City's new Transitional Zone District, which applies, at present only along the commercial corridors of the Fifeville neighborhood (including the area just south of the CSX tracks).

24-hour use is best achieved by mixing uses on sites built to urban densities. Pedestrian oriented design is accomplished with an equal consideration given to the public infrastructure and private development. The public infrastructure guidelines included in this report relate both to the city structure as a whole – block size, parking and street hierarchy – as well as details including everything from sidewalks, trash cans, and newspaper boxes to the species and spacing of street trees. Private development guidelines relate to types of frontages, building articulation, the scale and proportion of windows and entrances, heights and alignment of buildings, signage as well as the location of service doors and parking.

Corridor Analysis

Economic Impact

According to the Team's analysis of the 14 corridors, the total annual City revenues generated by new construction and rehabilitation will be $8,480,000 in 2000 dollars. This level of annual revenues would support the first year debt service payment for a level principal bond issue of $80.8 million, based on a 5.5% interest rate. If level debt service bonding were used for this calculation, the incremental revenue could support a bond issue of $102.7 million.

Assuming an annual inflation rate of 3%, the City's annual revenues from economic development in these corridors will equal $11,447,000 in 2010.

In addition to the annual revenue stream generated by economic development, the City will also realize one-time revenues generated by Business, Professional and Occupational License (BPOL) taxes on developers, and fees for building permits, of $1,234,000 in 2000 dollars.

The forecasted economic development in the corridors is expected to generate a total of 3,757 new office and industrial jobs, 415 new retail jobs, and 430 jobs in new hotels. Nearly one-half of the new jobs created will be located in the Downtown Mall and West Main corridors.

The Downtown Mall and West Main corridors are expected to provide the greatest revenue increases to the City, generating $2,121,000 and $1,948,000, respectively. These corridors have the two largest concentrations of anticipated office space development, in addition to 400 hotel rooms. Next is the Emmet Street corridor, which provides a significant share of the anticipated increment in sales taxes. Monticello Avenue is fourth in expected revenue generation, most of which will derive from transient occupancy, sales, and meals taxes (in addition to high property tax assessments) at the 150-room hotel. These four corridors account for 69.5% of the projected total annual revenues and 64.1% of the projected one-time revenues.

Recommended Programs and Incentives

The goal of the City of Charlottesville should be to eliminate or mitigate the obstacles that currently limit development within the City. Many of these tools are designed to encourage development where it would otherwise not occur. This requires a clear and consistent development plan, as well as a deep and frequently updated understanding of market trends and development obstacles. It also requires that incentives be conditional, in that they attempt to encourage not just development activity, but more importantly, development that meets the objectives of the City's master plan or vision.

Parking Construction. It is important that the City continue to assist in reducing the parking deficit in the highest use areas. It is important to note, however, that given the

size of the parking deficit, the City will most likely not be able to build itself out of the parking problem.

Alternative Parking Strategies geared towards reducing demand should be considered.

Flexible Parking Requirements offer a variety of development scenarios. Examples of flexible parking requirements include:

- Payment in lieu of additional spaces
- Tax credits for the construction of more parking than is required
- Shared parking among multiple uses

Development of a Parking Authority that could become self-funded, using parking fees from parking garages and meters, as well as payments from developers into a parking fund in lieu of building all of the required parking on-site.

Clear, Consistent and Efficient Board of Architectural Review Approval Process should clearly follow these guidelines so that prospective developers are not threatened by the process and/or are not frustrated by unexpected decisions.

Zoning Ordinance Changes. Replacing the B-zoning districts' standards as well as the M-1 zone with alternatives that are modeled on the Transition Zone and incorporate the Urban Design Guidelines in Section 3 of this report is necessary. Each of these zones should provide an urban design framework integrated with use, density and area requirements consistent with the proposed plans that are included in this report.

Federal Funding Assistance is available to local governments in order to leverage local redevelopment efforts. Examples of such funding sources include:

- Community Development Block Grants (CDBG).
- Section 108 Guaranteed Loans.
- Transportation Equity Act for the 21st Century (TEA21).

Project-Specific Federal Funds.

- EPA Brownfield funds
- HUD Hope VI funds
- HOME funds

Historic Rehabilitation Tax Credits. Private developers can take advantage of federal income tax credits for the rehabilitation of a registered structure. The state of Virginia also allows for real estate tax abatement for the rehabilitation of older buildings not registered as historic.

Local Financing Assistance. The City should seriously consider providing financing assistance to local developers. This could include a revolving fund or efforts by the city to loosen the flow of capital by guaranteeing the loans of selected development projects, among other techniques.

Site Assembly Assistance/Removal of Blighted & Vacant Properties. The City of Charlottesville could take an active role in assisting developers with acquiring larger development sites. Land banking is one method used by many localities. The City could also become more active in acquiring properties that are underutilized or vacant, but that are blocking future development. This use of condemnation and eminent domain can be very controversial, and will most likely be justified only in special cases.

Below-Market Land Sales. Offering below-market or even free land to a developer would be a strong incentive to prospective developers on City-owned sites that are not particularly well located or do not seem to attract developers for the City's desired use.

Public Funding of Predevelopment or Development Costs. Development costs most likely to be funded include any infrastructure improvements associated with new development, such as road improvements, extension of utilities, additional parking, etc. Examples of predevelopment costs include the demolition and clearing of a particular site, and environmental remediation of contaminated sites.

Public Infrastructure Investment. Each of the studied corridors would benefit from infrastructure improvements ranging from street-tree planting, lighting, and sidewalk enhancement, to street and intersection improvements, new streets and greater parking. Recommendations for the Downtown Mall include resurfacing and expansion, as well as the provision of a new park. Recommendations may include state and federal funding.

Public Transportation Improvements. The enhancement of public transportation is a cost effective alternative to the expense of constructing garages to house automobiles for eight hours a day.

One-Stop Shopping/Marketing for Funding Sources. It is important that the City provide a single point of contact for developers seeking financial assistance, and that the City advertise this service to the development community.

Consolidated Marketing Effort. The City must also work with private and non-profit interests to better advertise the opportunities in the corridors to consumers. In particular, corridors should be marketed in-line with the development themes devised over the course of this study.

Main Street Program/Business Improvement Districts. In general, these entities are privately led organizations that perform a variety of functions that benefit a specified business community, usually defined by geography. The Consultant Team recommends that serious consideration be given to creation of two business improvement districts, potentially in the form of service districts, in the City of Charlottesville: one for the Downtown Mall and the other for West Main Street.

The Main Street Program is a national model that is usually administered by statewide agencies or non-profits. The program generally follows the tenets of historic preservation and neo-traditional design, and most local programs perform a variety of functions, including marketing, infrastructure improvement, retail management, and provision of development incentives.

Encouraging the Development of Affordable Housing. Housing, more than any other type of development, puts people on the streets, creating a vibrant and healthy environment that benefits all types of businesses, in particular retail uses. The City must also be active in promoting affordable housing in and near the corridors; low-income housing tax credits, zoning incentives and density set-asides are all recommended tools.

Reclaiming the Value of Natural and Recreational Amenities. The Consultant Team recommends that the City, working with the non-profit community and private sectors, focus on creating a strong natural and recreational amenity base within the City.

Corridor Study • Charlottesville, Virginia
December 2000

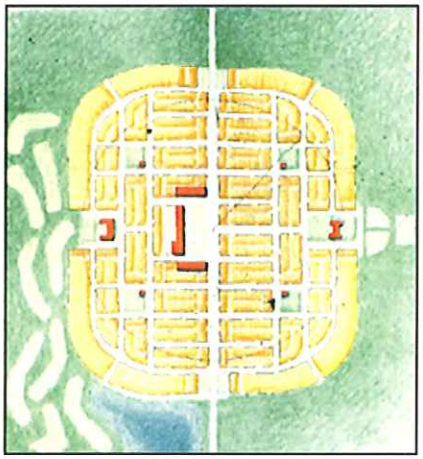


Figure 1:a - The neighborhood defined in terms of a five-minute walk.
Image courtesy of DPZ,Inc.

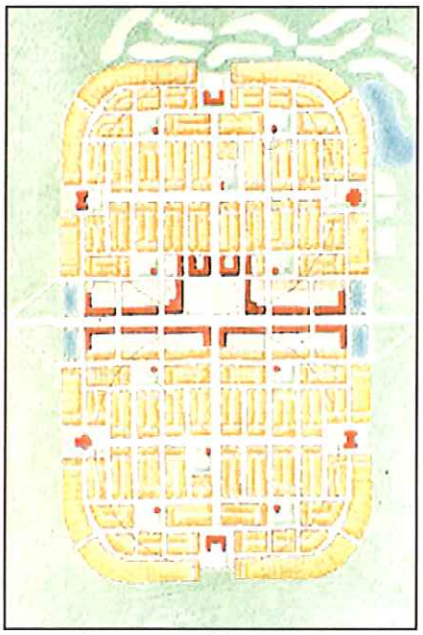


Figure 1:b - Two neighborhoods joined at a commercial corridor.
Image courtesy of DPZ,Inc.

Introduction

Charlottesville is poised for growth and economic redevelopment. Contributing to this optimistic assessment are a variety of factors, not the least of which is the strength of the national economy. Equally important factors include growth in the local high-tech and bio-tech industries, continued success in attracting research funding at the University and an overall quality of life in the region that continues to attract newcomers to the area. Also contributing to what appears to be an economically positive future for the City is an expressed desire to control growth in Albemarle County. This fact, together with renewed interest in urban living (where a sense of "community" is perceived as a tangible asset), paint a picture for a very smart form of growth; one that takes advantage of the City's numerous underutilized, abandoned or dysfunctional areas and uses them for redevelopment and infill.

Reflecting the fact that Charlottesville is a city comprised of neighborhoods, planning for this growth has taken two primary tracks: Neighborhood planning (as part of the Comprehensive Planning process, has been ongoing since January, 2000) and the *Commercial Corridor Study* (an effort to enhance the economic efficiencies and ensure the best mix of property uses for the commercial corridors within the city, since February, 2000).

Understanding the Commercial Corridors in the Context of Charlottesville's Neighborhoods

In abstract physical terms, a neighborhood is understood to be limited in size to a ˇ mile radius from its center to its edge, or roughly, a five-minute walk. Traditionally comprised of housing reflecting a range of sizes and types, the neighborhood accommodates a variety of ages and incomes. Historically, it was centered on a civic space that accommodated enough service and retail uses to support the residents of the neighborhood (Figure 1:a depicts a diagram of such a neighborhood). Cities such as Charlottesville are composed of many contiguous neighborhoods with both real and perceived boundaries. In such cases, a different neighborhood structure applies (Figure 1:b). The seams between neighborhoods become commercial corridors. As the primary thoroughfares in the city, that carry the majority of the traffic (pedestrian as well as vehicular), they are particularly well suited to retail and office activities as well as civic uses.

While this study focuses primarily on the commercial corridors, it also addresses the adjacent neighborhoods. Attempting not to duplicate the other planning efforts being conducted throughout the City, each of the commercial corridors was studied as part of its immediate neighborhood


Hydraulic Road


Ridge Street

context. The transition between these two scales of urbanism, the *commercial corridor* and the *neighborhood,* was a critical part of the urban design study.

Defining a Commercial Corridor

As determined by the City's Department of Economic Development, the Commercial Corridors include:

- Downtown Mall
- West Main Street
- Preston Avenue
- Fontaine Avenue (Fry's Spring)
- Cherry Avenue & 9th/10th Connector
- McIntire Road / Ridge / 5th Street
- Monticello Avenue
- Avon Street
- Belmont Business District
- Emmet Street / Barracks Road / Ivy Road
- High Street
- River Road, Long Street
- Harris Street

The City defined the corridors and their actual study area boundaries; the Consultant Team had to define what was actually being studied in planning terms. A corridor is a linear element that connects neighborhoods to each other and to sites such as parks or specialized districts, such as the University. A **commercial** corridor is one that is lined, at least in part, by commercial activities or businesses. In a few cases, like Emmet Street, retail uses may dominate, while along other corridors, such as East High Street, office space is the primary commercial use. Other corridors, most notably River Road, consist mostly of industrial uses and R & D space, while still others accommodate two or more of these activities (for example West Main Street, the Downtown Mall, and Harris Street). Combined, these diverse corridors provide space for most of the city's economic activity.

There are some exceptions in Charlottesville to the "commercial corridors" definition provided above. Several of the corridors studied here are primarily composed of residences and include civic buildings and parks along their course (e.g., Monticello Avenue, and 5th Street). However, these corridors also function as principle thoroughfares for vehicular traffic, and thus take on additional citywide significance as planning is done. Moreover, as gateways to the city, framing the first picture of Charlottesville for tourists and other first time visitors, each of these corridors is an important contributor to the city's economic vitality.

While this work effort may be termed a "corridor study," it is important to point out that not every area can be characterized as a linear element lined with commerce. Several of the commercial study areas are not corridors at all, but hubs, or centers of regional or neighborhood activity as demonstrated in Figure 1:c (a map of Charlottesville with a series of circles with a radius of ˘ mile superimposed on several of the neighborhoods). The Downtown area, for example, is not simply composed of the Mall itself, but of its connecting grid of perpendicular and parallel streets. It is really a neighborhood in itself. The "corridor" nomenclature doesn't fit the Belmont study area either, as much as a "neighborhood center" does. Here, Figure 1:b is more applicable than Figure 1:a.


Downtown Mall


Market Street

Purpose of the Study

The study was requested to properly enhance the current economic efficiencies and ensure the best mix of property uses for the commercial corridors now and in the future; it was intended to begin the process of evaluating existing commercial enterprises; identifying urban design issues and making recommendations for improvements; identifying the theme appropriate for each corridor's development and identifying enhanced design guidelines and security needs within each corridor. More specifically, as determined by the City's Department of Economic Development and its Department of Planning, and refined by the Consultant Team, the purpose of the Report was identified by the following work products:

- Creation of an inventory and evaluation of existing commercial enterprises, and other land uses, within each commercial corridor;
- Identification of urban design issues with respect to each commercial corridor;
- An analysis of available square-footage for commercial uses within each corridor;
- A market analysis to determine the best mix of uses for each corridor;
- An evaluation of the potential for re-use of existing buildings in each corridor;
- An assessment of parking requirements and the location of parking in each corridor;
- An economic impact report evaluation of the jobs, taxes, etc., that can be created;
- Recommendation of appropriate uses for properties located in each corridor;
- Identification of a theme appropriate for the development of each corridor, including urban design themes;

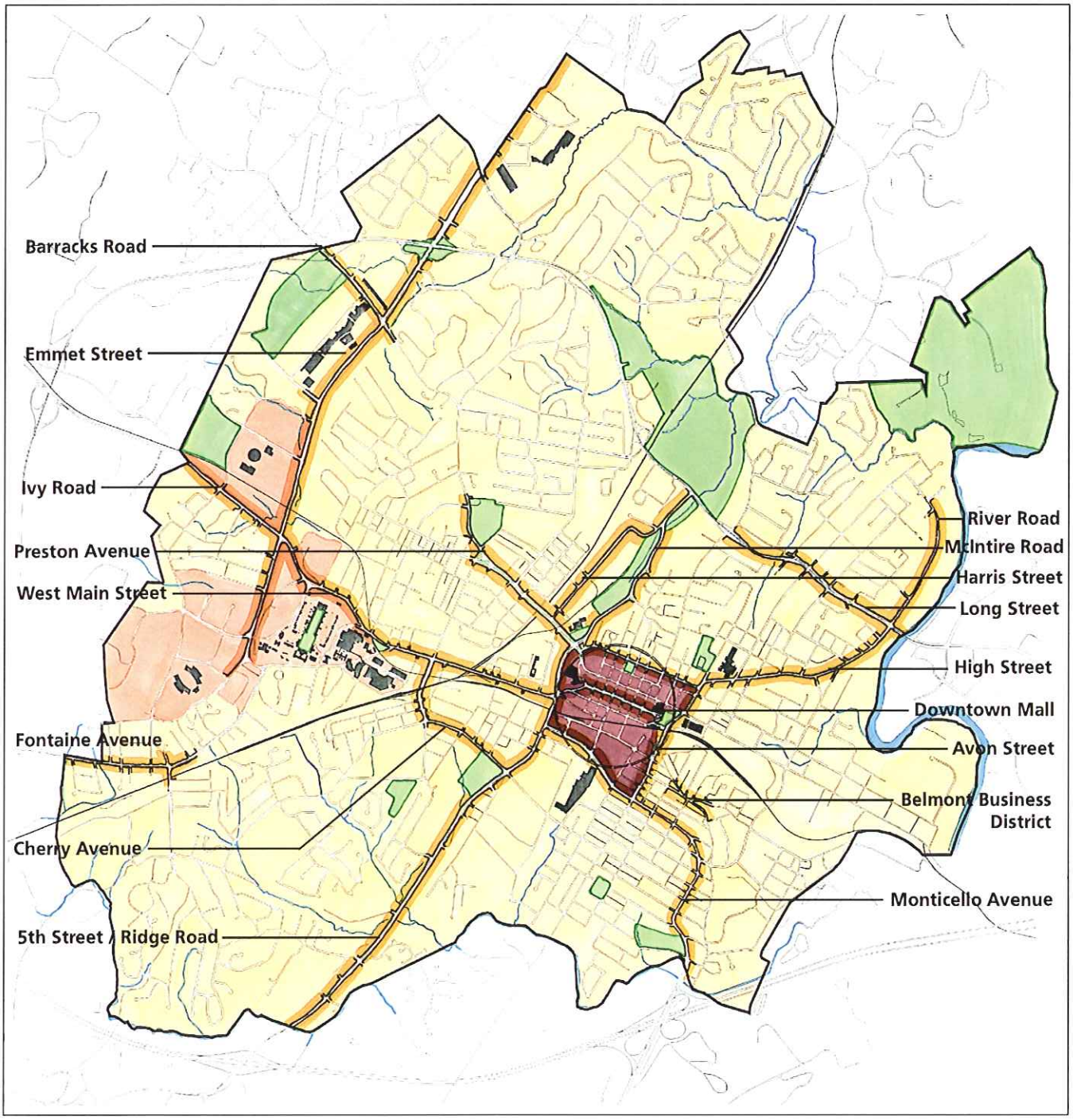

Barracks Road
Emmet Street
Ivy Road
Preston Avenue
West Main Street
Fontaine Avenue
Cherry Avenue
5th Street / Ridge Road
River Road
McIntire Road
Harris Street
Long Street
High Street
Downtown Mall
Avon Street
Belmont Business District
Monticello Avenue

Figure 1:c

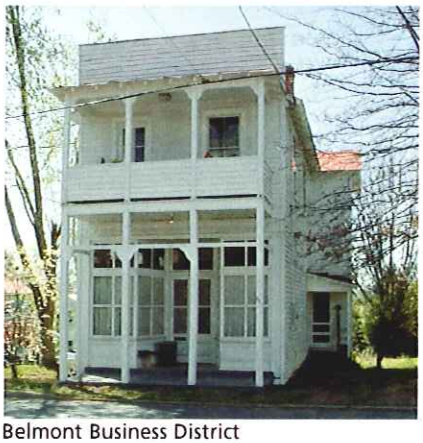
- An evaluation of the transition from commercial to non-commercial uses, and recommendations for mitigating any adverse impacts of development within each corridor;
- Recommendations for appropriate urban design improvement to enhance each corridor and adjoining private properties;
- Identification of any code enforcement or security issues that might be necessary to enhance each corridor; and
- Coordination with other relevant services or studies being performed by or on behalf of the City, such as the city-wide parking study, a court-needs study and adoption of the City's Comprehensive Plan.

How Was the Work Accomplished?

The Commercial Corridor Study featured an inclusive process of public participation characterized by design *charrettes*, or workshops. It also included interviews of business and property owners, and oversight by a Steering Committee, as well as the staff of the Department of Economic Development and the Department of Planning.

The four *charrettes* at the heart allowed for maximum input from individual citizens, civic association representatives, business owners, developers, elected officials, and any additional individuals from the community who wished to participate in the process. Well attended, the *charrette* results were documented on the City's web site, and also received coverage in the local media. The public *charrette* process is incredibly effective in a study like this

Altamont Street


Belmont Business District


Harris Street


Belmont Business District

one – so that the community has an opportunity to share their ideas and visions with the Consultant Team. Great pains were taken to ensure that every voice was heard. The *charrettes* create an atmosphere of "transparency," that one person might, quite literally, watch as the ideas unfold, based on the comments and suggestions received. While these ideas, generated at a fast and furious pace may seem incredibly spontaneous to the community onlooker, there is indeed a lot of work that must be prepared before the *charrette* can even begin. To demonstrate the process more clearly, the entire methodology of the Commercial Corridor Study is provided below:

The complex work of the Commercial Corridor Study was broken into five tasks, with the first of these efforts begun in March, 2000. An outline of these tasks is provided:

Task	Subject
1.	Corridor-Wide Condition Assessments
2.	Market Analysis
3.	Preparation of Corridor Themes and Plans (Urban Design)
4.	Economic Impact Reports
5.	Implementation

Task 1. Corridor-Wide Condition Assessments
The initial work of the study focused on an assessment of the condition of properties and the surrounding areas along each of the commercial corridors in an effort to present a clear picture of the physical assets and liabilities of each. The basic elements of the work included:

A. *Review of Existing Plans and Ongoing Studies.*
Charlottesville's abundance of progressive revitalization and planning efforts provided an excellent place to begin a study for determining the future of its commercial corridors. The 1993 Bill Rawn study of West Main Street, and the 1988 Carr Lynch Urban Design Plan are but two of the many important planning efforts undertaken by or on behalf of the City. As a first step, the Consultant Team reviewed all of these efforts, (See Appendix A for a complete list of Studies reviewed) and determined their degree of implementation to date, as well as their continued relevancy. Where appropriate, recommendations were reused or modified in this study. The recommendations of ongoing parallel studies, including the Courts Study and Parking Study, were also reviewed and incorporated into the process.

B. *Inventory and Evaluation of Existing Commercial Enterprises and other Land Uses including an analysis of Physical Conditions and Limitations as well as Urban Design Issues.*
The Consultant Team collected information available from city and other public agencies on:
- Existing land use and zoning;
- Economic Development and Reinvestment;
- Transportation Availability and Infrastructure.

This information was combined with a visual survey of physical conditions of the Corridors (including both occupied and vacant properties), noteworthy historical and architectural features and community facilities. Existing nodes, opportunity sites, neighborhood boundaries, naturally occurring public spaces, and building and street typologies were but some of the issues noted.


Preston Avenue


McIntire Road


Market Street

C. *Analysis of Available Square Footage for Existing Uses*
For each of the corridors, the Consultant Team compiled data on total existing commercial square footage, occupied square footage by establishment type, vacant square footage, and general condition of the commercial buildings. Square footage was determined from public records, where available, and was estimated for other buildings. This data was used to calculate vacancy rates for each corridor, and was classified by its general condition, and the mix of establishments as input into the Market Analysis.

D. *Assessment of Parking Requirements and Location of Parking for Existing as well as Planned Commercial Uses.*
The Consultant Team reviewed the Parking Study to determine existing parking availability and utilization. Using industry standards for parking ratios, while factoring in opportunities for shared parking between complementary uses, the Team noted additional parking requirements necessary to support a range of programmatic possibilities.

Task 2. Market Analysis and Program Development
Subsequent to the Conditions Assessment, a Market Analysis was completed. The basic elements of this work included the following parts:

A. *Regional Economic Analysis.*
For this task, the Consultant Team reviewed and assembled market data previously compiled by the City and other entities in the region, as well as by the Team for other engagements in the Charlottesville area; collected


Belmont Business District


Preston Avenue

and compiled the latest available data with respect to employment growth and forecasts; household growth; speculative office space absorption; executive housing locations; and major transportation improvements that could affect the ability of particular areas and corridors to attract growth. In addition to this information, the regional economy was evaluated to understand the likely timing and strength of future upward and downward trends and the implications regional growth patterns might have on the corridors.

The result of this effort was a matrix indicating potential land uses within one or more of the corridors. These uses included (in light of the current and evolving economic and market dynamics): retail of various types; office; research and development (R&D); hotel; and residential of various types.

B. *Market Analysis of Potential Uses*
For each of the potential uses identified in the previous step the Consultant Team conducted an overall Market Analysis that included:
- Surveys of relevant active and proposed competitive areas and developments and
- Interviews with knowledgeable real estate professionals and public agencies with respect to demand, future development activity, and the positioning of the various corridors with respect to actual or likely competitors.

With these results, the Team estimated the future supply of competitive products and prepared short-term, mid-term, and long-term statistical demand analyses for the Charlottesville/Albemarle region and for the City of Charlottesville itself.

With this work completed, the Team began to determine which uses had sufficient demand potential within the City of Charlottesville and which to consider for this Corridor specific study. An overall program (total quantities of each land use) was developed. Once this programming was completed, the Consultant Team was ready to begin to identify market positions and *themes* (the first step in producing the Master Plan) for each corridor.

Task 3. Preparation of the Corridor Themes and Plans (Urban Design)

A. *A City-Wide "Theming" Plan*
Themes provide the context and the vision by which each of the Corridor Master Plans is framed. Because there are 14 corridors within the study,

there is a potential for each corridor to compete with another for future development and redevelopment potential. Establishing themes, in a sense creating or identifying the 'market niche' for the corridor, helps direct one particular user to one particular corridor. For example, if a home improvement company, or residential tile supplier was searching for a new location, that business would be directed toward Harris Street, because Harris Street has been themed "Home Improvement Central." *Themes* for each of the corridors were viewed within the context of the entire city, if not the region as a whole (economic, social conditions and physical locations play roles). At the outset of the study, it was understood that corridors must not be themed to compete but should complement one another, filling in holes or leveraging each other's assets. Often these themes would be obvious (the Downtown Corridor for example) while other times they were not. Part of the role here as Consultant, suggests that appropriate themes can transform obstacles, or constraints, into assets, "turning lemons into lemonade."


McIntire Road


Preston Avenue

Determining these themes was accomplished as part of a public participation process that included a series of *charrettes* or workshops. Each of these was characterized by an initial presentation, several days of "open" work sessions where input was welcomed from any interested party, and concluded with a final presentation, where more comments were received.

<u>Theming Charrette: April 24-26, 2000</u>
Kick-Off Session 1, Monday, April 24, 7:00-9:00 p.m.
Jefferson School Auditorium
Kick-Off Session 2, Tuesday, April 25, 9:00-11:00 a.m.
Downtown Ice Rink
Final Presentation to Corridor Study Steering Committee, Wednesday, April 26, 12 p.m.

This effort produced a final map identifying each of the corridors, followed by a description of an appropriate theme for each. Each corridor was also allocated a portion of the overall program appropriate to its *theme* and consistent with its redevelopment potential (land and vacant building space available for redevelopment).

Most of the corridors were allocated new housing, as well as commercial uses. Not all this allocated housing should occur directly on the corridors studied. "Infill," or the potential for redevelopment within adjacent neighborhoods, is a very desirable possibility. Although the surrounding

Charrette - Attendees examine drawings at a Thursday evening review

Charrette

Charrette

neighborhoods were not a primary focus of this particular study, some areas were addressed to assist better transitions from new development and redevelopment along the corridor.

B. *Developing the Corridor Plans: The Commercial Corridor Charrettes.* The work conducted here centered on the issues and principles defining the physical and economic character of each of the corridors. Because the Consultant Team's focus was on the creation of corridor plans that are both visionary and market based, the goal was to produce an empowering document. Such a document facilitates and channels redevelopment efforts while not precluding unanticipated but noteworthy opportunities that may arise. Most importantly, such documents add no new burdens or obstacles to overcome.

In order to accomplish this, a set of development principles and design strategies had to be clearly understood and drawn to illustrate a method for redevelopment and infill. These principles themselves emerged, in part, from the comments and observations of those who participated at the design *charrettes* (both at the Monday evening kick-off meetings as well as at drop-in meetings during the week). They were also derived from the Consultant Team's own experience with the urban design principles appropriate to cities like Charlottesville.

The design *charrettes,* or workshops focused on three-to six-corridors each. Four days in length, each began with a Kick-Off Session on Monday evening and continued to a Thursday Evening conclusion. Throughout the week the public was invited to stop by to meet with the Consultant Team between the hours of 8:30 a.m. and 9:00 p.m. Tuesday and Wednesday, and 8:30 until 12 noon on Thursday. For Charrette 1, these work sessions were held at the Downtown Property Owners Council Office located at 111 East Main Street. Work Sessions for Charrettes 2 and 3 were held at the Charlottesville Downtown Recreation Center on East Market Street. The schedule for these charrettes is below:

<u>Charrette 1: May 22-25</u>
Kick-Off Session, Monday, May 22
7:00-9:00 p.m. Downtown Ice Rink
Final Report, Thursday, May 25, 7:00-9:00 p.m.
Jefferson School Auditorium
Corridors Studied: West Main Street,
Downtown Mall, Preston Avenue

<u>Charrette 2: June 12-16</u>
Kick-Off Session, Monday, June 12,
7:00-9:00 p.m. Jefferson School Auditorium
Final Report, Thursday, June 15, 7:00-9:00 p.m.
Jefferson School Auditorium
Corridors Studied: 5th Street, Cherry Avenue, East High Street, Monticello Avenue, Avon Street, Belmont, 9th/10th Connector


Charrette

<u>Charrette 3: June 26-29</u>
Kick-Off Session, Monday, June 26,
7:00-9:00 p.m. Jefferson School Auditorium
Final Report, Thursday, June 29, 7:00-9:00 p.m.
Jefferson School Auditorium
Corridors Studied: Emmet Street, Barracks Road, Ivy Road, River Road, Long Street, Harris Street, McIntire Road


Charrette

The illustrated corridor plans produced at the *charrettes* demonstrate the application of the principles articulated by the participants. However, the actual plans were developed for their strategic nature. Specifically, the organization of public open space and the physical relationships between buildings, streets and public spaces are directly articulated in these plans. These reflect the characteristics that should guide future development and, as such, should outlast changing market conditions. In other words, the corridor plans included in this document are intended to be illustrations of a possible buildout, flexible enough to adapt to changing circumstances but clear and direct enough in their essence and vision to assure their relevance for years if not decades in the future.

The *charrettes* resulted not only in a plan and other supporting drawings, but a list of "likes, "dislikes" and "wants" for each of the corridors. These lists have been compiled and are included in total as Appendix A. Selected excerpts are included in each section where they pertain to specific corridors.

C. *Urban Design Standards*
Because the physical relationships between buildings can be "objectified," they can be translated into development regulations. Assuring basic "urban" qualities, such as pedestrian scaled streets and spaces, clearly defined by building walls, (characteristics typical of 19th and early 20th century Charlottesville), requires a set of urban design regulations beyond

what is currently in force. These regulations inform private investors and planners of government projects what the public interest should be. Derived from historical patterns already prevalent in the neighborhood, these standards will help assure the development of streets and public places, encouraging pedestrian life and neighborly interaction, and appropriate relations between differing uses on adjacent sites. They will assure development of a mixed-use environment in a strategic and cohesive manner. Each new building will be required to play a defining role in the formation of urban space and the creation of a vital public realm, while also creating the framework within which growth and change can occur.

Some of these standards may minimally be reflected in zoning regulations, particularly in the newly created Transition Zone category. However, many of the urban design standards we propose cannot be deduced from current regulation. The current Zoning Ordinance may require substantial modification if these plans are to be fully implemented.

While these standards do somewhat limit the options available to property developers and designers, the standards in this document are provided with a clear purpose and intent. Public and private benefits that accrue from the predictability that these standards provide are readily apparent. Further, these guidelines were developed in a manner consistent with the legal rights of property owners and with Virginia statute.

Task 4. Economic Impact Report

Following the development of a program and urban design strategy for each of the corridors, the Consultant Team prepared a fiscal and economic impact analysis to the City of the recommended program. To accomplish this, the Consultant Team:

A. Analyzed the City budget to determine key revenue categories and how they would apply to the recommended uses;
B. Reviewed the current City budget for information related to fiscal impact issues;
C. Obtained from the market analysis the amount and prices/rents of development that will occur annually over the next 10 years;
D. Estimated other key assumptions, such as assessment of unimproved and improved land of various types (per acre); student generation rates per

unit for various housing types; persons per household for various housing types; escalation rates and bond financing rates; and other factors needed to estimate revenues and expenditures generated by new development and revitalization in the corridors;

E. Conducted a specific analysis of the City tax structure and rates that pertain to the land uses being recommended;
F. Determined, on a year-by-year basis for the next 10 years, the Charlottesville revenues that would be generated;
G. Estimated City operating and capital expenditures that would be required to support the recommended development and revitalization;
H. Calculated the projected net fiscal impact over the next 10 years; and
I. Calculated the number of jobs created, retail sales increased and other economic benefits of the recommendations.

Task 5. Implementation Strategy Alternatives

Plans, of course, are never complete since change is a constant factor as events evolve. Nevertheless, all sound planning incorporates implementation tools and allows for periodic reexamination to revise and redirect prior schemes. That approach is primary to the work completed in the final task. More specifically the work in this task included:

A. *An Identification of Modifications to Existing Regulation to facilitate Corridor Development.*
As preparation for the design *charrettes*, all relevant local codes were reviewed. Potential areas of conflict were noted at those times. During the *charrettes*, the Team highlighted actual areas of conflict between the Zoning Ordinance and the Corridor Plans. Discussion during the informal and formal reviews with public officials allowed the Team to ascertain which of these codes are sacrosanct, and unlikely to be changed, and which may be more malleable. With this background, the Consultant Team is able to offer some recommendations for Ordinance changes in order to facilitate the implementation of the Corridor Plans.

B. *Code Enforcement and Security Issues.*
Based upon interviews, comments at the *charrettes*, and the Consultant Team's own observations, a list of code enforcement and security concerns which may present obstacles to redevelopment was drawn up. In addition the recommendations found throughout the Urban Design Guidelines and in the Corridor Plans are based upon principles of Crime Prevention Through Environmental Design (CPTED) designed to address additional security concerns.

C. *Recommendations for New Funding Streams at the Federal and State Level, New or Enhanced Public/Private Partnerships, Direct Public Participation in Development, and a Supporting Capital Improvements Program.*
Based on its work with public/private ventures that have included creative methods of leveraging a variety of funding sources the Consultant Team has identified a number of federal and state resources that may be available for selected sites and development programs. The Team has also provided recommendations as to where capital improvement investments may be redirected in order to reinforce and complement various plan goals.

D. *Recommendations for Supporting the City of Charlottesville for the Management and Execution of the Master Plans.*
Successful redevelopment of the corridors will require cooperation of multiple City agencies, as well as state agencies. To some extent, these entities already have sufficient authority to effect the appropriate changes or additional support that may be needed to implement the Master Plans. Additional support is needed to represent the needs of business owners and property owners. This support has proven vital to successful revitalization and redevelopment in hundreds of communities throughout the country. This section discusses the implications of a "Business Improvement District" (BID) and makes recommendations for the establishment of such an entity for Downtown and West Main Street.

Market Analysis Summary

The Consultant Team researched the current market conditions and development potential in the fourteen prescribed commercial corridors within Charlottesville. This process has sought to:

1. Understand the economic and demographic trends within the Charlottesville region, in particular where growth is occurring in the region, the sectors that are currently driving economic growth, and the sectors that will be driving growth over the next ten years.
2. Determine the role of the City, as the center city, within the region. In particular, the Team has studied the strengths and weaknesses of the City relative to suburban jurisdictions, and the threats and opportunities that will likely present themselves over the next decade.
3. Determine future development opportunities in the specific commercial corridors within the City, given current and forecasted characteristics of the individual corridors.

In order to achieve these objectives, the Consultant Team has:

1. Analyzed available economic and demographic data from a variety of sources, including the City of Charlottesville, the Commonwealth of Virginia, local and regional entities, the University of Virginia, as well as private data firms and our in-house databases.
2. Interviewed a wide range of knowledgeable officials in the local regional economy, including public officials, economic experts, developers and community activists.
3. Projected employment growth in the region and within the City, using statistical forecasting techniques and the Team's own judgment, which were based upon an analysis of the secondary data and interviews, as well as the Team's experience with how regions are growing across the nation.
4. Conducted a lot-by-lot inventory analysis for each of the commercial corridors, focusing on vacancy rates for different uses within the corridors, as well as the quality of the existing supply.
5. Surveyed relevant development projects throughout the City, in order to understand the market strength for various product types.

As an end-product, the Team has estimated the development potential over the next ten years, in square footage (or number of units for residential uses), for each corridor, by specific product type. The Consultant Team has also indicated, in general, the "development theme" for each corridor, as well as the market positioning and expected consumer profile for each viable product type.

A more detailed version of the market findings, along with the supporting exhibits, can be found in Appendix B.

A summary of the major economic, demographic and construction trends is shown in Exhibit 22 (Appendix B). The City continues to maintain a healthy share of the region's quality office space, and has shown some ability to attract and retain employment in key sectors, such as business services, FIRE (finance, insurance and real estate) and high-tech, although suburban areas are currently more successful at attracting these types of users. Office rents tend to be lower in the City than in the suburbs in absolute terms; however, lower rental rates in the City often account for higher parking costs, and the effective cost of office space is similar in the City and the suburbs. However, notwithstanding some of these positive trends, the City has experienced declining employment growth rates throughout the 1990s, and has actually experienced employment loss in recent years.

The City's share of retail sales is still impressive, especially given the fact that the City lost households for most of the 1990s. Barracks Road, the region's premier retail destination, is located within city limits, and is the primary reason why the City's retail market has maintained its health. Threats to the City's retail market will likely continue to mount, however, over the next ten years, as new retail development continues to follow household growth out to the suburbs.

The tourism industry remains strong in the City, although the strength of the regional tourism industry is somewhat in question. The primary tourist attraction (Monticello, home of Thomas Jefferson) is located outside of the City, Charlottesville has been able to draw many visitors into the City's hotels, and retail and entertainment centers. Improving the quality of the visit should be a key concern, if the tourism industry in the City is expected to grow.

All of the regional household growth is occurring outside of the City. The City has actually experienced negative household growth in the past decade, especially with regard to affluent households. The new home market is focused almost wholly in the suburbs.

Over the past few years, the City of Charlottesville has obviously begun to face significant challenges – employment loss, declining share of regional retail sales, and flight of affluent households to high-growth suburban locations. These challenges are not unusual for center cities around the nation. In fact, Charlottesville appears to be in a much stronger position than

many center cities of its size. The trend towards less relevant center cities is not an inevitable one, although its causes are rooted in real competitive differences between a center city and its suburbs. In order to evaluate the potential for reversing the economic decline of the City, it is thus critical to understand the competitive advantages and disadvantages of the City relative to the suburban areas. A summary of this analysis is shown in Exhibit 23 (Appendix B).

The following have been identified as competitive advantages, or strengths, of the City of Charlottesville:

- Proximity to key institutions, in particular the University of Virginia, government institutions, and regional hospitals
- Variety of commercial space, with regard to the type of space, and the cost of that space
- Pedestrian friendly, urban environment
- A Charlottesville address, which is important to many businesses serving a regional or national market
- An active local government
- Growth restriction policies in suburban jurisdictions

The following have been identified as the competitive disadvantages of the City:

- Lack of affordable, appropriately-sized development sites
- Lack of parking
- Lack of a large supply of high-quality housing
- Traffic congestion
- Perception of higher crime
- Perception of higher tax burden

Not all of these competitive advantages and disadvantages have equal impact on regional development trends. The most powerful factor tends to be the lack of developable land in the City versus the suburban jurisdictions. Greenfield sites, in general, are considerably less expensive to assemble, purchase and develop than are infill sites. Center cities, like the City of Charlottesville, are typically near built-out, with few large sites to offer prospective developers. Therefore, several types of uses, such as single family detached homes, big box and strip center retail, and campus-style office parks, are very difficult to place in center cities. Unfortunately for most cities, annexation of new land is not possible, and this strong competitive disadvantage is a reality that must be accepted.

This disadvantage, however, is not overwhelming. The key to overcoming it is focusing on the strengths of the center city, and targeting niche markets that naturally prefer to locate there. For instance, a number of different office users prefer to be in the downtown area, because of proximity to key institutions. Further, as center cities have made a comeback throughout the nation, there clearly is a market of households and businesses that prefer to locate in an urban environment. High-tech firms, for example, are often known to seek out "funky" space in neighborhoods that can typically only be found in urban centers. Center cities have also begun to benefit from growth restriction policies in suburban counties, as some demand for new homes has been redirected inward.

Attracting these niche markets requires that the smaller, and more changeable, competitive disadvantages of a city be addressed, and that the strengths of the city be bolstered. The specific actions that the City of Charlottesville can take towards this goal are discussed in the implementation section of the team's report.

The remainder of this section focuses on the potential development opportunities for a variety of land uses. The analysis assumes, to a certain degree, that the City will be able to leverage its advantages and minimize its disadvantages, so that current regional growth trends are shifted (in favor of more city growth).

Single Family Homes

Clearly, the vast majority of new home construction in the past decade has occurred in the suburban counties. Regionally, the housing market is very strong, and 1999 was one of the most active years in recent decades, especially for single family home permits. In general, multifamily housing units make up a small percentage of total housing units developed throughout the region. The focus of growth in the region has been the suburban counties.

Single family communities that have been developed within the City have been successful. While generally priced below, and typically not able to achieve the pace of absorption of the higher-end suburban communities, these infill sites still have been able to attract a niche market. There appears to be a long standing need for high quality new homes within the City. The attached product, in particular, has been able to attract a varied market, including young professionals seeking proximity to an urban environment, younger families seeking a starter home, more mature families looking to relocate closer to employment, and move-down buyers, whether they be empty-nesters or retirees.

In general, the Team has estimated that single family detached homes can achieve prices between $150,000 and $300,000. Attached homes can sell from $85,000 to $175,000. The variation reflects quality of location, along with the quality and size of the home and the execution of the development.

The experience of condominium projects in the City has been mixed. Generally, the newer and better-located condominium projects are commanding resale prices from between $150,000 and $225,000 per unit. Anecdotally, local residents have indicated that there is a demand for condo units in the downtown area. However, resale data, and the performance of many of the newer condominium projects during their initial sales periods, suggest that the demand for higher-priced units may not be as strong as suggested.

The rental multifamily market is very tight in the City, with very little vacancy, especially in the higher quality developments. Although the market apparently is demanding new units, relatively little construction activity has occurred in the market since 1995. Due to the lack of supply in the market, rents have apparently been experiencing significant appreciation (approximately 5% in the last year).

Demand for multifamily units should remain strong in the City over the next ten years. For-sale multifamily housing appeals to younger professional and empty-nester/retiree buyers, both of whom are attracted to the maintenance-free lifestyle of the condominium product. The Team has estimated that new condominium projects will sell from between $125,000 and $175,000, in 2000 dollars. The market potential for condominium units will most likely be strongest in the later stages of the ten-year forecast period. The bulk of demand for new multifamily units in the City will come from renters, in particular students and young professionals. The Team has estimated that new rental units can achieve rents from $0.70 to $0.85 per square foot. Demand for rental units appears very strong, both in the short-term and long-term.

While demand for new construction clearly exists, the ability to deliver units to meet projected demand will be a challenge, however, as attractive sites will likely be difficult to find. Parking will also be a significant issue, and likely a costly one. The number of spaces per unit required in urban residential projects is typically less than in suburban locations. However, many households that desire urban living also require one or more parking spaces. Given projected prices and rents, and the additional cost burden created by the need for parking, many multifamily projects may not be feasible without some external assistance.

Under an aggressive scenario, the Team projects that 1,055 new homes will be demanded within the corridors over the next ten years. Based upon our knowledge of the local housing market, this demand was distributed among the various product types: single family detached (70 homes), single family attached (360 homes), and multifamily units (625 units). This analysis does not include demand for affordable housing (330 projected demand), or multifamily housing targeting students (500 projected demand), as demand for these types of housing is considered outside of traditional, market-based demand.

Office and High-Tech Space

The office market within the City of Charlottesville is currently very tight, with an estimated citywide vacancy rate of under 2%. In the past year, a record level of space has been absorbed in the City (58,677 square feet), which accounts for roughly 36% of the region's absorption. With limited available space and strong demand, rents for office space have been climbing, prompting significant interest in new office construction throughout the City. The demand for lower cost, flexible space has also increased dramatically, with smaller high-tech firms making up the majority of this demand. Unrecognized demand from high-tech users has pushed rents for flex/tech space up approximately 50%.

Competition from suburban locations will continue to be strong. However, given the current lack of available space, and the rising rents that are resulting from unmet demand, there is a strong opportunity to develop additional office and tech space within the City of Charlottesville. The growing demand from high-tech users will drive most of this demand for new space, although firms in the financial and legal professions should continue to demand space downtown, and the demand for medical office space should be strong around the two hospitals. The rents for Class A and B space will range from between $16 to $20 per square foot, plus utilities (in 2000 dollars).

Rents for tech space will range from between $10 and $12 per square foot, plus utilities (2000 dollars). Given this lease rate, new construction in many locations will not be justified. However, since high-tech space is often preferred if located within an older and interesting rehabilitated building, strong demand for tech space should increase the market pressure for the rehabilitation of large amounts of dilapidated and obsolete space in otherwise attractive office locations. The one caveat is the particularly volatile nature of the high-tech industry. As high-tech firms are very susceptible to failure, short-term spikes in demand are often not sustainable over the long-term.

The Team has projected that 530,000 square feet of office space, and 320,000 square feet of high-tech space, will be demanded in the City of Charlottesville over the next ten years.

R&D and Lab Space

R&D and lab is defined as space that has been built out to cater specifically to research firms, specifically biomedical and pharmaceutical research. The biomedical research industry is a strong growth sector in the Charlottesville region, primarily because of the University of Virginia, and the role of Charlottesville as the center for healthcare in the region. Further, anecdotal evidence suggests that great potential exists for further growth, through federal grants, if space was available to house the research activities.

The strongest competition for R&D/lab space development will come from the suburban research parks, in particular the UVA parks. However, several sites along the West Main corridor would be able to compete strongly with these research parks, given the close proximity to the University and its hospital. Generally, it is very risky to build lab space speculatively, as the space can be very expensive to construct. However, significant for housing demand would allow for significant pre-leasing, thus making speculative construction more likely.

Based upon our projections of employment growth within the City, the Team has projected that 400,000 square feet of R&D and lab space will be demanded in the City of Charlottesville over the next ten years.

Industrial & Flex Space

In general, industrial and warehouse space is less in demand than in the past, as the economy continues to move away from hard manufacturing and distribution, and more towards "new economy" sectors. However, as the new economy sectors continue to demand space in a market with limited space availability, many of the high-tech firms have begun to move into light industrial and warehouse space. Smaller industrial buildings are being used increasingly more as flex space, with businesses using the space for a mixture of office, light assembly, warehouse and retail.

Strong demand will exist for the development of new industrial/flex/warehouse space, primarily because of the increased demand from smaller users seeking flex space for light industrial/warehouse, office and retail use. Some high-tech companies will also continue to seek flex space, especially those firms that require storage/distribution space adjacent to office space.

Rents for new flex/industrial space will range from $4 to $10 per square foot (plus utilities, in 2000 dollars), depending on the extent of the build-out. Based upon our projections of employment growth within the City, the Team has projected that 240,000 square feet of R&D and lab space will be demanded in the City of Charlottesville over the next ten years.

Retail Space

Although still capturing a significant share of the regional market, the retail market in the City is facing a strong threat from suburban retail development. Since almost all of the new home growth has occurred in the suburbs, retail growth has also concentrated in these locations. At the same time, negative household growth has weakened existing retail concentrations within the City. The greatest threats are apparently ahead, as several large sites in Albemarle County just outside of the City limits are planning significant retail developments. The City has no sites that can attract similar developments.

Although growing suburban locations will undoubtedly attract the majority of new retail growth in the region, there does remain significant opportunity to strengthen the retail market inside the City. The greatest opportunity is an expansion of the Barracks Road Shopping Center, which is the regional retail destination. Currently, the center has no vacancy, and is achieving the strongest rental rates in the region ($18 to $20 per square foot, Net/Net). While surrounding retail centers along Route 29 within the City limits, such as Seminole Square, Charlottesville Kmart Center, and Meadowbrook Center, are under-performing, the Team believes that an expansion of the well-known Barracks Road Shopping Center will draw more shoppers to the area.

There is also an opportunity to strengthen the Downtown Mall and West Main as a destination for restaurants, entertainment, and nightlife. The downtown mall has not been able to establish itself as a center for retail, but has established itself as an entertainment destination. Expansion of opportunities should draw in more residents, and tourists, from the regional market.

The final opportunity is to improve and slightly expand retail opportunities in existing, neighborhood retail centers. Many of these centers are currently older, and filled with lower quality retail opportunities. There is a strong opportunity to improve the level of retail services in these neighborhoods, and retain sales that are currently being spent in higher quality retail centers in the City and suburbs. New space in these neighborhood centers would typically be Class B space, filled by local tenants, and achieving rental rates between $14 and $16 per square foot (in 2000 dollars).

There has been significant interest from the community about the potential to bring a new grocery store into the downtown area or surrounding neighborhoods. The Team does not believe, based upon our analysis, that market demand will support the construction of a new, full-sized grocery store. However, there is opportunity to develop smaller, specialty grocery stores that can serve local needs.

Under aggressive assumptions, the Team projects that approximately 200,000 square feet of new retail space will be demanded in the City of Charlottesville over the next ten years.

Hotels

The City appears to be the preferred destination for hotel visitors in the region. While the primary tourist attraction in the region is Monticello, the University of Virginia and downtown mall are also very strong attractions. Specifically, the City offers the entertainment and nightlife opportunities that most visitors are seeking when choosing a hotel location. The fact that the hotel market is much stronger in the City than in Albemarle County reflects this competitive advantage.

There exists a good opportunity for additional hotel development in the region. Visitor trends in the region have been declining for most of this decade. However, there does appear to be strong demand for additional high-quality rooms, as much of the existing hotel room supply is in older, motel-style properties. In particular, attracting a conference center development to the City will require additional supply of high-quality rooms.

Based upon the most aggressive demand analysis, by 2010 an additional 377 hotel rooms will be demanded within the City of Charlottesville, in addition to the 250 room hotel that will be demanded if a region-serving conference center is developed in the area. The Team believes that the most likely site for a conference center hotel will be in the downtown area, to take advantage of the existing stock of high-quality hotel rooms, as well as because of the attraction of the downtown area. The remainder of the rooms demanded will be in moderately-priced hotels targeting tourists.

Summary

All of these projections reflect a mid-term (10-year) view of the demand for new space. For the purposes of determining development potential under a redevelopment strategy, the Team will use the aggressive projections. This scenario represents the maximum potential of the City of Charlottesville, if a comprehensive and action-oriented strategy is implemented.

Urban Design Guidelines:
Creating a Welcoming and Accessible Public Street

Active, sonorous and vibrant streets are attractive to visitors: prospective customers, residents, employers and business owners alike will play a role in enabling the city to realize the potential of the current market for development suggested by the preceding analysis. A dynamic streetscape is an indication of an area where visitors feel safe and comfortable spending their time and meeting their needs. These guidelines are intended to direct new corridor development and city improvements toward that vibrancy: where the structure of the built environment creates and reinforces a safe and comfortable setting for its visitors and residents. Other contributing factors are discussed throughout other areas of this study. The corridor, or street, can be built in ways to ensure this vitality by accommodating:

24-hour use; where people are living, working, shopping, and are otherwise utilizing the corridor throughout the day and night; 24-hour use is the by-product of mixing uses within a comfortable urban density. Urban density is required to create and support these successful healthy streets.

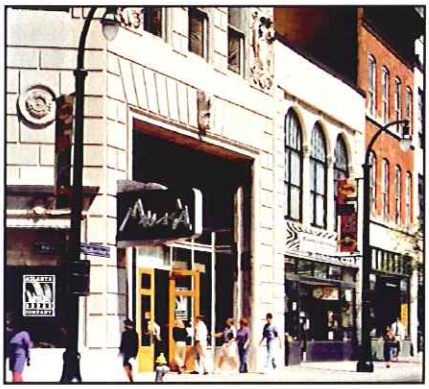
Pedestrian activity; architectural details provide "human" scale to buildings. Creating visual interest within the realm of our daily activity provides an interesting backdrop and enlivens the streetscape. Out of our car we are all pedestrians and are more comfortable in areas designed for us first, and then accommodating our other, various modes of transport.

Potentially, the new Transitional Zone District could direct these forms of development throughout the city into areas of 24-hour use and higher possible pedestrian animation. The purpose of the transition zoning is to conserve land resources, minimize automobile travel and locate employment and retail centers in proximity to housing. The zone permits and encourages mixed use development and density along high traffic areas. This zoning is a great step toward building community further into the city with infill and redevelopment opportunities and could be used throughout the corridor areas. At this time, it is applied only to Cherry Avenue, the 9th/10th Connector Road, and the area immediately south of West Main Street.

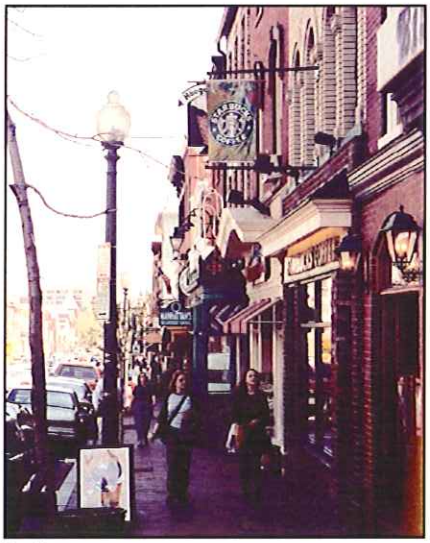
Ensuring 24-Hour Activity

Urban density is required to create and support successful activity centers. The concept of higher density often meets opposition, but density itself is not the problem. A well designed multi-unit project can conform with neighboring buildings and provide privacy and convenience to residents. Density can provide the capacity to absorb the bulk of new residents who, in turn, help to support local businesses and retailers. Uses co-exist and feed off of each other, providing many useful places to go in a small area. Most of the advantages of "community living" are not available without a critical mass (in these thriving corridor areas.)

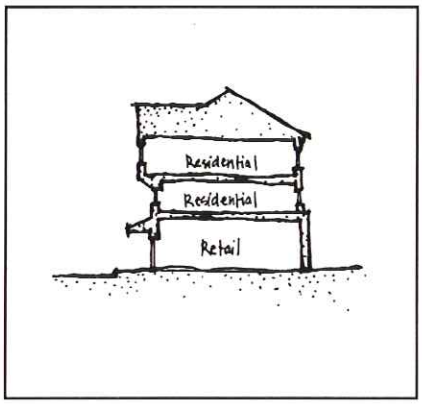
Nighttime

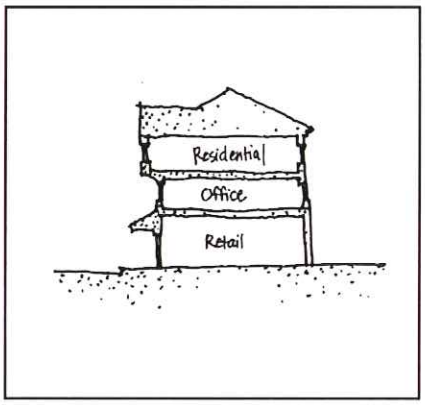


Daytime



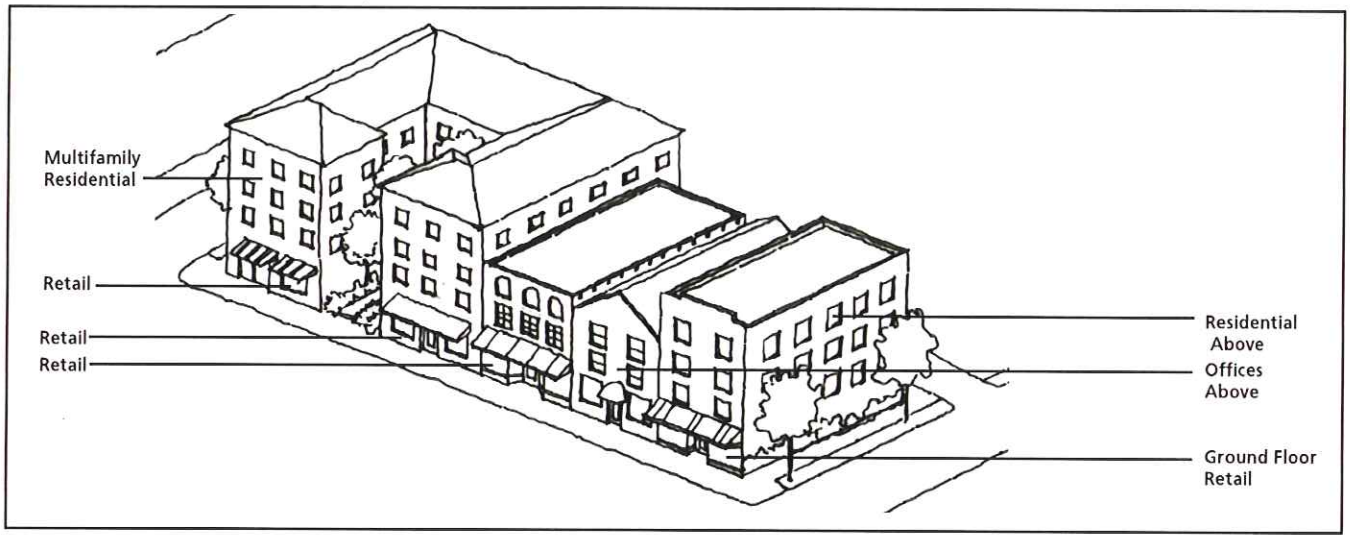
Anytime

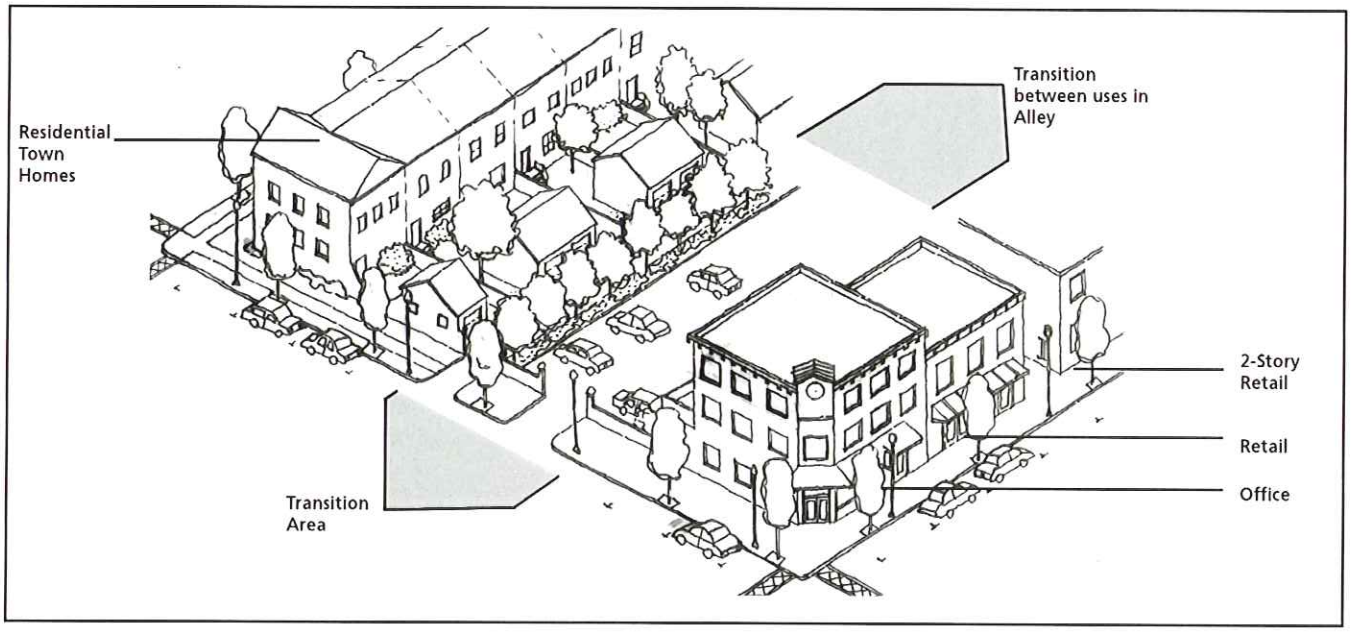


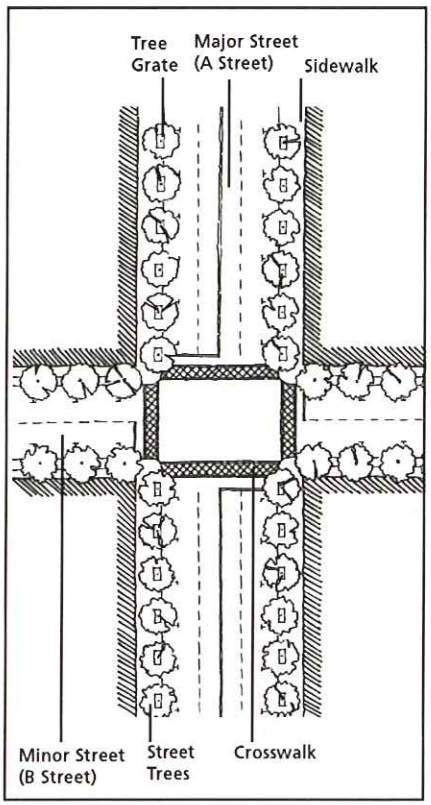


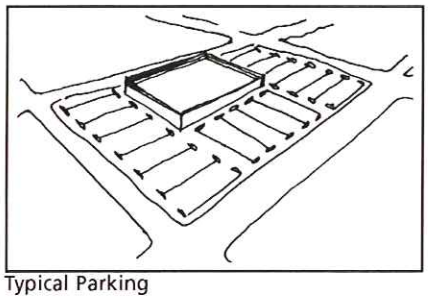
Density can be created by mixing uses: stacking the compatible office and residential uses above street-level retail or mixing uses horizontally along the street and within the block. This ensures three user groups. Not only is the street active with visitors in the shops, restaurants and services available, but provides for more permanent users, such as employees within the offices and/or residents within the apartments. These horizontal and vertical use mixes should provide goods and services for local residents and workers, and encourage round-the-clock activity through a variety of functions.

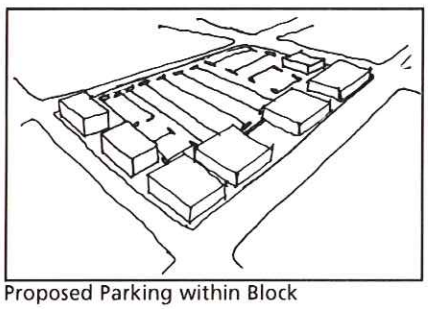
Examples of Mixed Use Arrangements








Typical Parking


Proposed Parking within Block

Creating a Pedestrian Oriented Environment

Activating a street and a neighborhood requires supporting a number of different users, from commuters to residents and tourists. Though the most common and important user is the pedestrian, the streetscape should be carefully planned for every user. Much of the design focus lies at the pedestrian scale. Two sets of guidelines are included below: Public Infrastructure Guidelines and Private Development Guidelines.

Public Infrastructure Guidelines

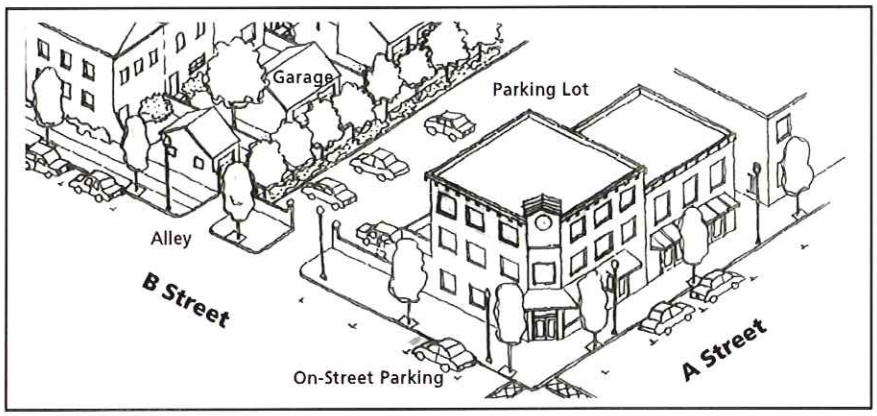
These guidelines are divided into two groups: "Creating an Urban Structure" and "Details."

Creating an Urban Structure

While most of the corridors are "built out" already, there are some larger parcels available for redevelopment. These parcels provide the opportunity for re-subdivision in the form of blocks. Where these parcels are dominated by vast expanses of available parking, there is opportunity to infill the parking areas with new construction, thus creating streets and blocks where none were before.

Blocks

- Should vary in size depending on use: 300'x400' (maximum) for commercial and 250'x500' (maximum) for residential; if providing parking on the interior, should measure no larger than 350'x600'
- Aid the transition between the corridor, mixed use areas, and the surrounding neighborhood, which is primarily residential
- Support pedestrian-friendly neighborhoods
- Provide multiple, more interesting travel routes for cars and pedestrians
- Calm vehicular traffic, particularly smaller blocks
- Facilitate transitions within neighborhoods
- Reduce vast, undefined parking areas by infilling existing retail centers with streets and buildings



Parking

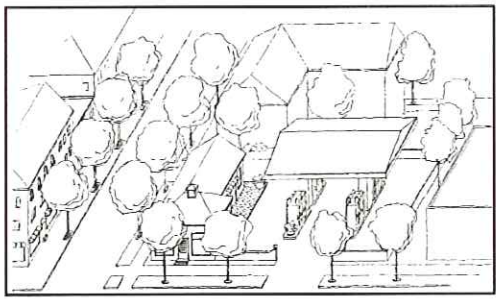
- On-street parallel parking is encouraged on all corridors, it slows thru-traffic and provides a safety barrier for the pedestrian
- Larger parking lots or garages should be accommodated within the interior of the block according to the A & B Street criteria
- Curb cuts should be consolidated and/or eliminated to reduce the amount of vague, undefined vehicle travel areas
- Should be shared among uses (churches need parking Sunday mornings, offices during the week)

A Streets and B Streets
The guidelines propose that Charlottesville's Commercial Corridors be divided according to a hierarchy of "A Streets" and "B Streets."

A Street
- At least 75% of building facades should align with required build-to line
- No surface parking lots in front or exposed next to buildings
- No entry to a structured parking garage
- Structured parking garage facades should be articulated like a building
- Structured parking garages should not be visible from street level (retail at the street level)
- Ramps should not be visible from the street-front of a garage
- Should not have exposed loading docks
- All commercial buildings should be at least 30 feet in height (at least 2 stories)

B Street
- At least 50% of building facades should align with required build-to line
- Structured parking garages may be entered from the street
- Surface lots can be screened with landscaping and low walls
- Parking is not permitted in front of buildings or beyond adjacent building facades
- Sidewalk and street trees maintain continuity of street
- All commercial buildings should be at least 24 feet in height

Gas stations
- Main buildings should front A Streets, with pumps and other services behind
- May be accessed from B Streets



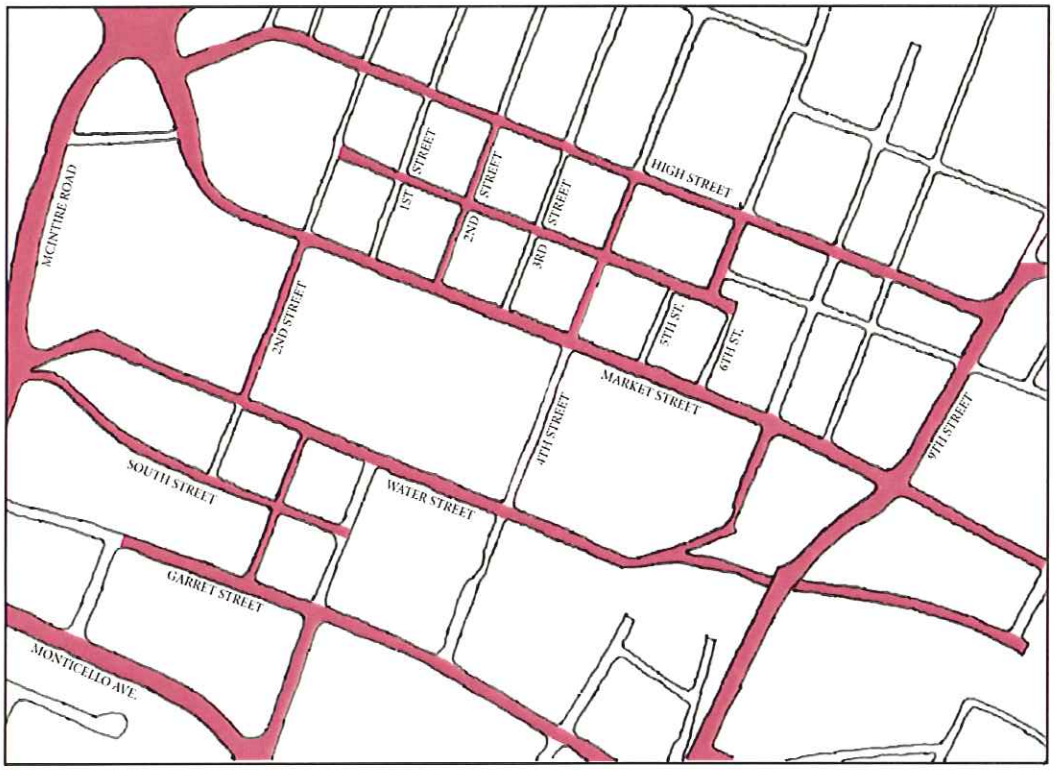


Diagram of "A" and "B" Streets in Downtown Area

Other A Streets
West Main Street
Preston Avenue
East High Street
Monticello Avenue
Avon Street
5th Street
Ridge Street
Fontaine Avenue
McIntire Road
Long Street

Other B Streets
Barracks Road
Cherry Avenue
Emmet Street
Harris Street
9th /10th Connector
River Road

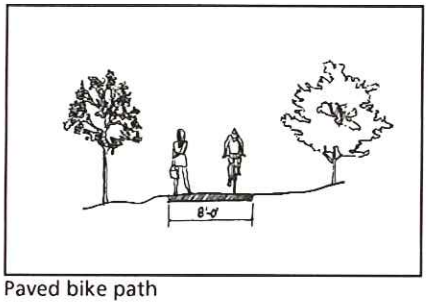
=A streets

=B streets

Details:

Sidewalks

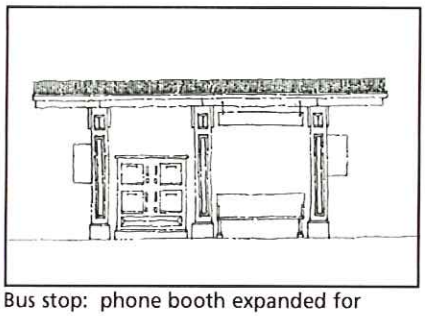
- Should be provided on both sides of a street
- Should be wide enough to accommodate two people walking side by side, a minimum of 7' and a maximum of 18'
- Should continue as crosswalks, and will be clearly marked at intersections
- Crosswalks should be provided with a signal (walk light) long enough for safe crossing



Paved bike path

Paved Bike Paths

- Should be provided on off-road pedestrian ways
- Should connect directly with the street and sidewalk network
- Should be 8'-0" wide


Bus stop: phone booth expanded for newspapers and bench

Bus Stops

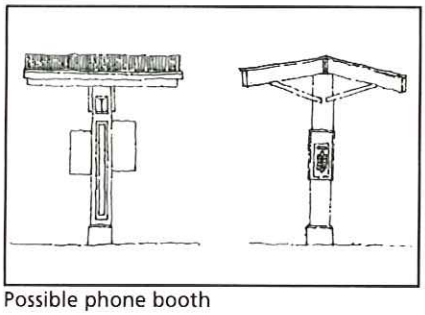
- Should be located at convenient intervals, near schools and activity centers
- Should provide shelter and a place to sit or lean
- Should be named for their location
- Should contain route maps, schedules and transfer locations
- Would, when technically feasible, provide information for next actual bus arrival times

Street lights

- Sodium vapor lights are discouraged
- Should offer enough light to create a safe atmosphere
- Should be at a human scale
- Highway lighting, or "cobra" style lights are not pedestrian scale lighting and are inappropriate for these corridors

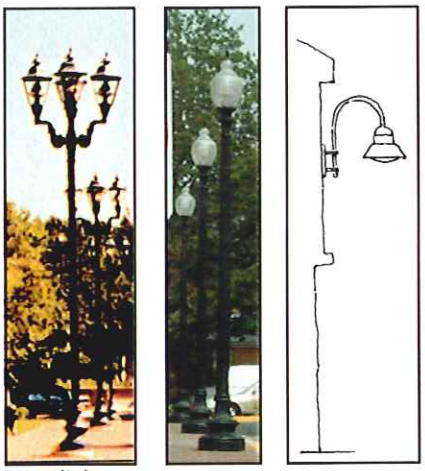
Newspaper Boxes

- Should be consolidated into stands or kiosks


Possible phone booth

Phone Booths

- Should be available along commercial corridors
- Should be provided in sets of two



Streetlights

Lighting

- Should be designed and located so as to avoid glare and excessive brightness
- Should be a coordinated hierarchy of lighting sources and intensities
- Should be safe and of uniform low level lights; no glaring or obtrusive light to distract from the overall atmosphere of the development
- Should not be flashing lights and or poorly manufactured
- Should not exceed 12 feet above the surface of the drive or parking areas on top of or within parking structures
- Within parking structures should be designed so as to prevent glare and excessive brightness from being directed to the exterior

Benches

Fences and Walls

- Should be wrought iron or steel, stucco, stone or brick
- May also be aluminum or hedge on B Streets
- Should be used to complete (fill in) empty corners

Nice wall

Street Trees

- In residential areas should be planted in planting strips between the curb and the sidewalk
- In retail and commercial areas should be planted in the sidewalk, either with tree grates or some other form, suitable for walking across
- Should be chosen for height and spread of the leaf canopy
- Should offer a softened appearance to streets and provide shade on hot days
- Enhance the quality of the walk for pedestrians and provide visual interest
- Provide a safety barrier between the pedestrian and a vehicular traffic

Commercial Corridor Street Tree Planting Recommendations

Downtown Mall:		
Existing trees include:	Quercus phellos	Willow Oak
Suggested Large Trees:	Platanus x acerifolia	London Planetree 'Yarwood'
	Quercus phellos	Willow Oak
Suggested Medium Trees:	Acer buergerianum	Trident Maple 'Streetwise'
	Acer ginnala	Amur Maple 'Flame'
Tree Spacing:	20-30' o.c.	
West Main Street:		
Existing trees include:	Pyrus calleryana	Flowering Pear
	Zelkova serrata	Zelkova
Suggested Large Trees:	Zelkova serrata	Zelkova
	Quercus phellos	Willow Oak
Suggested Medium Trees:	Gleditsia triacanthos 'inermis'	Honey Locust
Tree Spacing:	25-30' o.c.	
Preston Avenue:		
Existing trees include:	Acer sp.	Maple
	Cornus florida	Flowering Dogwood
	Lagerstroemia indica	Crapemyrtle
	Pyrus calleryana	Flowering Pear
	Tilia cordata	Littleleaf Linden
Suggested Large Trees:	Platanus x acerifolia	London Planetree 'Yarwood'
	Acer saccharum	Sugar Maple 'Green Mountain'
	Quercus phellos	Willow Oak
Tree Spacing:	30-40' o.c.	
Fontaine Avenue:		
Existing trees include:	Cornus florida	Flowering Dogwood
	Prunus sp.	Cherry
Suggested Large Trees:	Gingko biloba	Gingko 'Autumn Gold'
Suggested Medium Trees:	Crataegus phenopyrum	Washington Hawthorn 'Princeton Sentry'
Tree Spacing:	25-30' o.c.	

Street Tree Recommendations, contd.

Cherry Avenue:		
Existing trees include:	Cornus florida	Flowering Dogwood
	Prunus x yedoensis	Yoshino Cherry
	Quercus phellos	Willow Oak
Suggested Large Trees:	Quercus phellos	Willow Oak
Suggested Medium Trees:	Prunus x yedoensis	Yoshino Cherry
Tree Spacing:	30-35' o.c.	
McIntire Road/ Ridge/5th Street:		
Existing trees include:	Acer sp.	Maple
	Liquidambar styraciflua	Sweetgum
Suggested Large Trees:	Acer saccharum 'Green Mountian'	Sugar Maple
	Liquidambar styraciflua 'Rotundiloba'	Sweetgum
Suggested Medium Trees:	Crataegus phenopyrum 'Princeton Sentry'	Washington Hawthorn
Tree Spacing:	30-35' o.c.	
Monticello Avenue:		
Existing trees include:	Cornus florida	Flowering Dogwood
	Koelreutaria paniculata	Goldenraintree
	Lagerstroemia indica	Crapemyrtle
Suggested Large Trees:	Tilia cordata 'Greenspire'	Littleleaf Linden
	Quercus phellos	Willow Oak
Suggested Medium Trees:	Koelreutaria paniculata	Goldenraintree
Tree Spacing:	30-35' o.c.	
Avon Street:		
Existing trees include:	Gingko biloba	Gingko
	Koelreutaria paniculata	Goldenraintree
	Pyrus calleryana	Flowering Pear
Suggested Large Trees:	Gingko biloba 'Autumn Gold'	Gingko
	Koelreutaria paniculata	Goldenraintree
Suggested Medium Trees:	Gleditsia triacanthos 'inermis'	Honey Locust
Tree Spacing:	25-30'o.c.	

Street Tree Recommendations, contd.

Belmont Business District:		
Existing trees include:	Gingko biloba	Gingko
	Pyrus calleryana	Flowering Pear
Suggested Large Trees:	Gingko biloba 'Autumn Gold'	Gingko
Suggested Medium Trees:	Gleditsia triacanthos 'inermis'	Honey Locust
Tree Spacing:	25-30' o.c.	
Emmet Street:		
Existing trees include:	Cornus florida	Flowering Dogwood
	Magnolia grandiflora	Southern Magnolia
Suggested Large Trees:	Tilia cordata 'Greenspire'	Littleleaf Linden
	Quercus rubrum	Red Oak
Suggested Medium Trees:	Zelkova serrata	Zelkova
Tree Spacing:	30-35' o.c.	
High Street:		
Existing trees include:	Acer sp.	Maple
	Cornus florida	Flowering Dogwood
	Lagerstroemia indica	Crapemyrtle
	Pyrus calleryana	Flowering Pear
Suggested Large Trees:	Acer rubrum 'Red Sunset'	Red Maple
Suggested Medium Trees:	Zelkova serrata	Zelkova
Tree Spacing:	30-35' o.c.	
River Road:		
Existing trees include:	Acer sp.	Maple
	Cornus florida	Flowering Dogwood
	Crataegus sp.	Hawthorn
	Pyrus calleryana	Flowering Pear
	Quercus sp.	Oak
Suggested Large Trees:	Acer rubrum 'Red Sunset'	Red Maple
	Quercus rubra	Red Oak
Suggested Medium Trees:	Gleditsia triacanthos 'inermis'	Honey Locust
Tree Spacing:	35-40' o.c.	

Street Tree Recommendations, contd.

Long Street:		
Existing trees include:	Acer sp.	Maple
	Cornus florida	Flowering Dogwood
	Prunus cerasifera	Purple Plum
	Prunus sp.	Flowering Cherry
	Quercus sp.	Oak
Suggested Large Trees:	Acer saccharum 'Green Mountain'	Sugar Maple
	Liquidambar styraciflua 'Rotundiloba'	Sweetgum
Suggested Medium Trees:	Crataegus phenopyrum 'Princeton Sentry'	Washington Hawthorn
Tree Spacing:	35-40' o.c.	

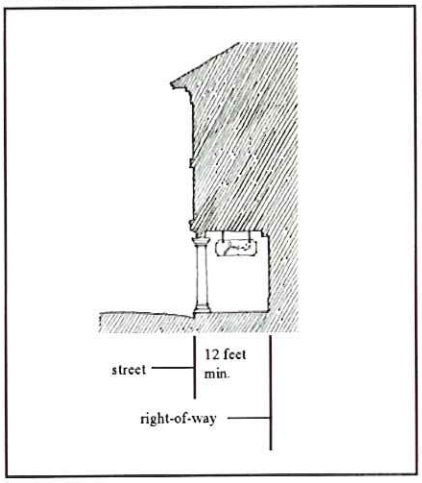
Harris Street:		
Existing trees include:	Acer palmatum	Japanese Maple
	Acer sp.	Maple
	Cornus florida	Flowering Dogwood
	Lagerstroemia indica	Crapemyrtle
	Pyrus calleryana	Flowering Pear
Suggested Large Trees:	Acer rubrum 'Red Sunset'	Red Maple
	Platanus x acerifolia 'Yarwood'	London Planetree
Suggested Medium Trees:	Crataegus phenopyrum 'Princeton Sentry'	Washington Hawthorn
	Gleditsia triacanthos 'inermis'	Honey Locust
Tree Spacing:	30' o.c.	

Private Development Guidelines

These guidelines are divided into three groups. These include: Frontage Guidelines (categorized by corridor), Building Siting and Massing Guidelines (categorized by building type), and Architectural Guidelines, or Building Articulation.

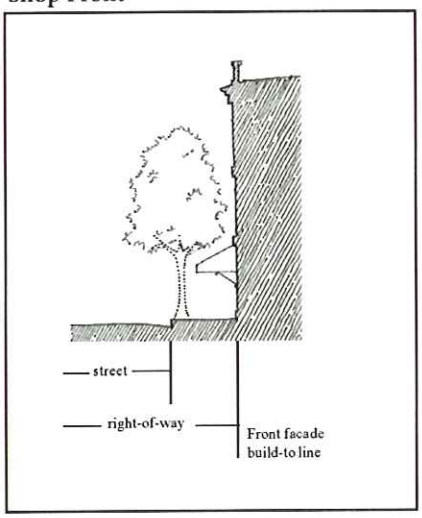
Frontage Guidelines

Arcade Front



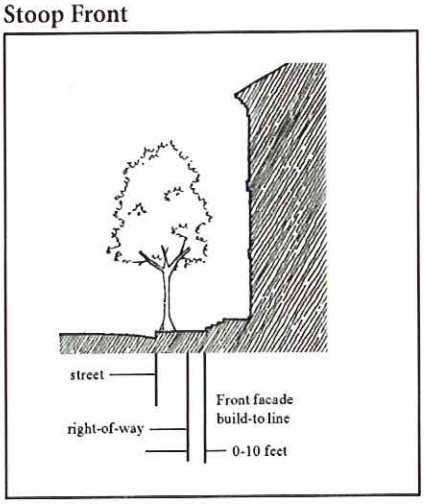
The arcade front sets the ground floor back to the right-of-way line while bringing the upper levels of the building to the street, thereby covering the sidewalk. This front is appropriate anywhere a retail front is applicable, except at the Downtown Mall, McIntire, and Ivy Roads and Emmet and Avon Streets.

Shop Front



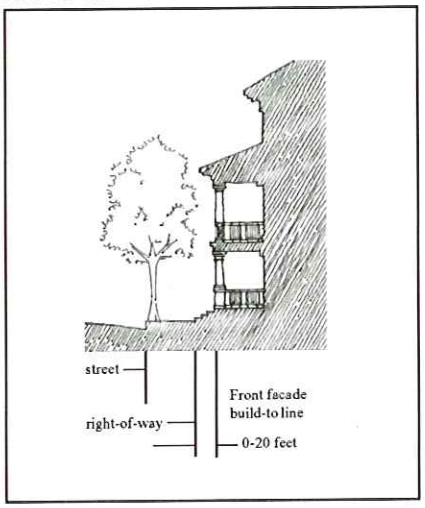
The shop front is also a public street front, with the building facade on the right-of-way line. It is appropriate on West Main, Emmet, Avon and East High Streets, Cherry, Fontaine and Preston Avenues, the Downtown Mall, Ivy and McIntire Roads (downtown), and all streets downtown.

Stoop Front



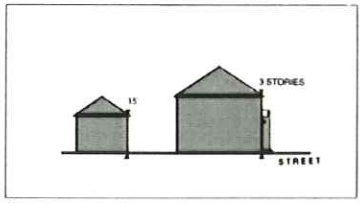
The stoop front pulls the front facade of buildings up to ten feet back from the right-of-way. This front is most commonly found in less dense, more residential or mixed use areas. It is appropriate on Preston, Cherry, East High, River, Emmet, and Monticello Streets.

Residential Boulevard

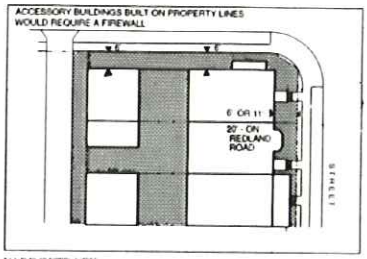


The residential boulevard front allows a larger setback from the right-of-way line (up to 20 feet) and is applicable in residential areas. It is appropriate on Monticello, 5th, Preston, and East High Streets, where front yards exceed 12 feet; a fence line or wall should be established along the right of way.

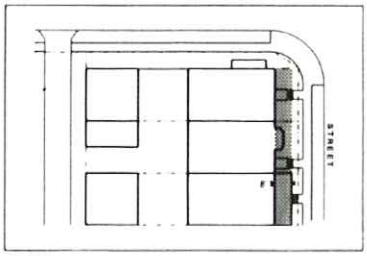
Townhouses



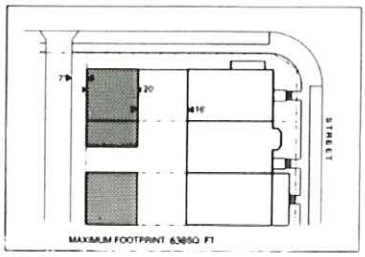
HEIGHT



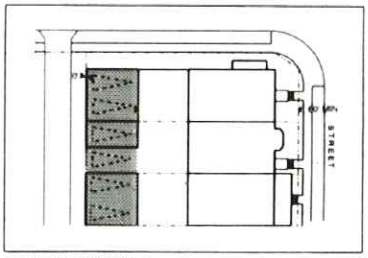
YARD/SETBACK



PORCH



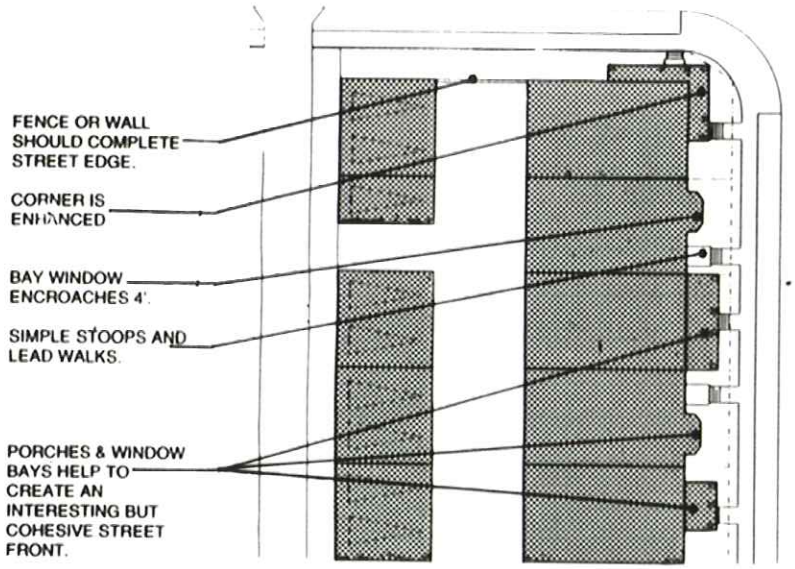
DETACHED GARAGE



OFF-STREET PARKING

Townhouses

APPROPRIATE SITING



APPROPRIATE CHARACTER

Projecting bays and stoops create visual interest.

Townhomes step down with slope of street.

Rear garage is screened.

Clearly articulated facades create hard edge for public park.

Aligned facades, simple palette and well-defined property create dignified street.

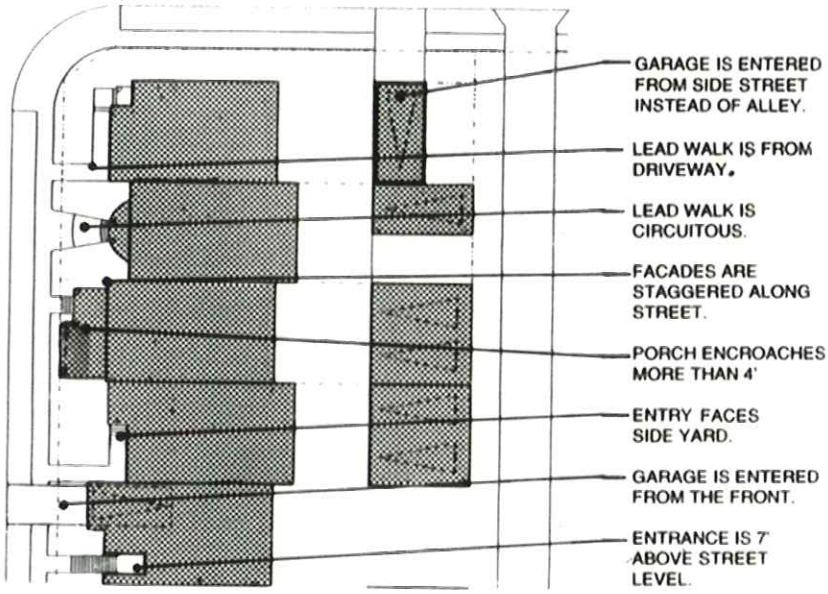
Relationship to street is clearly defined.

Streetscape is visually interesting for the pedestrian.

Exceptional architectural details add visual richness.

Townhouses

INAPPROPRIATE SITING



INAPPROPRIATE CHARACTER


Garage doors dominate the facade.


Lack of established corner defeats the feeling of spatial enclosure.


Entry stoops are too high above the street.


Insufficient articulation of townhouse facades increases monotony of block.

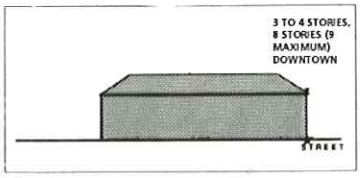

Front yard depth has needless variation.


Large setback removes houses from activity of the street.

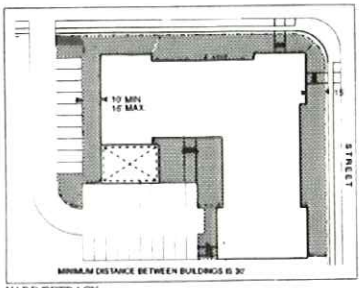

Townhouses face a vast parking lot.


Empty house lot destroys street wall.

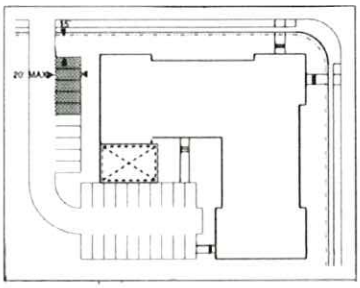
Multifamily



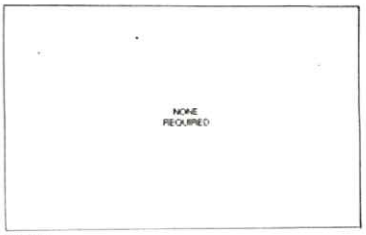
HEIGHT



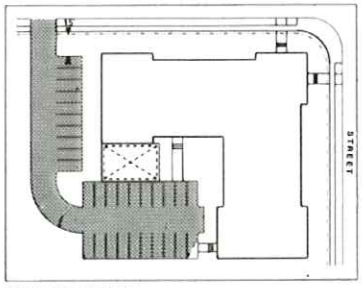
YARD/SETBACK



OUT BUILDINGS/GARAGE



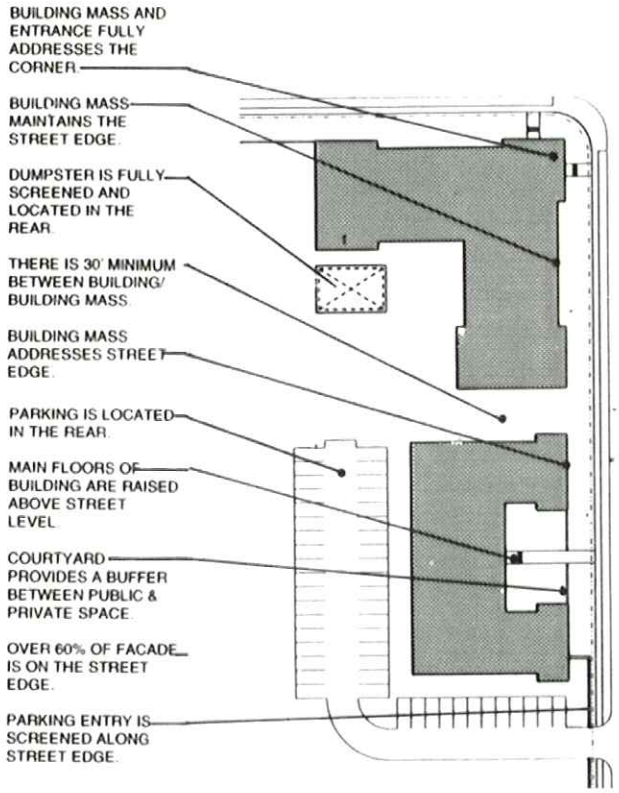
PORCH



OFF-STREET PARKING

Multifamily

APPROPRIATE SITING



APPROPRIATE CHARACTER


Affordable housing with simple details define a street.


Balconies are integrated within urban street wall.


Large loggias (porches) create amenity for residents and public.


Variation in facade materials reduces the scale of large multifamily buildings.


Ground floor parking is set behind layer of apartment units.

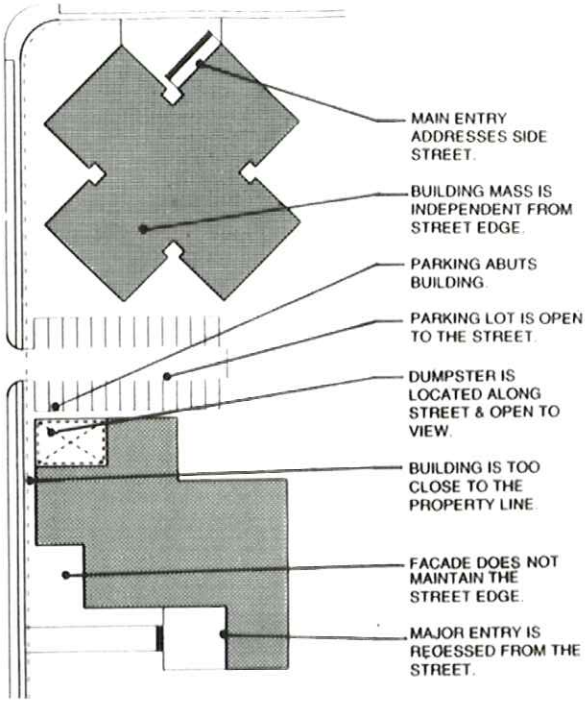

Multifamily buildings should create intimate scale.


Corner is well-defined with beautiful cornice in dense location.


Courtyard provides transition between public and private space.

Multifamily

INAPPROPRIATE SITING



INAPPROPRIATE CHARACTER


Building is in campus setting with no street relationship.


Parking dominates with too much detail.


Building is too short (5-story minimum).


Balconies are so dominant they destroy sense of street.

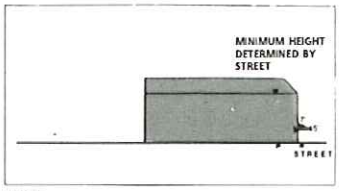

Parking lot dominates the street edge.


Scale and character of openings look institutional.

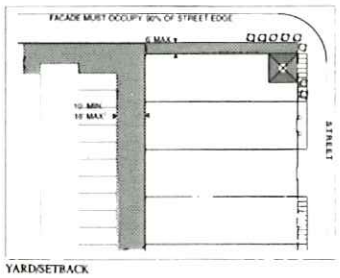

Under-scaled entry and tacked-on canopy have no relationship to the street.


Apartments are surrounded by parking.

Retail / Mixed Use



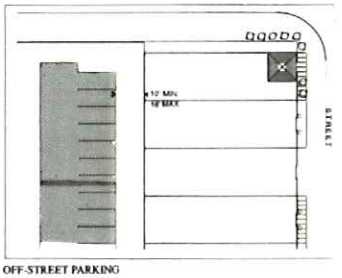
HEIGHT



YARD/SETBACK

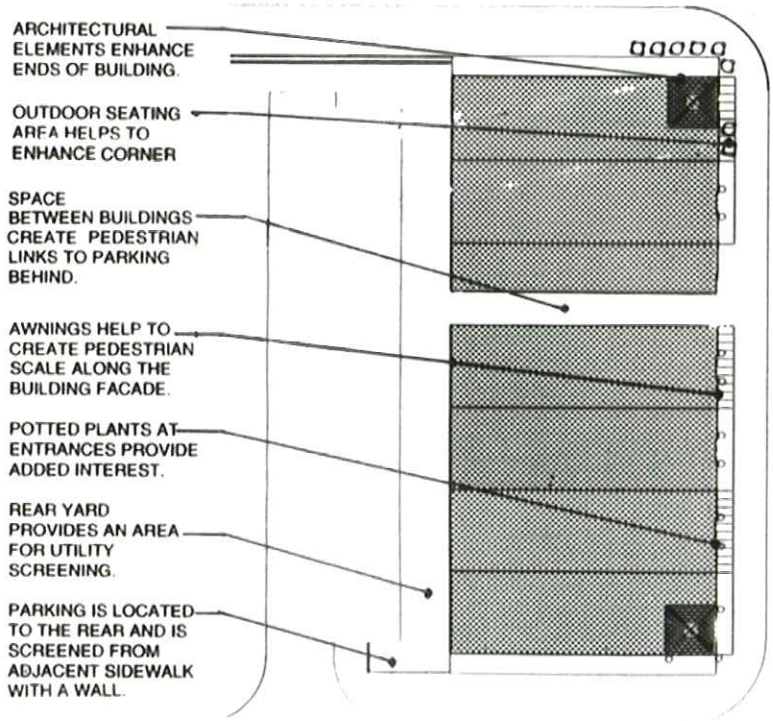
PORCH

OUT BUILDINGS



OFF-STREET PARKING

Retail / Mixed Use
APPROPRIATE SITING



APPROPRIATE CHARACTER


Retail is at an appropriate scale for neighborhood street.


False second floor gives appropriate scale to one-story retail.


Successful re-use of an industrial building.


Big box retailers are suitably incorporated into street front.


Shops scaled with appropriate fenestration and cornice detailing.

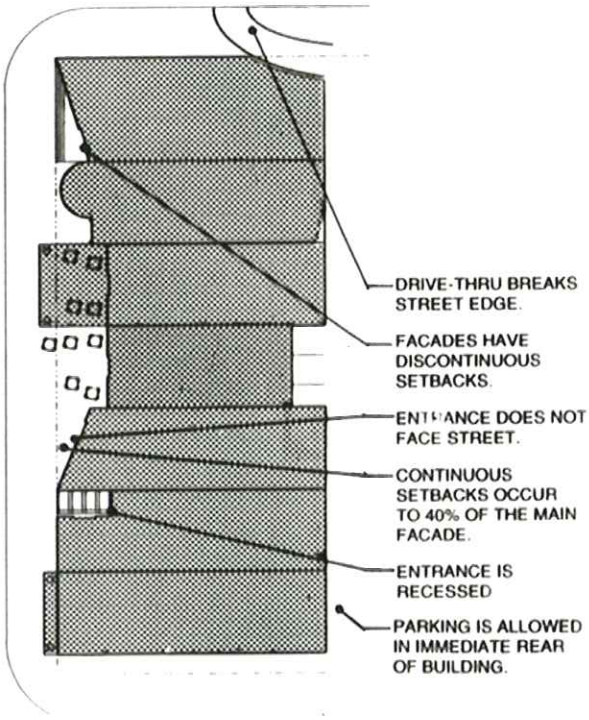
Good retail corner in an elegant mixed use building.


Curved and rhythmic facade define edge of public space.


Residences over retail show clear hierarchy of entrances.

Retail / Mixed Use

INAPPROPRIATE SITING



INAPPROPRIATE CHARACTER


Sunken corner "courtyard" destroys street spaces and discourages window shopping.


"Over-the-top" details demand too much attention.


Building has no relationship to street.


Green space between sidewalk and stores discourages window shopping.

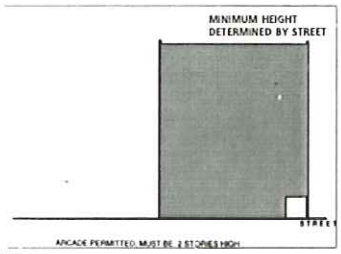

Retail is dominated by parking.


Overscaled details are oriented to the automobile, not to the pedestrian.


Building is poor imitation of historic style.


Retail facade is dominated by wall; shop window sill heights are too high off of the ground.

Independent Office



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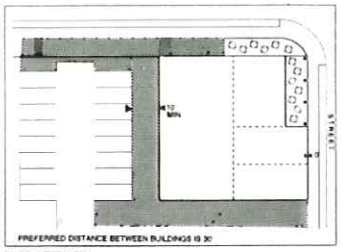
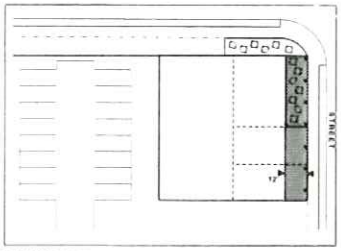
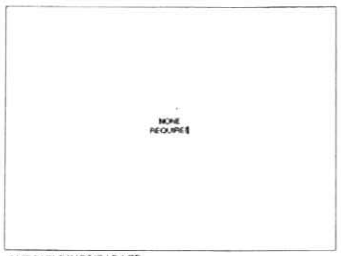


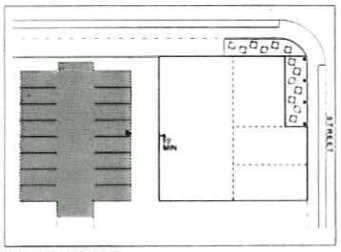
YARD/SETBACK



PORCH/ARCADE

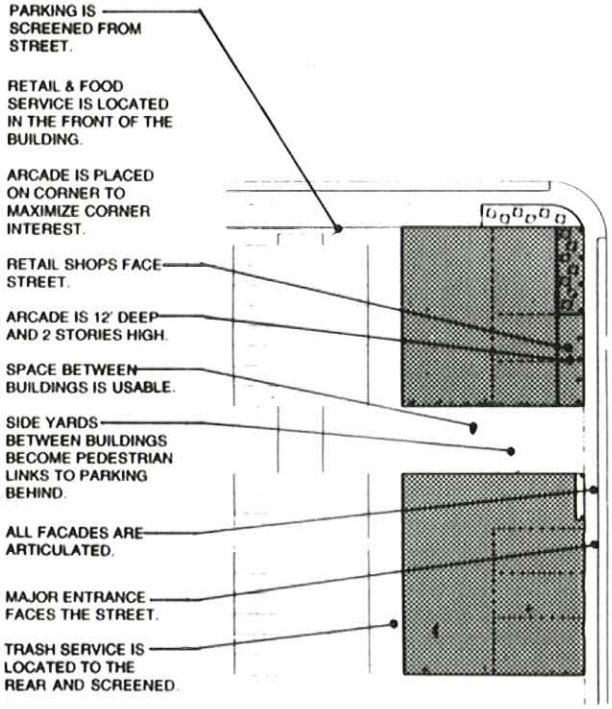


OUT BUILDINGS/GARAGE



OFF-STREET PARKING

Independent Office
APPROPRIATE SITING



APPROPRIATE CHARACTER


Building is a successful re-use for office/flex space.


Office facade presents a beautiful corner.


Parking structure is lined at street level with retail.


Tall retail floor at ground level defines street.

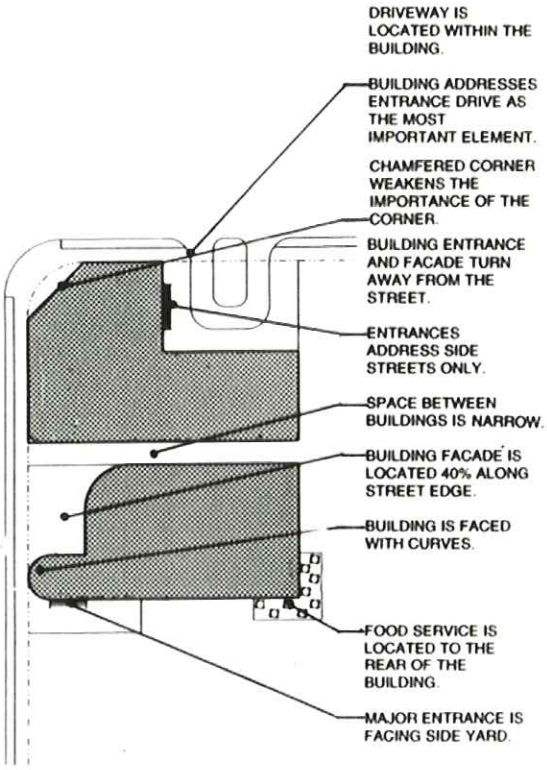

Building creates appropriate corner articulation.


Punched windows and details at pedestrian level make streetscape.


Corner retail completes street.


Retail has well-designed relationship to street.

Independent Office
INAPPROPRIATE SITING



INAPPROPRIATE CHARACTER


Building siting has no relationship to street.


Large facade is monotonous.


Abstract forms create object building.


Mirror glass is disorienting.


Building has no relationship to street; horizontal strip windows and cascading glass entry are inappropriate.


Horizontal strip windows are also monotonous.


Architectural details are at highway, not pedestrian, scale.


Concave facade interrupts pure street edge.

Building Articulation

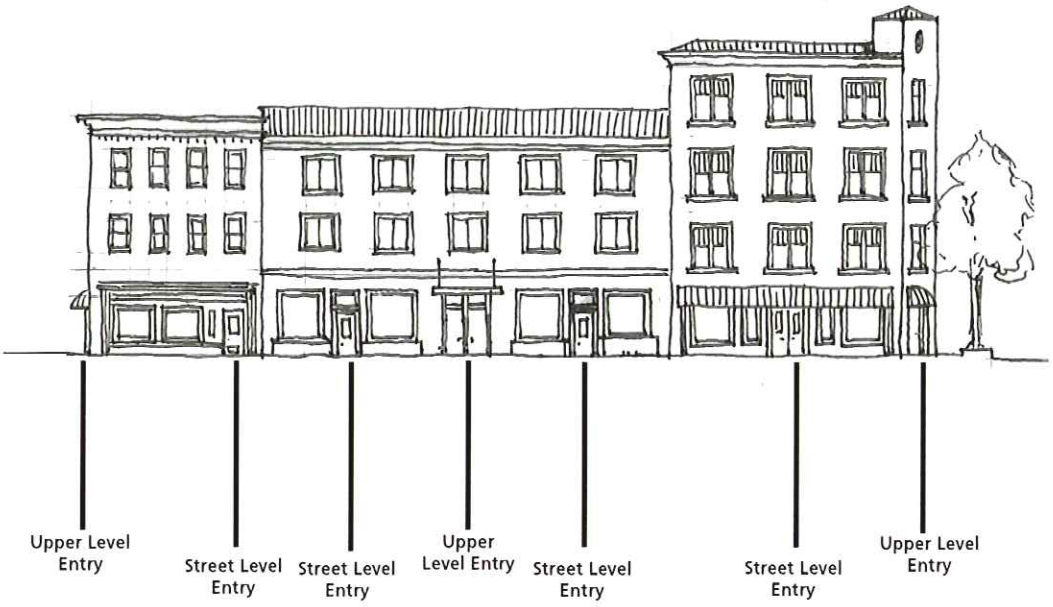
The character of the architecture on the street reinforces the idea of a pedestrian scale, eliminating vast expanses of asphalt and concrete and articulating building masses and edges along the street, with windows, entryways and street furniture that provide interest and stir curiosity. Architectural elements help to define and beautify buildings and thereby enliven the streetscape.

Buildings

- Should be oriented to the sidewalk and the street
- Buildings line the main street in a continuous edge
- Distinction between uses and levels should be clearly articulated
- Blank walls (e.g. grocery stores, pharmacies) should be set back from the street and lined with street-fronting, compatible uses

Façade sections

- Shall vary in length and in height
- To avoid a monolithic appearance, facades shall have varying designs
- Break down buildings into smaller sections no larger than 60' in length
- Three or four façade sections per building are required
- Each façade section shall vary either in different type or a different color
- Variation is intended to encourage a variety of character changes along the streetscape
- Buildings shall be detailed with decorative cornices at their top edge

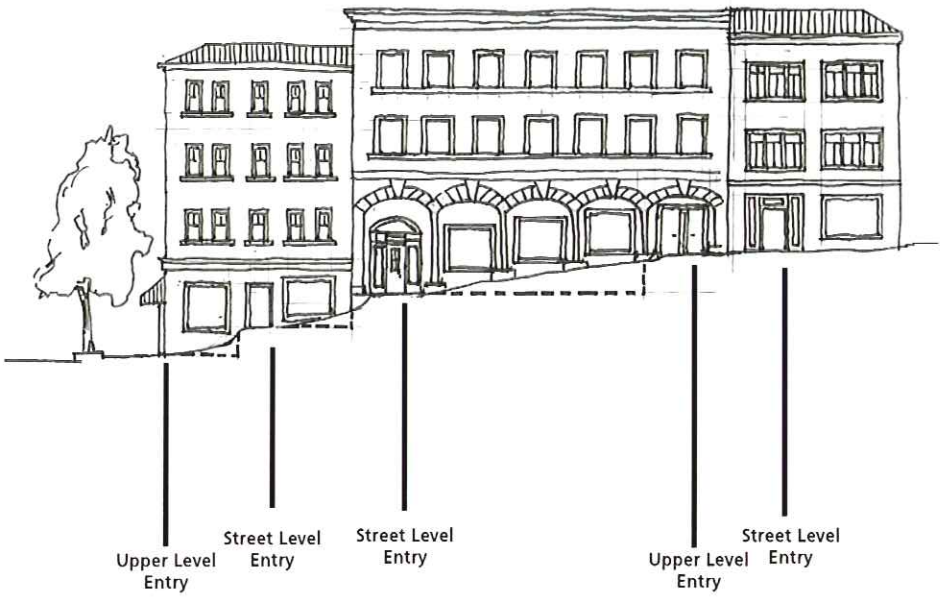


Entries

- Ground floor retail or commercial spaces shall be located along the street and the building fronts
- Service entrances shall be in the rear of the buildings
- Entrances to second and third story uses will be located along the street. The fronts are articulated differently than the retail entrances
- Entrances shall be articulated to make the entrance locations visible to assist in wayfinding and to enliven the streetscapes
- A hierarchy of ground level and upper story uses should be held
- Entries along sloping streets should provide safe, flat entryways while maintaining easy access to storefronts for window shopping
- Raised terraces, or plinths are discouraged along "A" streets
- Arcades, if provided, should cover the entire sidewalk area within the public right of way and be wide enough to accommodate pedestrian traffic

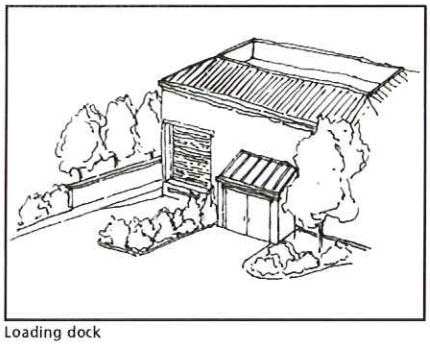
Stores separated from street by plinth


Stores separated from street by grade change




Parking structure with street-level retail


Loading dock


Loading dock

Parking Structures

- Should be architecturally compatible with proposed and surrounding buildings. Exterior finished materials shall be compatible with the main building components
- Should be designed to include architectural features and building materials to minimize the appearance of bulk
- Should be horizontal, not ramped or sloped situations
- Should provide clear pedestrian access between the parking structure and the building entrance
- Should be screened by landscape material
- Retail storefronts should be constructed in front of parking decks that adjoin streets or clusters of office buildings
- Should provide for landscaping on the roof

Mechanical Equipment

- Should be screened (on rooftops) with materials compatible with the exterior façade and incorporated into architectural elements, such as parapets, pediments and other rooftop details
- Should be provided for supporting and screening equipment such as satellite dishes and/or other communications equipment located on a building roof

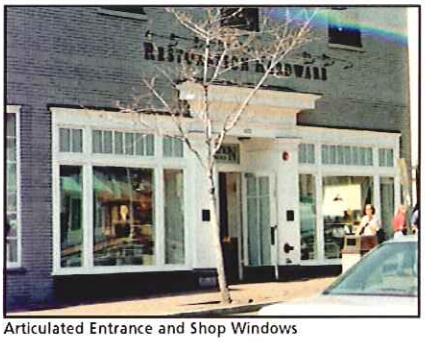
Service and Loading Areas

- Should not be located along any *A Streets*
- Should be located within or adjacent to the parking decks
- Should be located away from public view and screen/buffered by a combination of the berms, depressions, walls, fences, and/or landscaping and integrated with the architecture of the buildings
- Should be enclosed in buildings with roll-up doors
- Should not be placed in highly visible locations
- Should be shared where possible in loading and service courtyards
- Should be separated from pedestrian areas as much as possible, enclosed within parking decks or grade separations, taking advantage of topography

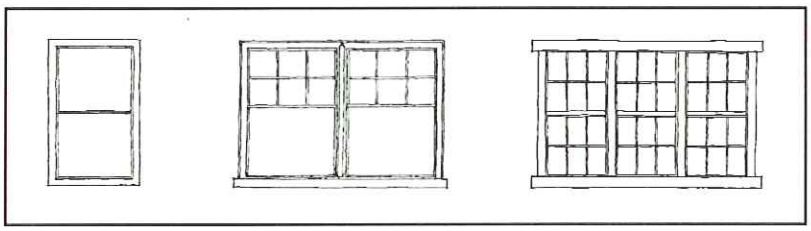
Retail Shop Windows

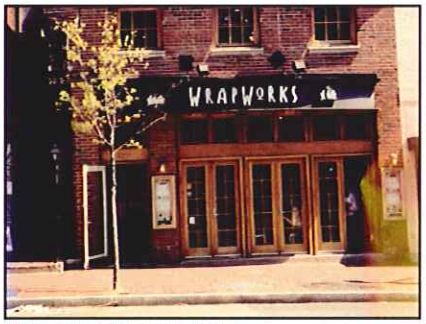
- Should have a minimum of 70% of the building surface glazed on A Streets
- Should have a minimum of 40% of the building surface glazed on B Streets
- Glazing must be transparent; spandrel glass, mirror glass or blackout glass is not permitted
- May not be blocked more than 30% with interior fixtures or paper signs
- May not be blocked higher than 54 inches above the exterior sidewalk on B streets
- May not be blocked on A streets
- Should have sill heights no higher than 32 inches above the exterior sidewalk

Shop Windows



Articulated Entrance and Shop Windows





Windows to Interest Pedestrians

Windows

- Windows should relate to all facing streets
- Fenestration should appear punched
- Windows should be vertical in proportion
- Continuous ribbon windows, or other horizontally oriented window patterns are not acceptable
- Paired or tripled windows of similar proportions as the individual windows are acceptable at façade sections at the ends of buildings, provided that the overall proportions of the combined windows are not greater than 1:1.5
- Fenestration should vary with the changing façade
- Window heads and sills are encouraged

Appropriate Sidewalk Signs


Blade Signage


Appropriate Awnings and Umbrellas

Signage

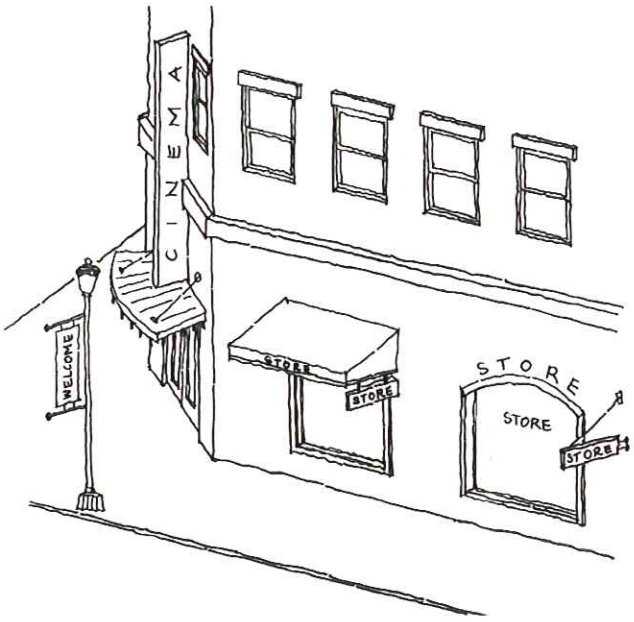
- Box signs that are internally illuminated are discouraged
- Signage and other projections should promote the individual identity of retail tenant
- Signage designs should be unique and not match other retailer's signage
- Blade signage should be perpendicular to its façade
- Should enable identification of each store from the sidewalk
- Should be minimized in size and quantity
- Should not protrude above the building or above the parapet wall to which it is mounted

Banners

- Should be managed through a program organized throughout the city
- Should be used to identify and promote neighborhoods, significant buildings or special events

Awnings

- Canvas awnings that vary in color and design are encouraged
- No internally illuminated vinyl awnings are allowed
- Buildings/owners/shops are encouraged to use projections such as awnings, and signage



Corridor by Corridor Analysis

Downtown Mall
West Main Street
Preston Avenue
Fontaine Avenue (Fry's Spring)
Cherry Avenue & 9th/10th Connector
McIntire Road / Ridge Street / 5th Street
Monticello Avenue
Avon Street
Belmont Business District
Emmet Street / Barracks Road / Ivy Road
High Street
River Road, Long Street
Harris Street

Downtown Mall

Employment and Entertainment District

Vision:

- Attracting Greater Share of Region's Tourists
- Establishing Mall as "Place to Be" Nightlife Destination
- Retaining Downtown Workers as Downtown Residents
- Extend boundaries of "Downtown"

Market Strength/Opportunity:

- Office/High Tech Space
- Entertainment and Local Serving Retail
- Residential - Multifamily
- Conference Center
- Lewis and Clark Museum

Extent of Study Area

Centered on the Downtown Mall, the study area is bordered on the south by the CSX Rail lines, on the east by the Avon Street Bridge, on the north by Market Street and on the west by Southern Rai llines at the edge of the City Yard.

Background

As the historic center of Charlottesville, the Downtown Mall continues to serve as the economic, cultural and civic center of the city. Following a national 1970's trend, Charlottesville's "Main Street" was reconstructed with brick pavers and prepared exclusively for pedestrians. Since then, it has worked its way into the city's consciousness as a six block long piazza and has bucked a more recent national phenomenon of reopening such pedestrian streets to automobile traffic. It is one of the few remaining pedestrian streets in the nation and of fewer still, one that allows no crossing vehicular traffic (with the exception of a somewhat controversial reopening of 2nd street to crossing traffic).

The transformation from "Main Street" to piazza has not been easy. Fashion Square Mall opened around the same time as the closing of the street to vehicular traffic and had a devastating effect on retail trade downtown, which has taken years to overcome. While the opening of the Omni Hotel in the mid-1980's brought promise, it has not had the effect of energizing the space to any real extent. Its insular architectural design actually divorces it from the Mall instead of helping to define it. The closing of familiar businesses (victims of suburban competition) and the lack of any serious entertainment venues, save for a few restaurants, plagued the area for years. Add to this a perception that crime rates were higher in the city, as well as little or no centralized coordination or management (such as standardized closing times), and it was clear in the late 1980's that Mall was in trouble.

In the 1990's, the Downtown Mall has witnessed something of a turnaround. A new six-screen cinema, an ice rink and the opening of several new restaurants and coffee shops have begun to make the Downtown Mall an entertainment destination, particularly at its west end. In addition, the rediscovery of the second and third floors of Mall buildings as residences and as office space for start-up companies and professional services firms promises long-term benefits. This raises the base population on the Mall

during the day and evening hours, which increases the actual safety. This reinforces its popularity and reduces the perceived threat of crime.

The Mall appears healthier than ever. Programming, or creating events to draw visitors, has helped the Mall considerably. The "Fridays After Five" event is enormously popular, bringing thousands to the Mall to kick-off the weekend, and the Saturday Farmer's Market on Water Street has also helped retailers by bringing customers downtown on a non-work day. Unfortunately, except for "Fridays after Five," there are few programmed opportunities to draw visitors to the East End of the Mall. Currently, the anchors on the western end have greater attraction.

On top of this difficulty, the Mall is beginning to deteriorate, physically and visually. The trees have grown to block any views down the street, the bricks and mortar are cracked, and decades of café, restaurant and business transformations have left the Mall cluttered with a collection of mismatched paraphernalia. Café furniture, service stations, utility provisions, unused kiosks, unmatched landscape elements, and broken or incomplete light fixtures are all responsible for the unkempt appearance of the Mall.

Improvements on Water Street coincide with the renaissance on the Mall. Historically, Water Street has functioned as an alley, or backdoor to the mall, but recently has begun to develop its own scene. A number of restaurants have opened and other businesses are reusing former automobile service buildings. Opening Water Street to two-way traffic will help this trend, and the next opportunity for revitalization lies in the two city-owned surface parking lots. Designed properly and redeveloped, these could complete the street and encourage continued revitalization. It is important that these two blocks are developed carefully following the urban design plan and the guidelines set forth in this document.

Since the removal of the Vinegar Hill Neighborhood nearly thirty years ago, McIntire Road (between West Main Street and Preston Avenue) has been perceived as the western edge of Downtown Charlottesville. The design of McIntire Road has reinforced this idea. It is a wide vehicular thoroughfare prepared for through traffic and little local use. The Federal Building, the Omni Hotel, and the One Valley Bank Building, designed and built isolated from the street, ostensibly create an inhospitable wall, and amplify the void.

On the West Side of McIntire Road, a suburban style grocery store sits vacant within a large parking lot. This lot offers the only opportunity to cross from West Downtown (the West Main Street area) to the Downtown Mall. Historically, the neighborhoods of West Main, Starr Hill, Vinegar Hill and Downtown were seamlessly connected; the current pattern defies traditional neighborhood relationships.

This disconnect is also exacerbated by the presence of the City Yard. The City Yard occupies a large parcel of real estate in the likely transition area, which could be redeveloped according to sound urban design principles. If this were done correctly, the yard would help relink Charlottesville's downtown neighborhoods. This unification would provide economic development opportunities for everyone in the area.

Other Studies

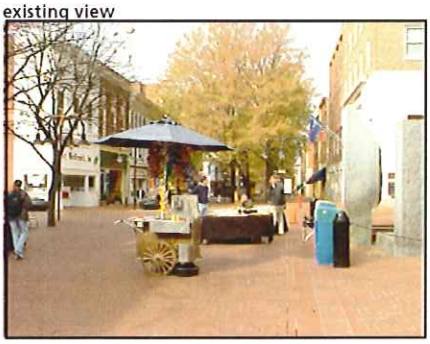
The study with the most direct impact on this effort is the "Parking Master Plan, draft" (Rich and Associates, 2000), which highlights a current parking deficit of 4,656 spaces, growing to a 10,428 deficit in ten years. This study provides recommendations for three new garages in the short term: 1) north side of Market Streets between 8th and 9th; 2) south of the CSX rail line, south of the existing Water Street Garage; and 3) adjacent to and north of the Omni Hotel, atop existing surface parking.

The Team also reviewed the Downtown Farmers' Market Study, which tested a number of potential sites for the Market and recommended incorporating a permanent site for the Market centered along 1st Street between Water and South Streets, as part of the redevelopment of the two adjacent blocks. The Consultant Team tested this idea, but ultimately recommended a nearby site, one block further to the south along Garrett Street (See Monticello Avenue recommendations).

The Consultant Team was made aware of a privately funded study for a Downtown Arena on the West Side of McIntire Road, at Preston Avenue (on the grocery store site). As a result, the Team also studied alternative design concepts for an arena in that area. Such a concept for this site would have to be supported by consensus among the City, the University and local residents. As such, the Team's final recommendations do not include a site for a Downtown Arena.

The "Historic Court Square Enhancements Study" (Graham Landscape Architecture, 2000) was reviewed and incorporated into the final plan. The Team also reviewed the historical development of the area by consulting, "Charlottesville Urban Design" (Ken Schwartz, 1995) and found additional inspiration in a well-circulated urban design graduate thesis, "A Proposal for the Redevelopment of Preston Avenue and Vinegar Hill" (Gaither Pratt, University of Miami, 1999).

existing view



Charrette Feedback

Any doubt about the importance of Downtown Charlottesville, particularly the Mall, and its role within the economic and social health of the City, was squashed by the overwhelming participation in the charrette by area business owners, residents, and developers. No study area received as much feedback as the Downtown.

Proposed view looking west on the Downtown Pedestrian Mall, as envisioned.

Discussions of the possible arena Downtown generated the most controversy. While some downtown merchants were intrigued by the idea as a way to bring more people downtown, a majority of downtown residents at the charrette strongly opposed it. This opposition centered on the likely traffic it would generate, its overwhelming scale, and questions regarding its vacancy rate. The Team suggested an alternative approach that would knit the arena into the larger urban fabric, but it was not enough to convince the opposition.

The Consultant Team also presented ideas to open one or two more streets on the Downtown Mall to crossing automobile traffic, perhaps at 2nd and/or 4th Street. This idea grew out of attempts to knit South Downtown together with the Downtown Mall and neighborhoods to the north. Additional Mall crossings also represented a strategy to enhance the "visibility" of the Mall to visitors. Many visitors arrive in Downtown Charlottesville and are unable to find the Mall or view it from their cars. Strangers to a place often need to understand more about a place before making a commitment to park and explore. This is an obstacle for visitors (to any city) who are accustomed to visually "inspecting" a place to assure themselves that the site is clean, safe and interesting before making the decision to stay. Regardless of this need, the charrette participants voiced their overwhelming disinterest for more auto crossing points, citing safety for children as the main concern. In fact, participants still lament the original opening of 1st Street.

In addition, of the people attending the charrette who work and live downtown, the vast majority appreciate the local ownership and distinction of the downtown businesses, but are concerned by the preponderance of shops selling tourist related goods. These people expressed their continued desire for a specialty grocery store downtown.

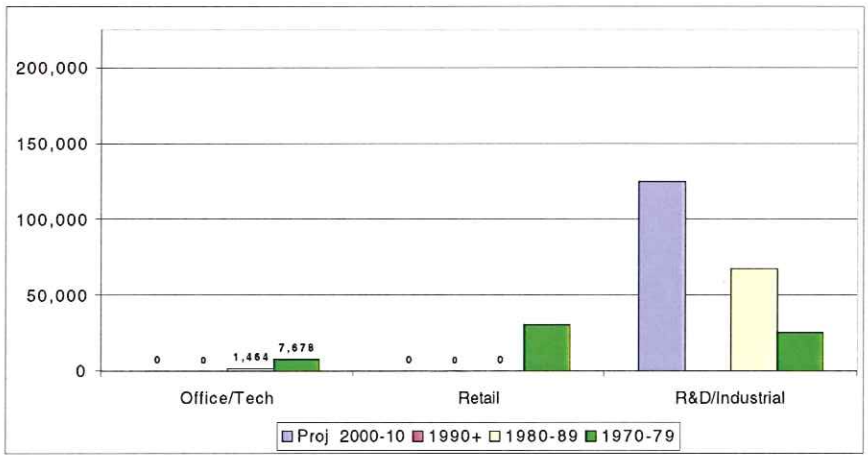
The Market

The Downtown Mall corridor is the largest commercial corridor in this study, with over 1.5 million square feet of commercial space. The largest percentage (56%, 837,849 square feet) of this space is office space. The downtown office market is currently very healthy, with a vacancy rate of approximately 1%. Demand for space is being driven by a number of traditional users, including finance, law, publishing and architecture firms, as well as the public sector. High technology users are also beginning to demand significant amounts of space in this corridor.

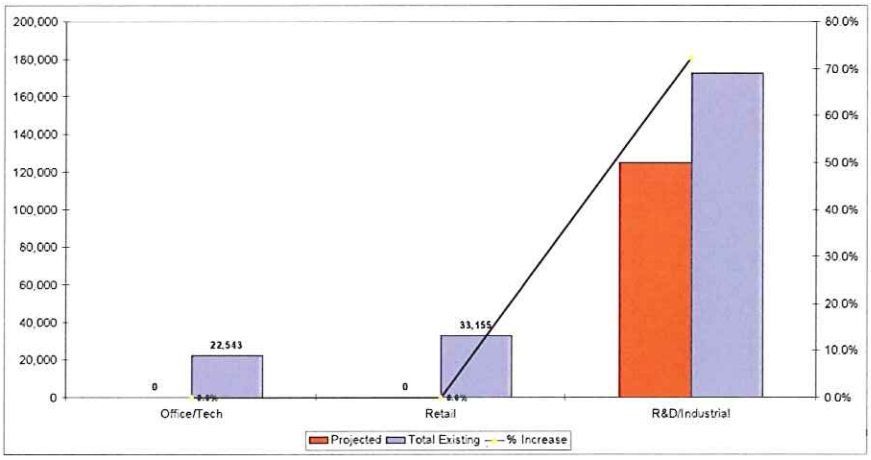
The quality of office space varies significantly in this corridor, from Class A buildings to space of minimal quality. Much of the truly obsolete space may be off the market, and thus not identified as vacant. However, it appears that

demand has been so strong relative to supply, that even functionally obsolete space has been absorbed.

The Downtown Mall is also an important retail center in the City. The vacancy rate for retail space is at an unusually high 15%, primarily because of a number of spaces that are vacant awaiting redevelopment approval. However, the downtown retail market is generally not considered very strong. Retail stores either are lower-end uses, or specialty stores targeting a very specific market. No strong national retailer presence is downtown, which some might feel gives the mall a quaint uniqueness, but more significantly indicates the inability of this area to attract significant retail sales. The Mall is relatively well established as a nightlife destination, with a movie theater, ice



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Downtown Mall



EXISTING SQUARE FOOTAGE DEVELOPED AND PROJECTED DEMAND : Downtown Mall

rink and a number of good restaurants and bars. Yet, the downtown area apparently has limited relevance for a number of key demographic groups within the City, including students at the University of Virginia.

The downtown has a significant supply of housing, both in larger condominium communities and in second and third floors above commercial uses on the Mall. Apparently, there is significant pent-up demand for housing on the mall, in particular rental units. Condominium sales data indicates that demand for for-sale housing might not be as strong as anecdotal evidence would suggest. Even so, demand for housing downtown appears to be growing, as a number of key market segments (young professionals, empty nesters, and retirees) are seeking housing options in a more urban environment.

Over the next ten years, there is strong opportunity to further establish the Downtown Mall corridor as a destination for office users, including the growing high-tech market; for entertainment and nightlife; and for households seeking an urban housing choice. Given trends in the retail market, it does not appear to be feasible to reinvent the downtown as a primary retail destination. However, there is an opportunity to improve and expand the quality of shopping for local residents. Overall, there potential to better utilize second floor space on the mall through rehabilitation. These spaces are attractive for either residential or office/tech reuse. Potential larger-scale developments include a conference center hotel and the Lewis and Clark Museum. Both of these projects are contingent on attracting particular investors to a specific site and probably require assistance from the City.

Current challenges in this corridor that can be immediately addressed include the lack of parking and the limited access to the heart of the Mall because of traffic congestion. Retail stores, restaurants and entertainment uses are most negatively affected by these issues. Issues such as safety and cleanliness do not seem to be an overwhelming impediment to revitalizing the downtown area, but action taken on these issues might improve the general perceptions of the Downtown Mall. With regards to implementation of a redevelopment strategy, obstacles include the high-rate of ownership of relatively small buildings, which makes site assembly required for larger redevelopment very difficult.

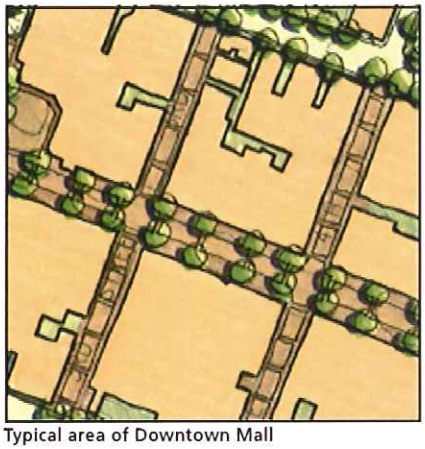
Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the downtown mall corridor over the next ten years: 125,000 square feet of office/tech space, 25,000 square feet

of lab/R&D space, 35,000 square feet of retail space, and 175 market rate housing units. In addition, there is potential to attract a 250-room conference center hotel.

Recommended Alternative - Downtown Mall:
Recommendations described for Downtown are divided into four categories: Downtown Mall, Market Street, Water Street, and McIntire Road between West Main Street and Preston Avenue. Recommendations for the Downtown Mall are described as short, middle and long term strategies.

Short Term – While the reconstruction and re-landscaping of the Mall is being investigated, its unkempt appearance can be addressed immediately by taking the following steps:

- Limb up trees - trimming lower branches allows for greater visibility
- Run electric wires underground—wires strung throughout the trees is unsightly
- Install string lanterns at intersections to create a festive, piazza-like look
- Hang colorful banners on existing light poles
- Clean out exposed glass on light fixtures
- Place park benches (at least 2 per block) against exterior shop walls to provide for sitting and people-watching
- Remove all restaurant 'server stations' from outside- these soda fountains and tubs of dirty plates are unsightly
- Standardize outdoor furniture with one color - black (e.g., Rapture Restaurant); white plastic furniture is unacceptable
- All umbrellas should be one color - different colors are acceptable, but the canvas itself should be a solid color


Typical area of Downtown Mall

Mid Term – The proposed plan recommends reconstructing the Mall surface and extending it to a new terminus at 7th street, eliminating the current darting traffic pattern. This end would be open to the existing outdoor Amphitheater. The new Mall paving would extend down to Market and Water Streets, and would continue the pedestrian only use in these areas. Service would be restricted to certain times of the day (controlled by retractable bollards) and drop-offs for disabled visitors should also be permitted.

The concept for the Mall reconstruction is based upon a traditional street pattern. A center lane, roughly 16 feet wide, would be distinguished from the outer lanes by a band in the pavement. Street trees would be planted along

this edge to reinforce the "street." These trees would provide necessary shade, and allow a framed view down the length of the corridor. Lighting, newspaper kiosks, drinking fountains, phone booths, and trash cans also line this edge. This area is preserved for strolling and special events, and will serve as the fire lane. The outer lanes, at 22 feet wide (located adjacent to the buildings), provide ample outdoor seating room for restaurants or open areas in the shade for vendors, musicians, etc. A summary of improvements follows:

1. Reconstruct/redesign Mall using a flexible pavement system with standard brick or concrete pavers. A pattern, using granite bands and pavers, will be developed such that the main 'promenade' and the pathway necessary for emergency vehicles will be visually distinct. This will help with the current problem of encroachment into that pathway by dining, vendors, etc. As visualized, dining areas will be relocated to the edges of the Mall with the central 'promenade' more open for pedestrian movement and vehicle access.
2. Extend Mall from present east end to Amphitheater and 7th Street.
3. Improve all side streets to Mall design and standards including landscape, furnishings and lighting. Allow service access on side streets to facilitate basic services to businesses within limited hours.

   Streets to be pedestrian include:

2nd Street N.W.	2nd Street S.W.
2nd Street N.E.	2nd Street S.E.
3rd Street N.E.	3rd Street S.E.
4th Street N.E.	4th Street S.E.
5th Street N.E.	5th Street S.E.
7th Street N.E.	7th Street S.E.

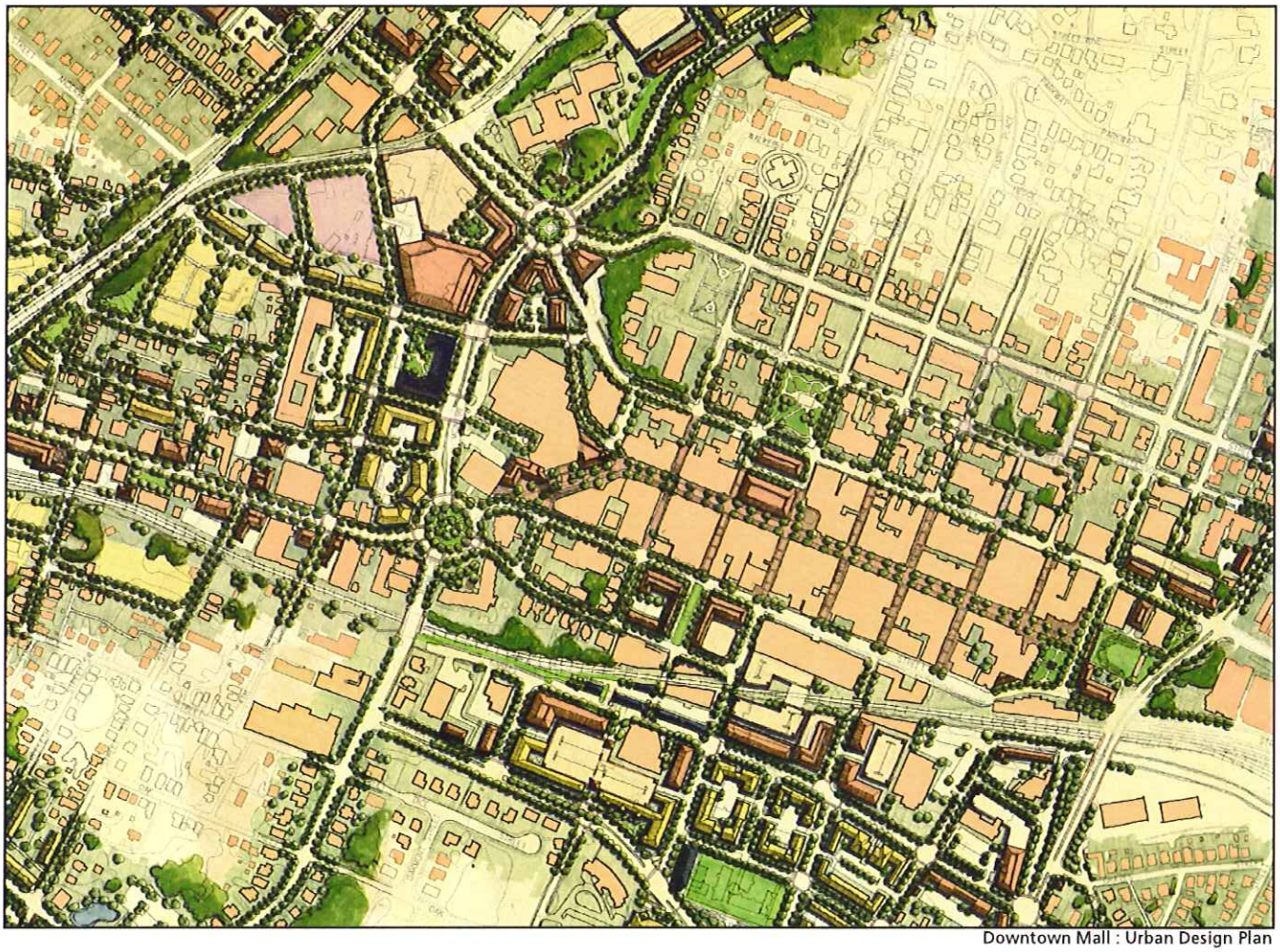
Downtown Mall

4. Improve intersections along Market and Water Streets. Provide bump-outs at corners where possible. Pave with brick on sidewalk areas and use imprint patterning on asphalt paving to designate crosswalks. Include two light standards, two benches and two trash receptacles at each intersection and allow for additional landscape installation.
5. Reconstruct 2nd Street N.W./S.W. to a standard street cross section treatment with proper granite curbing and ramps for handicapped access. Make this vehicular crossing clearly distinct by providing a different, but complimentary paving pattern. Add new granite curbing and paver sidewalks to "bump outs" Market and Water Streets.
6. Provide new benches for Mall. Four (4) per block, anchored.
7. Provide bike racks for Mall. Two (2) per block.
8. Provide water fountains; handicapped user accessible. Four (4) total.
9. Provide trash receptacles and ash urns for cigarette disposal.
10. Improve landscape with a planned mix of large oaks to replace the existing oaks and medium size canopy trees. This will allow sitting and walking beneath the canopy, but be more pedestrian in scale. Six (6) large trees and eight (8) to twelve (12) medium trees per block.
11. Select and install new light fixtures for the Mall and side streets, and intersections at Water and Market Streets. 60 to 80 poles and fixtures.
12. Provide telephone booths. Double units, one unit per two blocks.
13. Provide standardized units to accommodate eight (8) newspapers/ publications. One (1) unit every two blocks.

Long Term – Over the long term, the most important improvement is to generate more interest and activity opportunities at the eastern end of the Mall. The urban design plan provides the following recommendations to increase activity at this end.

A new facility for the Discovery Museum should be constructed where the realigned 7th Street meets Water Street defining the south side of the amphitheater, which will be outfitted with permanent seating. A colonnade incorporating public restroom facilities at each end will further define the amphitheater. Aligning 7th Street to meet Water Street could require substantial regrading, but would result in a new public square opposite city hall, north of the old C&O railway station. This square is designed as a park gently sloping down from the Mall surface to Water Street, maintaining views to the mountains. It will also provide another venue for civic gatherings and programmed events. The urban design plan recommends totally rehabilitating the Downtown Recreation Center and building an additional mixed use facility in its parking lot.


Outdoor Amphitheater



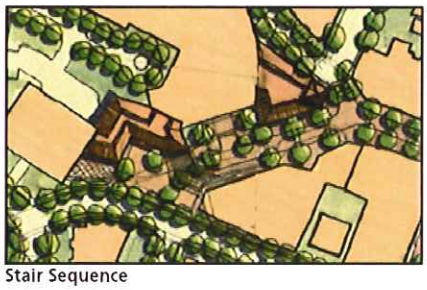
Downtown Mall : Urban Design Plan

- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

Further infill opportunities exist within the ground floor colonnade of the city's parking facility, located next to City Hall. Occupying, or building into the existing open-air arcade to accommodate additional retail space will help to continue the vertical edge of the Mall. The addition of some traditional storefront retail or services here will amplify the allure of these spaces on the eastern end.

The plan also proposes to rebuild the stair sequence at the West End of the Mall leading up to Water Street, past the Omni Hotel's atrium entrance. The current stairway condition would be rebuilt into a wider, grander stairway with an additional access ramp along the north side of the ice rink. This larger opening would allow enhanced visibility to the Mall from McIntire Road and Water Street. A one- or two-story retail addition would be built

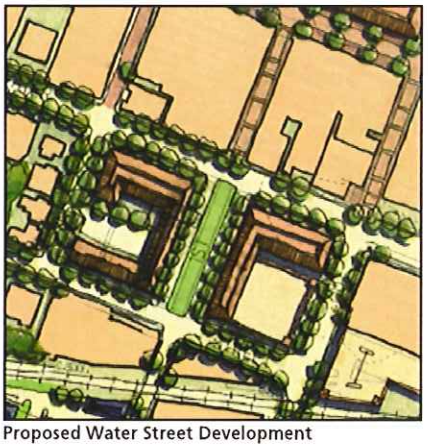
onto the Mall side of the Omni Hotel, built out to the property line and creating a more pedestrian friendly area on the Mall level.


Stair Sequence

Recommended Alternative - Water Street:
Two blocks, bordered by West 2nd Street and East 2nd Street, represent the last large development opportunity in the Historic Downtown area. The urban design plan here illustrates 1st Street divided to create a public green between the two blocks. The plan calls for the existing structures across South Street and Water Street to complete the edge around this space. Retail uses should line Water Street and 1st Street; with the 1st Street green being a great spot for restaurants and cafes. Ideally, these two blocks would develop simultaneously so a shared parking facility under 1st Street could be constructed as part of the whole scheme. If such holistic development is impossible, then development on the western block should still line South Street and partially line West 2nd Street. The above ground parking structures should be visible only along East 2nd Street, on the eastern end of South Street. Architecturally, care should be taken that the development along these blocks does not appear to be monolithic; continuous facades spanning the length of a block should be avoided. The façade and overall structure, or massing should be articulated individually and the details and scale of openings should change along the length of the building.


A long block can be broken into segments with changes in detailing and materials

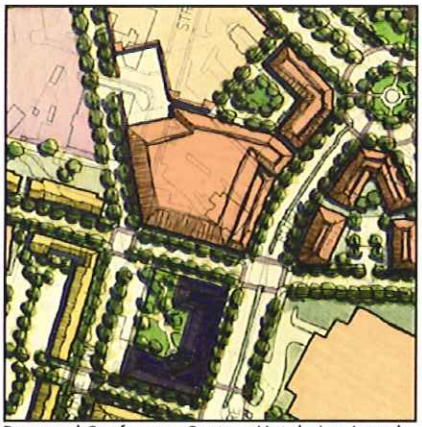
Recommended Alternative - Market Street:
A new garage is needed on Market Street, between 7th and 9th Streets, and the entire street level front must contain retail. Ideally, the retail space should be 16-18 feet in height, essentially occupying two levels along the front of the parking structure. 8th Street should continue through the garage structure. Aligning this garage with retail entrances along Market Street could be difficult. The retail entries along Market Street should step down with the adjacent sidewalk to form a continuous walk. It is important that the two run continuously along Market Street, and severe grade changes requiring platforms, or plinths, should not be allowed. Plinths detach retail entrances from the street and the required steps along the façade make it difficult to walk uninterrupted along either.


Proposed Water Street Development

The last significantly sized vacant parcel along Market Street lies opposite Lee Park, between 1st Street and East 2nd Street. As a prominent edge to the City's most significant public square, the design of this building is of critical importance. Retail uses should occur on the street level of this building, with office or residential uses above. A proposal is currently under consideration to link this site with three or four contiguous parcels on the Downtown Mall.

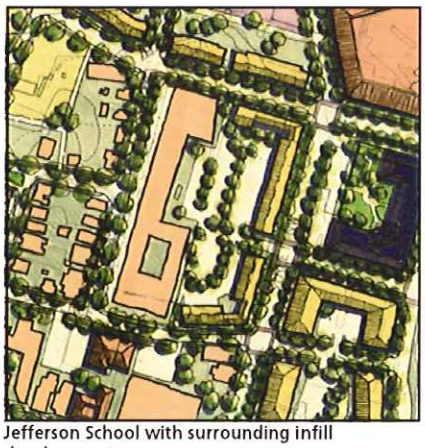
This proposal suggests a grocery store facing the Mall side and specialty shops lining Market Street. The Team would reverse this arrangement. If this redevelopment project can attract a grocery store anchor, it should be located on Market Street, where it will be more highly visible to passing motorists (customers); the grocery store is more auto-oriented. Grocery stores rarely want or require the significant number of shop windows needed for proper Mall frontage. Specialty retailers along the Downtown Mall would use/need the shop windows and visibility to attract pedestrians, compliment the existing mix of shops, provide the visual variety necessary, and help animate that portion of the Mall.

Recommended Alternative - West Downtown/Vinegar Hill/City Yard (McIntire Road between West Main Street and Preston Avenue):
The plans for this area incorporate the proposed Lewis and Clark Museum, and a new hotel and conference facility. The plan suggests using these newcomers to reconnect this fragmented but historic neighborhood back to Downtown and the surrounding neighborhoods. As part of this strategy, the street grid will be restored to set the framework for the area and redefine city blocks where none exist. These newly created blocks could develop in a range or mix of civic, residential, commercial, and industrial uses. To restore the street grid, several streets are extended or rerouted, including Commerce Street (extended one-block east to McIntire Road) and 4th Street (diverted northwest to cross the railroad tracks and meet with Harris Street at Preston Avenue). A new east-west connection is proposed under the Southern railroad tracks, through an existing tunnel that is currently closed. This tunnel is just north of the Jefferson School, and the new road will extend across McIntire to intersect with Market Street. Another new street bisects the existing parking lot of the abandoned supermarket, and will connect the Jefferson School parking lot, across McIntire to the current entry drive of the Omni. In addition, a new street should run parallel to the railroad tracks at the edge of the City Yard property, connecting the 4th Street/Harris continuum with Union Station. The Consultant Team has heard that a number of these neighborhoods do not favor "through streets cutting throught heir neighborhood." Employing residentially-scaled street standards (24 feet of paving), parallel parking, four-way stops, crosswalks and street trees will limit traffic to local use. A broader discussion with the neighborhood residents about the advantages and disadvantages of reconnecting should be undertaken prior to eliminating these ideas.



Proposed Conference Center - Hotel - Lewis and Clark Museum

The restructuring of the City Yard and adjacent parcels yields one large site, appropriately located and accessible to accommodate a new hotel/conference center. The hotel also anchors a corner of a newly proposed traffic circle at Preston Avenue and McIntire Road (see Preston Avenue Section for a discussion of this circle). The hotel stands as a welcoming beacon to travelers entering the city from the north. The 40,000 square foot conference facility would be attached to the hotel, immediately to the south along McIntire Road. Conference facilities typically present un-welcoming blank walls to the street, with no windows, doors, etc. The Team's plan calls for a conference center with a pedestrian friendly façade along McIntire Road, lined with retail shops, restaurants or possibly appropriate offices. Here 4th Street acts as a service street and provides truck access (always an important component of these facilities) to the conference center/hotel. A parking structure is proposed to accommodate this hotel/conference center development, where 4th Street backs up to the railroad spur. This parking garage will also front Preston Avenue and will require careful architectural consideration for its north facade.


Jefferson School with surrounding infill development

The redevelopment and restructuring of this area west of McIntire Road provides some opportunity for light industrial uses. These sites are typically larger than city blocks and are provided west of the conference facility in two large parcels. Such uses are rarely pedestrian friendly, and in this case, the parcels provide enough area to line the facilities with townhouse type residential buildings. This is more pedestrian friendly and creates an appropriate transition for the area. These townhouses would extend the residential character and scale of the Starr Hill neighborhood east to the museum and conference center, providing visual interest and further enhancing connectivity. Depending on future market demand, these townhouses may incorporate ground floor office or retail space (live/work) or could be used exclusively as office space. They could also be combined with the industrial uses in the rear to present a street-friendly office component to the industrial enterprise.

Also west of McIntire Road, the Lewis and Clark Museum (rendered in blue on the plan) is located north of the new hotel/conference center, between the Jefferson School and the Omni Hotel. The Lewis and Clark Museum is a civic structure that will provide a prominent façade along McIntire Road. This edge should be completed with a straight façade along McIntire and open facing west, forming a garden across from the Jefferson School. School bus and tour bus parking would be provided along 4th Street.

The Team's scheme retains the Jefferson School in anticipation of its reuse as an arts center and/or residential building, but proposes to line the eastern edge of its current parking lot with new residential development. This development, along with other projected residential uses to the east, offers not only significant new opportunities to live downtown, but also greater prospects for Downtown Charlottesville's emergence as a 24-hour city.

Recommended Actions

1) Implement Short Term Mall Improvements within six months.
2) Design and fund Mall reconstruction and extension.
3) Acquire last remaining site on Water Street parcel - Issue R.F.P. for developer interest (City may consider joint development).
4) Begin preliminary planning and explore funding options for new Market Street garage.
5) Reserve site for Discovery Museum - work with Museum's Board on joint fundraising for museum/amphitheater.
6) Redevelopment of City Yard/Pik 'n Pay Site requires:
   - Acquire and assemble sites west of McIntire Road: Pik 'n Pay, McDonalds, Office Building
   - Move City Yard: Complete environmental testing on City Yard Site
   - Issue R.F.P. for developers for Conference Center Hotel
7) Organize Lewis and Clark Board of Directors and begin raising funds.
8) Display banners to identify and promote the Downtown district.

West Main Street
Urban Main Street

Vision:
- Link between downtown and UVA
- Live and work destination for high-tech users
- Mixed use pedestrian-oriented environment

Market Strength/Opportunity:
- Office Space
- R&D/Biotech Flex Space
- Entertainment, Retail, Arts & Restaurants
- Residential - Mixed Use & Multifamily
- Residential - Townhouse and Live/Work
- Public/Private Parking Garage a 'the Corner'

Extent of Study Area
The West Main Street study area extends from McIntire / Ridge Road on the eastern to Elliewood Avenue on the west. This study also includes a recommendation for University Avenue west of Rugby Road.

Background
The West Main corridor is the most important link between downtown Charlottesville and The University of Virginia, between "Town and Gown". West Main Street links extraordinary physical, social and economic variety. The corridor ranges from a physically intact retail street to open parking lots and abandoned auto-oriented, service facilities. Though originally part of a continuous route into downtown Charlottesville, modern highway engineering and 1970's urban renewal has cut West Main Street off from what is now Downtown. There is near universal appreciation in the community for the recent pedestrian streetscape improvements and the reconstruction of the Drewery Brown Bridge. However, the corridor's long promised overall redevelopment has been beset by fits and starts, with only a modicum of benefits to show for decades of effort, the bridge not withstanding.

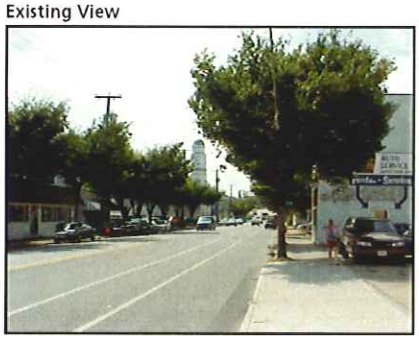
Yet, West Main Street is poised for change. Prospects for substantial redevelopment are real. The growth of the University's research activities at one end of the corridor, and the resurgence of Downtown at the other, spark this optimism, which is further fueled by the development of high-tech and bio-tech businesses within the region. Unlike the economic situation that existed in 1988 and 1993 when previous corridor plans were completed, the current market for office and research space as well as new housing is substantial.

Certain reversible obstacles to this economic resurgence remain. As in the downtown area, West Main Street is burdened with a parking deficiency. Congestion is created by visitors in search of parking and is compounded by a low clearance railroad bridge at 14th Street that often forces tall, eastbound trucks to make U-turns in the road. These two factors are negatively affecting the business conducted by many of the merchants in the area. In addition, there is a perception that a lack of parking will result in fewer customers.

Perceived economic and social disparities between the two ends of the corridor linger, resulting in very real physical differences. As University Avenue becomes West Main Street, it evolves into an inconsistent mix of

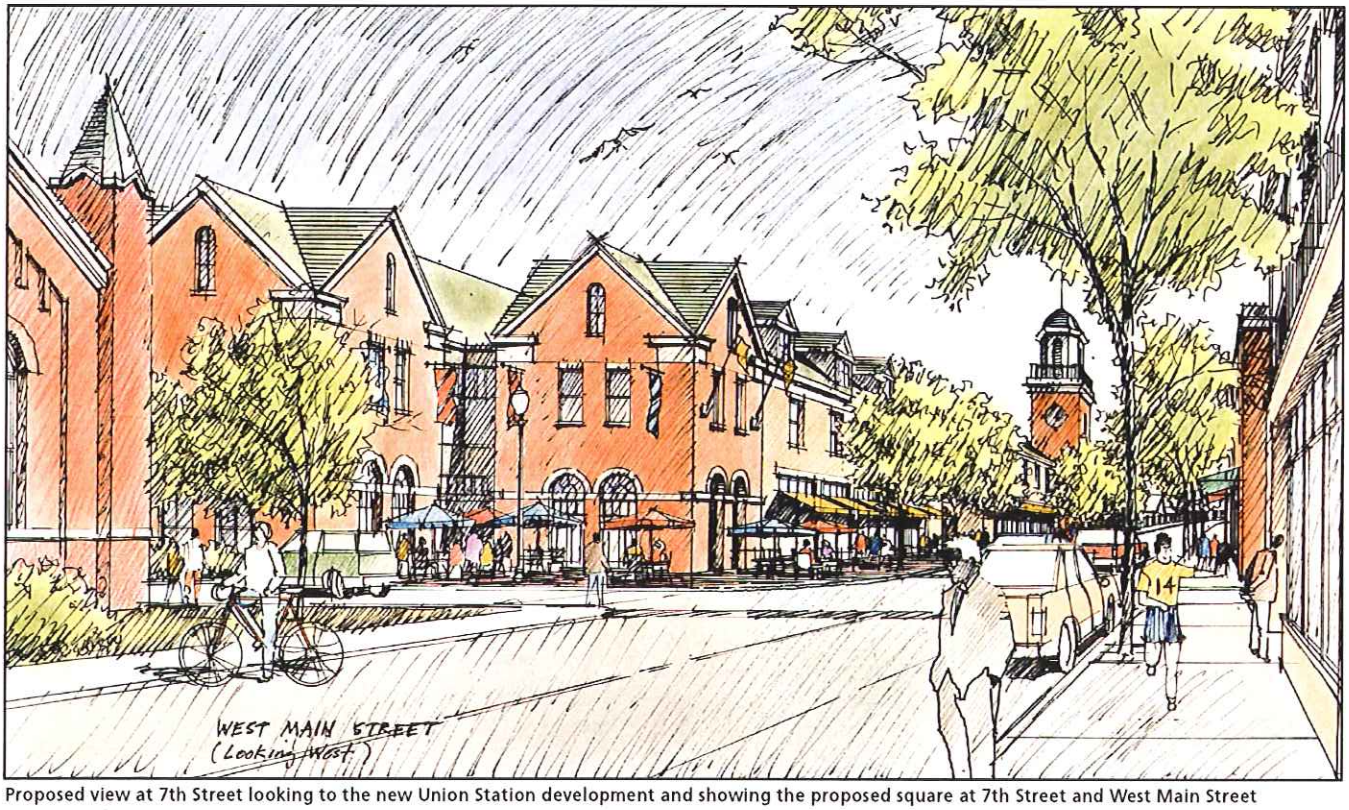
storefront businesses and raggedy holdovers from earlier days, when auto dealers and tire merchants thrived here. Sidewalks are narrow, proper storefronts infrequent, and a perception exists that crime is a real concern. While this perception is unfounded, there is a noticeable difference between areas west of Drewery Brown Bridge and areas east. The area to the west has undergone a mild resurgence marked by the construction of several new buildings (capped recently by the construction of a new hotel), yet the area east has received far fewer investments. This, however, may soon change if plans for a mixed-use development between 7th Street and Union Station are realized.

Existing View

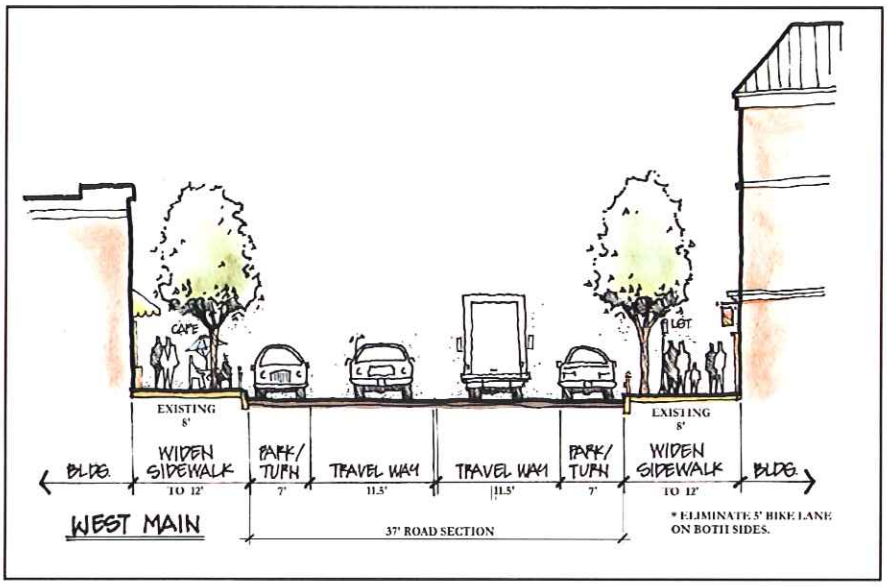


Other Studies

No other corridor in Charlottesville has been studied as well and as often as West Main Street. The Consultant Team reviewed these studies and paid particular attention to the West Main Street Corridor Study (William Rawn



Proposed view at 7th Street looking to the new Union Station development and showing the proposed square at 7th Street and West Main Street



Associates, 1993) and The Urban Design Plan (Carr Lynch, 1988). Other studies reviewed were: The Task Force Report – Visions of the Future for West Main Street (West Main Street Task Force, 1993); Master Plan of The University of Virginia (Office of the University Architect, 1999); "Charlottesville Urban Design" (Ken Schwartz, 1995). Also, an urban design graduate student thesis was observed; "A Proposal for the Redevelopment of Preston Avenue and Vinegar Hill" (Gaither Pratt, University of Miami, 1999).

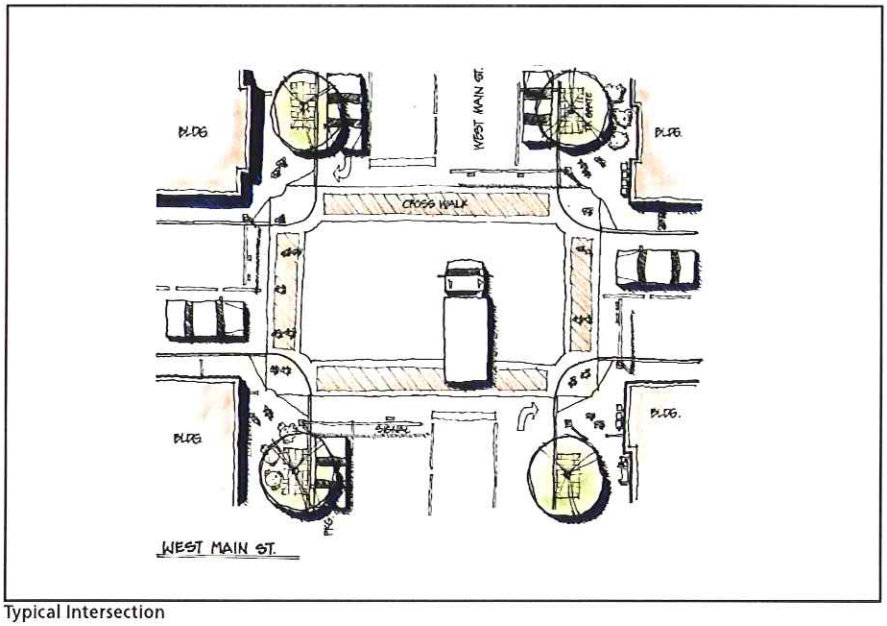
The Rawn study, which reflected the aspirations of the West Main Street Task Force, targeted specific infill efforts on vacant and underutilized sites from Jefferson Park Avenue to McIntire / Ridge Street. Many of Rawn's recommendations, while not yet implemented, continue to be relevant and are included in the recommended alternative illustrated in this report. Some of these ideas include re-aligning the Jefferson Park Avenue (JPA) intersection, redeveloping the adjacent senior living building, and orienting mixed use development to the street over structured parking at Union Station. Infill development on the surface parking lot adjacent to the old Sears building completes Rawn's overarching urban design strategy of continuous, street-oriented, mixed use development along the corridor; this strategy is continued here.

The Carr Lynch effort included additional relevant recommendations, including a proposal for a traffic circle, or roundabout, at the intersection of West Main Street with Ridge Road. This provision would create a place, or a center space, where there is now a barrier. The Consultant Team agrees with this strategy.

Charrette Feedback

West Main Street is important in the life of Charlottesville, as was reflected by the number of neighbors who participated with the Team throughout the process. Area business owners requested a strategy to properly warn oversized trucks of the low bridge clearance at 14th Street early enough that drivers may choose an alternate route downtown. By warning trucks sooner, they hope to avoid the congestion that is created when current warning signs are missed or ignored, and traffic is delayed as trucks are forced to turn around in front of the bridge. University representatives expressed a need for additional research space and their desire to create it within a pedestrian friendly, mixed-use environment. Residents of Fifeville provided some insight to their vision for West Main Street, with particular attention paid to the intersection at 7th Street. Feedback from residents of the Starr Hill Neighborhood also figures prominently in the recommended alternatives, both for West Main Street and Downtown. Advocates for the bicycle riding community provided their support to an alternative bike lane off West Main Street, in the form of a bike path alongside the CSX right of way.

Wide support for recent improvement to the Drewery Brown Bridge suggests it might become the model for quality pedestrian amenities, and should be followed throughout the corridor and beyond. Everyone agreed that the current chasm, or disconnect, between West Main Street and the Downtown Mall is regrettable.



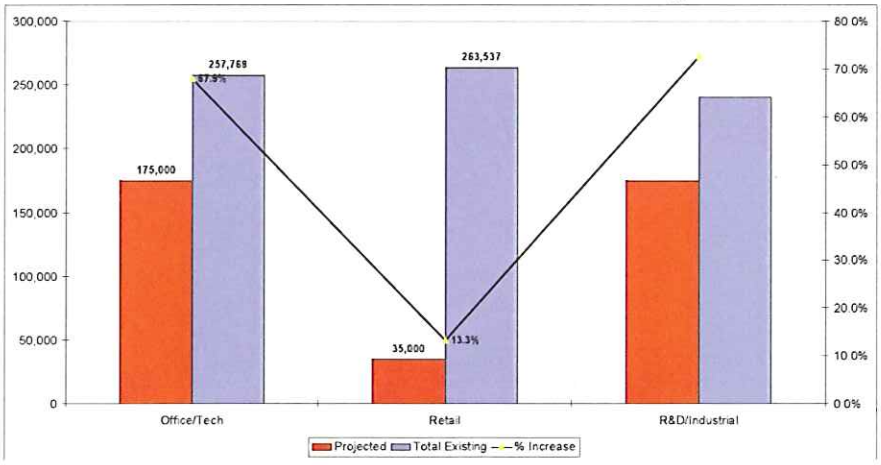
Typical Intersection

Charrette participants expressed their wish for a mix of uses along the corridor. The mix would serve the retail and residential needs of nearby residents and University students, and provide opportunities for office space serving the growing local industries. Support for such development to occur in a pedestrian friendly, urban manner was virtually universal. Participants asked to locate parking behind buildings and screened from view, buildings to be lined with retail visually open to the street, and new and renovated structures to be designed with careful attention to architectural detail appropriate to pedestrians.

The Market

The West Main corridor is the main link between Charlottesville's two most prominent landmarks – the Downtown Mall and the University of Virginia (UVA). At present, the corridor is most associated with, and affected by, the University. The West Main corridor currently contains approximately 762,000 square feet of space, almost equally split among office, retail and industrial space. The office and retail markets are strong in the corridor; the office market is especially tight, with a 2% vacancy rate. Demand for office space is driven by high-tech users, users connected with UVA or its hospital, and traditional users seeking a price alternative to downtown. There is also very strong long-standing demand for R&D and lab space generated by the growing biomedical sector, which generally desires proximity to UVA.

Approximately 7% of retail space and 5% of restaurant space is vacant. The retail market generally serves the local student population, including bookstores, small furniture stores, and convenience markets. Retail space is predominantly lower-end, with no national tenants demanding space in this location. West Main is also an established restaurant and nightlife

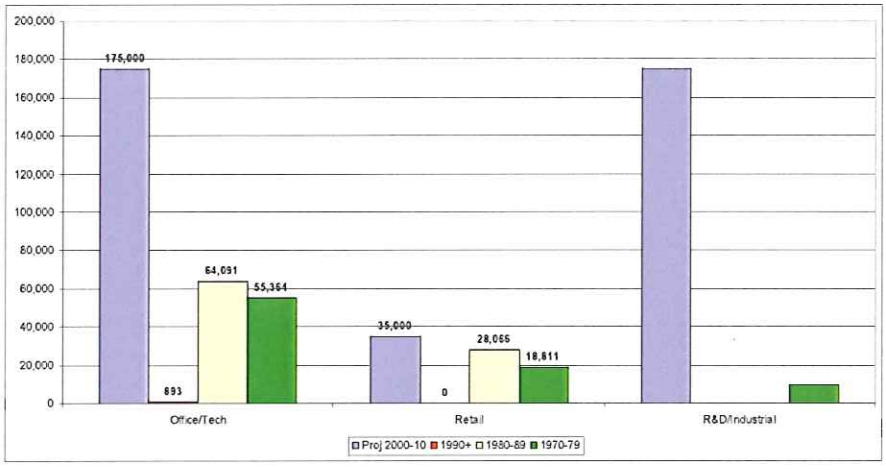


EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : West Main Street

destination, with the eastern end of the corridor generally able to attract a larger market. Significant activity has occurred in the hotel market along West Main in recent years, including the construction of the Hampton Inn and Courtyard by Marriott hotels. The corridor's central location between the downtown and UVA makes it an attractive destination for overnight visitors.

Demand for housing is very high in the corridor. The primary source of this demand is students, especially graduate students, along with university staff and faculty. In addition, young professionals are a growing source of demand, especially high-tech workers, who also require office space in this corridor. Demand is strongest for rental apartments, although there is also significant need for for-sale attached and multifamily housing that targets the younger professionals.

Overall, there exists a strong opportunity to establish the West Main corridor as a prototypical main street, with office, retail, live-work housing and hotels. Under this vision, the corridor would become a stronger destination for nightlife, drawing strength from the key attractions at each end of the corridor. Currently, the built environment has many of the characteristics that make such a transformation likely. However, there are also a number of vacant or underutilized industrial uses along the corridor that affect the aesthetic appeal of the streetscape. From a market perspective, these sites represent strong redevelopment opportunities. A number of these sites, including Union Station, the Peyton Pontiac building, and the Old MacGregor site, are slated for redevelopment. As in the downtown, the primary constraint to future development and redevelopment will be providing adequate parking.



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : West Main Street

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the West Main corridor over the next ten years: 175,000 square feet of office/tech space, 175,000 square feet of lab/R&D space, 35,000 square feet of retail space, and 380 market rate housing units. The majority of the housing will be multifamily units, primarily geared directly towards students. There is also significant demand from the surrounding neighborhoods for affordable housing. In addition, there is potential to attract a 150-room, moderately-priced hotel.

Recommended Alternative


Proposed parking garage at University Corner

University Corner: Local merchants have begun to develop plans for a 325 car parking garage, off University Avenue (behind the corner), to meet some of the area's parking needs. These plans were refined at the charrette to improve the structure's efficiency, which also resulted in reducing the number of land parcels required for this garage. A number of private financing strategies are being considered for construction but the City may be asked to participate financially.

To aid trucker awareness, a warning device activated by an infrared beam (similar to those in elevator doors) mounted at the clearance height should be located at least 300 feet west of Rugby Road. Approaching truck drivers whose trailers 'break' the beam would be warned with a flashing light 50 yards ahead to turn left at Rugby Road. Additional signage could provide directions for a truck route to downtown and to other sites beyond the bridge.

West Main Street: Enhancing West Main Street's pedestrian appeal will require comfortable sidewalk widths, especially as daytime population densities increase. A comfortable width allows adequate room for three people walking side by side, tree planting, café space and other outdoor seating areas. The strategy for achieving this improvement requires two-steps: 1) relocating the bikeway to a dedicated bike path within or adjacent to the CSX tracks; and 2) extending the existing sidewalk to include the existing, on-street bike lanes.

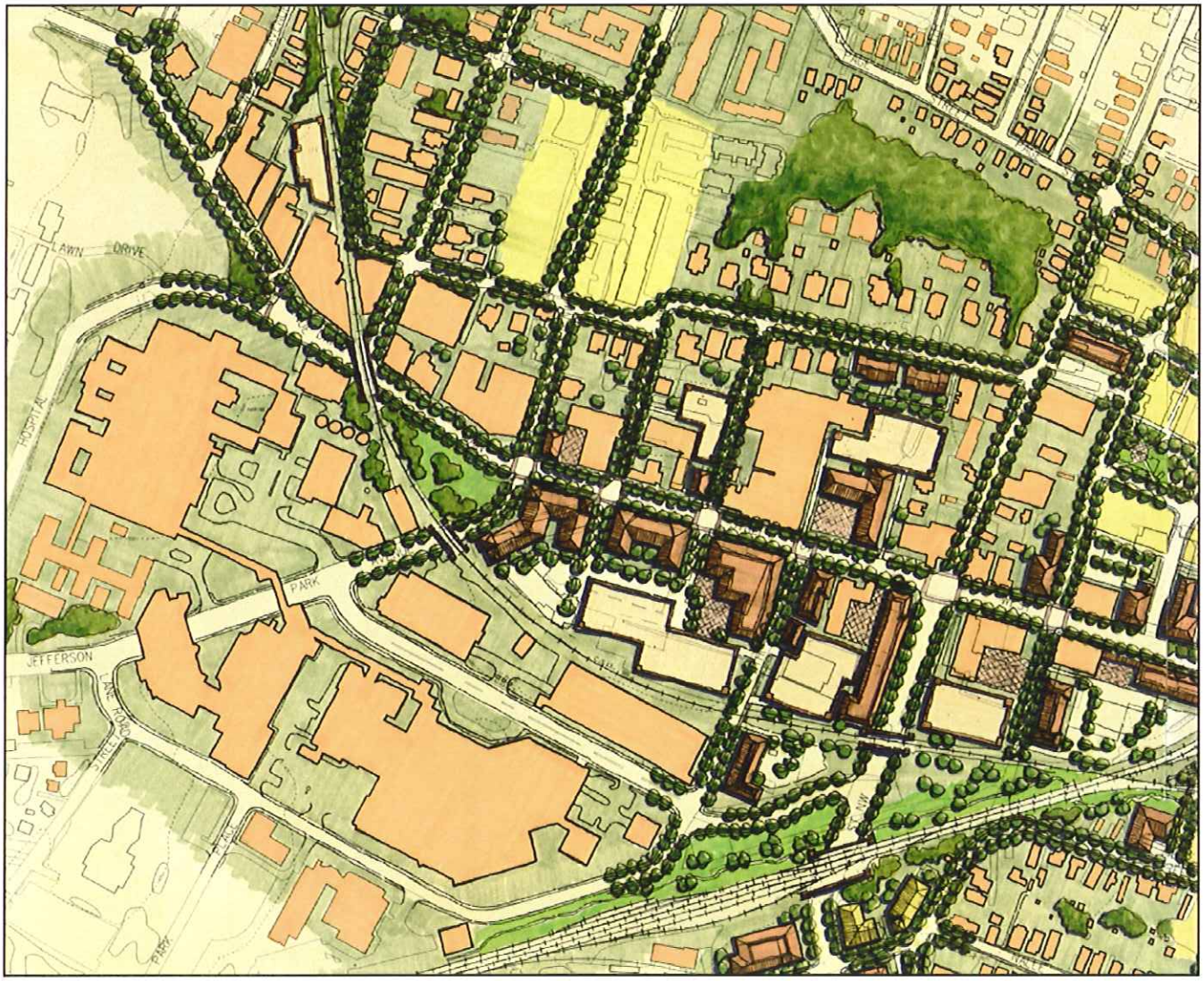
It is not clear whether CSX will welcome this use or provide space within their right-of-way for the bikepath. If not, it may be feasible to secure easements from adjacent private property owners along the railroad right-of-way to provide a path. Informal discussion with several of these owners at the charrette indicated such willingness. The imagined route follows the CSX line from the proposed City Market site at 1st and Garrett Streets, (see Monticello Avenue Section for the proposed site) west to the 9th/10th Connector. From there, one branch extends southwest to meet JPA at Fontaine Avenue, and

another west to meet JPA at West Main Street. A secondary route may extend northwest at Union Station following the Southern Railway right-of-way to Harris Street and McIntire Road.

The costs for the underground utility work required to consistently widen the sidewalks could be restrictive. This work would certainly be completed for redevelopment properties, but other areas may follow incrementally as funding is secured. As an alternative to a uniform widening of the sidewalks, a series of small expansions, i.e., "bulb-outs" between stormwater inlets, could be planned. By increasing sidewalk width only between inlets, the need for utility replacement can be reduced, and the projected costs lowered. This 'bulb-out' concept would increase sidewalk width only in front of cafes and restaurants (who might be willing participate financially in the work), and selected other sites to provide room for outdoor dining, seating or display. On-street parking could occur where the sidewalk width along West Main remains unchanged.

Areas of significant redevelopment should occur along a new setback line, with a 12-foot wide sidewalk from face of building to curb. This is especially necessary for the blocks on the south side of West Main, west of 11th Street extending to JPA, where an assemblage and redevelopment is being contemplated. As illustrated in the urban design plan, this proposed multiple-structure, mixed use development could serve the University's needs for research and office space, while providing student-housing opportunities and street level retail along West Main. Parking for these facilities should be located behind the buildings with a parking structure along the CSX right of way.

Other conceptual plans have been exhibited for a mixed use development on the south side of West Main near Union Station, on what is currently a parking lot. This development proposal incorporates a multi-modal transit center, relocating the Greyhound Bus Terminal to this site. The consultant Team supports this concept (the plan shown here provides several modifications), acknowledging the funding challenges presented by this project (due to the expense of the structured parking required. This plan includes opportunities for additional public financial support: the structured parking with requirements for the transportation hub, and a tower at the Drewery Brown Bridge, with a staircase and elevator providing access to parking and the train station (possible Federal DOT - TEA21). This tower would also serve as a visual civic beacon on West Main Street, announcing the train station below.



Existing Building

Proposed Residential Building

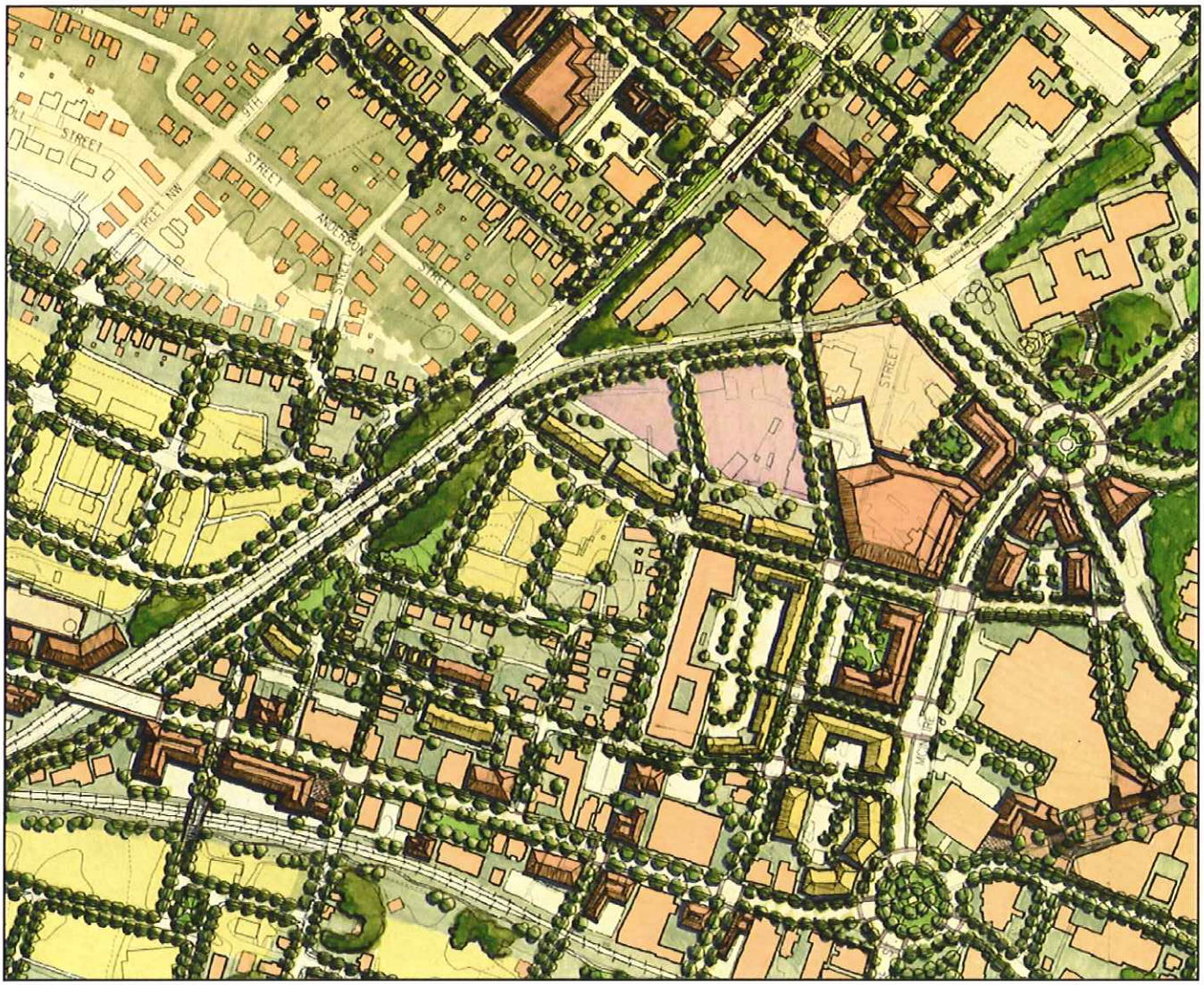
Proposed Mixed Use Building
Office/Retail/Residential/Flex or any combination

Proposed Civic Building

Residential Use

Light Industrial/Flex Use

Also in this plan, an entrance to the parking area occurs opposite 8th Street, breaking the long façade into increments similar to Charlottesville's block structure. A pedestrian bridge over the tracks extends this "street," linking with a possible new mixed-use development in Fifeville (Local, State or Federal support). The final modification to this plan provides a small green or pedestrian plaza at the corner of 7th Street and West Main Street. This idea was suggested at the charrette by Fifeville representatives, having grown out of a series of planning workshops held earlier in the Fifeville neighborhood (local or private foundation support). This space provides a little "breathing room" along West Main Street, relieving the western face of



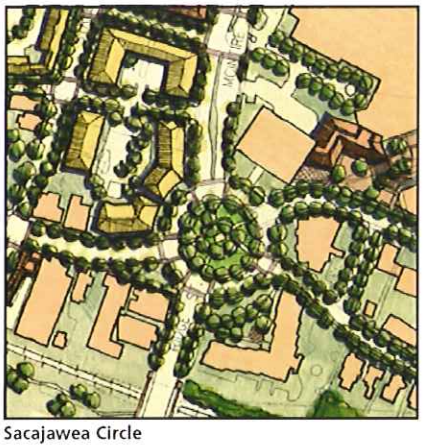
West Main Street : Urban Design Plan

the elegant Gothic Revival style Baptist church, further establishing this institution as a landmark for the area. The accompanying 'proposed view' provides an image of this square. This illustration also demonstrates the level of architectural detail that may be appropriate for this development, in contrast to the more energetic and playful façade provided in the original design plan for this site.

The abandoned Safeway on the north side of West Main Street offers another significant infill opportunity. This suburban style grocery store has been vacant for years, acting as an unfortunate, inactive relic blocking

Proposed public housing area

neighborhood connectivity. This site was originally cut off from the Westhaven neighborhood by design, with no physical links and terrain intentionally graded to make connection impossible. The Consultant Team believes that redevelopment for the grocery site lies in considering this entire area as one, including the public housing area; this plan suggests redevelopment of the two together with funding. The public housing property is eligible for a HUD HOPE VI program (for information regarding HOPE VI, see Implemenation, Section 6). For the most impact, this property should redevelop into a diverse, mixed income, mixed-tenure (and even mixed-use), linked neighborhood. Several HOPE VI efforts have increased density and provided opportunities for public housing residents to return to a transformed neighborhood, where renters and homeowners paying market rates live comfortably with residents who are subsidized and working toward home ownership. A critical aspect of this redevelopment plan is the reintegration of through streets on both parcels, connecting back to West Main Street and the economic opportunities growing along the corridor.



Sacajawea Circle

The Consultant Team has revived a recommendation from the 1988 Urban Design Plan to create a signalized roundabout where West Main Street meets Ridge, McIntire, Water and South Streets. The circle resolves the intersection of five separate streets meeting at a variety of angles. The roundabout will be named Sacajawea. A new monument heralding the great leader will be prominently placed in its center. The proposal for this roundabout has several important characteristics. The new traffic circle expands to reclaim the underutilized front spaces of existing buildings and unites these disparate, distinct structures into a coherent urban ensemble. The space encompassed by the roundabout is a landscaped park, large enough to be occupied and enjoyed by pedestrians. This space serves to further reconnect West Main Street and the Downtown Mall. Neighbors raised concerns that traffic circles allow cars to speed through them without stopping, thus making it harder to cross the street. This circle however, inspired by Dupont Circle in Washington, D.C., will have traffic lights; traffic will stop and pedestrians using crosswalks may cross in all directions.

A number of smaller parcels shown for redevelopment along West Main should contribute to the betterment of this corridor, toward a kind of place charrette participants desire. Development of sites on West Main Street near the 10th Street and Page Street community should reinforce the connection between these areas. Easily accessible pedestrian-oriented retail will provide much needed conveniences for many of the elderly in the area and job opportunities for neighborhood residents. Each building should be built according the Urban Design Guidelines articulated in Section 3.

Recommended Actions

1) Begin simultaneous discussions with CSX and adjacent property owners to acquire easements along path of proposed bikeway.
2) Develop funding sources, either from Capital Improvements Budget, TEA21 funding or other sources to construct bike path.
3) Extend variation of Transition Zone to West Main Street.
4) Assess support for pursuing a Hope VI grant for public housing project; Select consulting team to prepare Hope VI application with full community buy-in to meet the May, 2001 deadline.
5) Develop sidewalk extension plan including funding mechanisms and level of private participation.
6) Work with University of Virginia to assure pedestrian orientated design for any new development contemplated along West Main Street.
7) Consider public financial participation to help in the construction of garage and pedestrian bridge at Union Station Project.
8) Select transportation consultant to conduct a roundabout study for West Main Street at Ridge / McIntire intersection.

Existing View

Proposed View looking east toward Sacajawea Circle

Preston Avenue
Research Boulevard

Vision:
- Location for R&D/Biotech users
- Pleasant Gateway into Downtown
- Service Retail Node for Residents/ Downtown Workers
- Residential Infill
- Pedestrian Enhancements

Market Strength/Opportunity:
- Office Space - Closer to Downtown
- R&D/Flex Space
- Convenience Retail & Restaurants
- Residential Multifamily
- Residential - Townhomes

Extent of Study Area
Preston Avenue is the extension of Barracks Road and Rugby Road heading into Downtown. The area of concentration lies between McIntire Road to the southwest and Madison Avenue to the northeast.

Background
Preston Avenue is a corridor engineered to move vehicles rapidly between Downtown and Barracks Road Shopping Center or the University Arts Quad. Currently lined with a mixture of warehouse and light industrial facilities, small-scale suburban-style neighborhood retail and vacant auto dealerships, the corridor presents an uneven image for travelers to Downtown. This disparity persists despite attempts to landscape the road's excessively wide median and the presence of sidewalks throughout the corridor

From an urban design perspective, improvements to this corridor will require overcoming a number of challenges. Many lots on the north side of the roadway have unnaturally steep slopes resulting from the widening and regrading of Preston Avenue. At least one street was cut-off from the roadway completely, reducing vehicular movement options in the neighborhood. The roadway's abrupt transition at Tenth Street, where it splits into Grady Avenue and Barracks Road (the result of an aborted project to extend it westward), has been configured into a series of turning lanes. All of this reengineering has resulted in awkward and inhospitable leftover spaces. The most blatant of these is the triangular space left in the road's center – impossible to enjoy.

Yet the corridor does have a number of assets. Most notably, on the south side it is comprised of large buildings and even larger parcels of land. These represent tremendous opportunities for reuse and redevelopment, and may be particularly valuable to organizations seeking less expensive, "funky" space. Such space is often a requirement of high-tech and research-oriented corporations. The large right-of-way around Preston Avenue, partially consumed by an unusually wide center median, is another asset which could be reconfigured to allow greater pedestrian access along its edges.

Other Studies
The Roundabout Study focused attention on the complex intersection of Preston Avenue with McIntire Road, its continuation into Market Street, and

its intersection with High Street. The study examined the possibility of a double circle at this location (resembling two fried eggs). This concept was, however, ultimately rejected.

The Team is unaware of any other official studies of the Preston Avenue Corridor. However, a well-circulated urban design graduate thesis, "A Proposal for the Redevelopment of Preston Avenue and Vinegar Hill" (Gaither Pratt, University of Miami, 1999), did focus attention on Preston Avenue. It aimed at re-urbanizing the corridor with new buildings oriented to the street, establishing new street connections, providing a Farmer's Market in the 'triangle' (now occupied by turning lanes), and establishing a single traffic circle at the intersection of Preston Avenue and McIntire Road.

Existing View

Proposed view looking west

Charrette Feedback

As in several of the other corridors, feedback from the charrette focused more on the ends of the corridor. Many charrette participants complained that Preston Avenue was cut off from the Downtown by the auto-oriented intersection at McIntire Road. They expressed fear that the Traffic Circle solution would also improve vehicular traffic flow at the expense of both pedestrian accessibility and the flowerbeds that decorate this area. The Consultant Team learned of the City's interest in using a roundabout to improve the existing traffic pattern at the 10th Street intersection. While the Team agrees that this intersection needs more clarity, they suggested an alternative solution that would both be self-financing and provide an environment more amenable to the pedestrian.

The Market

Preston Avenue is a key entrance corridor into the Downtown Mall area. Currently, Preston Avenue is a mid-sized commercial corridor, with approximately 390,000 square feet of commercial space. Just under one-half (49%) of the space is in the industrial, flexible or warehouse uses. The majority of this space is older and lower-quality. However, other than a vacated auto dealer, industrial space in this corridor is fully occupied.

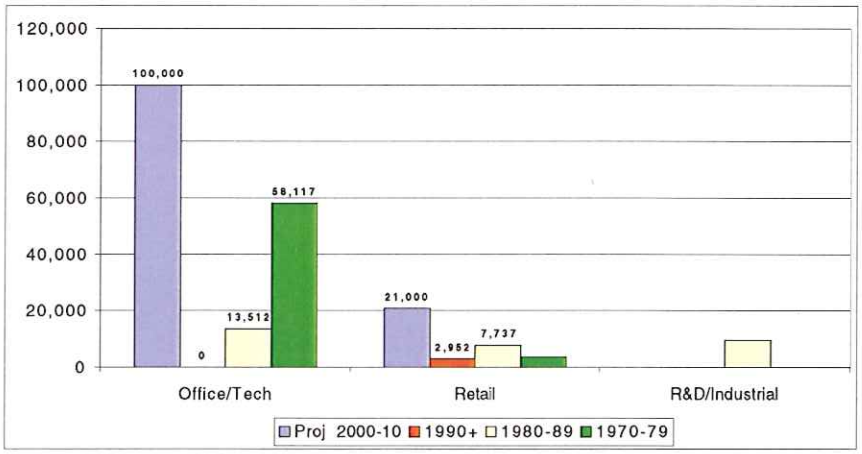
The retail market along Preston is struggling. Retail vacancy stands at approximately 30%, primarily due to vacancies in two large sites (an auto dealership and grocery store). The retail space that is occupied is generally older, and contains lower-end tenants. The office market is, however, performing well, with a vacancy rate under 1%. The users that have been attracted to this space vary considerably, from medical offices to social services. Many office tenants have also chosen this corridor, due to its location adjacent to downtown.

Currently, there are no housing units located directly on the corridor, although established residential neighborhoods are located just to the north and south of it. The recent renovation of the park at the western end of the corridor, as well as the corridor's location next to downtown and the striking views of Monticello, should make this corridor an attractive location for future residential development.

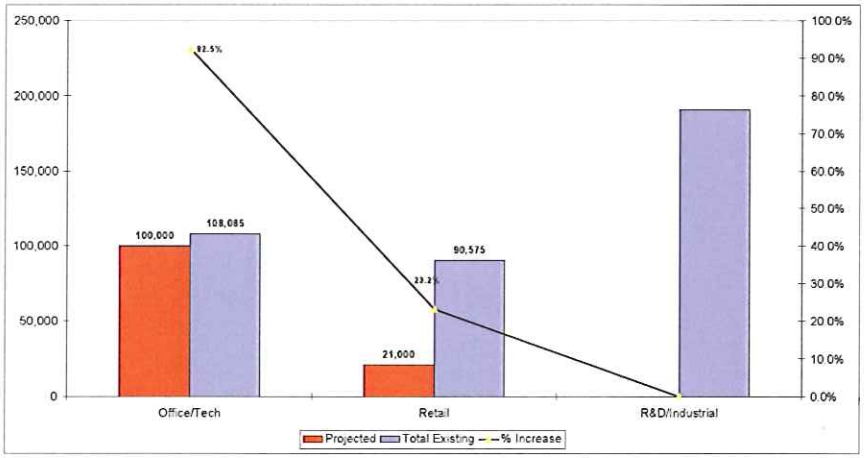
The Preston Avenue corridor's potential is tremendous. The landscaped median creates the feel of a boulevard. The proximity to downtown, as well as the views of Monticello, are strong competitive advantages. In contrast, the predominance of older and unattractive uses, located among surface parking and vacant lots, detracts significantly from the corridor's aesthetic appeal.

These unattractive sites, however, also represent significant redevelopment potential. Higher-density development along the corridor could create more of a pedestrian orientation, especially if a variety of uses, including residential, are developed along the corridor.

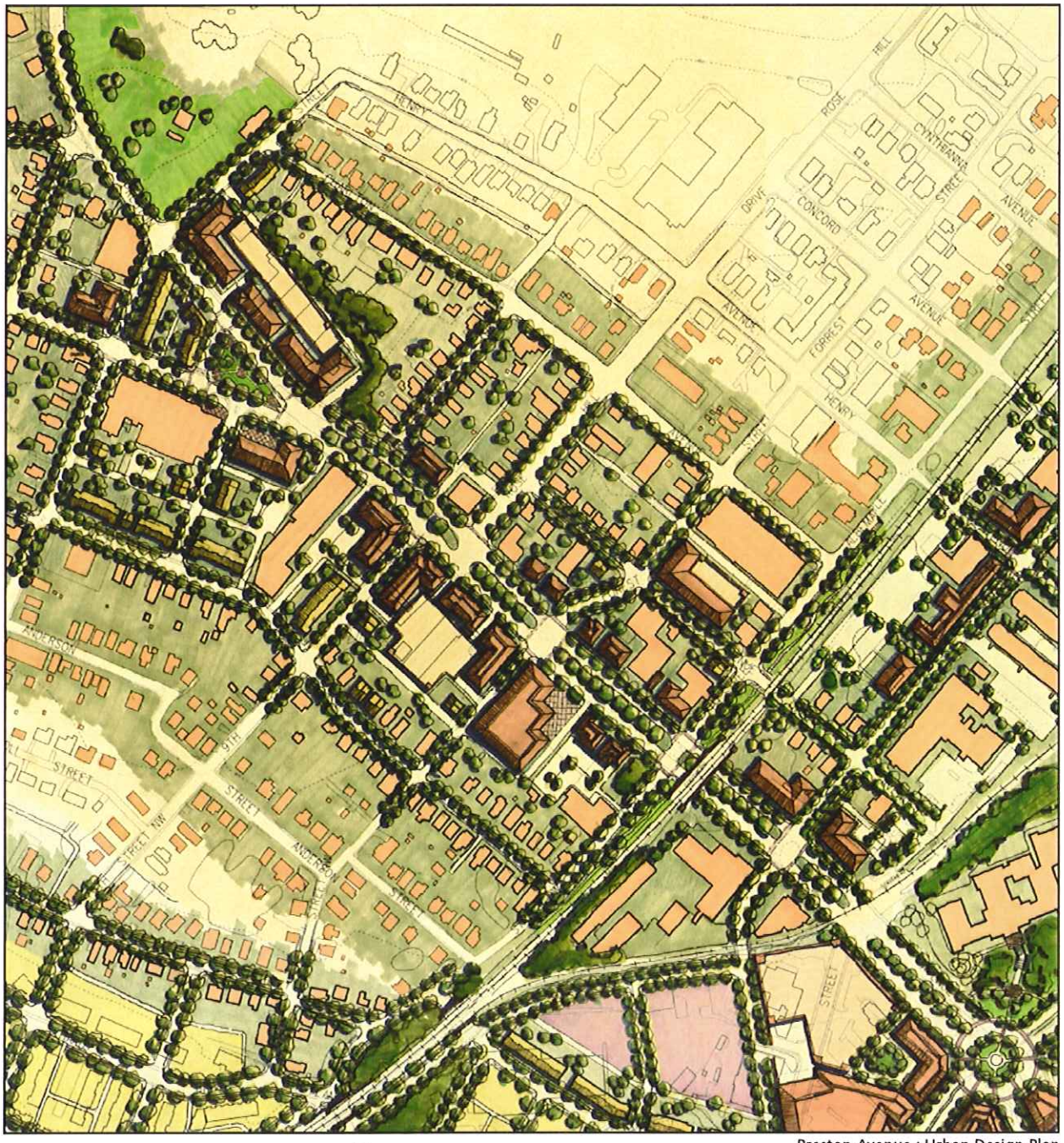
A significant opportunity exists to develop office and tech space along this corridor. Preston Avenue is an ideal location for firms that desire proximity to downtown and a high-profile location, but are seeking a more affordable option than new space in the downtown area. There is also significant opportunity to improve the existing retail along the corridor, as well as to add space. The current weakness of the retail market is a concern; however, a



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Preston Avenue



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : Preston Avenue



Preston Avenue : Urban Design Plan

- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

comprehensive redevelopment effort along the corridor should act as a catalyst for future improvements in the retail market. In particular, there appears to be significant opportunity to develop more destination retail, such as a restaurants and bars, along this corridor. Opportunity for the development of residential units along the corridor is most unproven. Yet, the characteristics of the corridor strongly suggest that this location could attract a significant share of the market of households that are seeking urban housing, especially if additional office and tech space is developed in the corridor. These households will most likely demand single family attached homes, for-sale multifamily units and rental apartments. The development of housing is the key to the redevelopment of this corridor as an exciting urban boulevard, as housing development is the most effective way to increase pedestrian traffic.

Based upon our analysis, the team has projected that the following square footage of new space will be needed in the Preston Avenue corridor over the next ten years: 100,000 square feet of office/tech space, 21,000 square feet of retail space, and 145 market rate housing units.


New townhouses in existing median

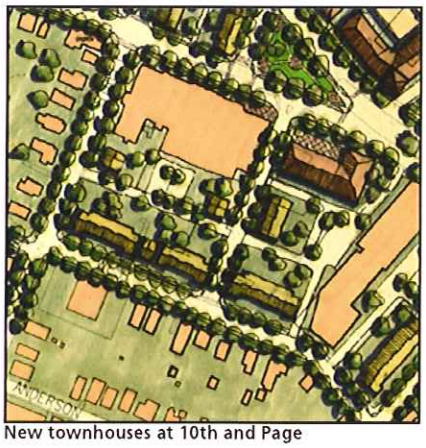
Recommended Alternative
Preston Avenue should be a great urban boulevard rather than a suburban style collector road; its design speed should be reduced, its level of pedestrian amenity should be increased, and it should terminate, east and west, in significant urban places.

The recommended first step is simplifying the intersection with Grady and Barracks Streets, and removing the criss-crossed turn lanes in the triangle, and replacing them with a signalized intersection. Essentially reclaiming the land area now occupied by those turning lanes, the plan shows 17 townhouses in an urban block. This reclamation and housing development could provide a source of revenue for the City and pay for the first phase of improvements. This redevelopment creates a smaller triangular space to the east, perfect for a neighborhood park and a small civic monument.

The urban design plan and accompanying proposed view suggest the retention of the old dairy facility, and the infill of the property immediately to its east. North of this new block, the plan suggests redeveloping the small neighborhood shopping center into mixed use, four-story buildings, with retail space on the ground floor and residential or office space above. All of the parking for these buildings is provided behind the buildings, in the center of the block.

East of this urban ensemble, Preston Avenue's width should be reduced

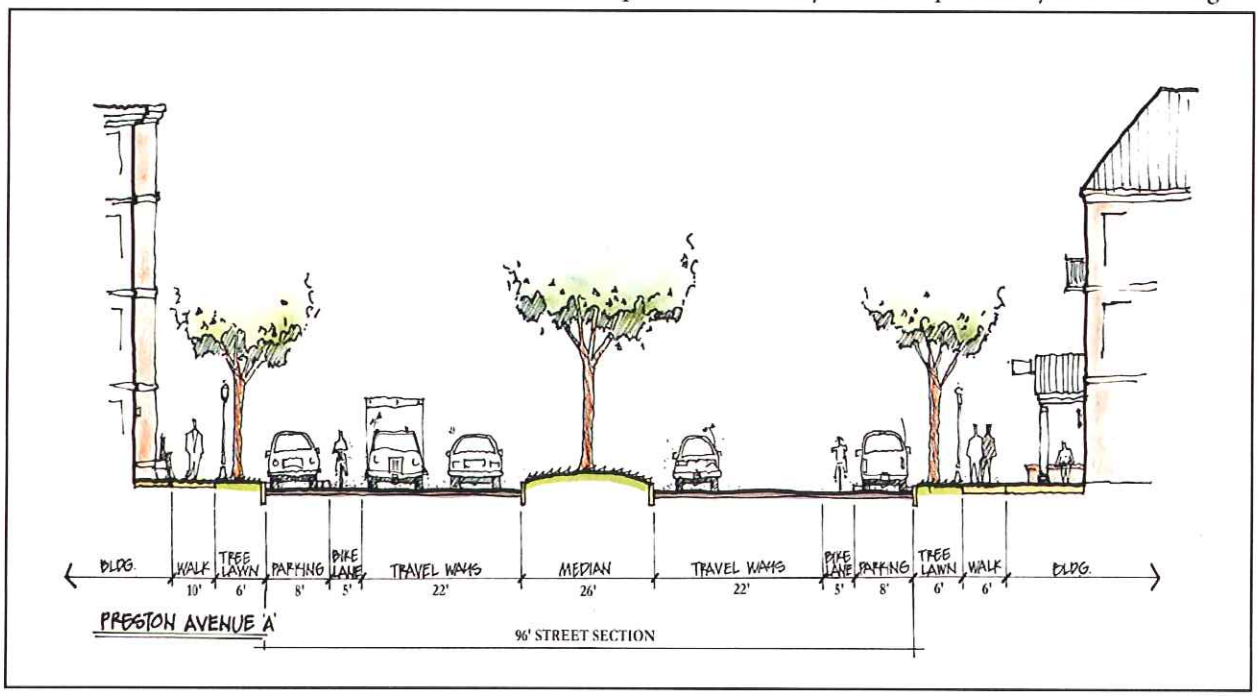
within its existing right-of-way. Reducing the size of the center median, narrowing each travel lane by 6 inches, increasing the dimension of the sidewalks to 10 feet, and adding a tree planting strip between the sidewalk and the street and bike lane will all help create a more pedestrian-friendly environment. Just as important as these public improvements are the private investments that will naturally follow. The old car dealership and Coca-Cola facility can be easily reused by companies seeking research and production space, and retailers may find shop fronts in these facilities more appealing, given the new configuration of the street. The deeper parcels on the south side of the street will also allow for the development of new commercial and residential buildings, with ample space for parking lots in the rear.



New townhouses at 10th and Page

The relationship between these uses and the delicately scaled residential neighborhoods to the north and south require appropriate transitions in the plan. To this end, the depth of these parcels is an even greater advantage, allowing a townhouse type development to complete the perimeter of these blocks facing into the existing single family houses of the 10th Street and Page Street community. These townhouses would have alley parking behind.

The eventual redevelopment of the City Yard, the possibility of establishing a

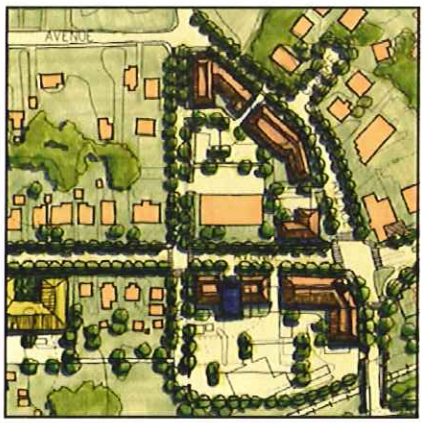


Lewis and Clark Museum and a new hotel/conference across McIntire from the Omni (discussed in the Downtown Section), suggest the likelihood of redevelopment at Preston and McIntire. This should be the occasion to reconfigure this intersection as a signalized roundabout. Unlike the double circle proposed in the earlier study, this roundabout is considerably larger and allows for complete connection with High Street as well. Moreover, signalizing the roundabout (using traffic lights to move vehicles and pedestrians through the intersection) should alleviate earlier concerns that roundabout traffic speeds through an intersection, making it more difficult for pedestrians to traverse. Signalized and marked crosswalks should be the norm, and the space within the circle should be designed as a public amenity. As new buildings are constructed along the southern side of this circle, they should be built to their property line and help to define the space of the roundabout in three-dimensions.

Recommended Actions

1) Designate Preston Avenue/Barracks Road to the Emmet Street intersection as an Entrance Corridor.
2) Commission study of signalized fork at Grady Avenue to create "Preston Place."
3) Create "Preston Place" - simultaneous with issuing R.F.P. for sale of reclaimed R.O.W. for residential development at "Preston Place."
4) Extend transition zone type of zoning to Preston Avenue.
5) Commission traffic circle study for Preston Circle.
6) Seek Federal or State funds for narrowing median and widening sidewalks, tree planting strips and bike lanes.

Fontaine Avenue
Neighborhood Village Center



Vision:
- More Quaint, Scaled-Down Version of the "Corner"
- Improved Entryway & Streetscape
- Improved Signage Indicating Proximity to UVA
- Increased Service Retail & Restaurants

Market Strength/Opportunity:
- Local Serving Service Retail/Restaurants
- Residential - Multifamily
- Fire Station

Extent of Study Area
Beginning at the city-county line on the west end of Fontaine, the area of study extends eastward to the intersection of Jefferson Park Avenue (JPA) and Maury Avenue.

Background
Fontaine Avenue is known locally and historically as the Fry's Spring area of Charlottesville. This name comes from a warm spring, located south of the area in this study. The name "Fry's Spring" survives only in the name of the old column-canopied filling station still serving the community, now as a service garage. A shiny new Exxon has taken root across the street. Fontaine continues west as an extension the road named Jefferson Park Avenue (JPA), while JPA turns south toward Fry's Spring. Relics, like the old gas station, of an early crossroads retail area remain where road edges meet asphalt parking areas with no distinction; they tend to flow in and out of one another without beginning and end. The result of this massive paved area is an environment unfriendly to pedestrians and passers by. With a good amount of fairly outdated neighborhood service buildings and convenience and liquor stores, this area has an 'unclaimed' feel, in sharp contrast to the well-kept surrounding residential neighborhoods.

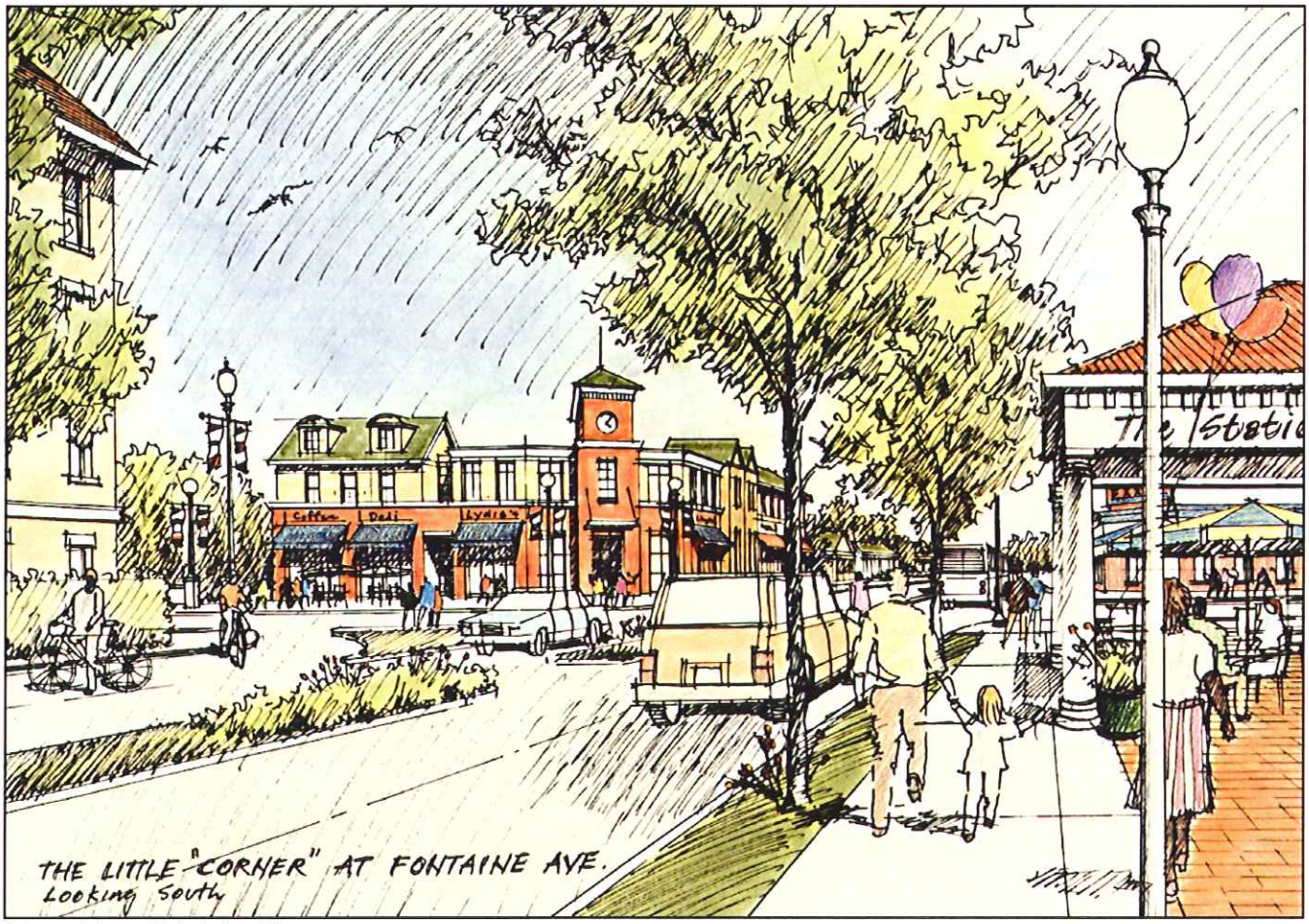
North of the JPA and Fontaine intersection there is a concentration of high-density, University-built student housing. This 'sponsored' growth, as well as the influx of students moving off-campus, has created some understandable tension within residential neighborhoods surrounding the University.

Fontaine Avenue itself is lined with single family homes on the north side and a hodge-podge of reused homes and boarded up restaurants on the south side. The road surface is deteriorating and there are no curbs or sidewalks along its length. VDOT has plans to rebuild Fontaine Avenue and the bridge crossing the railroad tracks on JPA. These road improvements will change the road alignment slightly, but will enhance its image considerably. The city and its residents fought hard to include street tree plantings and new sidewalks into this VDOT plan.

Charrette Feedback

Charrette participants were concerned about maintaining a highly owner-occupied neighborhood, not one taken over by the growing student population and the need for student housing. A suggestion to dub redevelopment in this area "the new corner," was wholly dismissed by residents and non-residents alike. While residents are not pleased with the appearance of the intersection and its businesses, they like the convenience of an auto garage within walking distance, and frequent the gas stations and retailers located there. Fontaine was also identified as a likely location for a neighborhood size (2-bay) fire station on the west side of the city.

Existing View

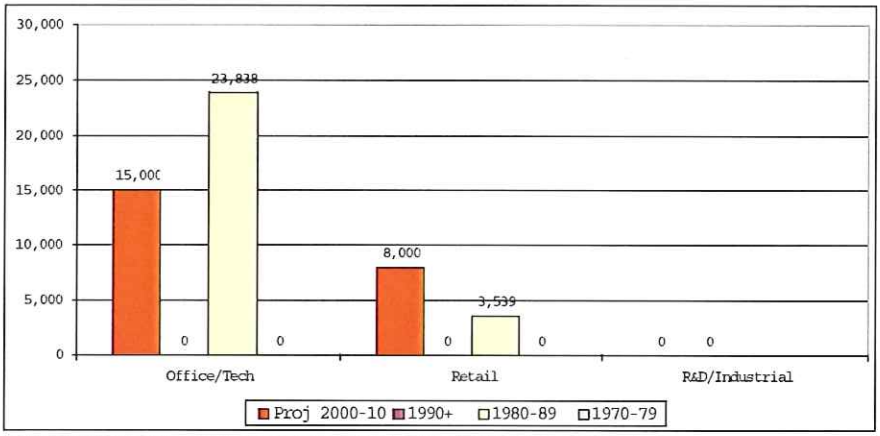


Proposed view of Fry's Spring village center

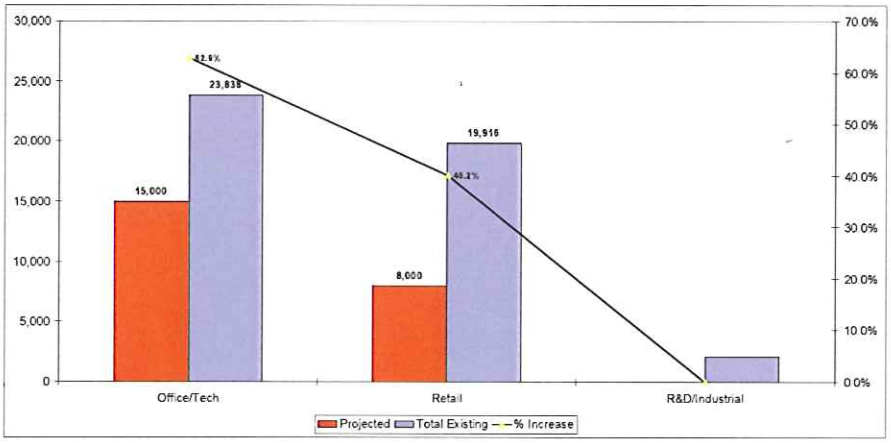
The Market

The Fontaine Avenue corridor, or Fry's Spring, is a small commercial corridor (45,000 square feet) located along the city-county line, just south of the University of Virginia. Uses in this corridor include convenience retail/gas, a number of smaller restaurants, and a small office building. Generally, this corridor serves the needs of the surrounding neighborhood.

There does exist some market opportunity to add commercial and residential space in this corridor over the next ten years. The strongest demand is for housing, in particular higher-density rental developments targeting students, and hospital employees. There is also demand to improve the local retail inventory through rehabilitation and some new development, as well as to add some additional office/tech space targeting users that desire proximity to



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: Fontaine Avenue



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: Fontaine Avenue

UVA or the hospital. Streetscape improvements and more signage directing traffic to the University are critical to improving this gateway into the City and UVA.

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the Fontaine Avenue (Fry's Spring) corridor over the next ten years: 15,000 square feet of office/tech space, 8,000 square feet of restaurant/retail space, and 350 multifamily and single family attached housing units.

Recommended Alternative

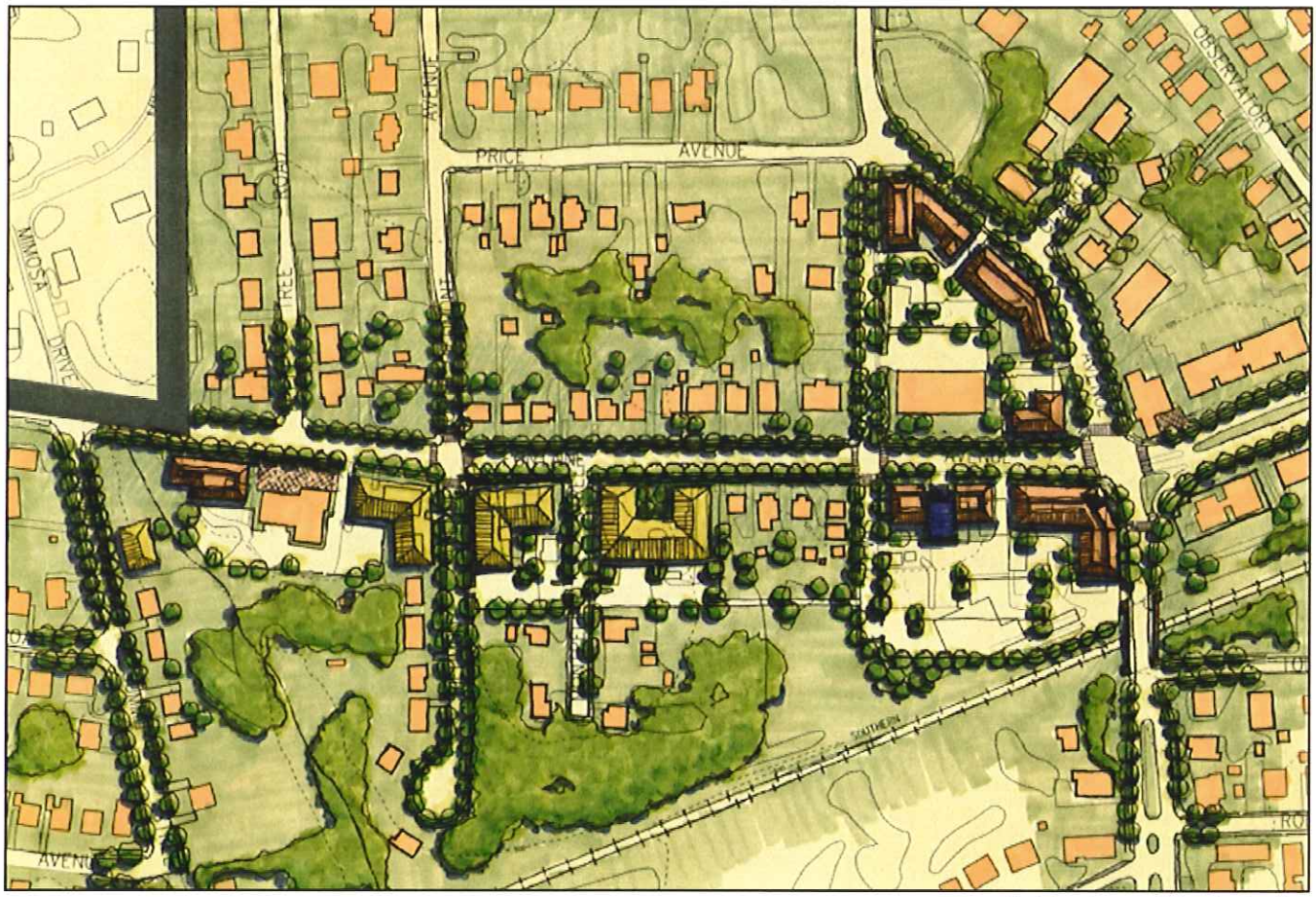
In addition to the planned road improvements, the environment at Fontaine is due for an upgrade. The urban design plan suggests a new, mixed use building for the southwest corner of JPA and Fontaine Avenue; a redevelopment of the gas station on the northwest corner; reclamation and reuse of the service garage on the northeast corner; higher density, mixed use buildings along Fontaine Avenue; and redeveloped neighborhood services on Maury Avenue.


Corner of Maury Avenue and Price Avenue

Maury Avenue is currently lined with one-story, neighborhood shops and services that serve local residents and some students. The urban design plan suggests rebuilding this area with a multi-story structure that could provide much needed housing above. The neighborhood services located here would be relocated to the newer structure and upgraded. This area also allows for the addition of a restaurant or café to the block. A prominent building façade should be placed at the northern terminus of the block, where Price Avenue meets Maury Avenue. The placement of a signature façade here would provide a gateway to students entering the area from campus and would signify arrival to an important neighborhood.

As JPA becomes a north/south street, it crosses over the CSX railroad tracks on a deteriorating bridge. VDOT plans to rebuild this road include plans to realign and rebuild the bridge. This higher bridge will affect the road's current height and incline, which could affect the existing buildings and their relationship to the street. Care should be taken to minimize the "sunken building" situation, where raising a street causes the original building entry point to fall below the street level, appearing sunken.

This corner should be re-built with a new mixed use, multistory building that lines the streets of the intersection and creates a corner on the southwest side. This new building should contain street level retail and housing above.



Fontaine Avenue : Urban Design Plan

- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

Parking for this building will be located in the rear, adjacent to the railroad tracks.

Next to this new building on the corner, another mixed use structure is proposed surrounding the 2-bay fire station. This fire station will be recessed behind the other on-street buildings to allow alert time and space behind the pedestrian sidewalk during emergency exits; for example, the fire trucks will be able to come halfway out of the station and sound their warning siren before crossing the sidewalk and existing onto Fontaine Avenue. This fire station is designed to enter from the rear and exit to the front with ample room for maneuvering in the rear lot.

It is suggested that a number of the outdated and unused buildings along the south side of Fontaine Avenue be replaced with multifamily buildings to provide housing. These multifamily buildings could be full of apartments or combined with some street level retail.

Street trees should be provided along Fontaine Avenue and JPA through the rebuilding of these roads. These sidewalks and street trees will help to provide a safe walking environment for pedestrians in the neighborhood. These elements are very important to identify a commercial area that is thriving. For this reason, special care should be taken to ensure the provision of these walks and trees throughout this reconstructed intersection. The sidewalk should continue in front of the Fry' Spring Service station, along Fontaine to the city-county line, and along JPA south over the rebuilt railroad bridge.

The area located along the north side of Fontaine Avenue should be improved with proper curbs, sidewalks and street trees, but can remain either as residential homes or re-used for commercial structures.

Recommended Actions

1) Construct sidewalks in area (applies to areas not covered in Fontaine Avenue improvements).
2) Construct new Fire Station - solicit development proposals for joint mixed-use development.
3) Plant street trees (applies to areas not included in Fontaine Avenue inprovements).
4) Display Fry's Spring banners to identify and promote the neighborhood.

Cherry Avenue, 9th/10th Connector
Fifeville "Main Street"

Vision:
- Improved Community-Serving Retail Corridor
- Price Alternative for R&D/Medical Users
- Mixed Use Development
- C&O Bike Trail
- Connections to West Main Street
- Fifeville Green
- Streetscape Enhancements / Banners

Market Strength/Opportunity:
- Office/Medical Office
- Flex/R&D
- Improve Local-Serving Retail
- New Retail
- Residential - Multifamily
- Residential - Townhomes
- Residential - Houses

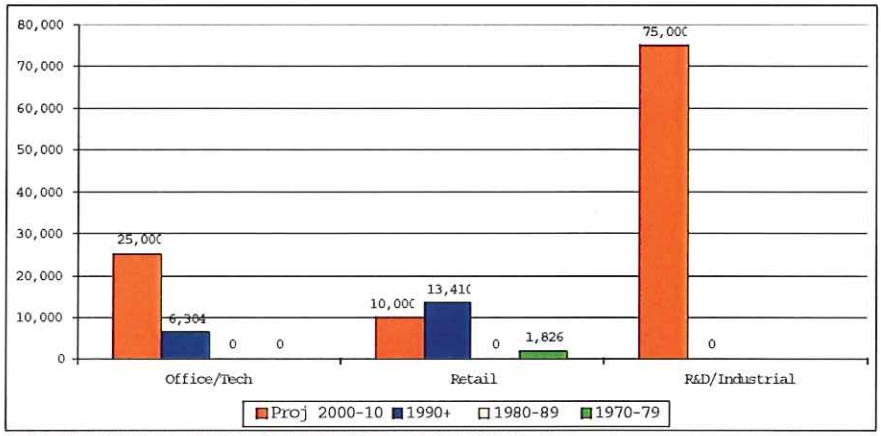
Extent of Study Area
The area studied for Cherry Avenue is its length beginning from the 9th/10th connector in the west, and ending at Ridge Street in the east. Cherry Avenue is the northern edge of the Fifeville neighborhood.

Background
Cherry Avenue is the heart of the Fifeville neighborhood, so named for Rev. James Fife who owned the Oak Lawn estate from which most of the neighborhood was carved. Mr. Fife's descendent, Mr. Francis Fife, still lives in the manor house on the property at the corner of Cherry Avenue and 9th Street. Cherry Avenue has been re-born with the completion of the new 9th/10th connector, built to connect Fifeville with West Main Street. This new street provides much needed access to the University Hospital from the residential areas to its south and west. Cherry Avenue meets Ridge Street at Tonsler Park, a 7.4 acre city park that has been beautifully renovated recently, and 10th Street at the intersection with the new 9th/10th connector. Cherry Avenue is dominated by neighborhood retail uses surrounded by single family homes. There is considerable topography rising on the south side of the road and a large amount of vacant land available along those steep roads. Habitat for Humanity is currently building some new houses above Cherry Avenue across from Buford Middle School.

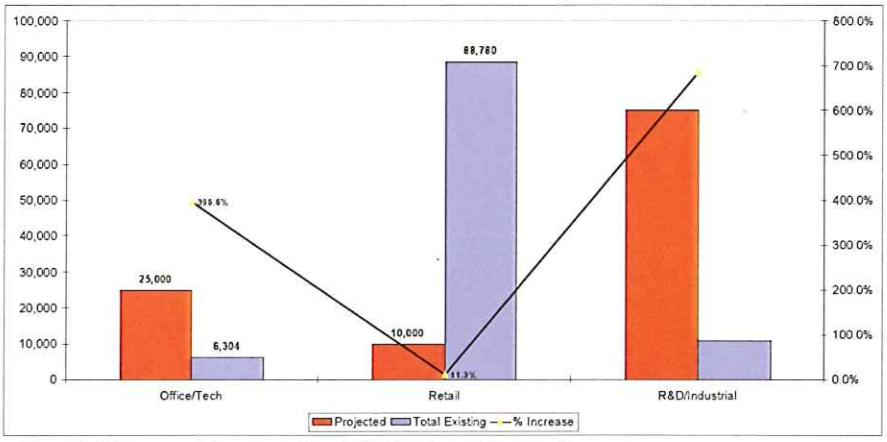
Charrette Feedback
Charrette participants expressed pride that most businesses on Cherry Avenue were locally owned and operated. The area shops and services support most of their neighborhood. The IGA grocery store provides neighborhood services unavailable anywhere else in the city. Increasing levels of traffic through Cherry Avenue, paired with the demand UVA hospital puts on the streets for parking and the like, are pressing the area to provide more for its neighborhood. This means upgraded retail and services, still local and necessary, but with fresh paint and new opportunities. There were concerns that too much improvement could drive up property values and rent in the area. This is a common concern in neighborhoods trying to revitalize; how to improve the area without losing any of the current character and the contributing residents. Much of this can be resolved with an overall good quality plan, recommending physical improvements and methods of implementation.

The Market

Currently, the Cherry Avenue corridor has 106,000 square feet of commercial space, the vast majority (84%) of which is retail. This retail is generally of lower quality, and serves primarily the surrounding neighborhood. No vacant space was identified, although several of the retail sites, such as the small strip center at the western end and the older grocery store at the eastern end, appear vulnerable. There is a small amount of office space targeting medical users.



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: Cherry Avenue



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: Cherry Avenue

Cherry Avenue : Urban Design Plan

Existing Building

Proposed Residential Building

Proposed Mixed Use Building
Office/Retail/Residential/Flex or any combination

Proposed Civic Building

Residential Use

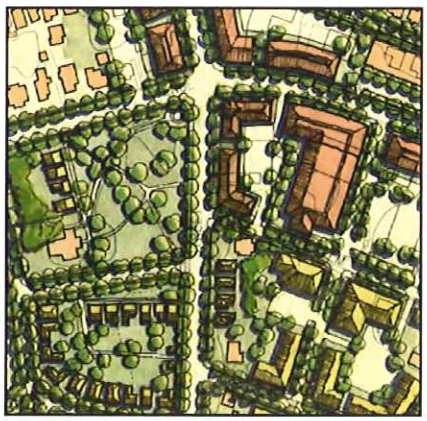
Light Industrial/Flex Use

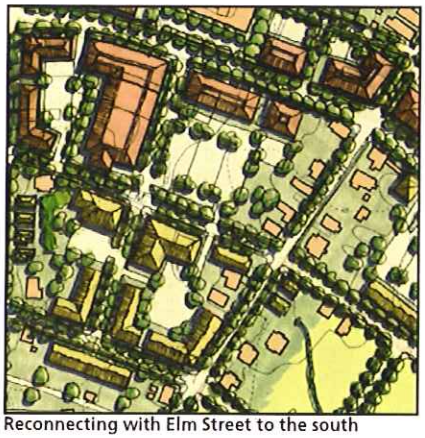
The Cherry Avenue corridor is facing strong development pressure due to its proximity to UVA and its hospital. In particular, there is strong demand for higher-quality housing from students and hospital staff, as well as demand for higher-quality affordable housing for neighborhood residents. There does exist an opportunity to improve the local retail inventory through rehabilitation and expansion. New retail space will still create demand from the surrounding neighborhood. Finally, there is opportunity to attract some office and lab space development, due to the corridor's proximity to the hospital. The key competitive advantage of this corridor will be the availability of relatively affordable land.

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the Cherry Avenue corridor over the next ten years: 25,000 square feet of office/tech space, 75,000 square feet of lab/R&D space, and 240 multifamily, single family attached, and single family detached housing units, many of which will be affordable and targeting local residents.

Recommended Alternative
Cherry Avenue is seen as a sort of "Main Street." Its role within the surrounding community is to provide space for the sale and acquisition of necessary goods, casual encounters between local residents and local business owners, and a thoroughfare conducive to thru-traffic as well as local transport. What this "Main Street" is missing is a coherent structure, or framework, for all of this activity. This urban design plan attempts to create, or in some cases reinforce, this structure.

The Cherry Avenue study area includes the southern portion of the 9th/10th connector and continues to Ridge Street, where the street borders Tonsler Park. The naturally maintained, private Fife property and magnificent family mansion dominate the southwest corner of this study area. The Fife homestead qualifies as a historic property, dating back to Jefferson's time. The public could only benefit from more access to this beautiful property. Additional single family homes could be developed on the property south of the manor house. These homes would help to enclose the Buford Middle School's front yard, resulting in more positive supervision and a safer environment for children. New Habitat for Humanity homes, built across the street, will provide additional "eyes" for the schoolyard. The family cemetery would be preserved on the property, and the two together could be an interesting piece of Charlottesville walking tour history. At some point in the future, the home could become a bed and breakfast set upon a public square or park, with benches, a fountain and walking paths for residents and visitors.


Mr. Fife's historic home and garden


Reconnecting with Elm Street to the south

On the 9th/10th connector, south of the CSX property, the Piedmont Housing Alliance is currently proposing a mixed use building, with upper story apartments and ground level retail. This building's primary facade should be on the 9th/10th connector, while disguising parking in the rear. Similar methods should be employed in the redevlopment of the northeast corner of Cherry and 10th Streets.

The proposed urban design plan also calls for the regrading of Elm Street, just one block south of Cherry Avenue. Currently, this road climbs slowly over the crest of an incredibly steep hill, surrounded on all sides by vacant land and derelict or abandoned properties. The plan proposes to lower the crest of the hill, reduce the slope at either end, and build a new road. A new parcel created by the regrading will be large enough to accommodate an adequate plan for a 25,000 square foot grocery store. This grocery store opens to its parking lot on its west side, and its street facade is lined with retail shops and services that front Cherry Avenue. Likewise, any existing buildings not fronting on Cherry Avenue should be lined with businesses that will benefit from that exposure.

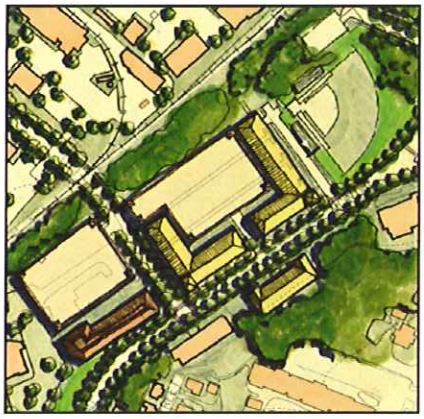
Multistory, mixed use buildings, independent multifamily residential buildings, and live/work town house units line the remainder of the Cherry Avenue "Main Street." These combined uses and building types, with residential and commercial space, create the structure of the street. The relationship of these uses and users together define the quality of the experience, the feel of Main Street.

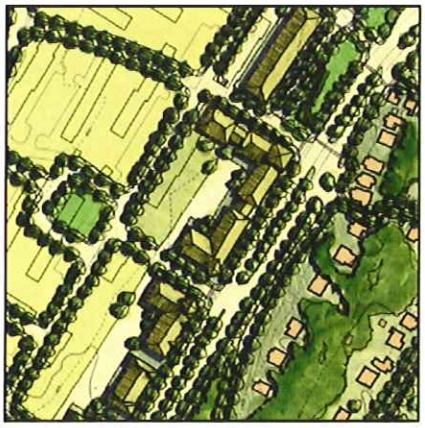
To maintain the character and supporting framework required for Main Street, many of the existing homes are preserved. The vacant parcels on the north corner, at Ridge Street, will be developed as independent, multifamily buildings accessed from both streets with parking hidden behind and below. Other vacant lots in the neighborhood should be developed as attached or detached single family housing, depending on the lot size.

Recommended Actions

1) Utilize CDBG funds for retail revitalization, and facade and streetscape improvements, including the addition of street trees and lighting.
2) Market the corridor to grocery oweners as a site for small (20-25,000 square feet) outlet to anchor new street oriented development.
3) Provide directional signage on West Main Street and 5th Street to "Fifeville Commercial District" (or neighborhood center).
4) Display Fifeville banners to identify and promote the neighborhood.

McIntire Road/Ridge Street/5th Street
Gateway to Downtown/Residential Boulevard





Vision:
- Pleasant Gateway into Downtown/West Main
- Act as Connector, Not Divider
- Regent Street of Charlottesville
- Joint City / County Planning Effort
- Relocated Skateboard Park

Market Strength/Opportunity:
- Conference Center Downtown
- Residential - Multifamily
- Residential - Townhomes
- Residential - Houses

Extent of Study Area

McIntire Road/Ridge Street/5th Street is a major vehicular entrance and throughway to the city from I-64, continuing through the city and on to connect with the 250 By-pass to the north. This continuous road serves as the primary access to the City from the development areas of Albemarle County in the south and into downtown from Route 29 to the north. The road is comprised of four continuous, yet unique sections from south to north, respectively: 5th Street, Ridge Road, McIntire Road (between West Main Street and Preston Avenue) and McIntire Road from Preston Avenue to the 250 By-pass. This section will start in the north, with McIntire Road from the 250 By-pass, and move south. The area of McIntire Road between Preston Avenue and West Main Street will be discussed in the sections on the Downtown Mall, Preston Avenue and West Main Street.

Background

McIntire Road is a primary entrance to Downtown from the 250 By-pass, a status that will likely be reinforced by the construction of Meadowcreek Parkway. In its current state, it has two distinct characteristics. North of Preston Avenue, McIntire Road is a meandering two-lane road with parallel parking on each side. It flanks a park highlighted by Lane Field along much of its western edge. The eastern edge is lined with blocks of single family homes atop an escarpment. Its northern end is composed of a parking lot, a skateboard park, and a rescue squad facility that has poor access at both McIntire Road and the 250 By-pass. Large surface parking lots, located at the southern end of this stretch (Preston Avenue), dominate the land adjacent to the Albemarle County Office Building.

5th Street is a fairly new street connecting to existing Ridge Street at Cherry Avenue. This new street travels relatively parallel to the old Ridge Road, connecting downtown to I-64, but is engineered wider and through the existing topography, where old Ridge Road could not be changed. This new 5th Street was engineered for faster moving traffic and larger, heavier vehicles. At West Main Street, 5th/Ridge Street becomes McIntire Road and is one of the few corridors that continues through the city center and connects to the 250 By-pass. This juncture of McIntire Road and the 250 By-pass would be the terminus of the proposed Meadowcreek Parkway. This latter point should be emphasized: the construction of the Meadowcreek Parkway could considerably change the nature of this road. Facilitating the additional traffic

from this proposed parkway could have a profound effect on the character of this cross-town road. In essence the only north/south thru-road in all of Charlottesville, this road could turn into a cross-town highway similar to 250 by-pass or Preston Avenue. Additional traffic burdens will also be felt along Fifth Street if a regional shopping center is ultimately built on land in Albemarle County just outside the city limits. While County officials previously rejected a proposal for such a center, it is likely that a redesign will be offered in the future.

While the development pressures cited above suggest significant difficulties ahead for the City's planners and residents, existing conditions offer more challenges. Comprised of four traffic lanes and a wide median, 5th Street's terrain has been leveled or regraded to modern highway standards. Development possibilities along 5th Street are challenging in some areas and impossible in others. Though lined with street trees, it is not particularly hospitable to pedestrians; the traffic moves too fast and there are no buildings or services of visual interest along its edge. At its southern end, 5th Street is dominated by "highway commercial" style development, intended to capture traffic off I-64, as well as from 5th Street itself. This development, which provides a much needed supermarket in the southern half of the city, is visually and spatially impoverished, dominated by blank sides of commercial structures. Overly large signage competes for attention with the vast amounts of parking.

If these challenges are daunting, the northern end of 5th Street, where it becomes Ridge Street, is something else altogether. A local historically sited, residential ridgetop thoroughfare, Ridge Street passes Tonsler Park and concludes in a gateway to Downtown. This gateway at the top of Vinegar Hill joins West Main, Water and South Streets, becoming essentially the downtown transition zone.

Other Studies

The area of McIntire Road between Preston Avenue and the 250 By-pass was included in a recent study for Meadowcreek Parkway (Reilly Assoc., 2000). This study suggests a pedestrian tunnel under the 250 By-pass, as well as the creation of bike lanes on McIntire Road.

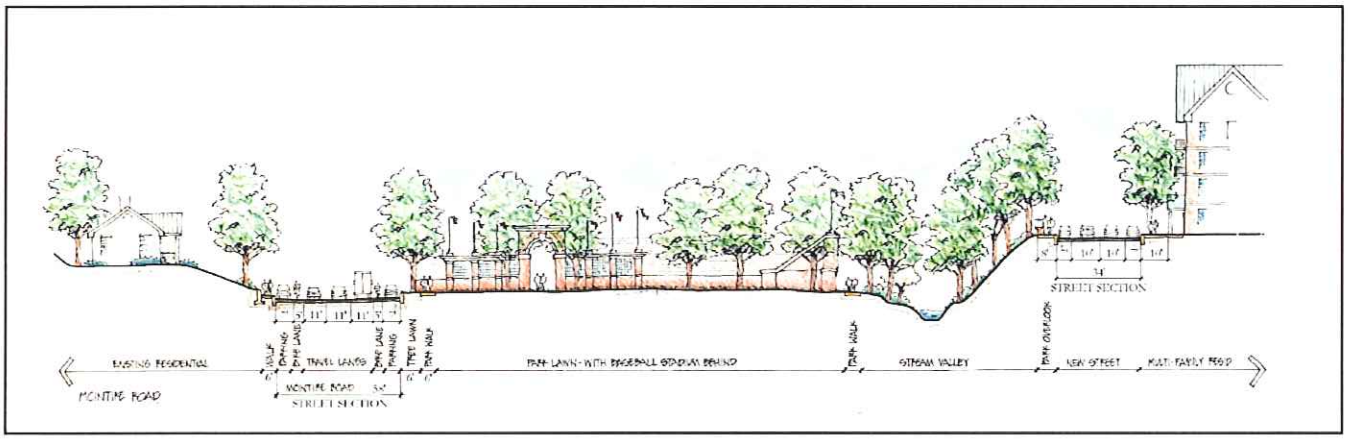
5th Street was a subject in the Charlottesville Urban Design Plan (Carr Lynch, 1988). This study effectively divided the corridor into four zones characterized as: the interstate commercial zone from Moore's Creek to Harris Street; the boulevard residential zone from Harris Street to Cherry Avenue, the Ridge Street Neighborhood zone, bordered by Cherry and Monticello Avenues and the Downtown entry zone.

5th Street, in the Entrance Corridor Study (1995), is identified as providing major downtown access. The character of its uses is defined as "urban residential" along Ridge Street, and includes "suburban residential," "suburban commercial" and "undeveloped areas." This study has a series of recommendations for setbacks, parking and landscape elements relevant to their description of 5th Street.

Charrette Feedback

Most comments during the charrette focused on the enhancement of the stream valley park along McIntire and the possibilities of appearance improvements at the northern gateway. A number of participants saw possibilities for the County's parking lots, including an opportunity for overflow downtown parking, serviced by shuttle busses; others saw more radical options for the land.

Lane Field was the subject of a number of comments. Many charrette attendees were pleased with a well-maintained ball field at this location, while others expressed that its lighting disturbed nearby residents and use by City residents was minimal. While its short-term use is ensured, several strategies were explored for the long-term development of this facility.



A number of important points emerged from discussion of the 5th/Ridge Street corridor at the charrette. First among them was protecting the historic, residential character along Ridge Street. Second was an interest in providing residential development along the length of 5th Street, creating a more dignified entrance corridor. This could create an incentive for the redevelopment of the Blue Ridge Commons Apartments to the west into a mixed income community with a mix of housing types. Discussion with several property owners about the possibility of connecting Shamrock and Village Roads from the west directly to 5th Street (or indirectly, via a connection to Cleveland Avenue), resulted in the opinion that such connectivity would be unwelcome by affected residents. The Consultants reviewed a schematic proposal for residential development along 5th Street bordering Tonsler Park and factored that proposal into the illustrative plan.

Prompted by one charrette participant who claimed there is potential to bring a minor league baseball team to Charlottesville, Lane Field's redevelopment as a small minor league baseball park was explored (see 'proposed view'). The current field's dimensions are too small for a professional park, and major earthwork would move the field slightly to the west to assure adequate dimension for the right field foul pole. If constructed as depicted here, the area behind left field would provide an architectural proscenium to the activities on the field. It would also provide a backdrop for the activities in the park. It was pointed out at the charrette that traffic to this facility may pose a problem, and that nearby residents who dislike the current ball field would be less excited about its expansion.

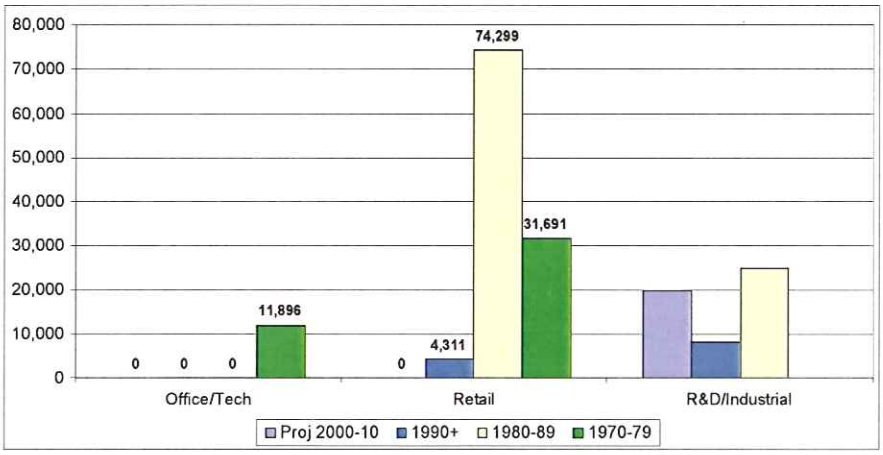
This scenario suggested redeveloping Allied Concrete's facility into multifamily residential buildings overlooking this park. It is doubtful that Allied Concrete is considering a move anytime soon. Recognizing the value of the site, this alternative plan investigated an option for consideration, should the owners of Allied Concrete move or shut down in the future.

The Market

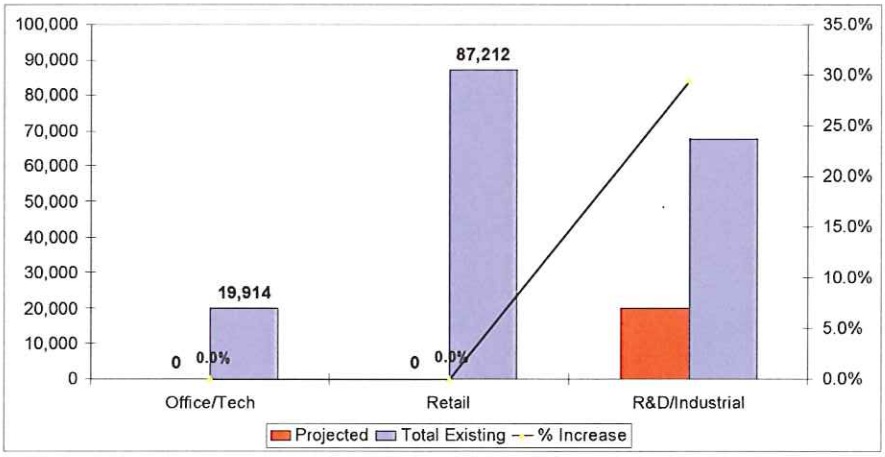
The McIntire Road/5th Street corridor is actually two separate corridors. The first section runs from Preston Avenue to the end of McIntire Road, where the road meets Harris Street. This section of the corridor is dominated by residential uses. The second section includes Ridge Street and 5th Street north of West Main Street. This section has more commercial development, with approximately 175,000 square feet of space, most of it concentrated at the southern end of the corridor. The majority of this space is highway-

oriented retail, as well as a small amount of office and light industrial uses. Very little vacancy was observed in this corridor.

Looking forward, there appears to be little new opportunity for additional commercial space along this corridor, although increased development pressure may warrant the rehabilitation of existing space. This corridor does have a significant amount of vacant land (approximately 65 acres), although much of this land has strong development constraints. The greatest opportunity for new development over the next ten years will be for residential units on some of these larger infill sites. In particular, the Team



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: McIntire Road / Ridge Street / Fifth Street



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: McIntire Road/ Ridge Street / Fifth Street

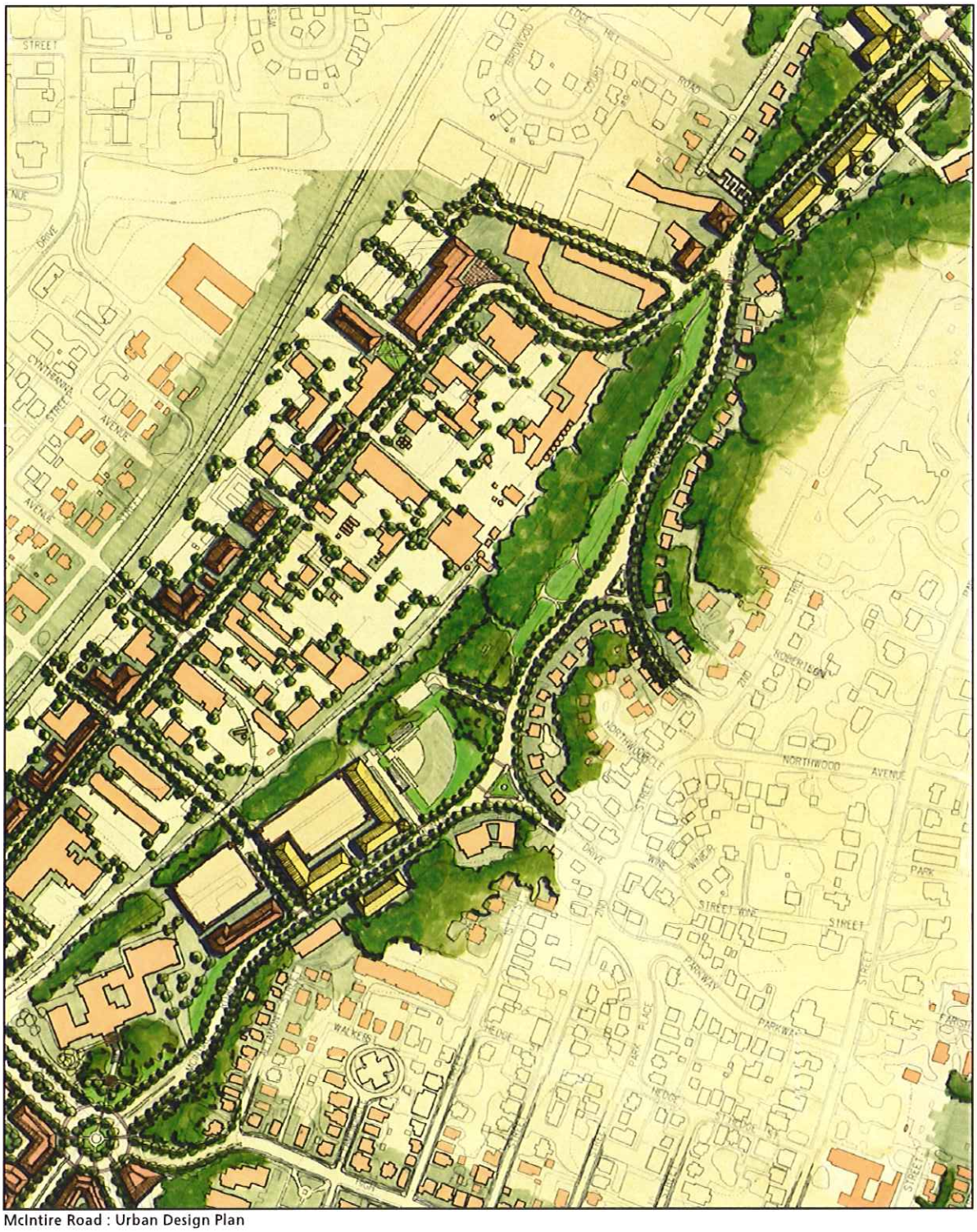
projects a possible demand for 20,000 square feet of R&D/industrial space over the next ten years. An additional 65 market-rate housing units will also be demanded in the corridor, as well as some significant affordable housing development.

Recommended Alternative - McIntire Road:
It is important to state here that the proposed plan does not anticipate any widening of McIntire Road regardless of the construction of Meadowcreek Parkway. The Team is not aware that any such widening is being considered, and is offering the statement proactively. Such a widening would further isolate the real estate west of McIntire Road from Downtown Charlottesville, and while this will he;p speed up thru-town traffic, it will not help bring people into downtown.

Existing View

The previous statement notwithstanding, the Consultant Team is recommending urban design "improvements" to McIntire Road. Because the

Proposed view of a park along McIntire Road showing a possiblly enhanced Lane Field and the residential alternative for the hillside (current location for Allied Concrete)



McIntire Road : Urban Design Plan

intersection of McIntire Road and the 250 by-pass is crucial in establishing a dignified entry to the Downtown area, the plan proposes relocating and redeveloping the skateboard park and the adjacent parking area into three to four story residential buildings. These structures should be built to about 15 feet of the edge of sidewalk, and park in the rear (similar to the buildings proposed for 5th Street). Part of this redevelopment will include a similar structure of similar character built to house the City's gas pipeline connection, to replace the grey sheds there now. This new building, coupled with a residential building built into the steeply sloping terrain to the north (and accessed via Hillcrest Road), will establish another urban gateway to Downtown Charlottesville. Here, access to the Rescue Squad facility is rerouted, connecting to McIntire Road 200 feet south of its current location.

A pedestrian connection is needed across the 250 by-pass from McIntire Road. The Team believes that this connection should be a painted cross walk and pedestrian crossing signal activated by a button on both sides of the street. While there has been some concern about the impact of this solution on traffic, the Team feels that the alternatives (a tunnel or bridge) are inconvenient or unsafe and would not be used. The Team is aware that the Meadowcreek Parkway Study depicts a beautiful underpass and compares it favorably to one of a rural character in Williamsburg. While the Team appreciates the comparison, the experience of such underpasses in cities has been of mixed success. Many people do not feel safe in such an isolated locale.

To extend the buildings at McIntire Business Park to the edge of McIntire Road, the plan proposes the construction of "liner buildings." These buildings should be designed as retail buildings with shop windows facing the street and signage scaled to pedestrian and vehicular movement.

The Consultant Team supports the concept of an enhanced park between the County Office Building and Harris Street. This would suggest a green connection from McIntire Park to Downtown. Rather than enlarging the park, the new park concept enhances the existing area with new, meandering paths, seating and play areas, highlighted with new landscaping to reinforce the dense trees along the creek.

This plan also recognizes the County Office Building's proximity to Downtown and the land value of the County employee parking lot. This plan suggests developing residential buildings on these lots along McIntire with parking garages behind. The County could be a development partner, or seller of the land. Regardless of their role, these garages would provide

adequate parking for the County staff and the building's residents. Connecting through to Harris Street from McIntire Road at Henry Street is also part of this scheme.

The Team has suggested a traffic circle at the intersection of McIntire Road, Preston Avenue, and Market Street. Please see the Preston Avenue section for further discussion.

Recommended Alternative - 5th Street:
The Consultant Team agrees with the recommendations of the Carr Lynch study regarding improvements to 5th Street adjacent to Moore's Creek and I-64. Existing tree masses along the creek will emphasize a "green gateway" to the City, reinforced by property owners along the west side of 5th Street who should be encouraged to landscape the slopes and provide trees atop the slopes in front of their properties. Parking for new commercial development in this area should be in the rear of the buildings, while landscaping should reinforce the "green gateway" concept. The consultant team agrees the continuation of the park, centered on Moore's Creek, should be part of the citywide greenbelt.


Housing along Regent Street


View of Regents Park

The redevelopment plan for a residential boulevard beginning just to the south of Harris Road, with a vista terminating in Tonsler Park, is more significant for the long term. Multifamily residential structures along the west side of 5th Street (topography makes the east side unbuildable in many parts) create an edge to an urban thoroughfare in the tradition of Monument Avenue in Richmond, Commonwealth Avenue in Boston, and Shaker Boulevard in Cleveland. Three to four story residential structures, consistently 18 feet behind the sidewalk, will provide a street-wall and a front yard amenable to pedestrians. Residential buildings with windows and porches will provide "eyes on the street" and enjoy pleasant views looking east to 5th Street. Metal fences, low walls and hedges placed at the sidewalk line, as they are for terrace housing in London, will further define the public realm and more private front yards for residents.

Taking its cue from Regent Street in London, the boulevard sequence effectively begins and ends in green spaces: a residential square at Harris Street to the south, and a two-block extension of Tonsler Park to the north. The Harris Street Square, composed around a naturally occurring 'bowl,' defines the entry point of this boulevard; it is this space that establishes the urban gateway to the city. The Tonsler Park extension is the result of

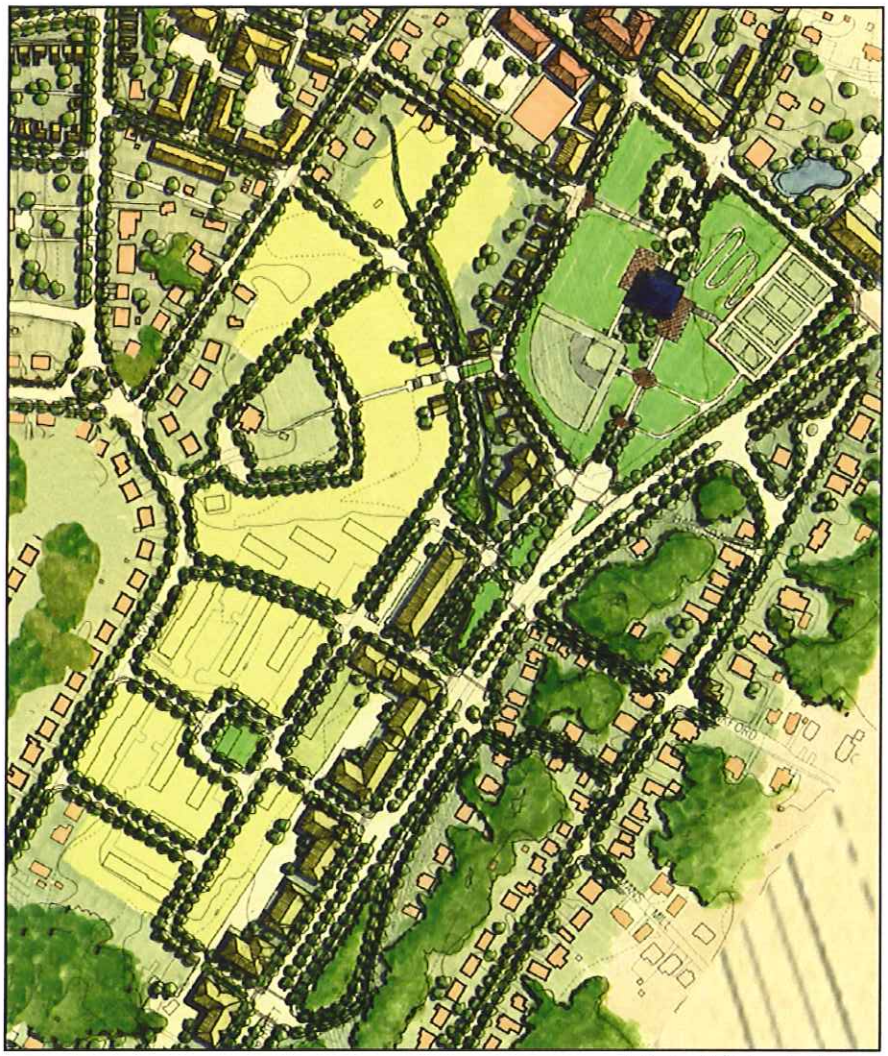
incorporating a creek meeting 5th Street from the northwest. Extending Tonsler Park continues a tradition of urban park design, which places smaller threshold parks adjacent to the larger recreational spaces. A new perimeter road is proposed around the park, connecting to 6th Street across Cherry Avenue. New residential structures, including single family houses and townhouses, are located on this road with front doors and porches looking into the park. Residential buildings should not be permitted to "back" onto the park.

While not dependent upon it, this plan calls for redeveloping Blue Ridge Commons Apartments at some time in the future as a mixed-income, multi-generational community. With this in mind, connections to development around this site should create a seamless grid of streets at the northern end of 5th Street.

Existing View

Proposed view of Fifth Street as a residential boulevard

Ridge Street • 5th Street : Urban Design Plan



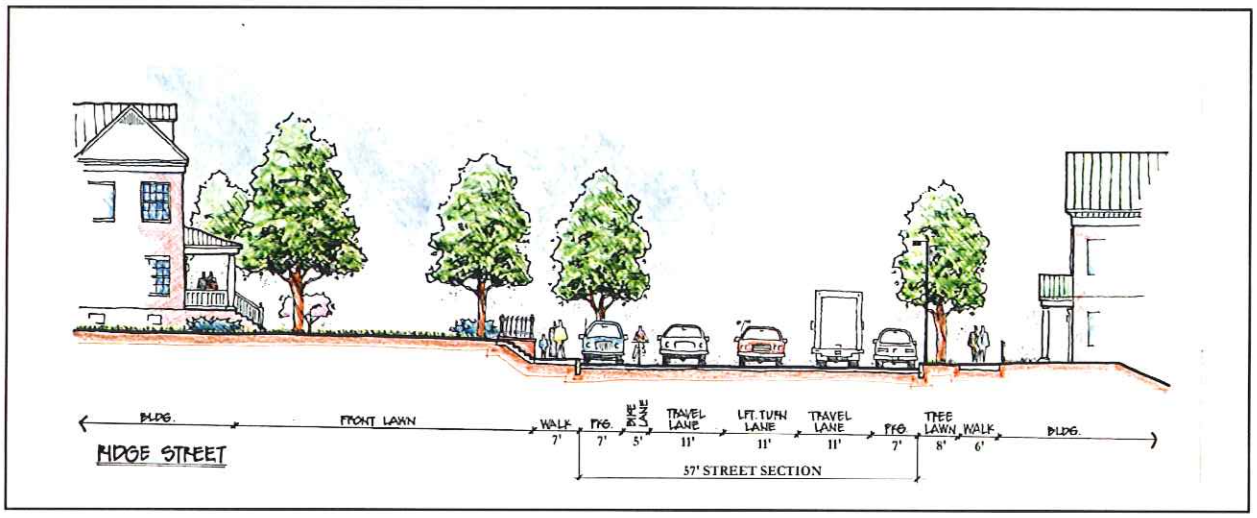
5th Street : Urban Design Plan

The Consultant Team believes interconnectivity is appropriate throughout; providing additional routes to the University and hospital is especially important. We understand that there is likely opposition to this idea. Recognizing the lack of consensus here, connections to Johnson Village and Shamrock Roads, both dead-end streets, have not been shown. This plan represents a long-term buildout and illustrates a continuous line of high-density residential development along the boulevard. It is not necessary to acquire and redevelop the existing semi-detached houses now, but at some point in the future, such redevelopment may be feasible and desirable.

The presentation of this plan at the charrette prompted discussion about narrowing 5th Street to one lane in each direction or allowing parallel parking in one of the travel lanes. The Consultant Team supports the latter concept in principle, as a way of slowing traffic to a speed appropriate to a residential boulevard, and as a way of providing additional parking. It is not clear that current and anticipated traffic volumes would allow such a reconsideration, therefore a traffic study (by a consultant fluent in the techniques of Traditional Neighborhood Design) should be undertaken to investigate actual feasibility of this idea.

As 5th Street continues north and transitions to Ridge Street, efforts to protect and enhance the character of this historic neighborhood should take a high priority. Enlivening the street edge with street trees, fences, hedges and walls, constitutes a significant part of this effort. It is important that as pressure grows to "improve" north-south traffic flow, the current street width be maintained.

The name and character of Ridge Street terminates in the north at the intersection with West Main Street. The significance of this particular intersection in the city's future development is unquestionable. The plan proposes a traffic circle in this location, named for Sacajawea. The details and rationale for this circle is discussed in the West Main Street section of this report. It is sufficient to mention here that such a space would provide a worthy terminus to the extraordinary boulevard just described.



Recommended Actions - McIntire Road

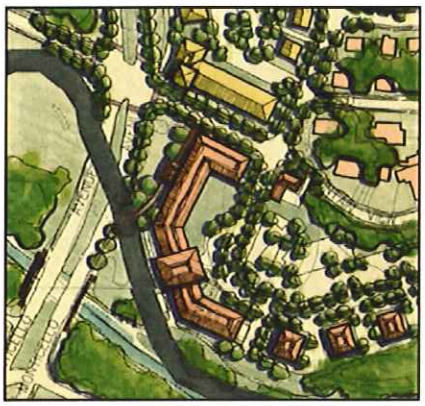
1) Designate McIntire Road from 250 By-pass to Harris Street as an Entrance Corridor.
2) Identify site and relocate skate board park-issue an R.F.P. to solicit proposals for development of site.
3) Meet with Albemarle County officials to discuss long term potential for office building parking lot.
4) Move access road to Rescue Squad.

Recommended Actions - 5th/Ridge Streets

1) Work with developer of land adjacent to Tonsler Park to arrive at a plan closer to one proposed in this report.
2) Coordinate a joint planning process with the city and county for the corridor.
3) Fill-in trees and add sidewalks where necessary, particularly where there is new development.
4) Study traffic to test feasibility of dedicating one lane to parking (with the possibility of no parking during rush hour).
5) Display banners to identify and promote the gateway.

Monticello Avenue

Tourist Gateway / Downtown Expansion



Vision:
- Impressive Gateway for Visitors to City
- Improved Connection with/Access to Downtown
- Relocated City Market
- Mixed Use Development
- Terminus of C&O Bike Trail
- Housing Redevelopment

Market Strenght/Opportunity:
- Flex/R&D
- Industrial
- Residential - Townhomes
- Residential - Houses
- Hotel at I-64
- Public Parking - Addition to Water Street Garage

Extent of Study Area

Extending from I-64 and Moore's Creek to Avon Street, Monticello Avenue can be understood as having two distinct characters: Entrance Corridor - Moore's Creek to Avon Street, and the edge of the potential new South Downtown.

Background

To the hundreds of thousands of visitors each year at Monticello, this corridor serves as the primary route into Downtown Charlottesville as well as the historic Belmont neighborhood. At the same time, this portion of Monticello Avenue is a neighborhood street, lined with single family houses, churches and a public elementary school. Monticello Avenue as a gateway to the city and as a neighborhood must both be considered as this corridor evolves.

As the historic Downtown core is nearing built capacity, the area south of the CSX railroad tracks and north of Monticello Avenue provides the opportunity for downtown's future expansion. As a four-lane "improved" street, this portion of Monticello Avenue defines the edge to "South Downtown," and provides easy access to the numerous businesses located here, and those targeting this area. A number of existing industrial users will likely remain for many years, however, a number of sites (including the Ix building) are currently underutilized. Other sites could be available for redevelopment within a few years. Garrett Square, a low-density affordable housing development with eighteen years remaining on a Section8 contract is included in this assessment. If redevelopment were to occur at Garrett Square, a plan to relocate current residents on-site would be required.

Other Studies

Two studies have focused significant attention on this route: The Urban Design Plan (Carr Lynch, 1988) and the Belmont Neighborhood Study (LDR International, 1995). Both indicate the need to provide continuity along the corridor by utilizing continuous street tree planting, and streetscape amenities (low walls, fences and hedges). They also recognize the 'gateway opportunity' that exists where Monticello Avenue crosses into the city at Moore's Creek. Adjacent to this 'gateway,' the Belmont Study suggests placing a hotel and restaurant to respond to the likely volume of tourist traffic, on the Charlottesville Oil Company parcel. This parcel is visible from I-64, although recessed from the Moore's Creek floodplain, and highlights the opportunity to connect a portion of the Moore's Creek Greenway to the larger citywide

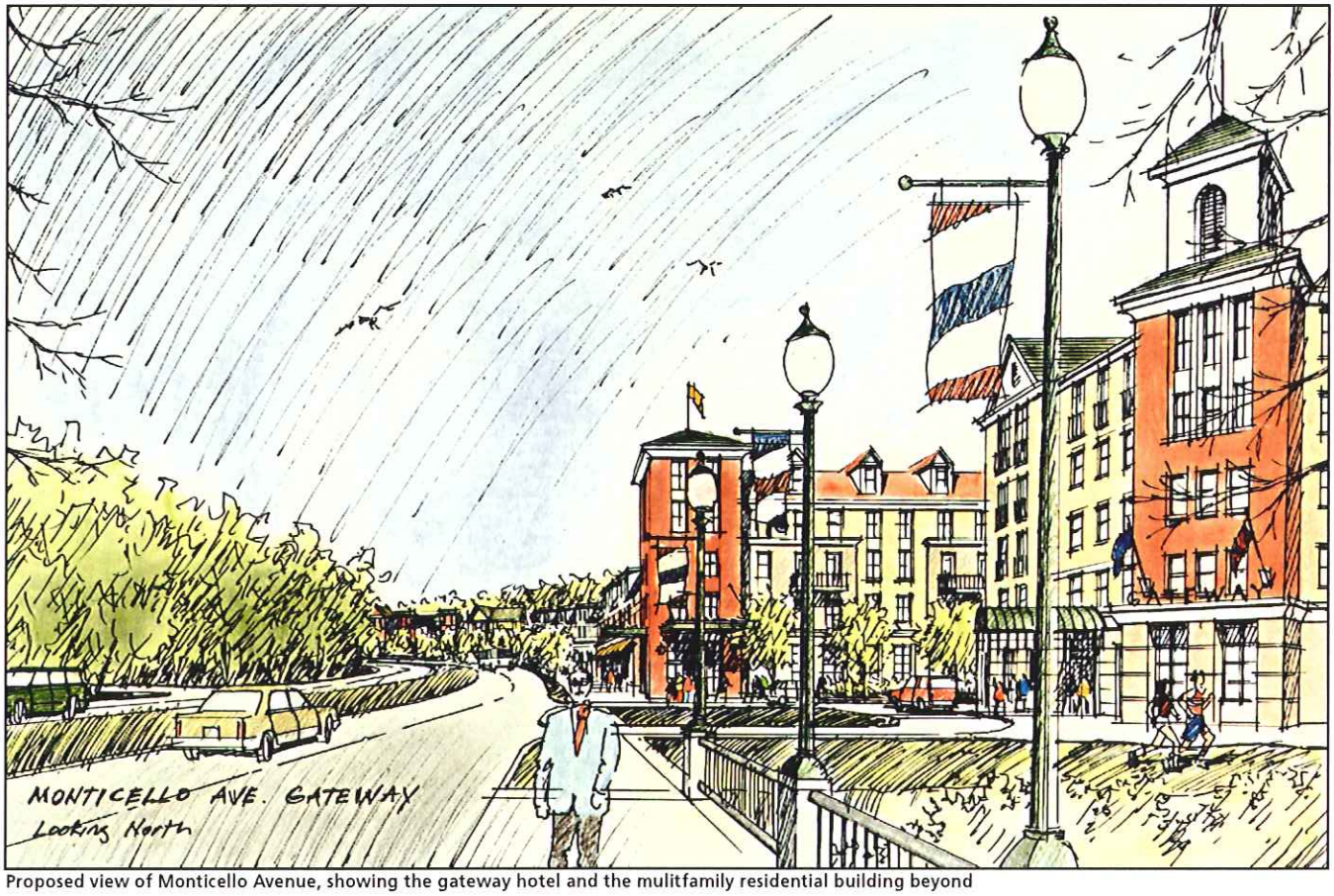
greenway system and the proposed hiking trail to Monticello Avenue. This portion of Monticello Avenue was also identified on the City's 1994 Bicycle Plan as first and second priorities for a bicycle route.

Monticello Avenue was addressed in the Entrance Corridor Study (1995), where it is identified as providing major access to Downtown Charlottesville, and serving state traffic. Its character is defined as "urban residential."

Existing View

Charrette Feedback

This portion of Monticello Avenue generated very few comments from charrette participants, including empahasizing the preservation of its residential character and providing directional signage along Monticello



Proposed view of Monticello Avenue, showing the gateway hotel and the mulitfamily residential building beyond

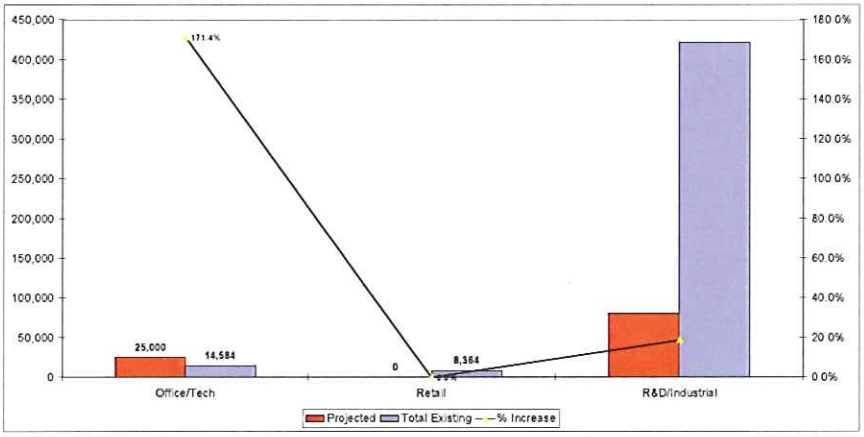
Avenue. It was expressed that on this corridor that suburban "strip-style" development should be avoided on all "gateways" from I-64.

The majority of comments from charrette participants were from business and property owners who were excited about the prospect of seeing "South Downtown" expand into this area. Currently, the area is seen as potentially providing additional parking to serve downtown. Along with this, nearly everyone expressed that parking should be hidden from the street, either by low-walls (in the short term when surface parking will be the norm) or with street level retail (as structured parking becomes more common).

In the charrette it was suggested that part of this downtown expansion strategy will require enhanced connections across the railroad tracks. This could include rebuilding the railroad bridge at 4th Street, or possibly reconnecting (at least by bicycle) Garrett Street to Ridge Street (though the Consultant Team believes that the expected use of this connection does not justify the construction expense). Relocating the Farmers' Market to a site adjacent to the railroad tracks was also suggested.

The Market

The Monticello Avenue corridor is a primary gateway into the City for tourists visiting Monticello. The southern end of the corridor is characterized primarily by vacant, steeply graded land, and some residential (primarily single family detached) development. Closer to the downtown area, the corridor has a number of larger industrial users, as well as a significant supply of affordable housing. Overall, there is 420,000 square feet of commercial space in this corridor, with 316,000 square feet of that space in the currently



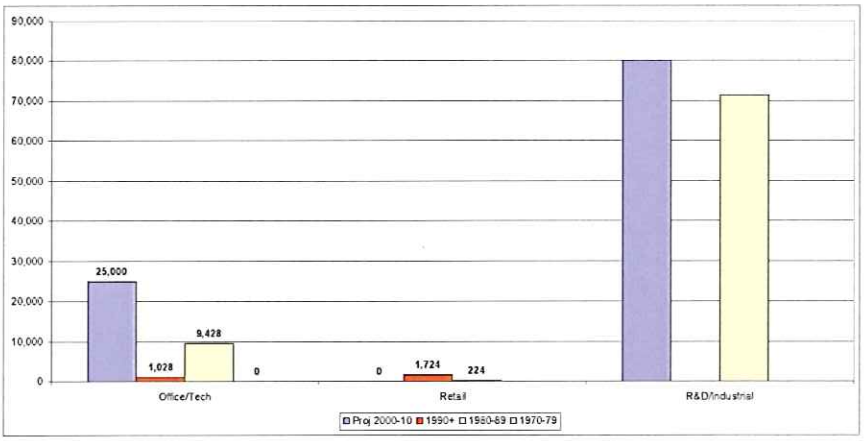
EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : Monticello Avenue

vacant Frank Ix plant. The Ix plant is slated for redevelopment as office and tech space.

The greatest opportunity over the next ten years is to improve the aesthetic appeal of this gateway corridor. This is critical to providing a strong first impression of the City for tourists driving in from Monticello. There is a fair opportunity to develop a new, moderately-priced hotel (approximately 150 rooms) at the southern end of this gateway. There is additional opportunity for the development of office and industrial/flex space along the northern end of the corridor. This location will attract primarily price-sensitive firms that typically will require smaller spaces. Finally, a strong opportunity exists to rehabilitate the supply of affordable housing along this corridor, as well as add some additional market-rate homes on infill sites.

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the Monticello Avenue corridor over the next ten years: 25,000 square feet of office/tech space, 80,000 square feet of light industrial/flex space, and 35 market-rate single family homes.

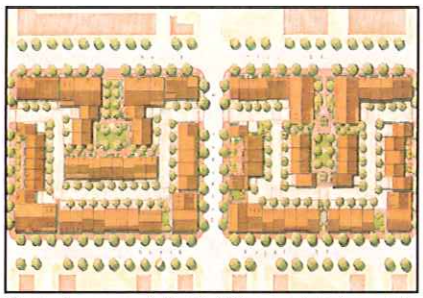
Recommended Alternative - Entrance Corridor - Moore's Creek to Avon Street: The Consultant Team supports the Belmont Study's concept of locating a four to five story 'gateway hotel' and ancillary restaurants on the Charlottesville Oil Co. parcel. The site is positioned to capitalize on visitors arriving from Monticello, as well as thru-travelers on I-64. The topography is such that a well-sited hotel would enjoy dramatic views over the Moore's Creek floodplain to the west. It will be a challenge to reconcile the floodplain, adjacent to Monticello Avenue, with the need to provide a substantial and



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Monticello Avenue

urban gateway to Charlottesville. The urban design plan shows how the L-shaped hotel defines the edge of the proposed greenway park and presents a front door along Monticello Avenue. Parking is located behind the hotel, and is screened from the street. Additional building sites visible from I-64 are provided east of the main hotel building for restaurants and automobile service stations.

In addition to the hotel and restaurants, the 'gateway' concept is reinforced still with three to four story multifamily buildings (100 to 130 units) continues along Monticello Avenue. This is located north of the hotel site, between Quarry Road and Druid Avenue.



View of proposed North Village redevelopment in Alexandria, Virginia, mixing market rate home-ownership units, rentals and subsidized units, including Section 8 vouchers.

This housing should be designed in an architectural character harmonious with the hotel, so that both uses may successfully frame the park adjacent to the avenue. In turn, this space will serve to enrich the experience of the gateway to the City and another opportunity for a significant architectural feature on the southwest corner of the multifamily site, could contribute as well. This corner projects toward the street, beyond the front of the hotel and both articulates and emphasizes the corner of Monticello Avenue and Quarry Road (See 'proposed view'). Parking is contained in the center of the block. Sitting elevated above the street, views from these apartments should be spectacular. Approximately 12 townhomes bordering the eastern edge of this block, along Monticello Avenue, create an appropriate scale transition from the hotel and multifamily buildings, to the single family houses to the north and east.

Additional vacant land, one block north on Monticello Avenue, has already purchased for redevelopment, provides additional opportunities for residential development. The illustrated plan shows 18 to 24 townhouses. These housing units should have minimal setbacks (10'-18') reflecting the urban character of this thoroughfare. The urban design plan also shows residential infill development in the block between Blenheim and Bolling Avenues.

In addition to the new development, the impact of an enhanced streetscape cannot be underestimated. Continuous street tree planting and sidewalks must be included along the full length of Monticello Avenue. While this will require a significant public investment, it must be understood that this road is the primary entrance corridor for tourists to Monticello. These improvements send an important message to tourists that the City of Charlottesville is well cared for and worth a visit. Individual property owners

Monticello Avenue Gateway : Urban Design Plan

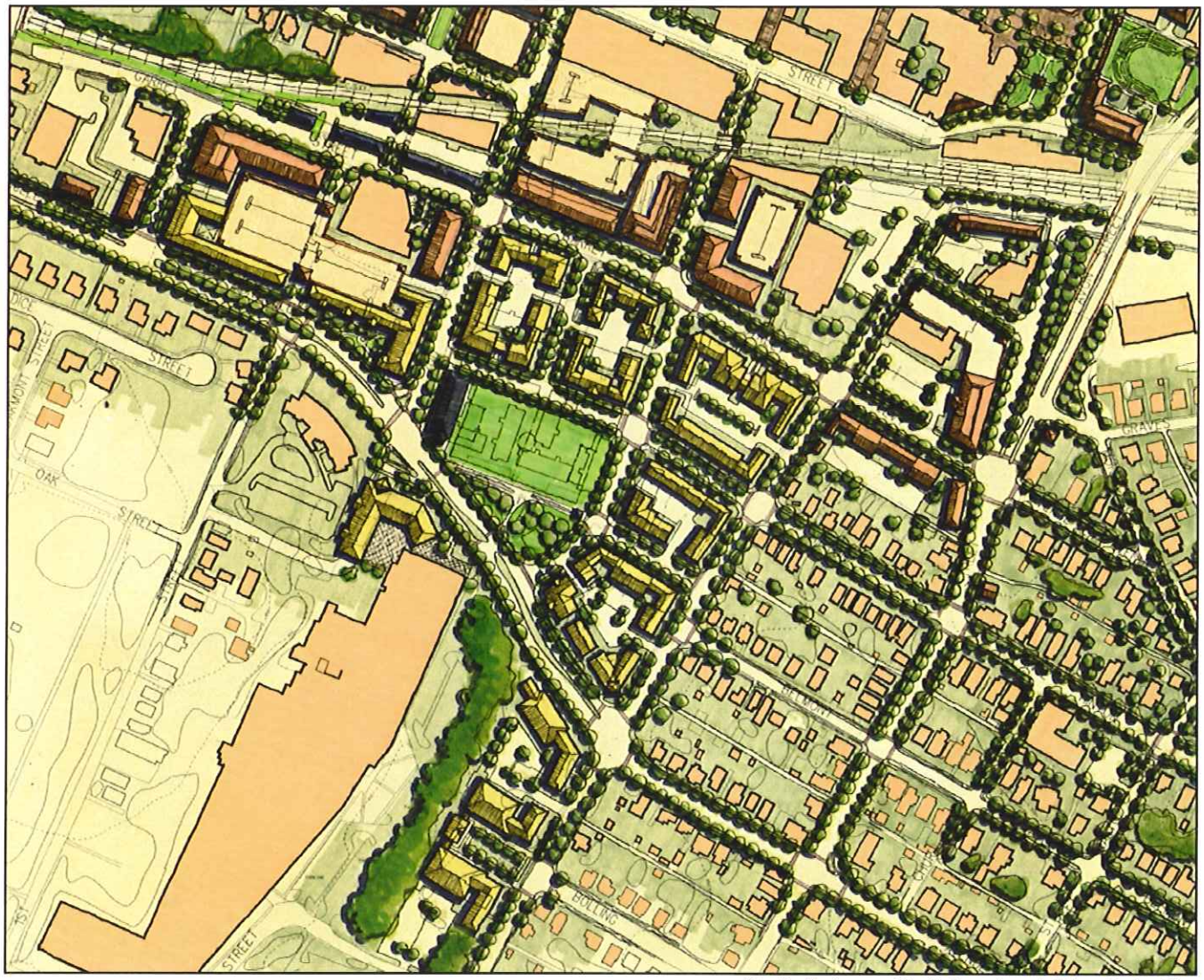
should be encouraged to better define the public street by enhancing their own private space with low walls, fences and/or hedges.

Directional signs to the Downtown Historic District have been part of this route for some time, however additional signage is required to direct visitors to historic center of Belmont, just off this corridor.

Recommended Alternative - Downtown South - Avon Street to Ridge Street: The Consultant Team believes that the key to the "South Downtown" strategy is the redevelopment of Garrett Square into a mixed-income neighborhood as shown in the illustrative plan. Because the existing development is built at a relatively low density and includes generous amounts of vacant land, it is possible to redevelop in phases: Phase 1 requires building on vacant land, Phase 2 is the redevelopment of Garrett Square. Residents in areas scheduled for redevelopment in Phase 2 can be relocated into the newly completed area (each additional phase can be completed in a similar fashion). Each phase should be developed at a density roughly double the existing density in order to provide an equal number of market rate and subsidized units. These units should be mixed and indistinguishable from one another. They should include a variety of unit types and sizes, and above all, they should be built in a manner reflecting their urban location, with minimal setbacks, and stoops or front porches on each unit. The illustrative plan for this area also shows a continuation of the city street grid throughout the site, including the extension of Hinton Avenue to Second Street SE, and the continuation of 4th Street south to Monticello Avenue. A soccer field is included to ensure contribution of the resident's soccer program at Garrett Square, also providing a much needed athletic amenity close to downtown.

Mixed use development should occur between Garrett Street and Monticello Avenue on the block now occupied by Gleason's, and Ivy Industries (west of Second Street Southeast). The urban design plan retains Gleasons' current building, adds office and retail space along Garrett Street, and suggests the redevelopment of multifamily residential buildings along Monticello Avenue. Structured parking within the block will serve both.

The Consultant Team agrees with the suggested relocation of the Farmers' Market to the north side of Garrett Street (west of Second Street SE) following the completion of itsWater Street location. This change would utilize land currently owned by CSX (as part of their right-of-way). At that time, the Garret Street location will provide a more central location for the Farmers' Market, one block from Downtown. If the north side of Garrett Street is designed to accommodate perpendicular parking in these blocks,



Monticello Avenue "South Downtown": Urban Design Plan

- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

spaces for 60 to 80 stalls can be accommodated along a nearly three-block area. Additional enclosed market spaces could be provided in the Gleason's building (between First Street and Second Street SE at the railroad tracks), which might provide permanent locations for some vendors (bakers, wine merchants, butchers, etc.). Because requests for use or purchase of right-of-way from railroad companies can be arduous and take time, negotiations should begin soon, well in advance of future use.

Adjacent to Second Street SE, east of the Farmers' Market site, the plan shows a second expansion of the Water Street Garage (the plan assumes completion of the first expansion) utilizing air rights over the CSX tracks to enhance the functionality of this garage. Mixed use development to the south of this garage provides an urban edge on Garrett Street. Other redevelopment along Garrett Street should reflect the intention to "urbanize" this street and make amenable to pedestrian life.

Additionally, the illustrated plan also shows new residential development on the south side of Monticello Avenue. The area on the northwest corner of the Ix building site should be examined for a mid-rise multifamily housing. Longer-term, the redevelopment of the public housing facility to the east of the Ix property into a community with a mix of incomes and housing types should also be considered.

Recommended Actions - Monticello Avenue - Gateway

1) Create and install directional signage to the "Historic Belmont."
2) Complete streetscape improvements to Monticello Avenue.
3) Advise hotel developers/operators of potential gateway site - explain recommended development scenario.
4) Display banners to identify and promote gateway.

Recommended Actions - Monticello Avenue - South of Downtown

1) Initiate talks with CSX and Gleason on use of land for Farmer's Market.
2) Develop funding plan and timetable for construction of new garage south of the Water Street garage (with possible connection over tracks to existing garage).
3) Advise and work with owner of Garrett Square on a strategy for redevelopment - while fulfilling existing Section8 contracts.

Avon Street
Downtown Gateway

Vision:
- Continued Improvement of Streetscape
- Stronger Connection to Downtown
- Improved Retail Corridor Serving:
  - Local Market and/or
  - Tourist Traffic

Market Strenght/Opportunity:
- Downtown Office/Flex Overflow
- Flex/R&D
- Retail

Extent of Study Area
This study covers the length of Avon from Monticello Avenue to High Street, at Martha Jefferson Hospital (also discussed within the "High Street" and "Downtown" sections).

Background
Extending north from Monticello Avenue, across the CSX rail lines to downtown Charlottesville and on to High Street, Avon Street serves as a primary tourism entrance into the City. Not only a gateway, Avon Street is an important link to between the historic Belmont neighborhood and downtown. Currently, this portion of Avon Street acts both as a neighborhood street lined with single family houses, and as a commercial corridor with several convenience retailers and service businesses. Because of its proximity to downtown, several new high-tech businesses have also moved onto the corridor. Recognizing Avon Street's potential, the city has invested in some streetscape and traffic calming improvements, including crosswalks and sidewalks at the Levy Avenue intersection. These improvements have given greater visibility and prominence to this section of Avon Street, before the bridge. The Avon Street bridge provides vehicular and pedestrian crossing over the rail lines on the east end of downtown. There is a pedestrian connection under this bridge, as well, linking the downtown amphitheater to the businesses and walkways to the east.

Other Studies
Both the Urban Design Plan (Carr Lynch, 1988) and the Belmont Neighborhood Study (LDR International, 1995) focused some attention on Avon Street. Those studies suggested streetscape improvements for Avon Street. The Belmont Neighborhood Study recommends relocating the Farmer's Market to a space under Avon Street Bridge, (an idea that has been examined and rejected).

In the Entrance Corridor Study (1995), Avon Street was identified as 'secondary' access to downtown Charlottesville, as well as a carrier of local traffic. The character of its current state is defined as "urban residential and neighborhood commercial." This study has a series of recommendations for building setbacks, parking and landscape elements that are relevant to Avon Street.

Charrette Feedback

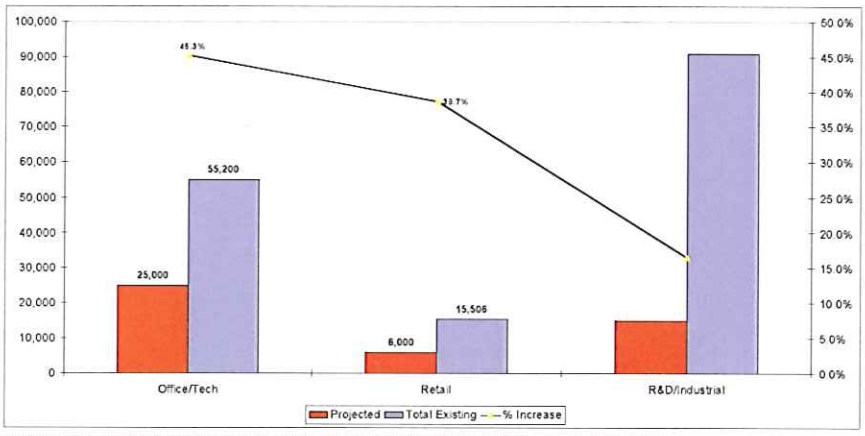
The rental store on the corner of Garrett and Avon Streets received a great deal of feedback from charrette participants. Many nearby residents publicly complained that it was unsightly and did not provide an appropriate image for the area. Other charrette visitors privately told the Consultant Team they appreciated the essential service it provided. The Consultants also learned that this site is one of the chain's most profitable locations.

Participants expressed their concern regarding the absence of a grocery store in the area. Residents of the Belmont neighborhood and their counterparts in downtown strongly and repeatedly indicated their desire for a small (25,000 square feet, plus or minus) grocery store similar in quality to an urban Ukrops or locally owned Foods of all Nations.

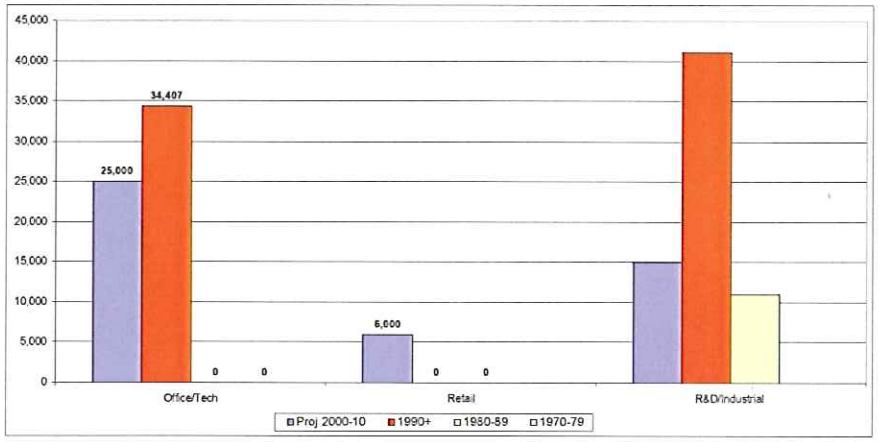
Other comments heard regarding Avon Street concerned the tattered quality of many of the businesses along its length. Other suggestions emphasized the importance to continue the streetscape improvement program that had already begun.

The Market

The Avon Street corridor is a relatively small commercial concentration with approximately 150,000 square feet of space. The majority of this space is in two newer office/light industrial buildings oriented towards downtown. The remainder of the space is generally older industrial and retail space serving the



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : Avon Street



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Avon Street

local market. No vacancies were found, although several of these older properties appear vulnerable.

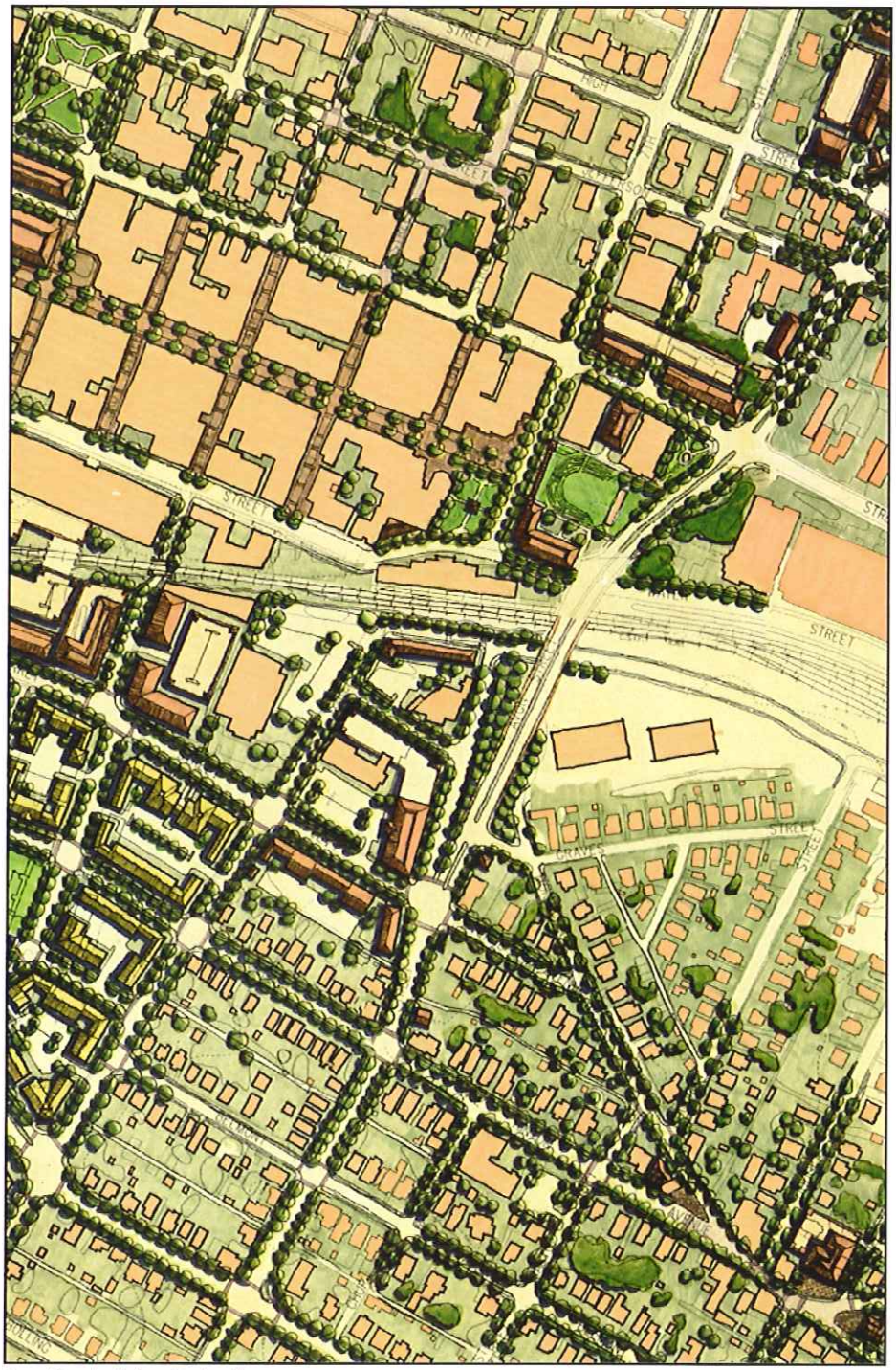
The key competitive advantage of the corridor is its location near downtown, and the availability of some potential redevelopment sites. Continued improvement of the streetscape along Avon Street will make the corridor increasingly attractive to office and industrial users who desire proximity to downtown, but are more price-sensitive, or require larger sites than are available in more desirable locations.

Based upon our analysis, the team has projected that the following square footage of new space will be demanded in the Avon Street corridor over the next ten years: 25,000 square feet of office/tech space, and 15,000 square feet of light industrial/flex space.

Recommended Alternative

The streetscape improvements and new employers locating along the railroad tracks has provided an optimistic base upon which to build. Redevelopment, rehabilitation of older properties, as well as simple beautification could easily occur in the near future.

Ideally, such redevelopment will begin at the intersection of Avon and Garrett Streets, a gateway to downtown Charlottesville. New construction here should "urbanize" the intersection by orienting new development in favor of the pedestrian, not the automobile. New buildings should be built to the property line and feature large windows on the ground floor, pedestrian scaled signage and architectural detailing. The northwest corner of this intersection (formerly the "Better Living" building), is now home to the rental



Avon Street : Urban Design Plan


"Live-work" unit

store discussed above. This site is the prime location for this new development. Independent of the debate concerning the appropriateness of the rental business, the Consultant Team recognizes the difficulty in utilizing this building to its full potential due to its short second floor height. Furthermore, finding additional on-site parking has proven to be difficult for the owner. One alternative would be to redevelop this site as a mixed use building featuring ground floor retail and housing above. Some form of structured, or garage parking may also be a part of this redevelopment.

On the south side of Levy Avenue a parcel owned by the Charlottesville Redevelopment and Housing Authority, and currently being used for surface parking for City employee, provides another excellent site for infill development. The urban design plan recommends constructing "live-work" units (fee-simple lots with a townhouse-like building on each). Parking would be provided off the alley in the rear. In such units, the ground floor is designed for retail or office use with a residence above. These units are particularly attractive to small business owners, who can finance their home and business address in one mortgage, and to first-time homeowners who can rent out the ground floor space as additional income.

Other sites on Avon worthy of redevelopment include the southwest corner of Levy Avenue and Avon Street, where a small commercial or mixed use building with parking in the rear, would be appropriate. On the east side of Avon Street, it is intended that the thin, triangular piece of land between Monticello Road and Avon Street be landscaped to provide a small neighborhood sitting park. A façade and site improvement program that provides low-interest loans to property owners should be considered for all businesses to the east and south of this proposed park to further enhance the visual character of thiscity gateway.

Recommended Actions

1) Compete streetscape improvements.
2) Add directional signage for "Historic Belmont."
3) Create a passive recreation area in the triangularspace between Avon Street and Monticello Road (north of Graves Road).
4) The Charlottesville Redevelopment and Housing Authority must issue an R.F.P. to solicit developers for Levy Avenue parcel for mixed use /mixed-income development possibly for live/work.

Belmont Business District
Historic Village

Vision:
- Dual-Purpose
  - Small Downtown
  - Historic District Attracting Tourist Traffic
- Importance of Directional Signage Along Monticello
- Convenience Retail Serving Local Market

Market Strength/Opportunity:
- Small Local-Serving Office
- Restaurants and Local Retail
- Rehab Opportunities

Extent of Study Area
The Belmont Business District was studied within and along the extended intersection(s) of Monticello Road, Hinton Avenue, Carlton Avenue, Douglas Avenue and Holly Street.

Background
Nestled just off of Monticello Avenue and Avon Street, high on the eastern bluff of Charlottesville, the Belmont Business District is a thriving center of both local commerce and state industry. The district is home to a large local HVAC company and the State's Industry for the Blind. Businesses in the district range in performance levels, but all are respected and are identified as necessary pieces to keep the neighborhood strong.

Other Studies
The Belmont Business District was studied in the Charlottesville Urban Design Plan (Carr Lynch, 1988), and the Belmont Neighborhood Study (LDR International, 1995). The Belmont Neighborhood Study addressed issues raised throughout the entire Belmont Neighborhood (a much larger area than the business district studied here), and had many good ideas for the area as a whole. The LDR study suggests reinforcing "Downtown Belmont" as the primary commercial and retail focus of the neighborhood, by using vacant and under utilized properties, providing additional on and off-street parking, building traffic calming measures into existing streets, providing opportunities for housing, and initiating streetscape and pedestrian enhancements. The study also suggests turning Monticello Road into a one way street to allow for parallel parking on both sides of the street.

Charrette Feedback
'If You Lived in Belmont – You'd Be Home By Now'
Because of a conflict between the Belmont Neighborhood regular meeting and the public charrette meeting, the group made arrangements to visit the Consultant Team independently during the week. This group came to the charrette filled with ideas and information to improve their neighborhood. The eclectic character of the Belmont Business District was considered positive to its growth, but lacks some unifying characteristics, such as improved drainage, streetlights and paving. The group expressed the need for more parking and a desire to reuse or remove a structure in Downtown

Belmont that has been vacant for years and fallen into disrepair. It was suggested that 'Downtown Belmont' could use some cosmetic improvements, however most residents are pleased with its existing condition. It appeared to the Consultant Team that some of the suggested traffic calming measures had been installed. The group expressed a desire to include some type of social space (cafes, parks) within the downtown area. Some residents are renovating properties with hopes to open businesses out of their homes. Others are refurbishing with hopes to improve their neighborhood and would like to encourage their neighbors to do the same. While these residents gather for Neighborhood Improvement Meetings, it was clear that more connections were made here, within a larger scope of issues, than had ever been discussed

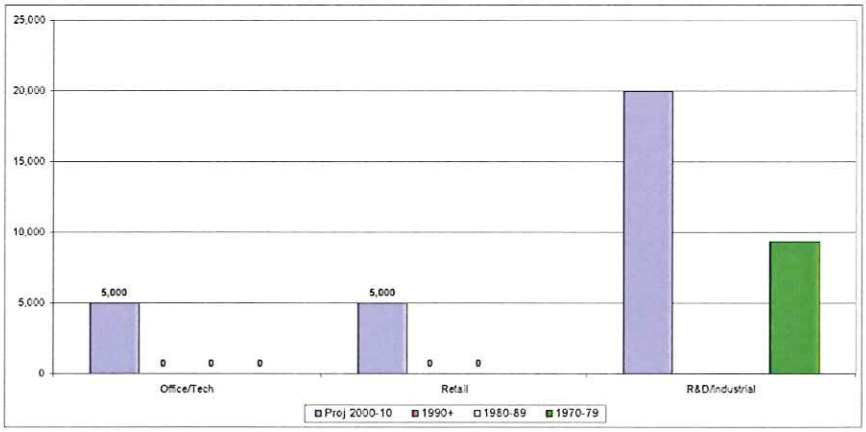
Existing View

Proposed view of Belmont Town Center cafe

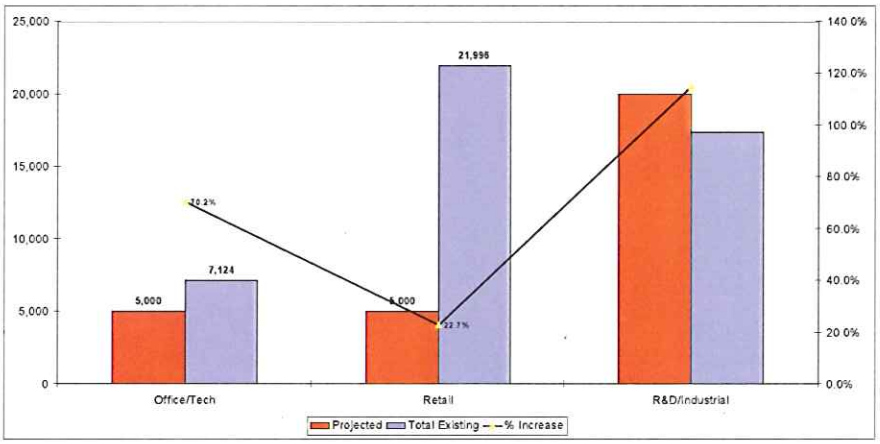
before. This often happens as a result of these charrettes, and the Team hopes it will assist Belmont in the future.

The Market

The Belmont Business District is a small collection of older commercial buildings surrounded by a residential neighborhood. With just under 50,000 square feet of commercial space, it is the second smallest corridor in this study. The vast majority (84%) of this space is for retail use. Although located just north of Monticello Avenue and just east of Avon Street, the Belmont Business District is isolated from these corridors and downtown. The commercial uses are centered on a small downtown, but very little



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Belmont Business District



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : Belmont Business District

traffic flows through this area. The existing retail uses are generally older, and serve primarily the surrounding neighborhood.

There is an opportunity to improve the quality of this local serving retail through rehabilitation. Some relatively minor streetscape improvements (shade trees, sidewalks, etc), combined with some rehabilitation of existing buildings, could transform Belmont into a more quaint, small downtown. Signage placed along major corridors, especially Monticello Avenue, that acknowledges the district's presence, could funnel some stopover traffic into the area. This would justify some small retail expansion, in particular a few small restaurants. There also appears to be some opportunity for small amounts of additional local-serving office and industrial space.

Based upon our analysis, the team has projected that the following square footage of new space will be demanded in the Belmont Business District over the next ten years: 5,000 square feet of office/tech space and 5,000 square feet of retail space.

Recommended Alternative

In the end, it was decided that Belmont, while needing some paint, was already a pretty special place with an identity all its own. The urban design plan tries to reinforce that identity, while adding some infill, suggesting improvements and to ensure its continued success, sharing it with the larger Charlottesville community. Because Belmont is fairly isolated, shops and businesses are missing out on patrons and customers daily. Signage, saying 'If You Lived in Belmont – You'd Be Home By Now,' on Avon Street and Monticello Avenue would direct Charlottesville visitors and residents into the Belmont Business District, where they might pick up lunch, have their cabinets stripped or grab a new or usedset of tires. The urban design plan suggests a new multifamily building, central public open space, central parking facility, and a cafe reclaiming a currently underused, but very important intersection in the neighborhood.

The new multifamily building, located at the intersections of Monticello Road, Hinton Avenue, Carlton Avenue, Douglas Avenue and Holly Street, also creates a central space for Downtown Belmont. This building, built onto the slope, would enter at the second level in the front and the first level in the rear. The second floor, level with the intersecting streets, is essentially extended to create a park or plaza in the center of downtown. Parking is provided below, accessed at the first floor level in the rear.

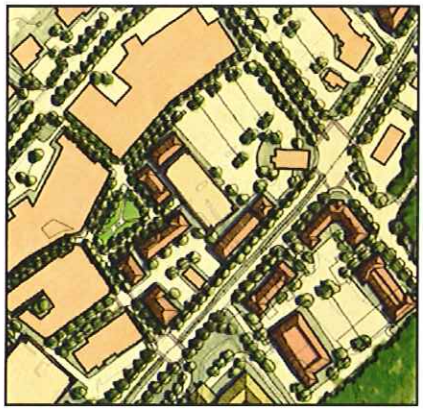
BelmontBusiness District : Urban Design Plan

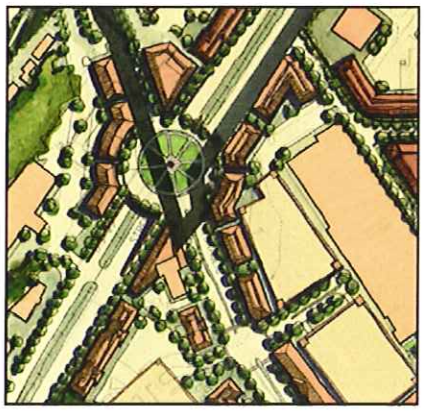
- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

In the urbán design plan, a vacant and derelict building within the 'downtown' would be reclaimed from its absentee owners to create parking that could be shared between the visitors, businesses and the church next door. This parking would be screened from the street with low walls. An example of the kind of improvements to existing structures that can be made is illustrated (see 'proposed view') where a used-tire business was turned into a friendly neighborhood cafe. These prompted an important discussion where some participants expressed their desire to retain existing businesses when possible. It is not the intention of this study to suggest any businesses, such as the one depicted here, be removed in favor of others. Over time, however, if businesses change, their buildings may be reused and the neighborhood gradually transformed.

Recommended Actions

1) Provide directional signage to historic Belmont on Monticello Avenue and Avon Street.
2) Acquire vacant property on Monticello Road for shared parking.
3) Use CDBG funds to assist in facade improvements, retail rehabilitation, street lighting and street tree planting.
4) Display banners to identify and promote the neighborhood.





Vision:

- Retail Boulevard - More Pedestrian-Oriented
- Streetscape Improvements & Traffic Calming
- Mixing of Uses - Including Multifamily Housing
- Alternate Route to Seminole Trail
- Roundabout at Hydraulic Road
- Joint City/County Planning Effort
- Neighborhood Center on Ivy Road

Market Strength/Opportunity:

- Office
- Retail
- Possible Infill of Barracks Road Shopping Center
- Residential - Multifamily
- Residential - Townhouses
- University Expansion Including Arena

Emmet Street/Barracks Road/Ivy Road
Retail Boulevard

Extent of Study Area
The study includes Emmet Street from University Avenue/Ivy Road at the South, to the Charlottesville City Limit at Hydraulic Road, where Emmet Street becomes Seminole Trail. Here, the road takes on a somewhat different character. The Seminole Square Shopping Center on the east, within the City Limits, is also included in the study.

Ivy Road and Barracks Road are also included between Emmet Street and the City's western border with Albemarle County.

Background
Parallel to the base of the Blue Ridge Mountains, Emmet Street traces the original alignment of US-29 through the City of Charlottesville. As a two lane north-south highway connecting the cities of the Virginia Piedmont, US-29 has always carried significant long-distance car and truck traffic. Recently expanded, the route now has the character of a suburban arterial highway providing opportunities for strip-style shopping centers and smaller pad-site retail. A series of suburban style office buildings, occupied in part by the University of Virginia, complete the ensemble, as well as small, dated motels, dormitories and the eastern edge of the University's North Campus. Construction of the US-29/250 by-pass did reduce the amount of through traffic in the area.

The Emmet Street corridor is characterized by aging suburban-style development south of the by-pass, yet it is also home to the most successful retail center in the region: Barracks Road Shopping Center. The owners of this retail center, Federal Realty of Bethesda, Maryland, have clearly demonstrated interest in maintaining the dominance of their asset despite ever-increasing competition from outlying retail areas. Their latest renovation at Barracks Road has attracted some of the most sought-after national retailers in the country. This feat is most impressive given that the structure is an open air, 1960's style shopping center, a relative dinosaur in specialty retailing.

North of the 250 by-pass, the K-Mart shopping center has a vacant movie theater, and the future of Kroger's on Hydraulic Road is uncertain, given its proximity to a newer Kroger's at Barracks Road. Built in the 1980's, Seminole Square Mall is relatively new to the corridor, but has demonstrated a strong market position. Presently, the mall backs up to a park on the south side,

weakening its appeal and damaging possibilities for access. The urban design plan suggests that developing the land behind this Mall would improve integration with nearby sites and transform the area into a richer mix of uses.

Ivy Road is the principal entrance corridor to the city from the west and is the link between the University's research facilities near Birdwood, and the community of Crozet in Albemarle County. Within the City, Ivy Road is mainly occupied by small retail businesses with parking lots disconnected from one another. The lace of interparcel connectivity results in a large number of curb cuts, which frustrates traffic flow in this area. Ivy Road is an important shopping area for the Lewis Mountain neighborhood as well as adjacent communities in the county.

Other Studies
The Consultant Team reviewed the Master Plan of the University of Virginia (a major landowner along the corridor and a significant shaper of its future). The University's plan to build a new sports arena on Massie Road and to develop student housing on the northwest corner of Emmet Street at Ivy Road is of particular interest. The pedestrian and bicycle trail through the campus has been noted, including a new bridge over Emmet Street, between the existing CSX railroad bridge and Massie Road. The University's probable sale of Caruther's Hall is also factored into the recommended alternative discussed below.

The Ivy Design Road Study (Lardner Klein, 1994) was also reviewed. The study recommended widening Ivy Road into four lanes. The Consultant Study was informed of, but did not review, a proposal to create an interchange at Emmet Street and Hydraulic Road. The possibility of a grade-separated interchange at this location also factored into the recommended alternative discussed below.

Charrette Feedback
Despite the length of Emmet Street, few charrette participants offered thoughts regarding its future. One theme that did emerge, however, was the desire to remake Emmet Street into an urban boulevard, a road more conducive to pedestrian activity with a greater mix and integration of uses.

The Team met with a representative of Barracks Road Shopping Center, who confirmed that this retail center occupies an important niche in the shopping

center owner's portfolio both at present and most likely for the foreseeable future. In that regard, the possibility for continued improvements to the center was not out of the question. As a technical note, this representative did share a concern regarding the difficult connection between the shopping and its north wing, north of Barracks Road. Representatives of the Seminole Square Shopping Center also participated in the charrette and expressed their interest in seeing a connection to their property from Pepsi Place in the north.

While much of the discussion generally focused on the desire to transform Emmet Street from its present suburban character to something more urban, several participants asked specifically for the team to consider an alternative to the grade-separated interchange at Emmet Street and Hydraulic Road.

Several participants, including a representative of the Lewis Mountain Neighborhood, related their concerns regarding the widening of Ivy Road to four lanes. They also expressed their desire to retain the small, neighborhood scale of retail services presently serving the area while strengthening the pedestrian amenities along its length. In this way, they hoped, the corridor might evolve as more of a neighborhood center.

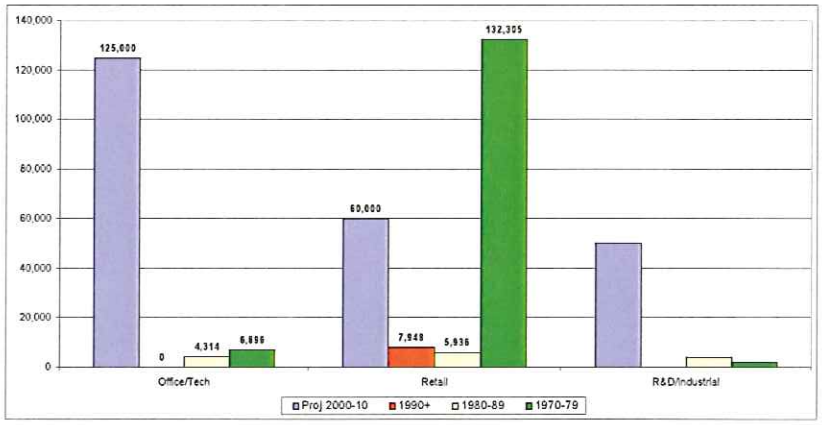
The Market

The Emmet-Barracks-Ivy corridor is the predominant retail destination in the city and the region, almost wholly because of the presence of the Barracks Road Shopping Center. Over 1.34 million square feet of commercial space is located in this corridor, 1.1 million of which is retail space. Overall, the retail market in this corridor is mixed. It is the only corridor in the City that has been able to attract large, national tenants, and the performance of the Barracks Road Center has been very strong. The overall retail vacancy rate is approximately 8%; however, almost all of this vacancy is concentrated in mid-sized strip centers along Route 29, just south of city limits. These are the retail developments that have been most susceptible to increased competition from growing suburban locations. In general, the corridor north of Barracks Road is dominated by stand-alone restaurants, older motels/hotels, and aging strip centers, resulting in a very unattractive streetscape. Access is becoming a problem, as traffic congestion along the corridor grows.

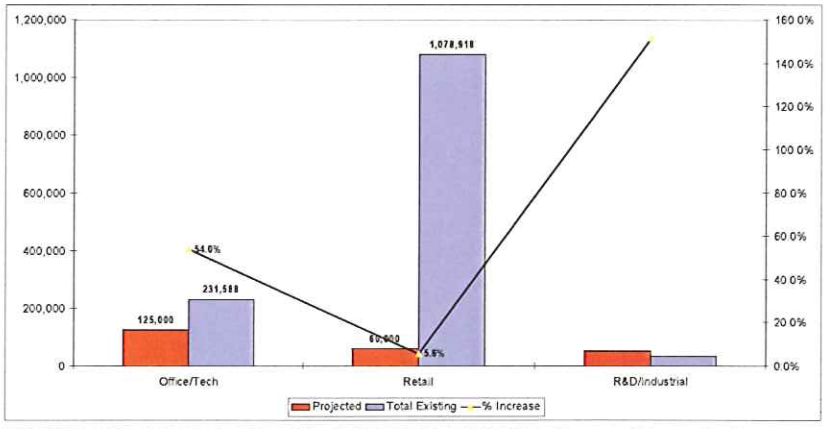
The corridor is also influenced by its adjacency to the University of Virginia. Housing and office space are in demand. The office vacancy rate is currently under 1%. The housing market, especially rental housing geared towards students, is very tight, although the quality of the units is generally poor due to the age of the developments.

Although retail developments will face increasing competition from suburban developments, the greatest opportunity in this corridor is to build off of the strength of the Barracks Road Center, and develop more higher-end retail space. There is also a strong opportunity to develop additional office, tech and lab/R&D space targeting users that desire proximity to UVA. There is also a very strong opportunity to provide additional housing, including rental units for students, as well as higher-end rental and for-sale product targeting young professionals.

Higher-density infill development along the corridor is preferred. Such a strategy would help transform the corridor from a highway-oriented artery characterized by low-density, stand-alone uses and strip centers, to a boulevard of a more urban character. Such a transformation will significantly increase the desirability of the corridor for businesses and households seeking



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : Emmet / Barracks / Ivy



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : Emmet / Barracks / Ivy

a more urban environment, as well as retailers who desire more pedestrian traffic. This vision will require significant investment in structured parking, particularly around the retail concentration at Barracks Road.

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the Emmet-Barracks-Ivy corridor over the next ten years: 125,000 square feet of office/tech space, 50,000 square feet of lab and R&D space, 60,000 square feet of restaurant/retail space, and 505 multifamily and attached housing units.

Recommended Alternative

As the major landowner on the Emmet Street Corridor, the University of Virginia will have the greatest impact on its future. The University's Master Plan shows substantial growth in this area, including additional dormitory and classroom space, an arena, parking facilities and a host of landscape improvements. While the University's development is outside the scope of this study, the team was encouraged that the growth will line Emmet in a dignified manner. For these reasons, the proposed plan restates most of the improvements projected exactly as they appear in the University's master plan.

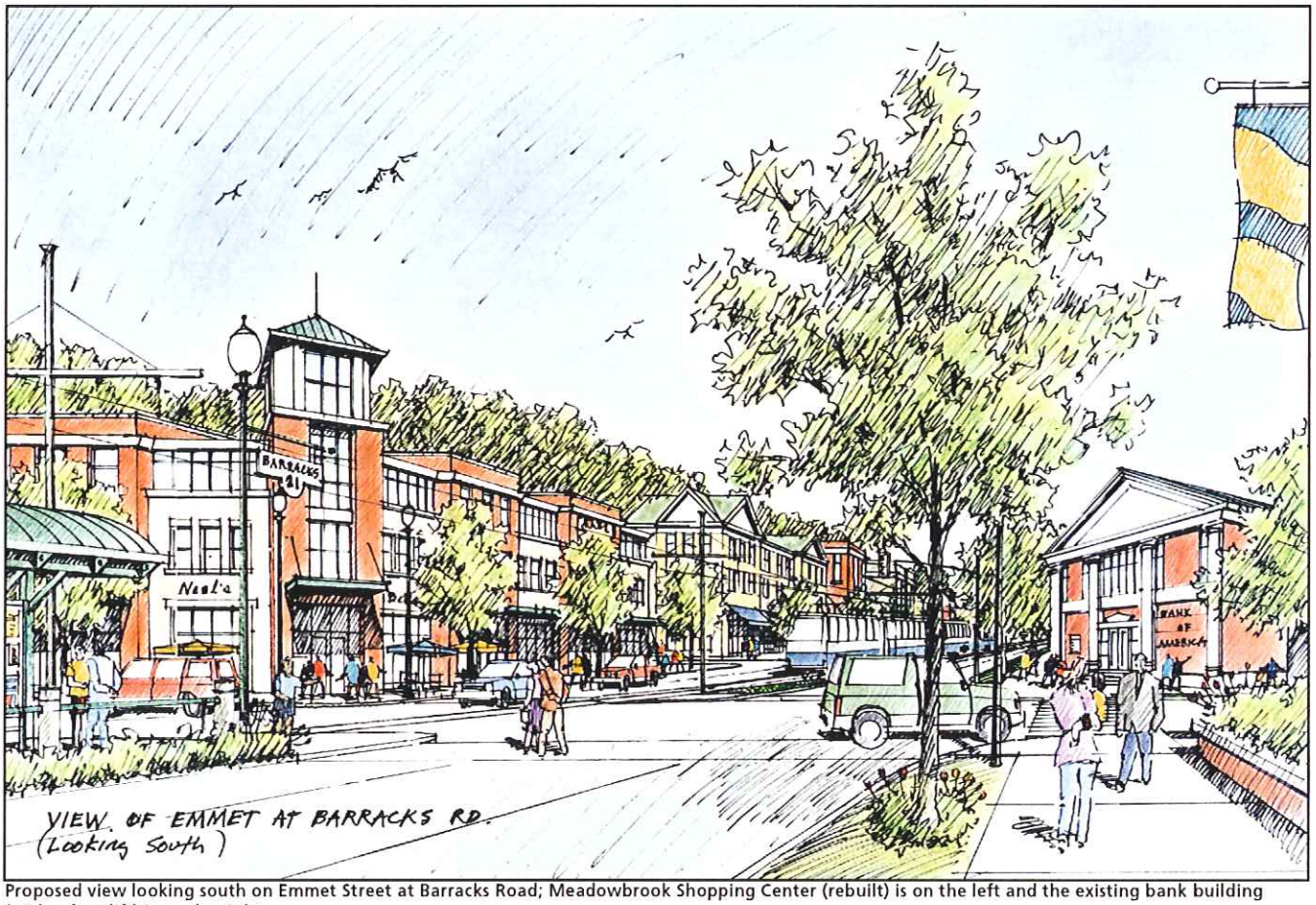
However, the Emmet Street corridor plan does provide some tweaking to the University's Master Plan, in the hope that it may generate a dialogue between City and University officials toward the goal of continual improvement. Among the small changes envisioned is the inclusion of an academic or residential building to line the face of the proposed parking garage near Emmet and University Avenue. Should the University acquire the remaining properties between the creek and University Avenue on the north side of Emmet Street, a rather spectacular park could be established at the front door of the "academical village." By itself the parking garage occupies too dominant a position in this proposed space, hence the liner building would provide a more dignified face for this threshold.

On the other side of the street, the University has proposed a rather substantial residential quadrangle, the Emmet Street face of which may include retail space. The plan included in this document supports the concept of a mixed use (residential over retail) development along Emmet Street, but proposes a less institutional scale of residential development along Ivy Road. In keeping with the stated desire of nearby residents to develop a more neighborhood feel to Ivy Road, this plan shows a townhouse-like development along Ivy with narrow neighborhood streets extending into the site. New development should be carefully integrated into the neighborhood and sufficiently buffered wherever necessary.

The Team recommends against widening of Ivy Road to four lanes. As most of the traffic in this area is generated by turns into the multitude of retail facilities, the Team recommends a three lane section for Ivy Road, coupled with a program to consolidate curb cuts by creating inter-parcel connections between individual sites.

Existing View

The Emmet Street Plan reflects a strategy of long-term replacement of the aging office structures, motels, and fast-food facilities dotting the corridor. However, such a strategy is unlikely to be implemented without the private sector's leadership setting an example. The owners of Barracks Road Shopping Center could set such an example. Despite Federal Realty's success in maintaining the preeminent position of this retail center in the region, competition is likely to grow more intense in the future. The owners of Barracks Road will have to continue their innovative management and



Proposed view looking south on Emmet Street at Barracks Road; Meadowbrook Shopping Center (rebuilt) is on the left and the existing bank building (with a face lift) is on the right

Emmet Street Barracks Road Ivy Road : Urban Design Plan

Existing Building

Proposed Residential Building

Proposed Mixed Use Building
Office/Retail/Residential/Flex or any combination

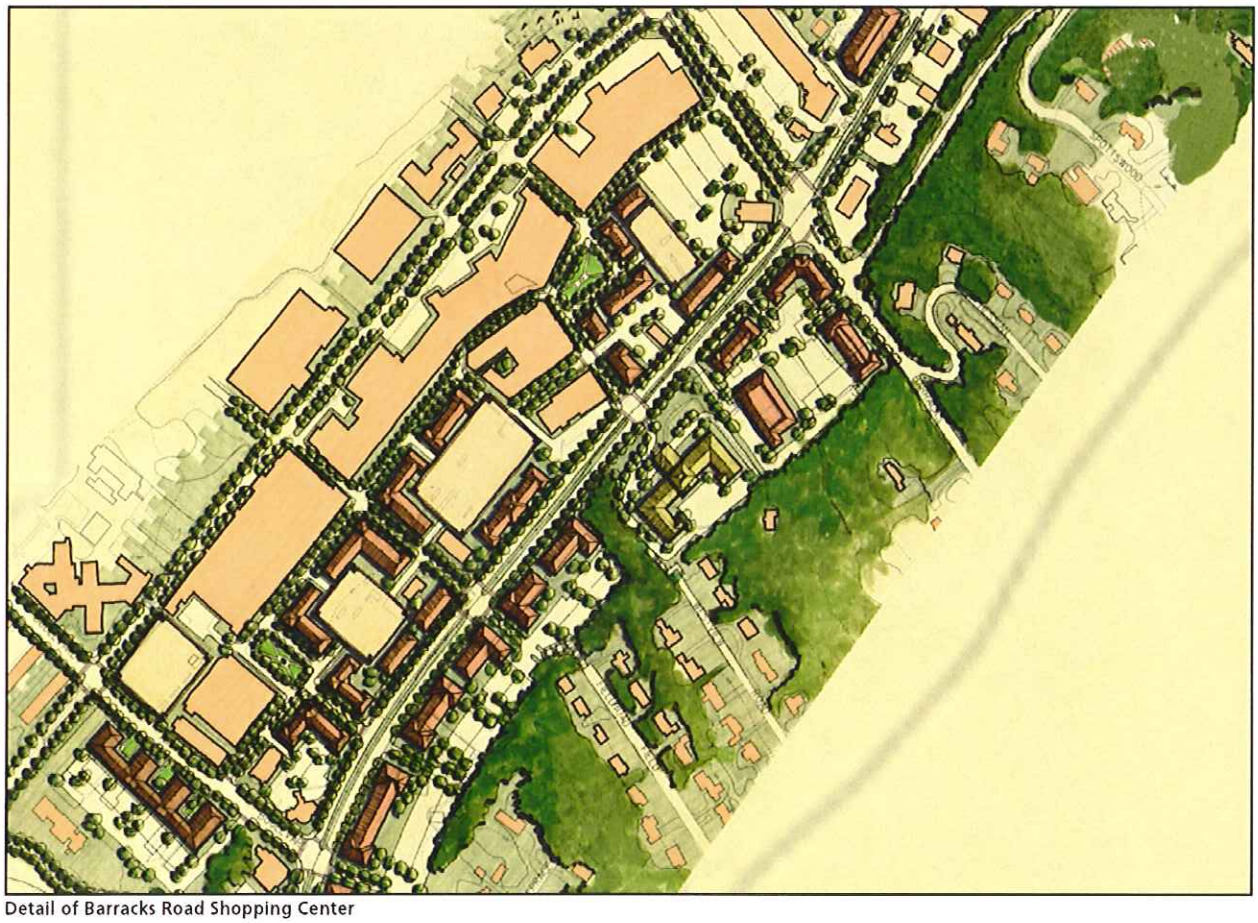
Proposed Civic Building

Residential Use

Light Industrial/Flex Use

positioning of the center in order to maintain its dominant position in the region. With that in mind, this proposal suggests a phased infill of the center with mixed use buildings to form urban blocks and public squares, with parking garages imbedded mid-block. This is exactly the strategy that Federal Realty is employing in their own redevelopment at Bethesda Row in Maryland, and at their new development, Pentagon Row in Arlington, VA. The latter combines housing atop specialty retail. This strategy is consistent with the company's division of Main Street Retail and their interest in developing and managing mixed-use buildings.

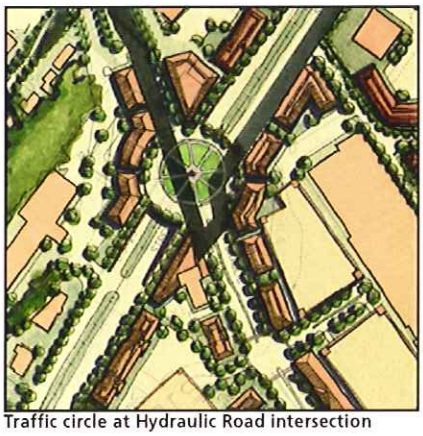
Moreover, it is increasingly common to find suburban shopping center owners adding structured parking without direct public subsidy. As a first phase, the team recommends a new garage in the southwest corner of the site, at the intersection of Milmont Street and Arlington Boulevard. Construction of this garage will not significantly effect the operation of the center. Following completion of this facility, Phase 2 can begin. This phase should



Detail of Barracks Road Shopping Center


New parking structure and Milmont Street connection


Proposed redevelopment of Meadowbrook Shopping Center


Traffic circle at Hydraulic Road intersection

include the construction of a retail building forming a street and square (opposite Old Navy), with the loss of parking on this site accommodated in the new garage. This phase should in turn include a second garage imbedded in the block, to absorb the parking dislocated from the following phase of construction. In support of this strategy, the plan also recommends an extension of Milmont Street down to Copeley Road. This could easily be accomplished by threading Milmont Street through the existing parking lots on the south side of Arlington Boulevard. Replacement parking could be provided in the new garage.

Across Emmet Street, the Meadowbrook Shopping Center is also a likely candidate for redevelopment, probably before the Barracks Road Shopping Center. It is most critical in this redevelopment that a similarly urban character is created on the site. The southeast corner of Barracks Road and Emmet Street, depicted in the proposed view, exemplifies this concept. Further to the south, the possibility that the University may be willing to sell its holdings, including Caruthers Hall, prompted the proposal for additional mixed use along the east side of Emmet Street. However, steep terrain at Caruthers Hall prompts a different solution: a freestanding structure at the top of the hill, perfect for independent living or assisted living for seniors. Pedestrian stair connections provide residents along Westview Road and Field Road with direct access to this entire area, while pedestrian cross walks and adequately timed signals will allow safe access to and from Barracks Road Shopping Center.

The urban design plan also includes a depiction of a light-rail transit line in the center lane of Emmet Street. The consultant team understands that the Charlottesville Transit Service is currently conducting a literature search on light-rail. While planning and construction of a system is no doubt years away, the likelihood is quite high that Emmet Street would be a strong candidate for a future route.

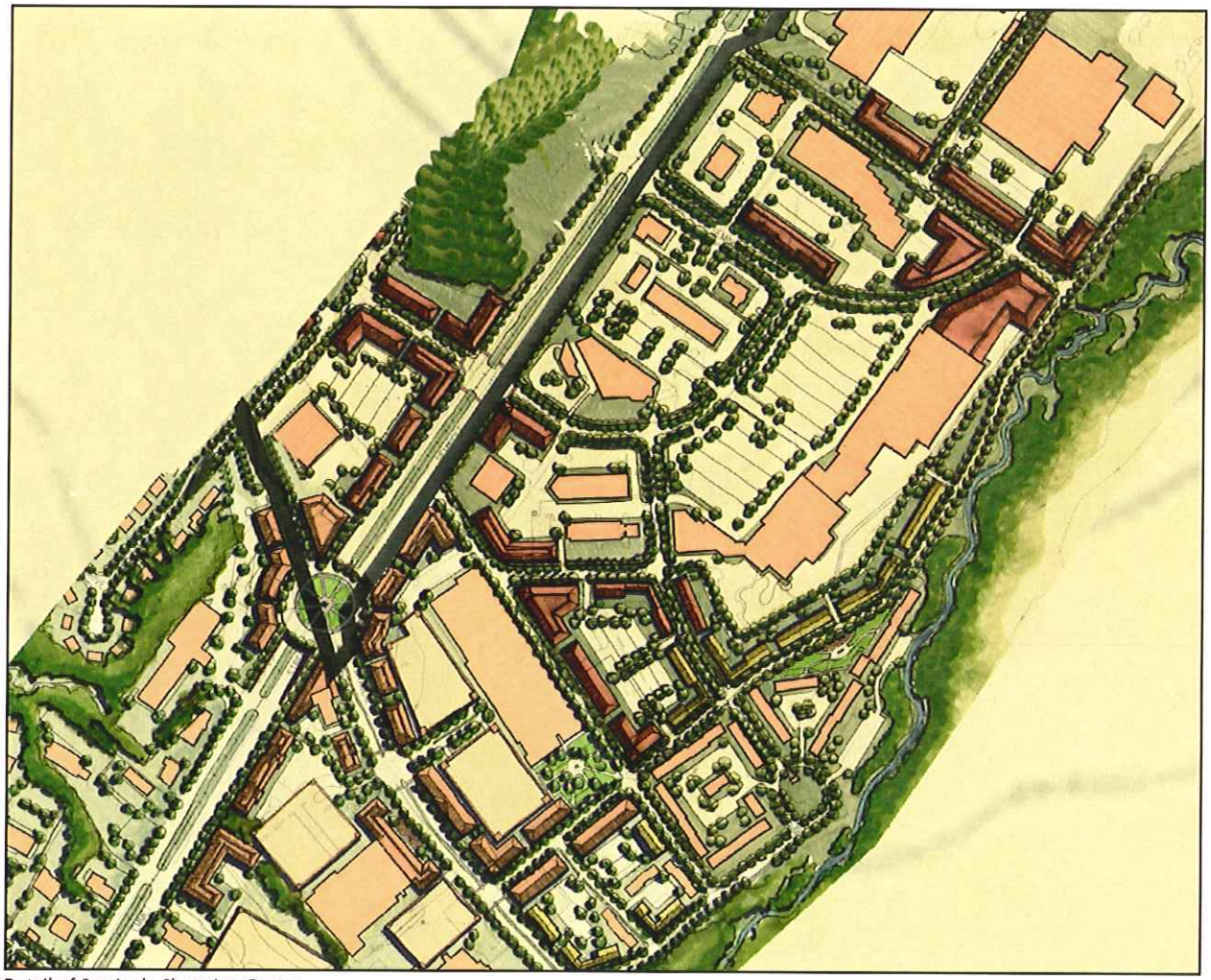
A new roundabout is proposed at the northern entry to Charlottesville. As a response to an earlier proposal by VDOT to construct a grade-separated interchange at Hydraulic Road and Emmet Street, this roundabout is more appropriate as an urban gateway. Unlike similarly sized traffic circles proposed for West Main Street or Preston Avenue, this roundabout features through traffic on Emmet Street running underneath it, similar to the way in which Connecticut Avenue traffic runs under Dupont Circle in Washington, DC. Using a "cut and cover" method of construction, the circle itself acts as a bridge over Emmet Street. Access and off-ramps lie adjacent to the through traffic lanes, allowing traffic to enter off of and exit onto Hydraulic Road to

and from either direction, circumnavigating the circle. New buildings at this intersection would be built to the edge of the space defining a circular threshold to the City. The proposed view shows Hydraulic Road passing under Emmet Street, which the Consultant Team suggested as the simplest way to handle the topography of the intersection. However, charrette feedback was clearly in favor of reversing this condition by allowing Emmet Street through passage. The spatial qualities of the circle remain more or less the same, regardless of the solution. It should be noted that the northwest corner of this circle lies outside of the City of Charlottesville. Thus, in order to be credible with VDOT, the solution must have the full backing of Albemarle County officials.

Existing view

The idea of connecting Pepsi Place into the site of the Seminole Square Shopping Center is a good one. It would allow an alternative to Emmet Street

Proposed view looking northwest on emmet (toward albemarle county) to the roundabout at hydraulic road



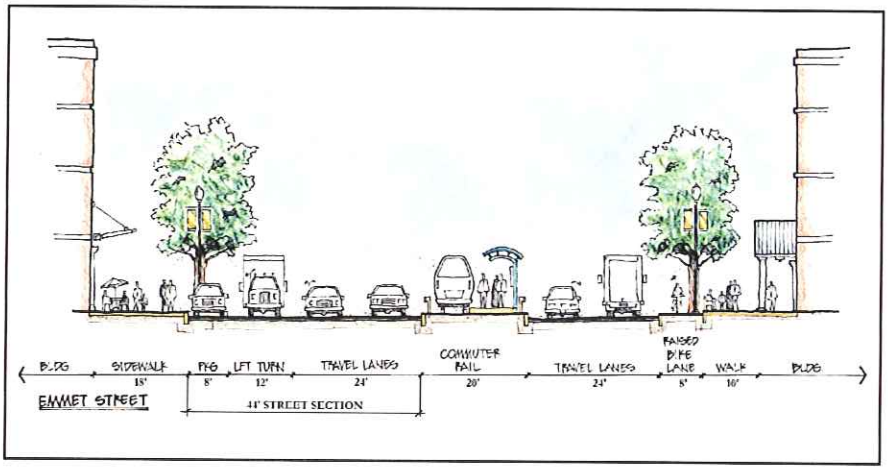
Detail of Seminole Shopping Center

for local traffic from the north. While there may be significant wetlands issues involved, these should not stand in the way of creating this linkage, as the Team believes it could have positive impact on Seminole Highway traffic and enhance pedestrian and bicycle access to the north. To further this idea, the proposal recommends the construction of a new road behind the shopping center aligning with the edge of the Meadow Creek flood plain. New townhouses or multifamily buildings along this road would enjoy wonderful views and access to a natural amenity with additional recreational and walking trails for everyone. The street itself, which would link to Hydraulic Road, would not only ease some of the local traffic burden on Emmet, but would also provide safe bicycle access between Hydraulic Road and Greenbrier Drive. Linkages to this new street from India Road, Line Drive and Seminole Court would complete the ensemble in an expanded urban grid, allowing multiple routes to any destination.

While outside of the city, and thus the scope of this study, the proposal hints at a planning strategy for the Sperry site across from Seminole Square. It suggests the development of a mixed use neighborhood consistent with the principles of the County's Neighborhood Model. Its principal street aligns with Zan Road and leads to a well-defined village center.

Recommended Actions

1) Meet with University of Virginia officials to coordinate strategies of the University's Master Plan with this proposal.
2) Study a three-lane section for Ivy Road and create detailed strategy for curb-cut consolidation and interparcel connectivity.
3) Meet with representative of Barracks Road Shopping Center to discuss long-term strategy for urban infill.
4) Adopt urban design guidelines included herein as requirements for redevelopment along corridor.
5) Work with future developers of Meadowbrook Shopping Center to assist them in developing a strategy for redevelopment consistent with this vision.
6) Conduct feasibility study for extension of Pepsi Place south to Seminole Square Shopping Center.
7) Meet with owners of Seminole Square Shopping Center and K-Mart Shopping Center to discuss long-term infill of center according to the proposed plan.
8) Coordinate Hydraulic Road/Emmet Street Strategy with officials of Albemarle County, then meet with VDOT officials to initiate feasibility study.



High Street
Medical Office Cluster/ Rivanna Place

Vision:
- Expansion of Medical Office Uses
- Orienting the Corridor Toward Rivanna River
- Improve Presentation of Strong Restaurant Market
- River-Oriented, Urban Restaurant Park

Market Strength/Opportunity:
- Medical Office
- Retail/Restaurant

Extent of Study Area
The area studied for High Street begins south of High Street at the intersection of 10th Street and Water Street. It includes the portion of 10th Street between its intersection of Water Street and High Street. Continuing east from the intersection of High Street and 10th Street, the area studied terminates at the intersection of High Street with Long Street and River Road.

Background
To the thousands of visitors that approach Charlottesville each week from the east, High and Long Streets represent the continuation of a route that includes both a spectacular vista - the view of the City from the summit of Pantops Mountain – and a natural threshold of great beauty, the Rivanna River. Unfortunately, neither the route into town along East High Street, nor the current status of the Rivanna River bank live up to the potential that such an entry portends. Lower East High Street is a confused, ill-defined and scrappy commercial strip at present, while the riverbank is virtually cut-off from public access with little or no amenity value. Frequent curb cuts, traffic bottlenecks, and discontinuous sidewalks are just a few of the details that need to be addressed on this part of High Street. Also of concern is the lack of any real connection between the buildings and vacant areas along High Street to the river bed (Long Street is reviewed in the River/Long Street section). As East High Street becomes Ninth Street (closer to downtown) the character changes considerably. Martha Jefferson Hospital is the major institution anchoring this end of the corridor, and has prompted redevelopment of many sites and existing residences into medical offices. Further expansion of such uses is likely in this part of the corridor. Tree planting and consistent sidewalks in this area have started to create a more pedestrian oriented environment.

Other Studies
The Urban Design Plan (Carr Lynch, 1988) and Entrance Corridor Study (1995), focused significant attention on this route. High Street is identified as an entry providing interstate traffic and major downtown access. It is described as serving the emerging city/county growth and regional traffic, while its character is defined as "neighborhood commercial" and "urban residential."

The Carr Lynch Urban Design Plan identifies four distinct sub areas of the corridor: the Ninth Street Entrance Corridor extending from Market to Lexington Avenue, the Medical Center Corridor from Lexington Avenue to Locust Avenue, the Neighborhood Transition Corridor from Locust Avenue to Gillespie Avenue and the East High Street Commercial Corridor. The recommendations for the first three corridor areas include strengthening the street edge with formally planted trees (where necessary), discouraging parking in front yards, burying utilities, continuing sidewalks and encouraging, small, low signs for identification. These recommendations also included building stone retaining walls or landscaped slopes on the north side of the road and providing a small park at the Meade Avenue intersection.

Additional studies or references, reviewed by the Consultant Team included the Rivanna River Basin Project (Rivanna River Basin Roundtable, 1998) and the Charlottesville Greenbelt Plan, which depicts a park along the Rivanna River.

Existing View

Proposed view of Rivanna Place showing the river and greenway part to the right and Free Bridge in the distance

Charrette Feedback

Feedback from the charrette focused on the ends of the corridor. Residents from Lexington and Locust Avenues and neighbors of Martha Jefferson Hospital were anxious about further hospital expansion. While generally supportive of the hospital, the neighbors felt that the hospital's future growth would deteriorate the residential areas. These residents displayed much enthusiasm for guiding the hospital's expansion along High Street itself, and seemed interested in working with the hospital to this end. During the charrette, a representative of the Consultant Team met with hospital officials to discuss their expansion plan. Hospital officials, anticipating some of these resident concerns, reported minimal plans to expand in the foreseeable future. They did express a continuing need for additional office space, however, and were intrigued by the possibilities for expansion at High Street and Lexington Avenue.

Interest in the hospital area was generally limited to nearby residents, however nearly every participant expressed concern with lower East High Street as it approaches Long Street. The desire to create a "front door" to the Rivanna River, achieved by opening the riverbank to public view and active recreational use was unanimous. This portion of East High Street as a front door to the City of Charlottesville is currently unsuccessful.

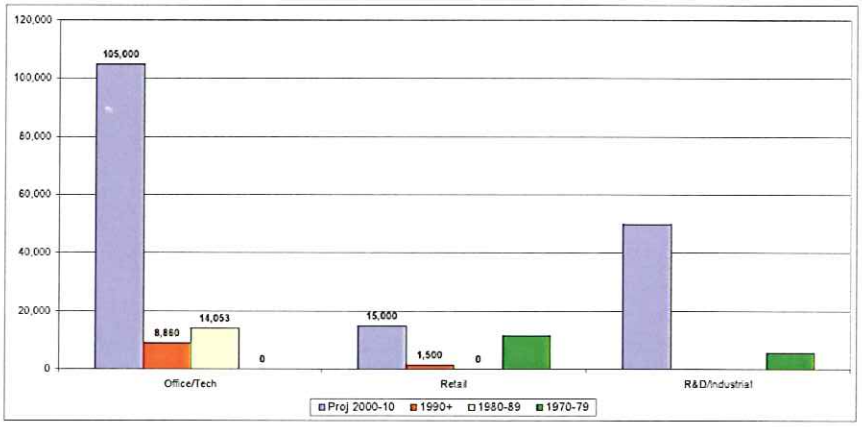
The Market

The High Street corridor contains approximately 150,000 square feet of commercial space, not including the corridor's primary anchor, Martha Jefferson Hospital, which is located at the western end of the corridor. Just under one-half of the commercial space is office space, mostly filled by medical users. The office market is very tight, with very limited availability. Much of the office space is located within former single family detached homes, giving the corridor a low-density feel. There appears to be strong demand within the healthcare industry for new office space located in proximity to the hospital. The greatest opportunity in this corridor, therefore, is to develop additional medical office space. There is also a opportunity to develop lab and R&D space geared towards medical researchers.

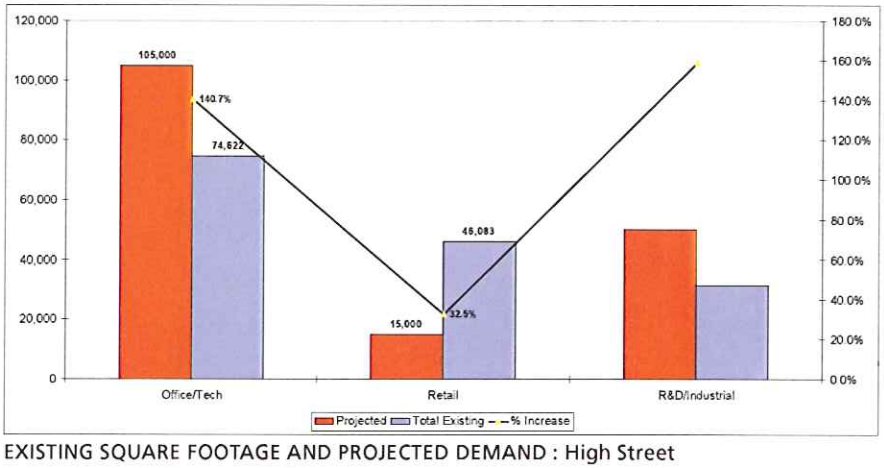
The eastern end of the corridor contains primarily industrial and retail uses. While vacancy is very low, most of the properties located along this stretch of the corridor are of lower quality and are relatively unattractive. A number of the sites are dominated by surface parking lots. While the corridor in this stretch is in close proximity to the Rivanna River, current uses are not oriented towards the water. Given the desirability of the waterfront, there exists a strong opportunity to re-orient the corridor to the river, and focus

redevelopment efforts in the eastern end of the corridor around this vision. In particular, there is strong opportunity to rehabilitate or replace existing retail and restaurant space, and add new restaurant space. Restaurants will typically be fast food or lunch restaurants that target the significant employment concentration around the hospital.

Based upon our analysis, the Team has projected that the following square footage of new space will be demanded in the High Street corridor over the next ten years: 105,000 square feet of office/tech space, 50,000 square feet of lab and R&D space, and 15,000 square feet of restaurant/retail space.



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE : High Street



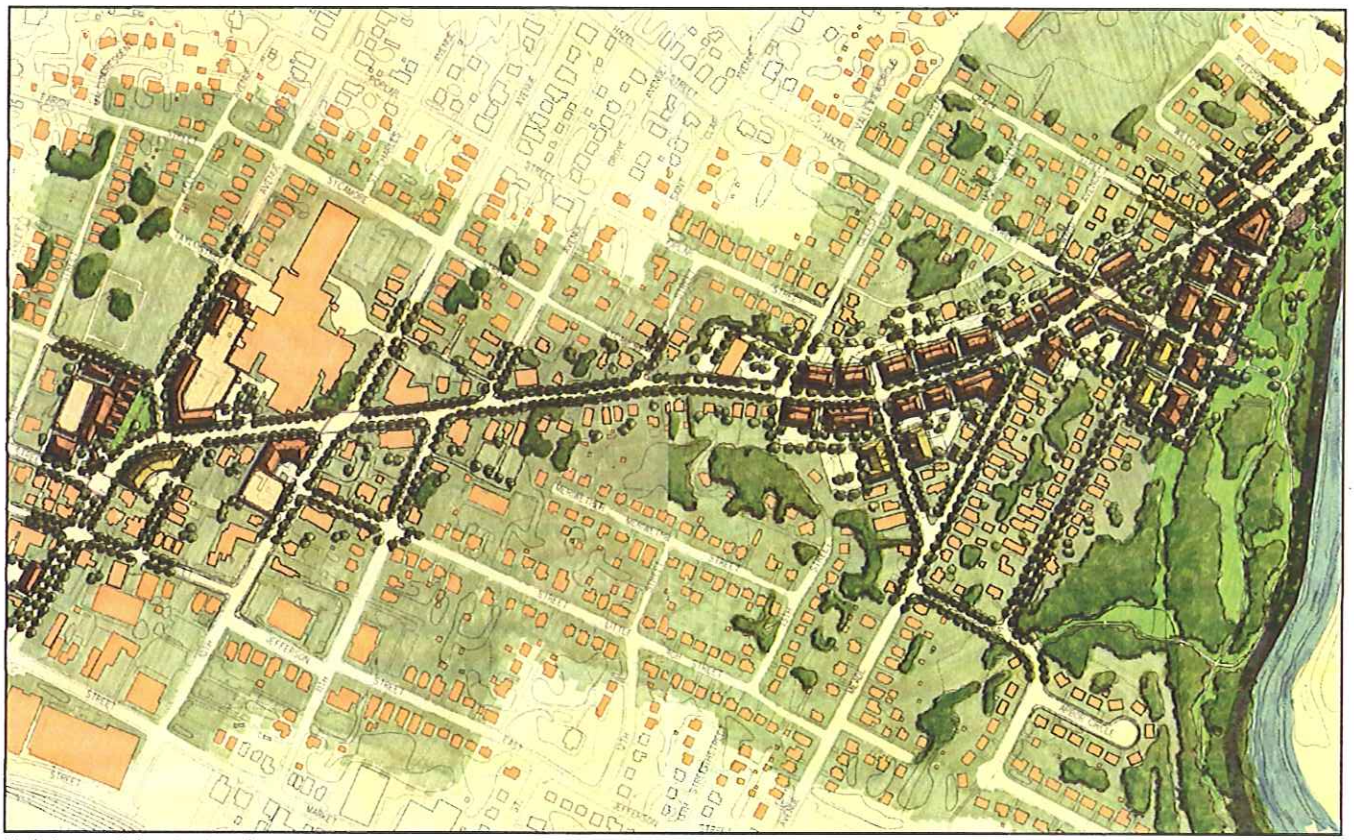
EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND : High Street

Recommended Alternative

Charlottesville has a riverfront! Though hidden, inaccessible and underutilized, it is a potential amenity with appeal to countless City and County residents and visitors to the area. Nowhere is this fact more significant than at the East High Street and River Road corridors. Attempts at reclaiming the riverbank for recreational uses in the form of trails, playing fields, and both passive and active green spaces, pay obvious dividends in enhancing the quality of life for residents. Environmental and economic benefits are likely to accrue as well. Incorporating Best Management Practices for controlling storm water runoff as part of a river front park will help both aspects. Less obvious, but tremendously important for the City's continued economic health, is the role that such amenities play in attracting a highly skilled talent pool to a region. Increasingly, employees in the New Economy are considering the proximity of recreational amenities to job and home as they ponder multiple employment offers from companies in competing geographic markets. The degree to which Charlottesville can integrate new employment venues with such recreational (as well as urban) amenities, the easier it will be for its companies to compete for talent. This will, in turn, enhance the City's ability to retain and expand its roster of New Economy corporations.

To this end, the Consultant Team supports the work begun on streetscape improvements proposed in the Urban Design Plan for the Ninth Street entrance corridor, the Medical Corridor and the Neighborhood Transition Corridor. These subtle improvements and streetscape enhancements will go a long way in improving the overall quality of this urban area and promote a healthier pedestrian environment. However, the portion of East High Street between Meade Avenue and Long Street cannot be as easily reclaimed. Without great effort, it is unlikely that Charlottesville's relationship with the Rivanna River will be realized.

The urban design plan suggests significant redevelopment of the area; clearing sites in the Rivanna's floodway, connecting perpendicular streets across East High, and creating a new parallel street (east of High Street), to front the Rivanna Park. Beginning at Long Street and extending to Willow Drive this new street requires the city to acquire properties east of High Street. These parcels are subject to frequent flooding, due to their location within the floodway. Clearing them for parkland would create immediate visibility to the riverfront for vehicles traveling over Free Bridge and up East High Street. As properties on the west side of East High Street eventually redevelop (as they now enjoy spectacular views), building along the edge of the sidewalk is encouraged.

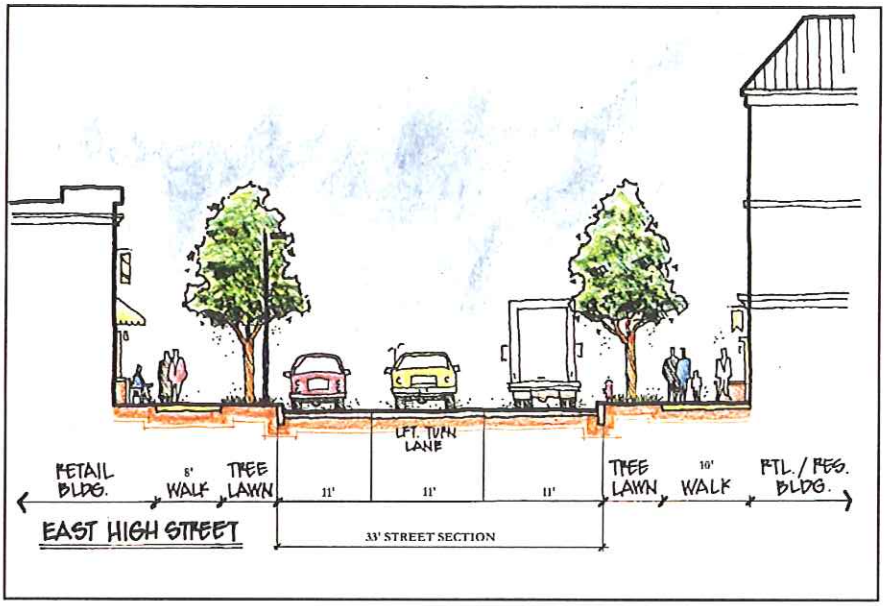


High Street : Urban Design Plan

Existing Building
Proposed Residential Building
Proposed Mixed Use Building
Office/Retail/Residential/Flex or any combination
Proposed Civic Building
Residential Use
Light Industrial/Flex Use

Expanding the street-grid between Willow Drive and Hazel Street includes extending Caroline Avenue and creating a new street parallel to the river. This area is within the 100-year floodplain, but out of the floodway. The redevelopment effort depicted in this urban design plan will require further acquisition of property (excluding the telephone company building). Constructing a plinth to raise this area to an elevation 1 ft. above the floodplain level will provide one level of parking below the new ground floor.

While ambitious, the results of such efforts will yield an extraordinary civic place (see 'proposed view') and the creation of tremendous land value. Lined with buildings three to four stories high, with ground floor retail and restaurants and office or multifamily housing above, this new street opens up to the Rivanna River Park and becomes a sought after location in which to live and work. This will be a destination for visitors and nearby residents alike. The buildings on the other side fronting Caroline Avenue and High Street will be similar in height, but may not include as much retail activity. Parking is provided mid-block and one level below (within the flood plain). The City



may wish to partner in this development or assist a private developer in parcel consolidation, site clearance and infrastructure improvements.

The plan also proposes enhancing Rivanna Park with landscaping and trails; a fragment of the proposed Greenbelt Park. A trail connection to Fairway Avenue is also proposed, and a boat launch for canoes may be possible in this area.

The remainder of the East High Street Commercial Corridor (as defined in the Urban Design Plan of 1988), from Meade Avenue to Gillespie Avenue, should be assessed for redevelopment opportunities. Initial efforts by the City should be aimed at completing sidewalks on both sides of the street, and the creating a center left-turn lane for the length of this area (this may require right-of-way acquisition and the construction of retaining walls along the west side of High Street). Private developers' efforts to consolidate parcels in this area and build in a pedestrian friendly manner (according to the guidelines provided in this document) should be encouraged by all relevant City agencies.

At Martha Jefferson Hospital, the surface parking lot on the southwest corner represents an opportunity to make a significant improvement to the corridor and create visual links between the hospital and Downtown. Bending Lexington Avenue to meet High Street at a right angle, an additional parking

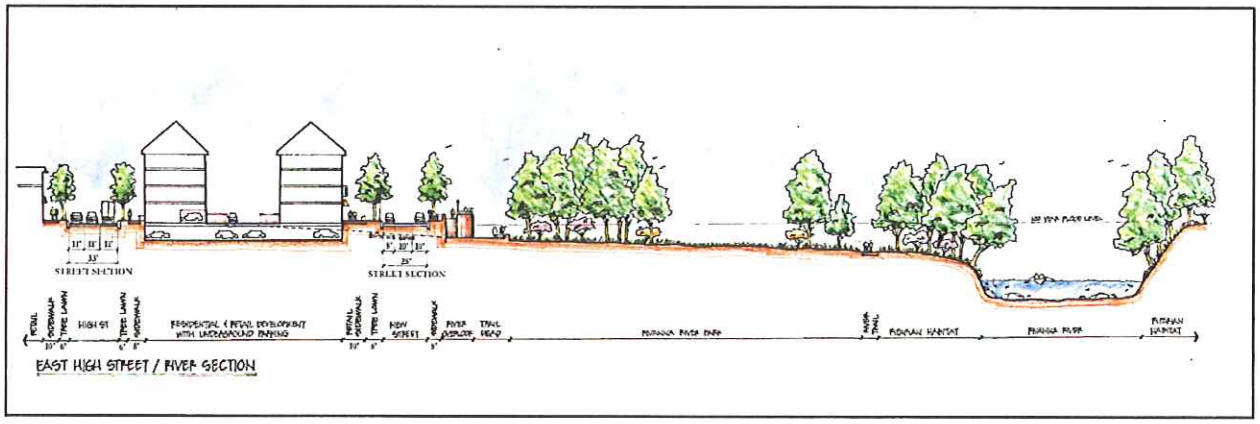
garage and four stories of 40,000 square feet of medical office fill out the corner of the block. West of Lexington Avenue, the triangular space resulting from its realignment is transformed into a small neighborhood park. This ensemble will provide a terminus to the northern vista along 9th Street.

The five houses west of this park, currently owned by the hospital, are shown linked with an addition in the rear. This challenging solution attempts to link buildings with varying floor heights, but will allow the hospital a significant addition to its office space, without destroying these historic homes. A mid-block parking garage is proposed in this location. An alternative to maintaining these five houses would be the creation of an entirely new facility with a scale and rhythm in keeping with the historic residential pattern. This would present its own architectural challenges, and the pros and cons of each alternative will have to be studied further. A residential building, across from the hospital, completes the proposed improvements in this area.

On the corner, a low brick wall and some clever landscaping surrounding the service station would help to define the edges of this intersection. Any attempt to renovate or redevelop this gas station should follow the urban design guidelines (see Section 3).

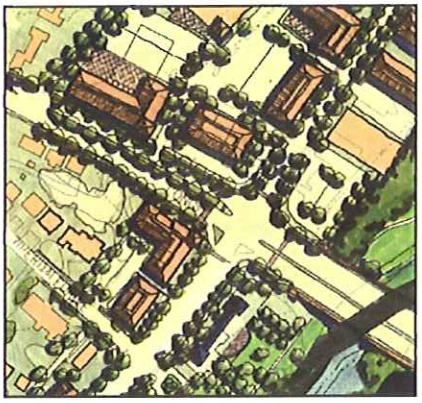
Recommended Actions

1) Complete streetscape improvements.
2) Fund and construct High Street section with continuous center turning lane.
3) Provide funding for small park and Lexington Avenue re-orientation simultaneously with the hospital expansion.
4) Consult with and advise property owners on possible redevelopment - develop strategy for parcel consolidation or joint development.



River Road/Long Street

Eastern Gateway/Urban Industrial Park



Vision:
- Improved Entrance, Landscaping & Streetscape
- Provide Quality "Industrial Park" Feel
- Improved Gateway Through Landscaping/ Streetscapes
- Improved Retail on Corner

Market Strenght/Opportunity:
- Lower-cost Flex/R&D
- Industrial
- Retail Rehabilitation/Infill
- Single Family Houses

Extent of Study Area

The study area on River Road extends northwest from the intersection of Long Street, East High Street and Free Bridge to the intersection with River Court.

Background

River Road parallels the Rivanna River on the east side of Charlottesville, and this area is one of the heavy industrial areas in the city. The businesses along River Road are mostly owner occupied businesses requiring open garage space, loading docks, large item storage and some public receiving space. Much of the area is paved, but not developed. These paved areas facilitate storage of heavy equipment (cranes, dump trucks, etc.), asphalt and concrete manufacturing materials, while providing flame retardant areas needed for large item welding. Contractors and distributors needing space for large equipment and supplies make up the majority of the users located here. Many of these businesses are well kept and have appropriately screened their property, although others have not. Currently, there is an unoccupied grocery store and large parking lot on the west side of River Road that would be an ideal location for a switching station, if not other redevelopment.

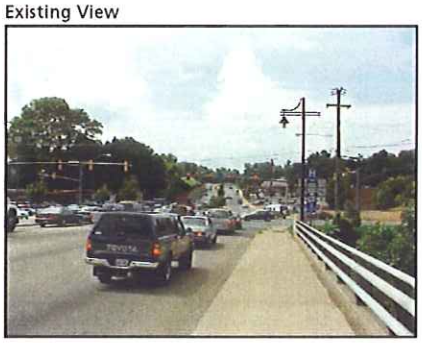
The west side of River Road is slightly higher than the road level, sitting barely above the current flood plain. This side of the road is built out fairly densely and has seen some new construction in recent years. Most of the new buildings provide "flex space" which creates areas for storage, loading docks, and some amount of retail or office space. Generally, these buildings are architecturally non-descript and inexpensive to build.

The east side of River Road overlooks the Rivanna River, which is currently hidden behind chain link fences, large construction equipment, and dense trees to the east. The properties on the east are roughly 600' deep and are characterized by a sharp drop-off down to the river 300' from River Road. This decline is steeper to the north but becomes a gentler slope toward the Long Street intersection. Much of the area beyond, or below the bluff is characterized by years of disinterest and neglect. Overgrown scrub trees and weeds make it nearly impossible to view the Rivanna River in the distance. Most, if not all, of these properties are located within the floodway. It is quite possible that many of these businesses would require some form of brownfield clean-up before redevelopment of this area could begin.

The local VFW is also located along River Road, with its clubhouse on the northern end of River Road. This clubhouse and parking lot are on the top of the bluff, and a softball field, available for recreation league games, is located adjacent to the river below. A connection to the regional trail system going north along the river is accessible through one corner of the VFW parking lot in one corner.

There are plans to extend this regional trail along the river to connect it into the Charlottesville greenway trail, which currently runs along the Rivanna River and ends just south of the Free Bridge. At the moment, there are some funds available to complete this trail, which raises mixed responses concerning its current incomplete state.

Existing View



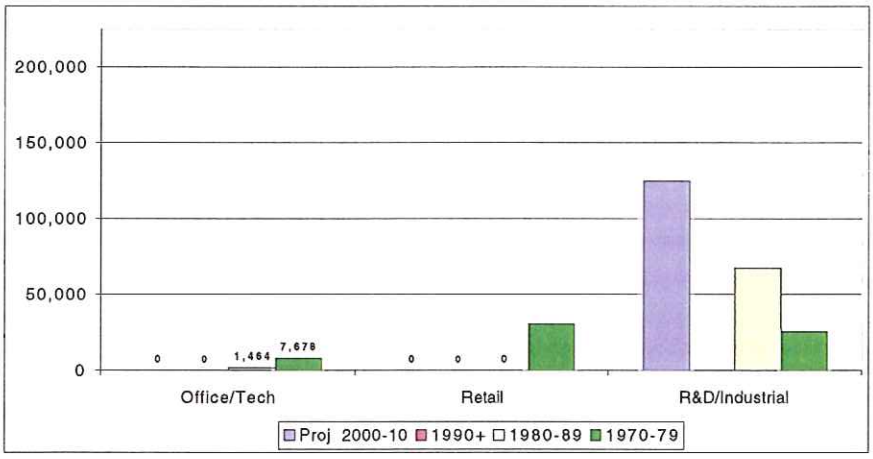
Proposed view of Long Street (High Street to the left and River Road on the right)

Other Studies

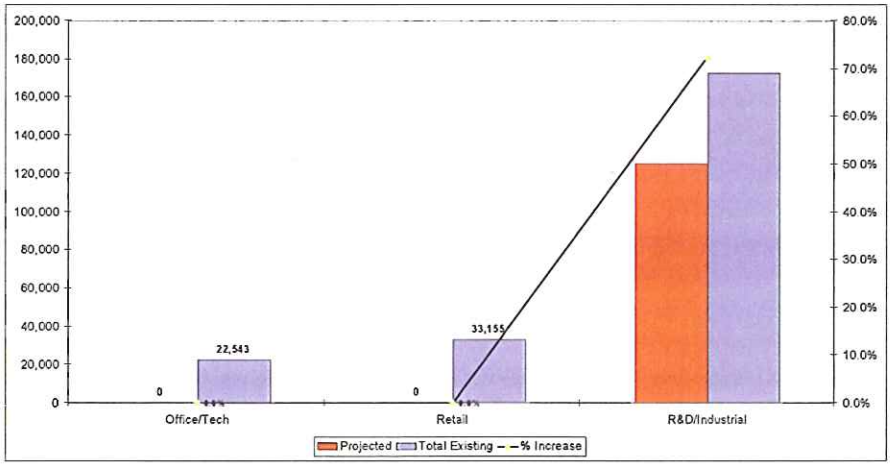
The Team reviewed the Greenbelt Plan for the City of Charlottesville which included a park along the Rivanna River in the River Recreation Area.

The Market

This corridor currently contains 343,000 square feet of commercial space, the majority of which is industrial space on large sites, along with some supporting office and retail (generally as part of an industrial use). The corridor is characterized by a high degree of owner-occupied space, with only a few speculative buildings. No vacancies were found, with the exception of the vacant grocery store at the corner of River and Long Streets.



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: River Road



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: River Road

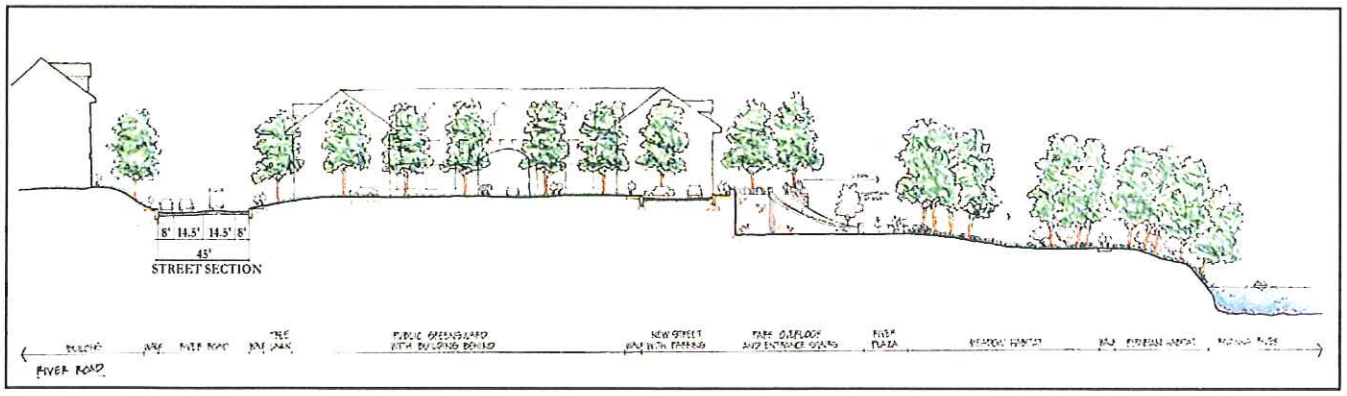
Strong demand for industrial space will continue over the next ten years. In particular, there is strong demand from smaller users seeking flexible space, which will include some light industrial or assembly use, but also some storage and retail. High-tech users in search of affordable space have also gravitated to this area. There is a strong opportunity to continue to attract this type of user. There is also an opportunity to begin to transform the physical look of this corridor, by improving the streetscapes and entryways, as well as by rehabilitating older space. The vision for this corridor is an urban industrial park that can provide quality but affordable space to industrial and flex users. A strong impediment will be the fact that many existing uses, while aesthetically unattractive, are also economically viable. Thus, strong incentives for rehabilitation and redevelopment will have to be offered.

Based upon our analysis, the team has projected that the following square footage of new space will be demanded in the River Road corridor over the next ten years: 125,000 square feet industrial and flex space.

Recommended Alternative

The urban design plan for River Road consists of two simple concepts. The first is a necessity: building out of the floodway on the river side of River Road. The second is an amenity: open up views and access to the river intermittently, to provide for some new development that is sensitive to the waterfront opportunities.

The first concept (building out of the floodway) is necessary in order to create a sustainable enterprise adjacent to the river. This can be accomplished by creating a hard edge, building a wall out of the floodway, approximately 300' from the road edge, or along the uphill half of each property. This wall would provide a barrier to flooding and create a tangible edge between the built environment along River Road and the park environment proposed along the



- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/ Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

River Road : Urban Design Plan

riverfront. This riverfront park could be created out of the approximate 300' remaining of the properties located along the riverfront. Creating this park will require a considerable amount of clean-up of both vegetation debris and possible waste and overflow dumping from past users in the area. The 300' greenway park will require an agreement between the City and River Road's landowners.

The development along the Road should open up to the river to offer views and access to the river. Currently, the river could not be considered an amenity due to its invisibility and inaccessibility from River Road. This plan suggests access could be in the form of public parks, or courtyards within pairs or groups of buildings that would terminate at the wall and offer stairs and/or ramps to the riverfront below. These open spaces at the street level would designate points of access to riverfront park, and would provide open space for the area's new R&D and small industrial occupants and for the neighborhood adjacent to River Road to the north. Such amenities (the public green and access to the riverfront) could help to attract cleaner industries and businesses to River Road.

The urban design plan suggests some infill on the site of the vacant grocery store. This new development should occur along the edge of River Road and could be in the form of lunchtime restaurants and some support service/retail for the businesses and residents in the area. The grocery store would remain and be reused for some other function, and share parking with the new amenities.

The northern end of River Road, nearest to River Court, is vacant on the west side and is the highest point along the corridor. The panoramic views from this property suggest it would be an ideal location for multifamily housing. The new units would immediately overlook the river and the park, and beyond, have a view to the mountains. This property is located within the shadow of a power substation, but is buffered by the topography and dense trees. This housing would help link the businesses proposed along River Road with the residential neighborhoods to the north, and would provide nearby housing for new relocating employees. Overall, River Road could be a spectacular place to live.

Recommended Actions
The appearance of River Road is currently unsatisfactory. The Team recommends:

1) Beginning the aquisition of easements within the flood plain for extension of Rivanna River Park.
2) Rebuilding the sidewalks along River Road.
3) Allowing for street tree planting.
4) Increasing road width to adequate dimension for truck deliveries, on-street parking and safe crossing for pedestrians.

Long Street

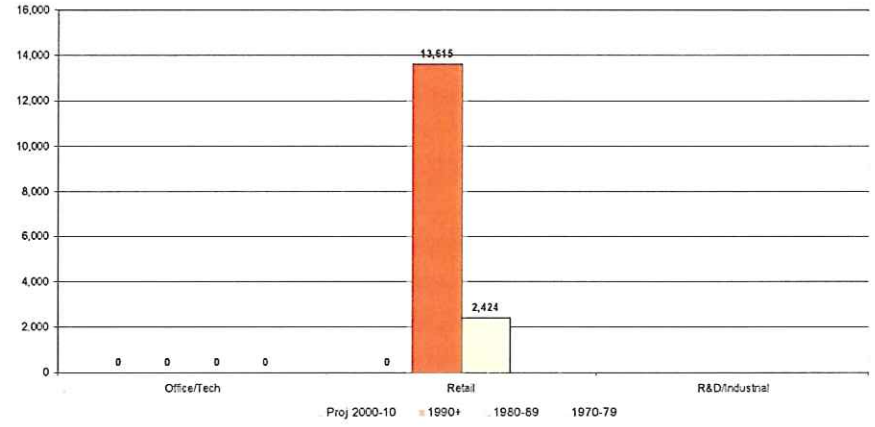
Extent of Study
The Long Street study extends west from the City Line at Free Bridge (the intersection of High Street and River Road) to the Park Street overpass.

Background
An opportunity is waiting here; this intersection has possibilities of becoming an extraordinary gateway into the city from the east. As the urban extension of Route 250 from the east, Long Street enters the city across Free Bridge and the Rivanna River. Recently and elegantly designed, Free Bridge brings one into Charlottesville in style. The distinctive railings and street lights help define the physical change to the city from the county. Despite such an auspicious entry, not far inside the city the road becomes a heavily engineered highway built through the existing topography, resulting in a trough through town. Lined with large concrete retaining walls, Long Street has no provisions for pedestrians.

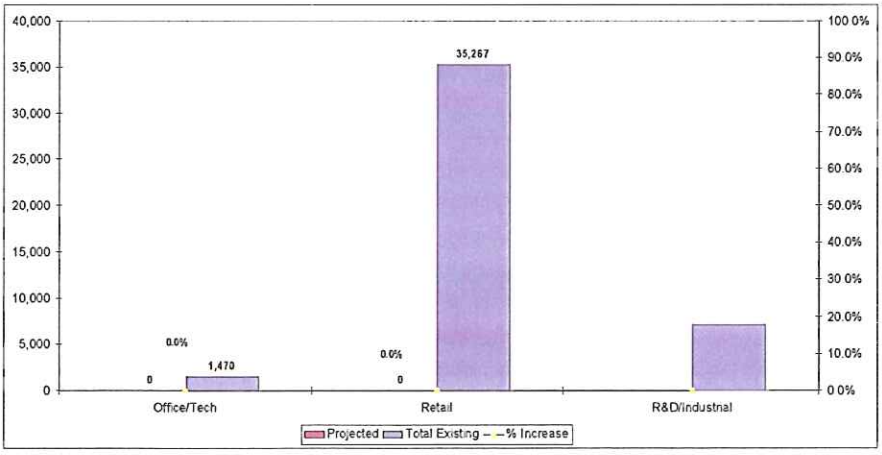
Two neighborhood roads connect across Long Street creating overpass conditions. For most of the street, a small 2 ft. wide median divides 4 lanes of traffic. The corridor's real hope for revitalization is at the eastern end where traffic does stop and occasional bikers and pedestrians wander by. Currently, the potential "gateway" condition is geared toward automobile traffic only. The urban design for Long Street addresses all of these needs.

The Market
Long Street is primarily a residential corridor that runs from the city-county line into the 250 By-pass. Near the intersection of Long and River Streets, there is a small concentration of retail. A total of 43,000 square feet of commercial space is located in this corridor.

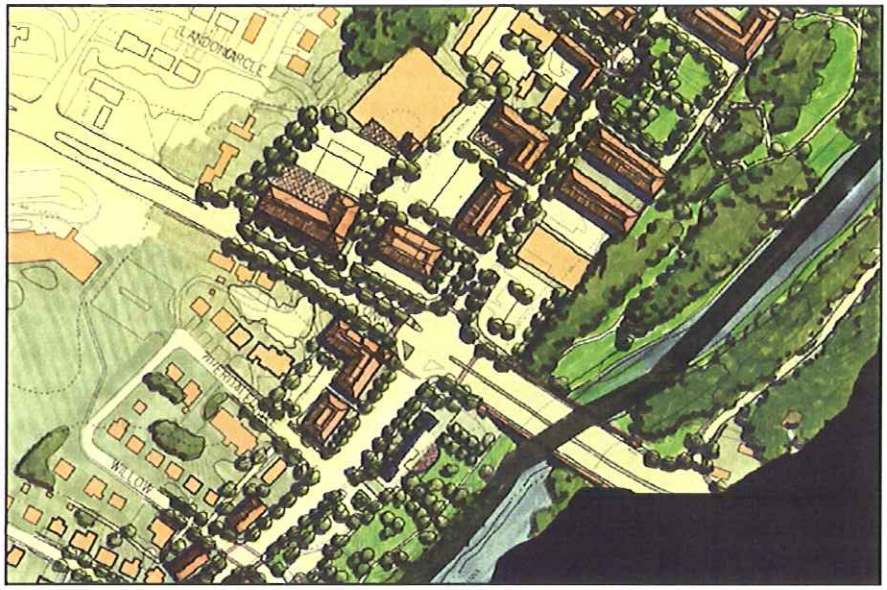
Currently, a significant amount of the existing space is being replaced with a super CVS. A small retail center just to the west of this CVS site is fully occupied. Given the proximity of this corridor to significant retail concentrations in the County, there does not appear to be any additional demand for retail space in this corridor, although upgrading the small strip center could be warranted at the tail-end of the ten-year forecast period. There also does not appear to be any future demand for office or industrial construction, primarily because of the lack of any sites that could accommodate such development. There is some opportunity for future infill housing development, although the quantity of such demand is small (5 units



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: Long Street



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: Long Street



Existing Building
Proposed Residential Building
Proposed Mixed Use Building
Office/Retail/Residential/Flex or any combination
Proposed Civic Building
Residential Use
Light Industrial/Flex Use

Long Street : Urban Design Plan

projected), primarily due to the lack of available sites. The primary opportunity for this corridor is improvement of the appearance of the streetscape, which is currently characterized by large walls separating the four-lane road from the roadside.

Recommended Alternative

The unfortunate construction of a new, suburban style CVS poses a challenge: how to enclose the intersection and define a gateway where a critical corner of that gateway is developed contrary to this concept. The development site available across Long Street from the CVS, on the corner of High Street, presents an ideal location for a mixed use (residential over retail) building. This building would fill in the entire corner in a reversed "L" shape; it would turn the corner and define both street edges along its sides (see proposed view from Free Bridge looking west). Residential units here could enjoy fantastic views of the Rivanna River and its surrounding park and amenities across High Street and in the distance.

If the new CVS is sited approximately 60 ft. back from the street edge, there are two solutions: the proper street edge must be defined with a low wall (3 ft. or so) to partially create the built edge, and a focal point should be created beyond the CVS parking lot. The plan proposes a 3-story building with a prominent articulated corner tower here to create the northern edge of the gateway. Beyond the gateway intersection, ornamental street lighting should

be installed on the narrow median. These stunning fixtures will direct views upwards and towards the center of the road, away from the concrete retaining walls. Banners identifying the Charlottesville gateway and the Rivanna River Park can be hung from these fixtures, contributing a festive quality to the area. The concrete walls themselves may be "sheathed" with a thin wire grid or lattice, which will soften the appearance of the walls by adding depth and shadow.

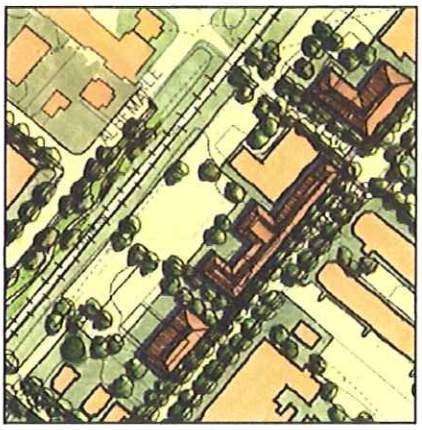
The intersection of Long with River and High Streets needs a clearly defined pedestrian crosswalk and crossing signs. The signals at this intersection must be long enough to allow for safe pedestrian crossing. A greenway connection will occur beneath Free Bridge. This connection will serve primarily recreational traffic enjoying the river setting and will not suffice as the major means of crossing the intersection on foot.

Recommended Actions

1) Create pedestrian crosswalks at the intersection of Long Street with High Street and River Road and install proper crossing signals at these intersections.
2) Provide new ornamental lighting in center median of Long Street.
3) Commission design for wire lattice to cover retaining walls.
4) Encourage owners of CVS and Auto Zone properties to erect three-foot high masonry walls around their parking lots; The City may have to assist in funding or provide tax credits if no other mechanism exists to assure compliance.
5) Display banners to identify and promote Charlottesville Gateway and the Rivanna River Park.

Harris Street

Urban Research Park/ Home Improvement Central



Vision:
- Location for R&D/Biotech, Warehouse Users
- Streetscape/Signage - Gives "Business Park" Feel
- Location of Choice for Price-Sensitive Flex/Office Users

Market Strength/Opportunity:
- Office
- Flex R&D Space
- Service Retail Space
- Residential - Multifamily
- Residential - Townhomes

Extent of Study Area
The length of Harris Street was studied from McIntire Road, to the north, to Preston Avenue, on the south.

Background
Lined by industrial uses, Harris Street enjoys a strategic location near Downtown Charlottesville, as well as an infrastructure providing excellent truck access. Though isolated by the railroad tracks and challenging topography, the corridor has managed to attract Allied Concrete, the City's largest taxpayer. An active industrial base featuring a steel fabricator, several materials suppliers, and numerous startup high-tech companies forces Harris Street to play a crucial role in supporting the City's economic vitality. Several designers, architects, printers, and other service businesses have recently located in newly built and renovated structures at the southern end of the corridor (near Preston Avenue and Downtown).

These businesses add diversity to this micro-economy and contribute to its overall economic health. However, challenges for its future development remain. Harris Street displays what could be referred to as a "messy vitality." The absence of mid-corridor connections between Harris Street and McIntire Road and limited connectivity to the west isolate the corridor. As businesses (particularly high-tech and bio-tech industries) look to Harris Street to attract top employees and benefit from its proximity to downtown, isolation could detract from the area's appeal; it could seem farther away than it is.

Other Studies
The Consultant Team is unaware of other studies for Harris Street.

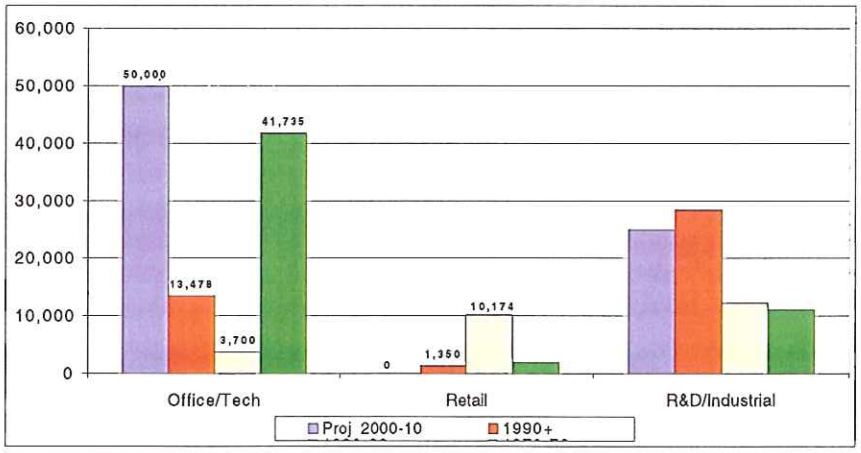
Charrette Feedback
Few comments were received during the Charrette regarding Harris Street, suggesting a degree of comfort concerning the uses currently on the corridor. Early in the process some interest was expressed to incorporate more residential uses into the west side, near Henry Street. Many vacant and underutilized lots were mentioned that could accommodate both residential and commercial uses. These parcels can serve those small businesses unable to find adequate space in other, more industrial corridors, such as River Road.

The Market

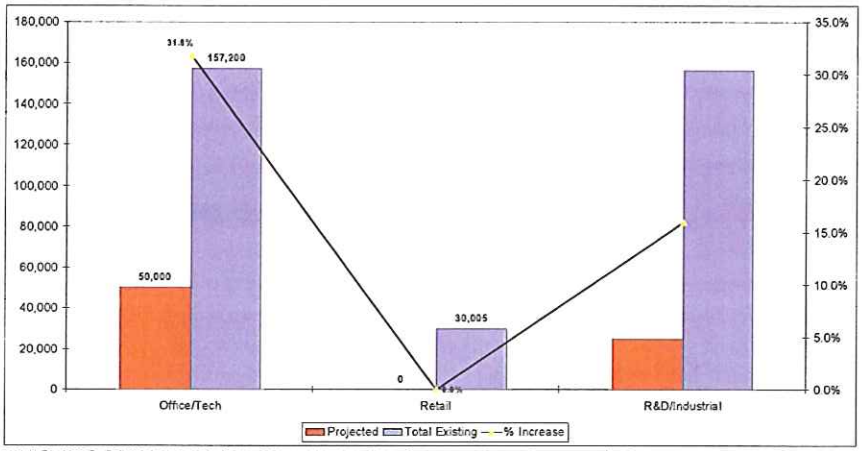
The Harris Street corridor is currently occupied by 343,000 square feet of lower-density office, flex/retail, and industrial space. The corridor certainly has an industrial "feel," with an unattractive streetscape, large areas of surface parking/storage, and a generally older and unattractive building inventory. The developed space is predominantly owner-occupied, with the exception of an office building reuse of an old mill, two flex buildings at the southern end of the corridor, and the McIntire Business Park at the northern end. Vacancy is very low in this corridor. There is limited retail space and housing on this corridor.

The corridor seems to be a destination for smaller firms that are seeking a lower-cost alternative to other locations in the study, as well as larger users that have established larger facilities. The majority of demand is for small amounts of flexible space at affordable rents. The major sources of demand for space are smaller firms that require a single site for light assembly/ manufacturing, storage and retail. In particular, several small home-improvement specialty businesses have gravitated towards this area. High-tech start-ups are also demanding this flex space, due to its affordability and to the lack of available space elsewhere.

A strong opportunity exists to rehabilitate many of the older existing properties and target smaller users seeking flexible space. There is a strong opportunity to develop additional office, tech and lab space in the corridor, in



EXISTING SQUARE FOOTAGE DEVELOPED BY DECADE: Harris Street



EXISTING SQUARE FOOTAGE AND PROJECTED DEMAND: Harris Street

particular at the southern end of the corridor. This space will attract tenants who desire proximity to downtown and are seeking more affordable space than can be found in the downtown area or West Main corridor. The development of new commercial space will open the opportunity for some residential development.

Redeveloping this corridor will require physical improvements along the corridor that will increase its aesthetic appeal. In particular, streetscape improvements along the corridor and an improved entry statement from both ends are critical to attracting new investment in this area, especially housing. The challenge of rehabilitating or redeveloping existing uses is such that while these uses might be unattractive, they are often still economically viable. Economic incentives must be provided to current owners in order for several of these properties to become available for redevelopment.

Based upon our analysis, the team has projected that the following square footage of new space will be demanded in the Harris Street corridor over the next ten years: 50,000 square feet of office/tech space, 25,000 square feet of lab and R&D space, and 10 multifamily housing units.

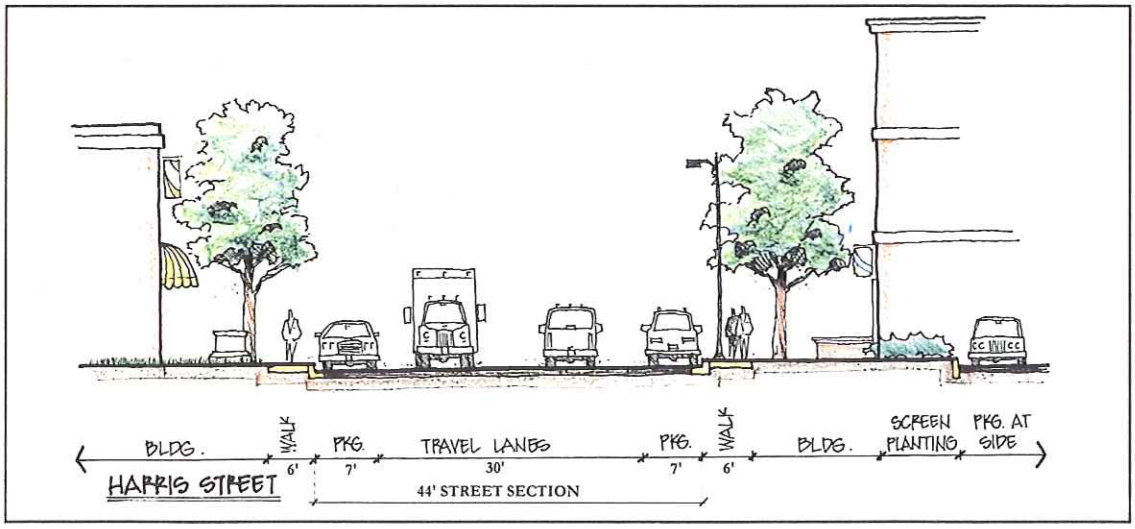
Recommended Alternative

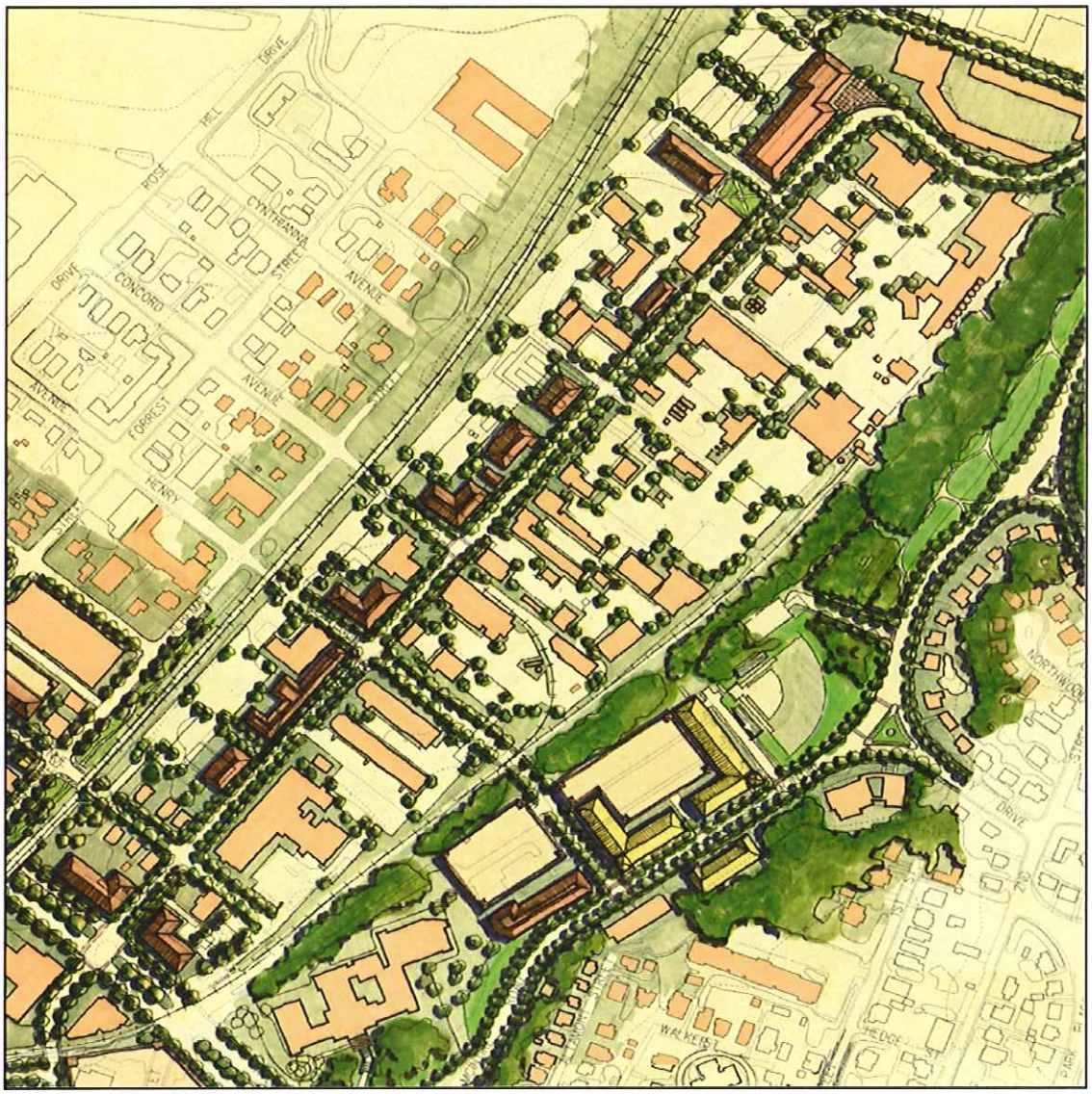
Harris Street's emergence as a prime location for Charlottesville's light industrial and distribution businesses and its growing base of high-tech industries is dependent on its proximity and accessibility to Downtown. Already an urban industrial park with numerous vacant and underutilized parcels, Harris Street can accommodate the construction of research labs, small production and fabrication studios, smaller distribution facilities, and product showrooms serving the building and interior design industries.

As a growing metropolitan area, the Charlottesville/Albemarle region will continue to attract businesses that provide building materials and furnishings required for new construction (e.g., distributors of plumbing and electrical fixtures and supplies, appliances, flooring, furniture, etc). Moreover, as the South Downtown Area and River Road corridors begin their own transformation, existing businesses in those corridors may wish to relocate to Harris Street. Here, they will remain in the city and enjoy the synergies of a central location for related services. While the Consultant Team does not recommend that the City market Harris Street exclusively, it may wish to include the building supply and furnishings businesses on its target list of prospective tenants for this area. Both builders and consumers would benefit from being able to shop for these goods and services in one location, i.e. "home improvement central."

The urban design plan depicts virtually all of the new construction on Harris Street occurring on the west side, reflecting the availability of vacant or underutilized lots. By contrast, few parcels seem to be available on the corridor's east side. Fuel pipelines and storage facilities representing substantial infrastructure investments are unlikely to be moved or abandoned anytime soon.

Harris Street is not a pedestrian friendly environment at present, but does not dismiss the possibility that future construction could improve upon its walkability. The goal here, as in other industrially oriented corridors, is creating an environment with a distinct sense of "place," or a place where its unique quality helps attract businesses.





Harris Street : Urban Design Plan

- Existing Building
- Proposed Residential Building
- Proposed Mixed Use Building Office/Retail/Residential/Flex or any combination
- Proposed Civic Building
- Residential Use
- Light Industrial/Flex Use

To help achieve this goal, new construction should be built to the property line, locating parking and service bays in the rear (against the railroad tracks). Adequate turn radii and maneuvering room for large semi-trailer trucks will be required, and should be executed without impeding the walkability of the street. Businesses with walk-in traffic (retail or wholesale) should be designed with display windows along Harris Street. Businesses that do not require display should be encouraged to provide facilities with "liner shops" for service retail (e.g., coffee shops, and restaurants, dry cleaners, florists, travel agencies).

Two parcels stand out for new development because of their size: the abandoned mini-storage facility and the vacant parcel (old trailer park) at the northwest corner of Harris Street. Both are likely to be developed soon. While the terrain of the latter site offers significant challenges, the design of these parcels will establish the model for future infill development. Care must be taken to assure that new construction adheres to the principles of pedestrian friendly design discussed in the preceding paragraph. Between these two parcels, an additional lot is occupied by an abandoned industrial building. As one of the few buildings in this corridor evocative of an early 20th century industrial aesthetic, the Consultant Team recommends that every effort be made to save this building for adaptive reuse.

Although the urban design plan for this corridor reflects initiatives that will come mostly from the private sector, the plan also recommends public infrastructure improvements including street tree planting and continuous sidewalks. It suggests extending Henry Street east of Harris Street, connecting across a railroad spur to McIntire Road. This vehicular connection would reduce the isolation of Harris Street and increase its desirablity as a business location. It would also provide local, east/west alternative to Preston Avenue, both in and out of Downtown. More details of this proposed road extension are provided in the discussion of McIntire Road.

Recommended Actions

1) Direct new building supply and furnishings suppliers to vacant land in the corridor.
2) Develop capital improvements budget for sidewalks and tree planting.
3) Aquire property for the Henry Street extension.
4) Initiate conversations with the County regarding connecting Henry Street with the existing County parking lot.

Economic Impact Analysis

An economic impact analysis of the development anticipated to occur in the 14 corridors over the next 10 years if the recommended economic development strategies are implemented. For this analysis,the Team took into account all sources of City revenues that would be affected by the anticipated development. All of the assumptions used in the analysis are shown in the model, Appendix I.

According to the Team's analysis of the 14 corridors, the total annual City revenues generated by new construction and rehabilitation will be $8,480,000 in 2000 dollars. This level of annual revenues would support the first year debt service payment for a level principal bond issue of $80.8 million, based on a 5.5% interest rate. If level debt service bonding were used for this calculation, the incremental revenue could support a bond issue of $102.7 million. Assuming an annual inflation rate of 3%, the City's annual revenues from economic development in these corridors will equal $11,447,000 in 2010.

In addition to the annual revenue stream generated by economic development, the City will also realize one-time revenues generated by Business, Professional and Occupational License (BPOL) taxes on developers, and fees for building permits, of $1,234,000 in 2000 dollars. (As specific timing of individual projects is not known, inflation-adjusted figures cannot be provided for one-time fees and taxes.)

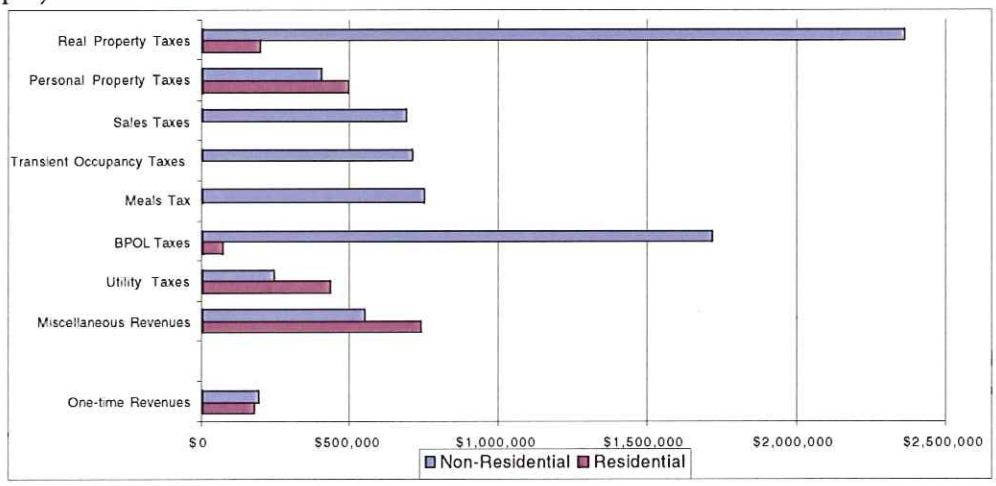
The forecasted economic development in the corridors is expected to generate a total of 3,757 new office and industrial jobs, 415 new retail jobs, and 430 jobs in new hotels. Nearly one-half of the new jobs created will be located in the Downtown Mall and West Main corridors.

Approximately 30% of the new revenues generated are expected to come from increased real property taxes. Of the $2,553,000 (in 2000 dollars) in new real property taxes, $2,357,000, or 92%, is expected to be derived from non-residential properties. Conversely, slightly more than one-half of new personal property taxes will be derived from residents. Sales, meals, and transient occupancy taxes account for $2,143,000 of the anticipated annual revenues. BPOL tax revenues come almost exclusively from non-residential property, as the only component of the revenue stream generated by residential property comes from the $0.16 per $100 of apartment leasing. Altogether, BPOL taxes account for 21% of the annual total, at $1,788,000. This figure excludes the aforementioned one-time fees and taxes on construction and permits.

Approximately 8% of the anticipated annual revenues will be derived from utility taxes. The specific tax breakdown between residential and non-residential utility usage was available solely for electricity usage; the residential share was estimated to be 100% for cable, 66% for telephone, 20% for mobile phones and 80% for gas and water.

Miscellaneous revenue sources include cigarette taxes, pet fees, electrical and mechanical licenses, waste disposal, recreation, parking, and recordation taxes. With the exception of waste disposal, recreation, parking, and pets, all revenues were allocated based on the ratio of residents to employees in the city. Waste disposal, pet fees, and recreation revenues are entirely resident-derived, while parking decal and vehicle licensing revenues were predominantly (97%) resident-based. Revenues from parking garages and meters are expected to be 90% employment-based.

The Downtown Mall and West Main corridors are expected to provide the greatest revenue increases to the City, generating $2,121,000 and $1,948,000, respectively. These corridors have the two largest concentrations of anticipated office space development, in addition to 400 hotel rooms. Next is the Emmet Street corridor, which provides a significant share of the anticipated increment in sales taxes. This is due to the forecasted development of 50,000 square feet of class A retail in the corridor. This corridor also has high concentrations of anticipated rental apartments. Monticello Avenue is fourth in expected revenue generation, most of which will derive from transient occupancy, sales, and meals taxes (in addition to high property tax assessments) at the 150-room hotel. These four corridors account for 69.5% of the projected total annual revenues and 64.1% of the projected one-time revenues.



Implementation

In order for the City of Charlottesville to realize the development potential and design vision outlined in this study, it will need to implement a comprehensive, consistent and action-oriented strategy. This section will propose a number of programs, public improvements and incentives that the City may want to consider as part of this strategy.

First, however, this report will discuss the fundamental obstacles to redevelopment that are currently facing the City of Charlottesville. These obstacles can be thought of in terms of two basic factors: the cost of the development and the level of market demand.

The Economic Gap – Infill versus Greenfield Development

"Greenfield" sites, typically found in the suburbs, are generally much cheaper to develop than infill sites. This is a key competitive disadvantage of sites within the City of Charlottesville. Key factors in this cost gap include:

- **Land Costs.** Due primarily to a limited supply of sizable sites in quality locations, land costs can be appreciably higher in downtown locations than in greenfield locations. In the City of Charlottesville, the assessed value of land per acre is much higher than in the suburban counties, particularly in the corridors facing greater development pressure, such as the Downtown area ($625,000 per acre), West Main Street ($395,000 per acre) and Preston Avenue ($285,000 per acre). At the other end of the spectrum, large sites in rural locations can typically be purchased for between $3,000 and $10,000 per acre.

- **Site Assembly.** The price per acre of land is only one cost factor for vacant land. Infill developers often must acquire several individually controlled, small sites in order to assemble a site large enough to build upon. This can add to the cost in real dollars, as well as the time it takes to assemble the site. For example, in the City of Charlottesville, only eight vacant sites (out of approximately 1,075 sites) currently zoned for residential use are over 15 acres (with the largest site being 42 acres).

- **Economies of Scale.** Suburban development often occurs on a larger scale, which allows developers to spread costs. As just discussed, assembling infill sites can be considerably more difficult, and thus most infill developments are on smaller sites. The smaller scale of infill development imposes greater risks. Typically, up front development costs will not be recouped until the last unit or square feet are sold or leased. Further, the inability to spread costs over a much larger number of housing units or commercial square footage requires that each individual

unit or building must be priced higher on infill sites, which limits their competitiveness.

The gap in the scale of developments is certainly a factor in the Charlottesville region. The most prominent residential developments in the region, such as a Forest Lakes, will contain as many as 1,500 units. Comparatively, the largest recent single-family home development within the City had 14 homes. In suburban locations, office and research space is being constructed in campus-style research parks on hundreds of acres. In most cases, this amount of acreage cannot be found within a city.

- **Site Preparation and the "Brownfield" Problem.** Preparing a site in a dense, in-town location can significantly increase costs, especially if the site requires the demolition of an existing structure. The potential for environmental contamination, and the necessity of very expensive remediation if contamination is found, makes some sites in in-town locations wholly unacceptable to the private market.

  Significant redevelopment in the corridors will require the clearing of sites with existing improvements, as the supply of truly vacant land is limited. This site clearance will significantly increase the development costs for developments within the City. It appears that the presence of brownfield sites is limited in Charlottesville, with the possible exceptions of the large City Yard site, and River Road. However, preliminary results from recent environmental studies at the City Yard site have indicated that environmental contamination is not as serious as was once thought might be possible.

- **Parking.** The obstacle presented by the parking issue is twofold: first, parking requirements can add greater costs to developments in denser locations than in lower density locations; and second, the lack of parking can limit the ability of a development to attract demand. With regards to cost, structured ($12,000 per space) or underground ($20,000 to $25,000 per space) parking is much more costly than surface parking ($2,000 per space), and this more expensive parking will be required on many sites in the corridors within Charlottesville. Many potential developments may not be financially viable if they have to absorb these parking costs.

  The City is currently facing very large parking deficits in the highest density and most desirable locations in the City – in particular the Downtown Mall and West Main corridors. From a market demand perspective, the lack of sufficient parking has hurt the ability of the City

to attract businesses, households and shoppers, as fee parking and/or the time spent finding a space add costs that are not incurred when visiting suburban locations with adequate surface parking.

- **Construction Costs.** Given numerous potential site constraints and the density of the existing built environment, construction costs can be significantly higher for infill projects than for greenfield projects. Although a detailed analysis of construction costs in the City of Charlottesville versus the suburbs was not undertaken, anecdotal evidence has indicated that costs in the City are indeed higher. This pattern is consistent with national trends. The types of uses that can be developed on certain sites can also drive up costs. For example, a multifamily structure might be more expensive to build than single-family detached product, at least on a per square foot basis, due to more stringent code requirements and increased parking needs.

- **Financing.** The unavailability of capital is a strong impediment to smaller-scale or riskier projects in infill locations. Currently, in Charlottesville, many projects are financed with developer money up front, with external financing obtained later. Apparently, local financial institutions are not able and/or willing to finance larger development projects. This development formula imposes much greater risks on the developer, and limits the number of developers willing to undertake projects in the City.

  Even in an environment where capital is available for traditional development, mixed-use developments are generally much harder to finance. However, nationally, the financing landscape is beginning to change, as more creative, mixed-use developments have proven to be successful. Charlottesville has yet to attract significant, financing from outside of the region for an unusual or creative new development.

- **Overtaxed Transportation System.** While increased traffic congestion is certainly a regional problem, an overtaxed system within the City of Charlottesville has been identified as a key obstacle to attracting more businesses and shoppers. This creates a higher level of risk for developers, who are concerned that traffic congestion may limit the ability to attract a market.

- **Inconsistent Plan Approval Process by the Board of Architectural Review.** In cities throughout the country, infill developers often must face a particularly time-consuming approval process, especially considering that neighborhood resistance to new development is often

more organized in the city than in suburban locations. Some developers have mentioned that the review process, especially architectural reviews, in the City of Charlottesville is overly cumbersome. The consultant team has concluded that in fact the review process is not overly burdensome and that the architectural standards are limited in terms of both stringency of requirements and geographical scope.

Notwithstanding, the consultant team has found that the development process for projects requiring the approval of the Board of Architectural Review (BAR) is somewhat inconsistent and unclear. It is often deemed as excessively subjective. This situation is perhaps more perceived than real, but developers are unlikely to spend time and effort up front if the development process is believed to be unpredictable. Adoption of the Urban Design Guidelines, included in this report, as part of the Zoning Ordinance, should assist developers and their architects in designing their proposals, while providing a more consistent standard for judgement by the BAR.

- **Inappropriate Zoning in Specific Corridors.** The creation of a mixed-use, pedestrian oriented community requires complimentary zoning regulations. Not only should they allow the appropriate mix, but also they should specify the urban design regulations that will achieve the degree of human scale and spatial enclosure that make streets feel like great places to inhabit. The Transition Zone (TZ) which applies to Cherry Avenue, the 9th/10th Collector and the northern edges of Fifeville bordering the CSX tracks is a model of such an ordinance. While most of the other zoning districts applicable to the corridors also allow a mix of uses, including B-1, B-2 and B-3 zones, only three of them, the B-4 (Downtown area), the B-5 (West Main Street Corridor) and the B-6 zones (University Corner Commercial Area) actually seem to encourage it. These three zones also go further than others in facilitating good urban design by eliminating front yard requirements (allowing facades to be brought up the property line), creating minimum building heights and by requiring a clear definition of entrances. However, even these zoning districts do not specify enough design requirements to guarantee the intended results. Furthermore, because any new development in the B-4 zone and along designated entrance corridors is subject to the Board of Architectural Review, the lack of regulatory specificity may actually have the effect of discouraging new proposals by contributing to the perception that decisions of the B.A.R. are thoroughly subjective and unpredictable.

- **Low-Income Concentrations and Lack of Connectivity.** The concentration of poverty in city neighborhoods around the nation has had disastrous effects, resulting in physical, economic and social isolation of the low-income communities from more mixed-income neighborhoods. A number of neighborhoods with high concentrations of low-income residents are adjacent to a number of the prominent corridors in the City, including the Downtown Mall, West Main, Preston Avenue, and Monticello Avenue. These neighborhoods are isolated physically, economically and socially from other portions of the City, which inhibits the ability to revitalize these communities and the City as a whole.

Inequities in Market Demand

The increased cost of development is not itself an insurmountable obstacle to central city redevelopment. Costs are only a barrier when market demand does not justify prices or rents high enough to cover these costs. In highly desirable downtowns and in-town neighborhoods around the nation, where demand is strong relative to supply, infill development can be competitive (from a developer profit perspective) with suburban locations, because the in-town locations are able to achieve a price/rent premium from the consumer, which covers the additional development costs. In these desirable areas, the same factor that contributes to the higher cost of infill development – a constricted supply of land – makes the properties that are developed more valuable.

However, in downtowns and in-town neighborhoods that are not as highly desirable, particularly in smaller cities, demand is more limited, and consumers are generally not willing or able to pay a significant premium to live in the central city. Most often, prices and rents are discounted in these less desirable in-town areas. In situations where no premiums can be achieved or discounts have to be offered, the revenues will not be able to bridge the development cost gap, and privately financed, new development will not be able to occur without additional incentives. Thus, the marketability of the corridor to potential customers is as much a factor as is the cost of developing supply.

This leads to the question of what makes a downtown or infill area a highly desirable location? The Consultant Team has identified several characteristics of downtown and other in-town locations that affect the level of demand from businesses and households:

- Significance of Employment Concentration
- Presence of Strong Regional Institutions – Government, Universities, Hospitals
- Strong Retail and Services Concentrations
- Arts, Entertainment and Nightlife
- Adequate Public Safety
- Aesthetically-Pleasing, Pedestrian Environment
- Respected and Well-Planned Public Transportation System
- Attractive Natural Amenities
- Distinct Neighborhoods and a Variety of Housing Types

These characteristics are considered "pull factors" that draw population into the central city. A successful in-town area is strong in many or all of these characteristics, and is thus able to create a unique environment in which to work, live and shop – an environment that a suburban location cannot fully emulate. There are also several "push factors," or characteristics of a metropolitan region, which make in-town or downtown locations more attractive relative to suburban locations. These include:

- Advanced suburban sprawl, which makes housing and commercial space in acceptable proximity to downtown and other employment concentrations harder to find.
- Slow or no growth policies in suburban jurisdictions that make well-located suburban housing more scarce and infill development more competitive.
- Excessive gridlock in the region, which further increases commute times, and makes it more likely that households will choose to live closer to where they work.
- Higher housing costs throughout the region, which makes the cost of in-town housing more competitive with suburban locations.

The City of Charlottesville has a number of qualities that make it a desirable location for households, shoppers and businesses. It has a significant share of the region's employment, contains the region's most prominent institutions and has shopping concentrations that are strong retail destination for residents throughout the region. However, some of the most critical pull factors are lacking. The aesthetic appeal of the built environment is inconsistent, within the City and within the individual corridors of the City. The inconsistent attractiveness of the built environment is part of the reasons that most of the corridors have not become destinations and/or locations for households, shoppers and businesses. Several of the corridors, such as West Main Street, the Downtown Mall and Preston Avenue, are on the verge of

becoming very desirable neighborhoods, but currently lack the level of density that is required for a true "main street" feel.

Several regional factors are also pushing demand into the City of Charlottesville. For example, advanced sprawl and traffic congestion, while not as serious as significantly larger metropolitan areas, has been a factor in creating greater demand for housing closer to existing employment concentrations. For many households and businesses, the City is a lower price alternative to suburban locations. Further, slow growth initiatives in Albemarle County should have a significant effect on regional growth trends, and focus greater demand in the region inward toward the City.

Overall, while some corridors and neighborhoods in the City have remained competitive with suburban locations with regards to market demand and achievable prices, very few in-town neighborhoods have demonstrated the level of support that justifies strong premiums. Changes in the built environment that will create true destinations will be required to change this lack of market demand; in many cases, it will also be necessary to bridge some of the development cost and demand gap by use of various incentives.

Recommended Programs and Incentives

The goal of the City of Charlottesville should be to eliminate or mitigate the obstacles that currently limit development within the City, whether these are obstacles limiting developer interest or market demand. The following is a list of the programs and incentives that, if implemented, will help to achieve this goal.

It is critical to note that many of the following are policy tools that are designed to encourage development where it would otherwise not occur, or would not occur in a way that conforms to a broader master plan and would therefore be most desirable to the City. The greatest challenge of a local government is to provide incentives for redevelopment, while not providing the development community with unnecessary aid. This requires a clear and consistent development plan, as well as a deep and frequently updated understanding of market trends and development obstacles. It also requires that incentives be conditional, in that they attempt to encourage not just development activity, but more importantly development that meets the objectives of the City's master plan or vision.

A. **Parking Construction**
The City of Charlottesville has been aggressive in providing public parking around the downtown mall area. It is important that the City continue to assist in reducing the parking deficit in the highest use areas, such as the Downtown Mall and West Main Street corridors. It is important to note, however, that given the size of the parking deficit, the City will most likely not be able to build itself out of the parking problem.

B. **Alternative Parking Strategies**
Since building additional parking spaces will not completely solve the parking problem, alternative strategies geared towards reducing demand should be considered. One strategy being discussed within the City is a satellite parking system, whereby long-term parkers (workers, for instance) in high demand areas would park distant locations and be shuttled to their job sites. This system would allow for the valuable parking spaces near retail stores to be used by shoppers. A shuttle program has shown mixed results in other locations, as it does carry some risks. For example, employers considering a downtown location might be wary of a program that forces its employees to shuttle to their jobs, as this might make it more difficult to attract employees.

C. **Flexible Parking Requirements**
The need to provide parking as development places greater demands on the system should be weighed against the negative impact that parking requirements can have on the ability to cost-effectively develop a site. Parking requirements should allow for flexibility, so that a variety of development scenarios can be accommodated. Examples of flexible parking requirements include:

- Payment in lieu of parking, in which developers will pay a set amount per space not provided on-site. This money would feed a parking fund, which would be used to construct additional spaces throughout the City.
- Tax credits for the construction of more parking than is required, if a developer is willing or able to provide such parking and make it available for public use.
- Shared parking among multiple uses, when the various uses will create peak demand for parking spaces at different times.

The Consultant Team also supports the Parking Study's recommendations that, in some cases, reduce the parking requirements currently called for.

D. **Development of Parking Authority**
The public provision of parking is typically best handled under a special authority, whose purpose is to develop and manage parking. In some cases these parking authorities can become self-funded, using parking fees from parking garages and meters, as well as payments from developers into a parking fund in lieu of building all of the required parking on-site.

E. **Clear, Consistent and Efficient Board of Architectural Review Approval Process**
The B.A.R., while limited in geographical scope, has few clear direct guidelines, and is perceived by many developers to be too subjective and unpredictable. The consultant team believes that stronger urban design guidelines are needed in order to create a built environment in line with the recommended vision. In turn, the B.A.R. approval process must be consistent and clearly follow these guidelines so that prospective developers are not threatened by the process and/or are not frustrated by unexpected decisions. Also, this review process must be efficient so that developers feel they can react to changing market trends without experiencing costly and unnecessary delays.

F. **Zoning Ordinance Changes**
Replacing the B-zoning districts' standards as well as the M-1 zone with alternatives that are modeled on the Transition Zone and incorporate the Urban Design Guidelines in Section 3 of this report is necessary. Each of these zones should provide an urban design framework integrated with use, density and area requirements consistent with the proposed plans that are included in this report. Differences between zones should be ones of intensity of use, as defined by density, height, and maximum size of allowable retail establishment. It is important to note that simply replacing one zoning district for another is not enough. The Urban Design Guidelines actually create a hierarchy of A and B streets. Any new ordinance needs to acknowledge these differences either by providing options, depending on the street or drawing zoning district boundaries according to this street hierarchy. Furthermore, care must be taken to assure that like zoning districts face each other across streets and at important intersections. Districts should change mid-block or at alleys.

With that in mind a rezoning may be required for other districts not previously mentioned. These districts are at the intersection of McIntire Road and the 250 By-pass, which is zoned R-1; along parts of Fifth Street and Fontaine Avenue, which is zoned R-2; and along Monticello Avenue at Druid, along the northern areas of Fifth Street and along the area being referred to as South Downtown, all of which are zoned R-3. These districts simply do not accommodate the density or the desired degree of spatial enclosure required by the urban design proposals included in this report. Thus, a new residential zone may be required, which will include densities as high as 40 units/acre on a sliding scale based upon location, and will incorporate the urban design guidelines included in Section 3.

Ironically, a few of the urban design guidelines currently existing for townhouse development actually discourage the urban design principles articulated in this report. For example, the limitation on unbroken townhouse strings to eight or less, and the suggestion to vary front yard depth within a string of townhouses seem to be adopted from suburban ordinances and should be eliminated from any new district. In urban situations, block lengths are a natural limit to string lengths. At the same time consistency in front yard depths allows the establishment of the street wall. Visual interest, which is the goal of these requirements can be established with refinement of architectural details, including the provisions for projecting bays, porches, and stoops; the articulation of cornices; and elaboration of eve details, attractive window proportions and detailing including appropriately sized headers and sills.

G. Federal Funding Assistance

Several sources of federal funds are available to local governments in order to leverage local redevelopment efforts. Examples of such funding sources include:

- **Community Development Block Grants (CDBG).** The objective of the CDBG program is to assist persons of low and moderate income and initiate urban revival. Although the program has been criticized for regulations that have become increasingly difficult to meet, CDBG is still one of the most recognized and widely used sources of federal funds for urban rehabilitation.
- **Section 108 Guaranteed Loans.** Section 108 allows cities to procure a large loan up front. This loan is secured by the city's future CDBG funds. This program is a powerful tool for cities, especially those with limited funds, because it allows a city or agency to receive large amounts of funds that are useful in a large revitalization project.

- **Transportation Equity Act for the 21st Century (TEA21).** TEA21 is the next generation of the ISTEA legislation. The hallmarks of this legislation are flexibility in the use of funds, emphasis on measures to improve the environment, and focus on a strong planning process as the foundation of good transportation decisions. TEA21's flexibility and encouragement of alternative sources of transportation make it an attractive source of funding for areas that are attempting to create a pedestrian-oriented environment, as is the case with many corridors in Charlottesville. In particular, TEA21 funds can be used to provide or improve public transportation options in a downtown, which is often critical to attracting households and businesses.

- **Project-Specific Federal Funds.** Project-specific, large outlays of federal funds are available for several areas of urban redevelopment, including EPA Brownfield funds for environmentally sensitive sites, HUD Hope VI funds for the revitalization of public housing communities, and HOME funds for the provision of low and moderate income housing. The HUD HOPE VI program provides funds - anywhere from $10 to 35 million per project – to be matched in at least a 2:1 ratio matching a city's contribution/ commitment to revitalizing a public housing area. Importantly, one of the many goals of the HOPE VI program (including job and life skills training) is a deconcentration of poverty in these public housing areas. This does not necessarily require reducing the population of the area. The HOPE VI program is highly competitive; only one in three housing authority applicants is successful each year. Any program to rebuild and redevelop in this way must be planned for success with or without HOPE VI funds. All of these funds can serve the dual purpose of revitalizing large anchor sites in distressed neighborhoods, and also can be used to leverage existing, community-wide revitalization efforts.

H. **Historic Rehabilitation Tax Credits**

Several sources of funding are available from federal and state sources that provide tax credits for the rehabilitation of historical buildings. Some of the more lucrative tax credit programs require that a building be registered as an historical structure, while others merely require that a building be built before a certain date. The federal program provides a 20% (of rehabilitation expenditures) income tax credit for the rehabilitation of a registered structure. In Virginia, any entity is eligible for tax credits equaling the amount of money expended in the

rehabilitation of a registered historic structure, as long as the total expenditures equal at least 50% of total assessed value of the structure. The state of Virginia also allows for real estate tax abatement for the rehabilitation of older buildings not registered as historic. For example, in Fairfax County, the real estate tax increase incurred due to rehabilitation is abated for the first ten years if the structure is 25 years old or older. The tax abatement is phased out during the first four years after the initial ten-year period has ended. To be eligible, the structure's assessed value must increase at least a set amount.

Historic rehabilitation tax credits are important for a number of reasons. First, rehabilitation can be more cost effective than demolition and new construction, especially if tax credits offset a significant portion of the costs. Thus, the level of activity encouraged by these incentives can be greater than incentives targeting new construction. Second, encouraging preservation helps maintain the existing character of neighborhoods and corridors, which is often undervalued in the short-term by the development community, but has proven to have significant social and community (and eventually economic) value in the long-term.

I. **Local Financing Assistance**

One of the primary obstacles to new development in Charlottesville has been the inability of developers to acquire external financing. Apparently, very few local lending sources are willing or able to finance local real estate projects, so that most of the larger developments recently have been financed solely with developer capital. In order to spark greater interest in redevelopment within the City, the City should seriously consider providing financing assistance to local developers.

One potential public sector strategy would be to act as the financing source for local developers. A revolving fund could be established, which, in the long-term, would be funded by interest payments from outstanding loans. For most projects, market-rate loans could be offered, as the lack of any financing options, not the lack of low interest financing, has been cited as one of the greatest obstacles to development in the City. These loan applications should be held to the same standards that would be required by a market-rate lender. However, for development projects on critically located sites, or for development projects that will also serve a strong public need, low-interest loans could also be offered from this fund.

Another potential approach would be for the public sector to take a less active role. Under this strategy, the public sector would work with local financing institutions and developers to loosen the flow of capital. For

example, the City could guarantee the loans of selected development projects with either local or national lenders. This would undoubtedly reduce the risk associated with these loans from the lender's perspective, and encourage the flow of capital into the City. Another possibility is that the City would help developers prepare loan applications that would be more attractive to local and national lenders. For example, the City could assist in funding for professionally prepared market studies and feasibility analyses for smaller-scale projects.

It is not clear that these strategies, which require intricate planning, would be acceptable to the City given the staff requirements and other implications. Moreover, it should be noted the specific tactics that emerge out of these strategies would require review of the City Attorney for conformance with Virginia statues. At a minimum, all of these strategies would require that the City have a clear and consistent redevelopment plan, so that projects that are deemed most important to the broader goals of the City receive assistance. Becoming involved in the financing of projects would also require the dedication of staff to understanding market trends and reviewing loan applications for financial feasibility.

J. **Site Assembly Assistance/Removal of Blighted & Vacant Properties**
Providing or assisting in the acquiring of capital is not the only form of financial support that a City could potentially provide to a developer. The lack of available land for future development is clearly one of the constraints within the City, especially compared with larger, greenfield sites in suburban locations. While a significant amount of vacant land does exist in the City, it is often divided into much smaller parcels. Thus, assembling a large enough site that can actually be built upon can be a challenge for a developer.

The City of Charlottesville could potentially take an active role in assisting developers with acquiring larger development sites. One method used by many localities is land banking; whereby vacant land is brought under public ownership in a piecemeal fashion, until the time that a large enough single site exists that can be sold to a developer. A drawback of this strategy is that significant amounts of land in smaller parcels can sit vacant while the City is acquiring land. Often this period of inactivity can stall development around the vacant land.

A more expedited strategy would be for the City to become more active in acquiring properties that are underutilized or vacant, but that are blocking future development. The use of condemnation and eminent

domain can be very controversial, and will most likely be justified only in special cases. Further, currently there are very few properties that were identified as dilapidated enough to require condemnation. However, it is possible that more dilapidated or vacant properties will arise over the next ten years, in part because new development and rehabilitation throughout the City may sap demand from existing, vulnerable properties that will eventually become functionally obsolete.

K. **Below-Market Land Sales**
Once land has been assembled, the City must sell the land before it can be developed. For attractively located sites in a strong market, the City can command the highest price possible from the private market. However, often the City will own a piece of land that is not particularly well-located, or the City wants to encourage a use on the land that the private market would not consider the highest and best use. In these situations, offering below-market or even free land to a developer would be a strong incentive to prospective developers.

L. **Public Funding of Predevelopment or Development Costs**
Another way the City can provide indirect financial assistance to a developer is to contribute to the costs of the predevelopment or development of a site. Examples of predevelopment costs include the demolition and clearing of a particular site, and environmental remediation of contaminated sites. Development costs most likely to be funded include any infrastructure improvements associated with new development, such as road improvements, extension of utilities, additional parking, etc. Once again, it is important that the City only provide assistance to projects that truly need the assistance to achieve financial feasibility. This type of assistance is typically reserved for sites that are deemed critical anchors to a redevelopment plan, but also carry significant costs that a private developer would likely not accept.

M. **Public Infrastructure Investment**
Each of the studied corridors would benefit from infrastructure improvements ranging from street-tree planting, lighting, and sidewalk enhancement, to street and intersection improvements, new streets and greater parking. Recommendations for the Downtown Mall include resurfacing and expansion, as well as the provision of a new park. The specifics of these recommendations may be found in the individual descriptions of each corridor where they are ranked in order of priority (in the Downtown corridor section, under Recommended Actions). In many cases these recommendations do more than simply enhance

pedestrian comfort, add beauty or increase the functionality of an area. Many are intended to enhance the apparent stability of a corridor, while others are intended to attract development to underserved areas, in part by signaling the City's willingness to be a partner in redevelopment. In all cases they send a powerful message that Charlottesville is a well tended and cared for city, whose residents and elected officials are willing to invest in its future.

Several recommendations may include opportunities for state and federal funding, for example through the TEA21 program or CDBG. Many more will have to be funded locally. Competition for a limited pool of City resources will require a priority ranking of recommendations between corridors, which must be made according to the political process. Only then can they incorporated into a capital improvements budget.

N. Public Transportation Improvements

The enhancement of public transportation alternatives is a cost effective alternative to the expense of constructing garages to house automobiles for eight hours a day. A high quality public transportation system is also an attraction for younger employees considering a move to a Charlottesville based company, not to mention a necessity for those who cannot afford or choose not to own an automobile. To this end, the following recommendations are offered:

- Coordinate CTS and University Bus Services with seamlessly linked schedules and routes.
- Provide names for all bus stops. Each bus shelter or stop should include a signage identifying it by name e.g., Lee Park, City Hall, Paramount Theater, Martha Jefferson Hospital, 10th Street, etc). Many if not all of these names can be included on printed schedules. This will have a three-fold effect: 1) It will imprint an image of these bus routes in terms of actual places that are accessible by public transport; 2) It will fix an image of the route as permanent thing, i.e., providing greater assurance in the public's eye that if waiting at a bus stop one will be rewarded with the arrival of a bus; 3) it will increase the status of the bus as a transportation element.
- Fund a free Downtown shuttle linking to the University. This should have the effect on encouraging students and visitors to the Lawn to head downtown.

- Proceed with the implementation of web-accessed, electronic notification of waiting time for next bus at specific locations. This will encourage ridership, by eliminating the great unknown, how long to the next bus?
- Complete the literature search on light rail and commence with feasibility study of light-rail line. Consideration should be given to initiating service with dedicated busways prior to construction of more expensive fixed-rail system.
- Provide easy and safe storage of bicycles at suburban stops. Provision should be made for riders wishing to have their bikes accompany them on the bus

O. One-Stop Shopping/Marketing for Funding Sources

Given the wide variety of incentives and funding sources that are potentially available to a developer, it is important that the City provide a single point of contact for developers seeking financial assistance, and that the City advertise this service to the development community. The City's Economic Development department is currently very active in marketing the City to businesses and developers. Particularly if incentives are offered, the City must become more aggressive in marketing the development opportunities available in the corridors. A single source of information will ease the burden of finding and understanding the available incentives for developers. In particular, a concerted effort by the City to provide clear information on available funding sources will help attract smaller-scale developers and individuals looking to rehabilitate their own home or businesses. In totality, this type of development may result in a greater level of activity than the development generated by larger companies.

P. Consolidated Marketing Effort

In addition to marketing more aggressively to the development community, the City must also work with private and non-profit interests to better advertise the opportunities in the corridors to consumers. In particular, corridors should be marketed in-line with the development themes devised over the course of this study. Key groups that the City should work with include the Charlottesville Chamber of Commerce, Convention & Visitor's Bureau, and local business groups.

One of the most important objectives of a unified marketing effort should be to strengthen the role of the Downtown Mall and West Main Street corridors as entertainment and nightlife destinations in the region. There is no other area in the region that is sufficiently dominating the

entertainment and nightlife market niche. The Downtown Mall and West Main Street are already capturing a significant share of this market, and thus efforts to strengthen this market through advertising and marketing should have a good chance to achieve short-term success.

Q. **Main Street Program/Business Improvement Districts**
One of the most effective tools for the public and private partnership of redevelopment efforts has been the business improvement district (BID). In general, these entities are privately funded organizations that perform a variety of functions that benefit a specified business community, usually defined by geography. Often, these private efforts are leveraged by public funds, if the tasks performed by the private organizations are sufficiently addressing public needs.

The functions and structure of a business improvement district can vary widely. For instance, the Main Street Program is a national model that is usually administered by statewide agencies or non-profits. The program generally follows the tenets of historic preservation and neo-traditional design, and most local programs perform a variety of functions, including marketing, infrastructure improvement, retail management, and provision of development incentives. The Main Street program is attractive to local areas, because it is supported by a strong national resource base. However, while successful in many cases, the program does require a tremendous amount of administration at the local level, and the adherence to basic tenets often does not fit the individual needs of local areas. Many smaller communities do not have the resources to be able to effectively run a Main Street program.

Many other localities have taken the concept of public-private partnership inherent in the Main Street program, but have molded a program that fits specific local needs. For example, a number of cities have partnered with local organizations of downtown merchants who agree to maintain the streetscape through volunteer work. Shared maintenance of privately owned, but publicly significant, sites can reduce operating costs for private interests, while meeting public objectives. Private organizations, such as a Chamber of Commerce, are often better suited for promoting and marketing a downtown than are public agencies, but the public sector can share the costs of such marketing efforts. At a minimum, these entities are funded through a combination of voluntary dues paid by property owners and other businesses, combined with public funds.

In more aggressive partnerships, service districts are established which also raise funds through special assessments on property in the district. These service districts typically have a wide range of responsibilities, with the common objective to improve the attractiveness and marketability of a particular area.

The consultant team recommends that serious consideration be given to creation of two business improvement districts, potentially in the form of service districts, in the City of Charlottesville: one for the downtown mall and the other for West Main Street. The primary objectives of these districts should be to:

- help the City market these areas to developers, businesses and consumers;
- maintain the cleanliness and aesthetic appearance of these areas through implementation of a beautification plan and sharing the responsibility for public sector maintenance;
- improve the perception of public safety, as well as assisting tourists and visitors with information, by setting up information booths and roaming staff along the corridors during periods of peak use; and
- manage the retail and entertainment component of these corridors, including the establishment of uniform hours and regulating the vendor retailing community, which has been a particularly important issue for downtown mall retailers.

The BIDs would be funded at a minimum through voluntary dues and contributions, along with public funds, particularly if the BIDs are essentially providing public functions (e.g., maintenance of public property). However, relying solely on voluntary dues and contributions could potentially suffer from the "free rider" syndrome, whereby those who choose not to contribute still receive many of the benefits. On the other hand, voluntary contributions solely could allow more powerful developers to control the mission of the improvement district.

It may be desirable to create service districts, which would involve modest special assessments on local property owners. Service districts will only be effective if they are driven primarily by the private sector, which will be funding them, and are designed to meet the specific needs of the local businesses. On advantage of the service district approach is that each property owner would be represented.

The consultant team recommends that separate districts be created for the Downtown Mall and for West Main Street, as it appears that businesses in these two areas have significantly different interests, and a combined district might create more conflict than consensus.

R. **Encouraging the Development of Affordable Housing**

No land use has a greater impact on redeveloping areas than residential. Housing, more than any other type of development, puts people on the streets, creating a vibrant and healthy environment that benefits all types of businesses, in particular retail uses. Many of the incentives outlined above should have the desired effect of encouraging the development of market-rate housing in the corridors. However, the City must also be active in promoting affordable housing in and near the corridors.

One federal source of financial assistance for affordable housing is the low-income housing tax credit program, which provides income tax credit credits to developers who provide units at a certain percentage of the metropolitan area's median household income (60% or below). The low-income housing tax credit program is administered by the state government. Other federal programs, such as HOME and HOPE VI (for public housing authorities), also offer significant funds for the provision of affordable housing. Often these funds are used to leverage private investment.

The City of Charlottesville should seek out specific opportunities throughout the City to utilize these federal funding sources. Even if specific projects do not meet specific federal requirements, the City could utilize these federal programs as models for the use of local funds. For example, the HOPE VI program provides seed money which is used to leverage private revitalization of public housing communities. While some sites in the City, such as Garrett Square Apartments, may not be eligible for HOPE VI funding because they are not public housing communities, the City could use funds from a variety of sources as catalysts for similar revitalization efforts.

In addition to leveraging private investment with public funds, the City can either require or encourage the provision of affordable housing through zoning regulations. For example, many localities now require that a specified percentage of housing units in a new development be rented or sold to moderate or low-income households. This requirement works best in very desirable housing locations, where developers will accept the added cost in order to gain the right to develop

market-rate homes. The requirement has been successful in not only providing for more affordable units, but also providing these units in a mixed-income environment. In less desirable housing markets, an affordable housing requirement can be detrimental, as it can impede the development of any housing at all. The consultant team believes that in the short-term an affordable housing requirement would have a negative impact, as it appears that the current market is not strong enough to accept this burden. However, in the mid- and long terms, as the housing market in the City strengthens, the consultant team believes that an affordable housing requirement will be an effective method of providing new affordable units in a mixed-income environment.

The City of Charlottesville should also consider policy tools that are designed to encourage the provision of affordable housing, rather than requiring it. For example, in areas where demand exists for higher density housing, density bonuses could be offered if a significant percentage of the additional units are set aside for affordable housing. In fact, any of the incentives discussed above could be contingent upon the provision of affordable housing, especially if it is found that interest from the development community due to particular incentives is high. For example, low-interest loans could be set-aside only for developers who agree to provide affordable housing on-site. However, the provision of affordable housing should always be encouraged within a mixed-income community, so that affordable housing is not concentrated within a particular development or neighborhood.

S. **Reclaiming the Value of Natural and Recreational Amenities**

In cities throughout the nation, natural and recreational amenities have been identified as key factors in attracting households and businesses. The City has done a good job of revitalizing neighborhood parks. However, for the most part, the City of Charlottesville still has limited natural and recreational amenities, although the Rivanna River is a potentially significant asset. The consultant team recommends that the City, working with the non-profit community and private sectors, focus on creating a strong natural and recreational amenity base within the City. Particular focus should be on:

- Reclaiming the riverfront as a recreational destination;
- Constructing bike and walking trails that stretch throughout the City;

- Continuing to focus funds on strengthening and maintaining neighborhood parks as a recreational and social destination;
- Marketing the recreational amenities once they are established, such as public concerts in local parks, and festivals located along the riverfront.

Creating bike trails and reclaiming the waterfront will require a strong partnership between the public and private sectors. Much of the land that would be required is privately held, and either land ownership would have to be transferred outright, or easements would have to be established. Such land taking is often accepted by private landowners, who see the transaction as a fair trade-off, given the tremendous gains in land value (on the remainder of their land) that can often be associated with a successful waterfront or recreational revitalization.

Appendix A-1

Previous Reports, Studies, and Investigations

Study	Responsible Party	Date
Arts in Parts	Charles and Blake Hurt	04/21/98
Belmont Neighborhood Study	Belmont Neighborhood Task Force Charlottesville Dept. of Community	05/24/95
Charlottesville Urban Design	Ken Schwartz	06/08/95
Charlottesville, VA: Urban Design Plan	Carr, Lynch Associates	02/88
City Zoning: Transition Zone	Neighborhood and Planning Services	07/21/99
Commercial Corridor Analysis	Robert Charles Lesser & Co.	04/14/00
Comprehensive Plan	J. Blake Caravati George Loper	07/17/95
Corridor Design Standards:	Kirk Bishop, American Planning Assoc.	02/95
Downtown Arena Plan	Lee Danielson	N/A
Downtown Parking Demand Study	Rich and Assoc.	03/00
Dntn Property Owners Assoc Parking Study	Oliver Kuttner	03/00
Estimates	David Vanaman	12/03/98
First and Water Street Study	Stoneking/Von Storch	10/97
Guide to Rivanna Trails	Rivanna Trails Foundation	10/99
Historic Court Square Enhancements	Graham Landscape Architecture PMA	05/10/00
Historic Districts Guidelines	Dept. of Community Development Rae Development Corp.	04/99
Ivy Road Design Study	Lardner/Klein Landscape Architects DeLeuw Cather & Company	09/94
Jefferson High School Multicultural Arts center	Chuck Lewis	N/A
Letter on Affordable Housing	Bruton and Company	06/15/00
McIntire Park & the Meadowcreek Pkwy	Reilly and Associates	08/31/00
Proposal for the Redevelopment of Preston & Vinegar Hill	University of Miami	05/99
Rivanna River Basin Project	Judy Bancroft Russell Perry	05/20/98
Transit-Oriented Communities for Northern Viriginia.	UVA/VCU Design Centers	10/99
West Main Corridor Study	William Rawn Associates	02/28/93
West Main Street Task Force	Kay Slaughter David Toscano	01/13/93

Charrette Participants

Charlottesville Commercial Corridor Study
Charrette No. 1
May 22, 2000
Meeting Attendees

Participant

Joe Gieck
Anne Albright
Catherine G. Peaslee
Ashlin W.Smith
Janet Pappas
Lynne Ely
Joan Fenton
Virginia Daugherty
Oliver Kuttner
Ed Jones
Ron Cottrell
Sheldon Anderson
William Lucy
Mike Ferruggio
Andy Thomas
Colin Rolph
Preston Coiner
Herman Key
Larry Engle
Kevin Lynch

Charrette Participants

Charlottesville Commercial Corridor Study
Charrette No. 1
May 25, 2000
Meeting Attendees

Participant	Address Represented	Daytime Phone	Corridor You Represent
Eldon Wood	104 Village Road	295-4601	All - Planning Commissioner
Preston & Julie Coiner	411 Second Street, NE	979-4169	Downtown
Clarence McClymonds	701A Second Street, NE	977-2919	Downtown
Sue Weber	601 Locust Avenue	977-5179	Downtown/Martha Jefferson
Rick Jones		977-4181	Downtown/Preston Avenue
Anne Hemenway	800 Park Street	801-6574	NDRA
Deborah Honeycut	201 East Main Street	296-8548	Downtown
Catherine Peaslee	307-A Second Street, NE	977-4881	Downtown
Jane Foster	6 Gildersleeve Wd	293-3683	JPA
Len Schappa	1439 Westwood Road	295-6485	Preston
John R. Polk	1208 Bland	295-8326	River - Downtown
David & Joyce Repass	227 East Jefferson Street	984-0935	Downtown
Gene E. Smith	306 Westminister Road	971-5538	Albemarle Border
Julie Gronlund	1934 Lewis Mountain Rd	293-7488	Lewis Mountain Road
Darcy Phillip	703 Bolling Avenue	977-6070	Preston
Mary Hughes	310 Hedge Street	924-6015	UVA
S. A. Anderson	500 Court Square	924-6015	UVA
Mark Rylander	607 Lexington/410 E Water	979-1111	Downtown
Susan Payne	206 East Jefferson	977-7607	Downtown
Susan Oberman	604 Grove Avenue	244-0714	Martha Jefferson
Cynthia Carter		245-2419	Starr Hill
Vincent Derquenne	910 St. Charles Avenue	977-1818	All
Downing Smith	810 Locust Avenue	924-3999	
Meredith Richards	1621 Trailridge Road	295-6234	
Ed & Margaret Jones	340 Key West Drive	295-9949	West Main Street
Blake Caravati	1108 Little High Street	295-7832	
Marcella Day	436 North First Street	296-6322	West Main Street/Downtown
Brandon Smith	311 East Market Street	984-4376	Downtown

Charrette Participants

Charlottesville Commercial Corridor Study
Charrette No. 2
Monday, June 12, 2000
Meeting Attendees

Name	Address	Phone Number
Jim Hatcher	230 Douglas Avenue	984-3809
Sue Weber	601 Locust	977-5179
Mike Farruggio	316 Monte Vista Avenue	970-3540
Robert Nichols	900 Belmont Avenue	979-0502
Shirley Cauley	204 #1 Montebello Circle	977-2888
Nancy K. O'Brien	501 9th Street S.W.	
Francis H. Fife	P. O. Box 557, 22902	971-9798
Ken Girasek	700 Graves Street	971-1367
Zan Allen	940 Rock Creek Road	295-3339
Barbara Edwards	614 Beechwood Drive	971-8616
Seybel D. Dorrier	1395 Stony Point Road, 22911	295-5469
Rydell Payne	755 King Street	923-0680
Eldon Wood	104 Village Court	295-4601
Bob Smith	Albemarle County	978-2050
R. M. Hewitt	1932 Blue Ridge Road	977-8846
Caroline Nunley	310 Avon Street #16	293-7891
Claude Cotta	1050 Hopkins Court, 22901	984-7414
Maria D. Chapel	1029 Hazel Street, 22902	977-5759
M. F. Hunter	702 Sonoma Street, 22902	296-7198
Carol L. Newcomb	201 Todd Avenue	295-6981
Earl Leake	201-B Todd Avenue, 22903	296-2840
John Coles	1836 Polo Grounds Road, 22911	973-6505
Sam Rivkin	862 Campbell Road	293-7388
J. Johnson	1702 E. Market	977-6614
Eileen Stephens	City Market	975-5455
Bernie Garrison	City Market	970-3271
Cecile H. Gorham	1115 Sycamore Street	295-1668
Bob Stroh	1412 Kenwood Lane	977-1812
Joe Aust	813 E. Jefferson Street	977-3033
Dan Painter	City – Engineering	977-3238
Robin Lollar	City	970-3360
Greg Jackson	613 Belmont Avenue	984-5012
Kelly Godfrey	1003 Carlton Avenue	293-3569

Charrette Participants, contd.

Name	Address	Phone Number
Darcy Phillips	703 Bolling Avenue	977-6070
M. F. Hunter	702 Sonoma Street	924-1413
Christine Palazzolo	903 Rives Street	293-8993
Linda Ragland	1025 Carlton Avenue	295-8433
Jim Dettor	1025 Carlton Avenue	295-8433
Mark Karafa	P. O. Box 213	295-5165
Ken Thacker	501 Lexington Avenue	296-5684
Sue Weber	601 Locust	977-5179
Steve Lawson	City Yard	970-3830
Jim Palmborg	City Yard	970-3800
Peter Echulz	1940 Jefferson Park Avenue	971-3566
Karl Guiler	1712 JPA	970-2048
Ken Girasek	700 Graves	971-1367
Mitchell Donns	Monticello Avenue & Carlton Road	817-1240
Carl Cash	517 Avon Street	813-2712
Helen Poore	City	970-3840
Robert H. Mincer	The Corner	296-5687
Kevin Lynch	609 Locust Avenue	293-2890
Gene Fifer	2408 Sunset Road	293-4014
LeRoy Brugon	2576 Free Union Road	971-7587
Eric S. Bruton	1000 Preston Avenue	295-4184
Kat Imhoff	TJMF – Monticello	984-9802
John Shepherd	112 Village Street	244-7803
Susan Thomas	City Neighborhood Planner	970-3109
Claudette Grant	City Neighborhood Planner	970-3182
Andy Thomas	1015 Druid Avenue	971-7160
D. W.	5th Street Extended	979-8071
Caroline Nunley	310 Avon Street	293-7891
John Sleeman	1617 Trailridge Road	924-7555
Allison Sleeman	1617 Trailridge Road	924-0933
Sue Weber	601 Locust	977-5179
Ron Higgins	615 Lexington Avenue	970-3182
Nancy Damon	2407 Jefferson Park Avenue	295-6974
Virginia Daugherty	104 W. High	295-5104

Charrette Participants, contd.

Name	Address	Phone Number
Francis H. Fife	PO Box 557, 22902	971-9798
Judith Mueller	305 4th Street N.W.	970-3301
Meredith Richards	1621 Trailridge Road, 22903	295-6234
Preston & Julie Coiner	411 2nd Street N.E., 22902	979-4169
Ken Girasek	700 Graves	971-1367
Leroy H. Bruton	2576 Free Union Road	971-7587
Lucy H. Thomas	1015 Druid Avenue	296-8473
Andy Thomas	1015 Druid Avenue	296-8473
Nordia Higgins	NBC 29	220-2900
Allison M. Sleeman	1617 Trailridge	979-4593
John K. Sleeman	1617 Trailridge	979-4593
Richard Hewitt	1932 Blue Ridge Road	977-8846
Anna Towns	900 Belmont Avenue	979-0508
Caroline Nunley	310 Avon Street #16	293-7891

Participants at the charrette were asked to comment on their "Likes, Dislikes and Wishes." The following remarks were received at a community meeting on Monday May 22, throughout the charrette process, and again in the follow-up meeting on May 25th:

Downtown:

Likes:
- Use of Brick Paving
- View Corridors to the mountains (West Main and East end of Downtown Mall)
- Planting
- Small Parks (McGuffey, Lee, Courthouse)
- Mixed Use Community including residential component
- Pedestrian Friendly
- Street Lighting
- Public Performance Space (Amphitheater, Central Space)
- No Cars
- Central Place Fountain (9th Street)
- Safety
- Street Theater
- Sidewalk Cafes
- Activities for Children
- "Fridays after 5"

Dislikes:
- Cross Traffic at 2nd Street, Downtown Mall
- Disconnect Between Downtown Mall and West Main (McIntire Road)
- Parking Decks
- No Comprehensive Plan for Downtown Mall (use, infrastructure, landscape, quality)
- Style of Downtown Mall Lighting
- Random Downtown Mall Vendors — cost of permit undercuts the permanent retail/ storefronts
- An Arena downtown; Paramount Theater will bring people downtown – less need for an arena (lots of people are against the arena downtown)
- Insufficient Public Transportation (West Main, Downtown Mall)

Wish List:
- Parking Requirement Relief at Downtown Mall – shared parking?
- More Housing Downtown
- Underground Utilities
- Better City Market with Permanent / Better Home (maybe City could get involved)
- Public Restrooms for Downtown Mall
- Grocery Store (downtown accessible) Supermarket with Groceries and Produce
- Removal of Newspaper Boxes (different treatment)
- News Stand
- Cross-Streets at Mall – Mall needs more visibility for visitors – could be another "cross through – Maybe Pedestrians Only – Connect Downtown Mall to Side Streets (Water, Market) If there are going to be cross streets on the mall, they should be treated as "streets" with separate paving, curbs, etc. Children will know to "look both ways" rather than running through.
- Concentration of Retail
- Overall Coordination of Street Vendors, Utilities, Parking; Eliminate Permit Parking; Provide Parking that looks good; More dependable transport to/from Satellite Parking (trolley); No satellite parking
- Local existing merchants should supply "Friday after 5"
- Lewis and Clark museum
- New county courthouse not adjacent to existing, historic courthouse (historic courthouse should remain "as is"); possibly build on Market street or Water street property

West Main:

Likes:
- View Corridors to the mountains
- Pedestrian Friendly
- Parallel RR Tracks (potential for additional access)
- Ground Floor Retail where it exists at West Main (7th to station, north side)
- Street Lighting
- Safety
- Bike Lanes
- Parking where it is screened from the street
- Sidewalk Cafes
- Connection/Continuity of Downtown to UVA
- West Main Street Bridge
- The Corner (scale, streetscape, retail mix)

Dislikes:
- Bike Lane at the Corner
- Bus Exhaust / Noise
- Overflow Railroad Track
- East-West Railroad Corridor Acts as Barrier / Divider
- One Dimensional Development (Marriott, etc)
- New 9th st. / 10th st. connector is too vacant, needs some new development
- Narrow Sidewalks on West Main
- Insufficient Public Transportation (West Main, Downtown Mall)

Wish List:
- Better West Main Parking – Shared parking; consider "starving" West Main for parking to force transportation alternatives
- Need Street Trees as a Buffer to Cars

Lighting on West Main and all-over needs coordination — would like gas lamps on downtown mall
Concentration of Retail
Potential of "City Yard" to be a Place: Residential, mixed-use, mixed-income area
Public / Civic space on West Main, possible destination

Preston Avenue:

Likes:
Planting
Bike Lanes
Reid's Market

Dislikes:
Gas Station at Preston
Difficult pedestrian Crossing at McIntire and Preston
Lack of pedestrian friendliness on Preston; a pedestrian "no-man's-land"

Wish List:
Concentration of Retail
Potential of "City Yard" to be a Place: Residential, mixed-use, mixed-income area

General:

Likes:
Wide sidewalks
Diverse Economy
Locally Owned Businesses
Historic Buildings
Restaurants
Trees on All Corridors
Farmer's Market
History/Legacy of Commercial Activity
Live Arts
Municipal Band
Festivals
Department of Public Works
Incorporating a mix of uses within parking structures

Dislikes:
Above-ground Utilities
Senior Community: Attention to growth services
Lack of Replacement of Street Trees
Number and Location of Newspaper Boxes
Abandoned Buildings in Architecturally Controlled District
Lack of Minority Owned Businesses
Lack of Pedestrian Crossings at major intersections
Insufficient Bike Paths
Little available affordability in housing and shopping opportunities

Wish List:
Street-name consistency – street is the same name from one end to the other
Series of small parks from Monticello to University
Railroad Corridor: possible local train use (multiple stops within Charlottesville) for a trolley right-of-way, potential for Housing, Connector: create Bikepath/ Footpath in existing corridor
More Public Schools: Elementary and Preschool
Better Trash System
Underground Utilities
Business Center
Consistent Sidewalks (width and treatment)
Need better Pedestrian Connections to Library
Permanent Bike Paths
Nice Traffic Circles that could make it easier to cross the street
Co-op
Incremental Public Development
More Attention to Residential Mix / Affordability - Re-proportion program mix
Connect the Three Corridors (downtown mall, west main, Preston) with Through Streets (residential)
Increase perception of Safety with Greater Police Presence: Visibility
Make a Neighborhood out of McIntire Road, with Jefferson School and the Omni
Need Comprehensive Plan for Parking - Solved Locally – Public/ Private; Raise parking fines Partnership/Cooperation – maybe an "authority" similar to what is at West Main, now.
If parking under Lee Park; consider entrance and exit at Market Street, instead of Jefferson.
Free transportation (smaller bus, demand/response) on West Main; could have an aerial tram-way; Create a canal system to the university
Connect to / Don't Isolate Public Housing (Garrett Square) Needs more security; create a connected neighborhood in the tradition of other Charlottesville neighborhoods where neighbors observe their community; know their neighbors and recognize unwanted situations.
Plan for auto service; what does it look like – where does it go?

June 12, throughout the charrette process, and again in the follow-up meeting on June 15:

5th/Ridge:
Likes:
- Historic houses on Ridge
- 5th Street parkway traffic flow and landscape
- Bridge on Ridge Road

Dislikes:
- 5th Street too wide
- Ridge is too fast: can't see older homes
- No continuity

Wish List:
- Economic opportunity on vacant property on 5th
- 5th Street shopping is a mess: "Willoughby" not kept up
- Park (central) Tonsler
- Park along McIntire

Cherry Avenue:
Likes:
- Brick paving and attractive lighting on 9th/10th connector
- Markets are accessible to all
- Local business owners in Fifeville/ neo-traditional

Dislikes:
- Bumpers overlap sidewalk
- Traffic flow

Wish List:
- Good businesses but not appropriate

Fontaine:
Likes:
- No "strip" development

Dislikes:
- No continuity

Wish List:
- Fontaine as mini; i.e. Belmont

Monticello & Avon:
Likes:
- No "strip" development
- Can walk to work
- Parkway not a great personality
- Specific park use/destination
- Scatter public housing
- View of Monticello from Monticello Road
- Connects to mountains

Dislikes:
- Hot rodding and drugs

Wish List:
- Clark school
- Replace Rent-a-center: visually undesirable

High Street:
Likes:
- Narrowness

Dislikes:
- Traffic backups
- Terrible traffic on lower High
- Ugly hodge-podge
- Diverts traffic to residential streets

Wish List:
- Good businesses but not appropriate
- Can't get back on bus where you get off

Belmont:
Dislikes:
- Not enough of police presence
- No focus to quality of life

General:
Likes:
- Feeling of Old Ridge and Belmont vs. lower East High
- Protection and provision for maintaining/replacing tree cover
- More sophisticated zoning handles transition from commercial to residential
- Use transition zone enlarging area/ design standards
- Appropriate locations for commercial uses
- Business associations-collaboration among businesses
- Pocket parks/people space
- Canopy
- Gas stations
- Small markets
- Businesses don't need excessive parking because people can walk to them
- Pedestrian friendly
- Multi-level lush landscaping
- Sense of neighborhood

Dislikes:
- Sidewalks too small
- Widening road reduces/loses planting and landscape
- A lot of empty infrequent busses

Wish List:
- Subsidize business more than housing
- More public notice of busses
- More interspersed business in neighborhoods
- Would like to limit size of incoming businesses where appropriate
- Awareness of bus schedule/ convenience
- Corridors as "knitters" and "dividers"??? at what scale??
- Mixed use character
- Want provisions for bicycles and alternative transportation
- Provide more bicycle parking
- Tax incentives for alternative transportation
- Light rails/hubs
- Restrict trucks on residential streets
- City to take more risks on other forms of transportation
- Distinct understanding "when you enter Charlottesville"
- Understood system of "I am here" distinct from UVA
- Quiet busses
- "Ride with a friend" program ridesharing
- Motorcycle parking

June 26, throughout the charrette process, and again in the follow-up meeting on June 29:

River & Long:
Likes:
- Rivanna River
- Repair/rental businesses on River Road
- Idea of "Crossing Free Bridge" into the city

Dislikes:
- Bad air quality
- Polluted river
- No access for bikes from Greenway to River Road
- Empty grocery on River Road
- "Backs" to river
- Can't cross street
- Ugly streetscape on Long St./ tough walls
- Can't go east on 250

Wish List:
- Greenway trail along Rivanna
- Potential of River Road
- Easy River Road link to parks
- More use of river front (River Road)- housing, public use, businesses mix in with existing uses
- Steps to improve river quality
- Boat access to Rivanna at River Road
- Sense of arrival to Charlottesville: unique and identifiable place: across Free Bridge
- Natural aspect of river
- Opportunity for creativity

Emmet:
Likes:
- 2 story aspect of Ivy Square
- Park-like quality of 250/Emmet interchange
- Nature of Ivy Road-2 lane instead of 4 lane
- Barracks Road is an easier more approachable scale
- Barracks Road landscaping
- Barracks Road chains mixed with local ownership
- Diversity of businesses along Ivy Road
- Lane stretch of Ivy
- Foods of all Nations
- St. Ann's adds to diversity of Ivy

Dislikes:
- Improve Hydraulic interchange
- Post office "U-turn" requirement
- No landmarks
- Unfriendly hotel location
- Buildings don't front street: UVA with parking garage and gym
- Can't cross to other side
- Little control over UVA property

Wish List:
- Idea of expanding Hillsdale Drive
- Coordinate with "the Grounds Walk"
- Connect all trails across Ivy and Barracks
- Create alternative modes to access Barracks, etc, on the Emmet Corridor at 29
- Want housing integrated into Emmet/ Barracks
- Transit at University and Barracks (creative transit uses throughout)
- Sense of arrival to Charlottesville: unique and identifiable place: 29 South into Emmet
- Pedestrian access to "The Park" from Barracks
- Access off street "Interparcel connectivity"
- Suburban intersection at Hydraulic Road/250
- Consolidated curb cuts on Ivy
- 10 minute headways on 29

McIntire:
Likes:
- Location of rescue squad
- Streetscape north of Preston
- Skateboard park
- "Park-like quality" of McIntire
- Creeks you can't see

Dislikes:
- Not pedestrian friendly at Preston intersection
- No pedestrian access to McIntire park from McIntire Road
- No off-road bike access to park
- Lights at ball field
- Absent guard rail between parking and creek
- Loud, fast traffic
- Improve water quality, control

Wish List:
- Connect rains station at McIntire Park
- Connect park system along McIntire/ Ridge
- Pedestrian and bike access to McIntire Park

Harris:
Likes:
- Nice mixture/functions well

Dislikes:
- Traffic too fast

Wish List:
- Renovate trailer site on Harris- residential

General:
Likes:
- Feeling of Old Ridge and Belmont vs. lower East High
- Protection and provision for maintaining/replacing tree cover
- More sophisticated zoning handles transition from commercial to residential
- Use transition zone enlarging area/ design standards
- Appropriate locations for commercial uses
- Business associations-collaboration among businesses
- Pocket parks/people space
- Canopy
- Gas stations
- Small markets
- Businesses don't need excessive parking because people can walk to them
- Pedestrian friendly
- Multi-level lush landscaping

Sense of neighborhood

Dislikes:

City's sign ordinance too restrictive
Billboards
No sense of entry

Wish List:

Transitional zoning concept/mixed use
Design criteria for city furniture: fixtures, signs, identifiable family of options
"Charlottesville Tourist Trail"
City-wide "pedestrian plan"- economic development consideration
Partner with county to share cost
Consistent street fixtures
Pedestrian scale lights/city line standard change