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The Project

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BACKGROUND

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

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

Out of great adversity comes triumph for those who endure and it became ever more clear that a new group, a new pathway, and a renewed ideal must emerge. With a reverence toward the history of African American prosperity in Vinegar Hill before its destruction and a recognition of the critical importance of African American wealth building, New Hill Development Corporation was established to build pathways of upward mobility in a city where wealth and prosperity abound, yet is excluded in plain sight.

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

PROJECT TIMELINE

March 7
Community Engagement Kick-Off Meeting

March–April
Starr Hill Neighborhood Tour

May 1
Community Leader Interviews Begin

May 5–May 6
Community Organizers Onboarding and Training

May 9
Community Focus Groups

May 12
Neighborhood Vision Work Session

May 23
Neighborhood Vision Community Meeting

June 11
Operation Hope Events

June 12
Launch Pynka

May–September
Ambassadors engaged the Community in supportive and informative ways

June–September
Regional Research & 1:1 Interviews

June–September
City Leader Feedback

August–September
Subject Matter Feedback Sessions

August–September
Launch Qualtrics

September 12
Project Completion

March
April
May
June
July
August
September
October

PROJECT OVERVIEW

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

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

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

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

Local Initiative Support Corporation (LISC)

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

Floricane LLC

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

RW Ventures LLC (RWV)

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

Community Organizing Ambassadors

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

Community Participants

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

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COMMUNITY ENGAGEMENT

PROCESS OVERVIEW

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

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

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

- Hiring a small team of Community Organizing Ambassadors within the local Charlottesville community to support the overall engagement process.
- Conducting door-to-door interviews and surveys with each resident and business owner in the Starr Hill neighborhood.
- Facilitating several series of in-depth interviews and focus group discussions with key community stakeholders, including adjacent neighborhood resident associations and Starr Hill business owners. Focused conversations were also held with key members of the African-American business community, local community and nonprofit organizations, City and County departments, local housing leaders, new developers, workforce development programs, and larger area employers.
- A community meeting at the Jefferson School African American Heritage Center to introduce a preliminary Neighborhood Vision and Guiding Principles synthesized from community input. During that session, more than 50 stakeholders provided additional perspective and feedback that helped to refine and reshape the emerging vision.
- Gathering feedback and additional perspectives through a series of small group reviews of elements of this document in draft form.
- Additionally, the engagement process leveraged two new technologies to extend outreach, engagement and feedback opportunities across the broader community:
  - Pnyka (“Puh-nee-ka”) is a communication and analytics platform for communities to talk constructively about important issues. Using structured forums called “Assemblies,” individuals engage in positive and productive conversations focused on learning more about an issue. Community leaders use the platform’s analytics to understand different views on issues discussed and to see actionable takeaways. This tool was used by NHDC to reach audiences that may not be able to attend community meetings, and to engage people in conversations by area of interest.
  - Qualtrics is a web-based survey tool to conduct survey research, evaluations, and other data collection activities. This tool was used by NHDC to provide a visual reflection of what was heard during the community visioning process and allow respondents to share additional ideas.

REGIONAL PERSPECTIVE

CITY OF CHARLOTTESVILLE

NEIGHBORING COMMUNITIES

STARR HILL

NHDC | STARR HILL – SAP CONCEPTS

CONFIDENTIAL & PROPRIETARY 10.30.19

100

150
Community Context

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

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

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

However, the benefits of this growth, and the attractiveness of the area, are not shared equally across racial and ethnic groups. Black residents’ median incomes are less than 60% of that of whites, and unemployment rates are double. In Starr Hill itself, the median income is nearly the same as the city’s overall—approximately $40,000—while the Starr Hill/Fifeville/10th and Page area is 25% lower at $30,000.
The area’s primary companies, and the bulk of the economic activity is in government, education, health care, and tourism/hospitality. UVA is clearly the region’s largest employer, with nearly 30,000 faculty, staff, students, and contract workers, and the university purchases a significant amount of goods and services. There are a handful of private sector industries—tech, biotech, and food manufacturing foremost among them—starting to show strong growth potential but still relatively small in the overall economy. There appears to be a very low rate of minority business ownership in the region and city generally, let alone in the more innovative tech and biotech sectors. Minority small businesses are currently concentrated in areas such as janitorial services and food services.

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

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

Many of these factors and trends can be summed up through the application of neighborhood typologies, which provide a sophisticated shorthand for understanding diverse geographies. This project incorporated the DNT Neighborhood Typology (“DNT”) which analyzes 23 variables that efficiently describe an area’s people, businesses and land through hierarchical clustering. This methodology sorts Census block groups and assembles them with the other block groups to which they are most similar. With these relationships established, clusters of neighborhoods with common traits emerge. DNT has organized these groups into one of 9 neighborhood types. Each neighborhood type has a distinct identity—for example “Port of Entry” neighborhoods are largely immigrant communities, “Urban Tapestry” types have a more diverse, eclectic character, “No Place Like Home” neighborhoods are middle-income bedroom communities and so on. When applied to Charlottesville, the resulting map shows a city largely made up of middle-class residential neighborhoods, diverse communities surrounding UVA, and several lower-income, transient communities adjacent to Starr Hill. This exercise quickly highlights the different worlds that Charlottesville residents can live in, even in the midst of a generally prosperous and growing city.
Charlottesville’s housing market is extremely tight, reflected in the fact that it is the second most expensive metro area in the state, second only to the Washington, DC metropolitan area. This is due to the combination of limited land and housing stock supply coupled with a large portion of the city’s recent population growth coming via in-movers from more expensive cities, bringing with them the resources to pay for housing that many current residents can afford.

The upward pressure on prices is creating housing affordability problems for many families across the area. Based on HUD calculations, the Fair Market Rent for a two-bedroom apartment in Charlottesville is just under $1,200. This price that would require income equivalent to 3.1 full-time minimum wage jobs for renters to afford it without being cost-burdened. Vacancies are quite low at around 4%, and they have been approximately this low for some time. Asking rents across almost all unit sizes have been increasing steadily across the last decade. With the demand for student housing increasing, recent development of rental properties has focused on that population and their price point, leaving most new multi-family housing in the city unaffordable for large portions of residents. Families making up to 60% of the Area Median Income (AMI) are highly unlikely to find affordable units in the area without experiencing overcrowded conditions. For those looking to purchase homes, affording the average priced new home would require an income exceeding 120% of AMI—above $108,000—a figure that only 17% of the city’s population can meet.

As the chart below suggests, there are very few housing options available to low- and middle-income households in Charlottesville. Even households that qualify for a VHA or conventional mortgage are met with severely restricted supply; the average sale price for homes in the city is almost double the price that an 80% AMI household could afford. There is a limited amount of new Section 8 tenant and rental assistance being provided due to lack of funding at the federal level and a backlog of physical repair needs. The LIHTC program continues to produce a few projects a year in Virginia (2019 and 2020 delivery will far surpass previous years), but these properties can only serve a limited number of households.
In the years following the Civil War, African-Americans comprised as much as 35% of the population in the greater Charlottesville area. By the dawn of the 20th century—a small Charlottesville neighborhood emerged as an important focal point for Black cultural, social and business life.

That neighborhood, Vinegar Hill, lay between streets that are now the Downtown Mall and the University of Virginia. It was not the only Black neighborhood in Charlottesville, but by the 1920s Vinegar Hill was known for its energy, vitality and its importance to the Black community.

The construction of The Jefferson School in 1926 served as an additional anchor for the Black community. It served as Charlottesville’s first high school for Black students until 1951. For several years it was an important focal point for Black cultural, social and business life.

Vinegar Hill’s structures and businesses, and the surrounding predominantly Black neighborhoods were razed in the 1970s to make way for the University and Downtown Mall. For much of the 20th century, a significant portion of Charlottesville’s African-American community comprised close to 35% of the population. The black community served as both a center of Black economics and culture but also for systematic oppression and neglect.

In the 1970s, the predominantly Black neighborhoods of Rose Hill and Page neighborhood were razed in the 1970s. At that time, Black residents from 10th and Page neighborhood petitioned the Planning Commission to prevent a section of land near Preston Avenue from being rezoned and a willingness to think differently about community development changed the conversation in Charlottesville—and allowed for a new commitment to engage in meaningful opportunities for growth and a growth of the Black community.

Even as Vinegar Hill gained its footing as a Black business district in the 1920s, the Black neighborhood of McKee Row was being demolished and replaced with white-only Jackson Park. This pattern of Compute and building Black property was replicated repeatedly—more so as recently as the late 1970s. At that time, Black residents from the 10th and Page neighborhood petitioned the Planning Commission to prevent a section of land near Preston Avenue from being rezoned.

The construction of The Jefferson School in 1926 served as an additional anchor for the Black community. It served as Charlottesville’s first high school for Black students until 1951. For several years afterward The Jefferson School served Charlottesville’s elementary age Black students, before becoming the first integrated school in Charlottesville—serving all of the city’s social graders from 1965 to 1970.

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

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

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

In the 1970s, the predominantly Black neighborhoods of Rose Hill and Ridge Street reached out to City Council with a call for public investment. Decades of neglect—neglected trees, street lighting and drainage was ignored; and public services were largely absent.

For much of the 20th century, a significant portion of Charlottesville’s African-American community comprised about one-third of the city’s population. For these residents, it has been a century marred. Only recently has an increase in public awareness and a willingness to think differently about community development led to the loss of social, political and economic wealth and influence for most of Charlottesville’s African-American community.

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Community Vision and Opportunity Areas

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

Viewed as a set of building blocks, the Neighborhood Vision and Guiding Principles reflect real, foundational truths that emerged in each of the one-on-one, focus group, and community group discussions. The engaged stakeholders articulated a strong desire for the future of Starr Hill to be shaped by a set of guiding principles rooted in equity, prosperity, inclusion and connection. Through the summer, many of these stakeholders were invited back into conversations to shape and refine the Neighborhood Vision, Guiding Principles, and the Strategies and Initiatives to create the backbone of this Small Area Plan.

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

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

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

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

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

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

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

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

Vision & Guiding Principles
OPPORTUNITY 1
Strategies, Initiatives & Focus Areas

Economic and Entrepreneurship

STRATEGY I – CREATE A VISIBLE HUB FOR BLACK BUSINESSES:

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

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

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

STRATEGY II – FILL SMALL BUSINESS FINANCING GAPS:

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

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

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

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

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

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

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

STRATEGY IV – DEEPEN ENGAGEMENT AND COORDINATION WITH ANCHOR INSTITUTIONS:

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

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

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

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

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

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

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

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

• Capacity building for New Hill Development Corporation

Champions: New Hill Development Corporation

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

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

Champions: New Hill Development Corporation

Potential Collaborators: Chamber of Commerce, UVA Economic Development, WillowTree, Carolina Hill Canning, CIA Institute, NOC, CDOE, U/Virginia
STRATEGY I – SUSTAIN AND GROW STARR HILL’S RESIDENTIAL CORE:

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

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

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

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

- Enhance the pedestrian connection between the neighborhood and adjacent residential and commercial area.
- Support the existing Rail-to-Trail conversion.
- Calm 4th Street between West Main Street and Preston Avenue, promoting increased pedestrian access and safety across and along the corridor.
- Transform Commerce Street between 4th and 6th Streets, re-establishing the commercial, service and entertainment businesses.
- Transform commercial and residential development, including opportunities for community commercial, service and entertainment businesses.

OPPORTUNITY 2

Housing and Connectivity

- Develop clear, visible and safe pathways that strengthen connectivity between Starr Hill and adjacent neighborhood.
- Support the Anti-Displacement Tax Fund Program, and other strategies that support and encourage home ownership, maintaining the affordability of property ownership in Starr Hill and the broader community.
- New mixed commercial and residential development, that will create a higher density mixed use and typology, live/work development with affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses.

STRATEGY III – PLACEMAKING AND LEGACY ART:

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

- Enhancing streetscapes and building facades with murals and other art installations, both permanent and temporary or seasonal.
- Enhancing parks and open spaces with mural and other art installations, both permanent and temporary or seasonal.

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

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

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

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

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

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

STRATEGY III – PLACEMAKING AND LEGACY ART:

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

- Enhancing streetscapes and building facades with murals and other art installations, both permanent and temporary or seasonal.
- Enhancing parks and open spaces with mural and other art installations, both permanent and temporary or seasonal.

- Identify areas throughout the community that are of cultural significance and invite community engagement, reflection and interaction.
BLACK-OWNED BUSINESS PRESENCE

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

Economics and Entrepreneurship

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

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

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

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

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

NEW RESIDENTIAL DEVELOPMENT

A critical aspect of any development on City Yard includes a substantial array of affordably priced housing options—from single-family townhomes to apartments. The addition of new homes along Brown Street will complement the existing residential core of Starr Hill, while a mixed use development on City Yard will provide affordable options for several hundred new residents.
It is important to empower the people who live in this community.
– Starr Hill resident porch conversation

EXISTING RESIDENTIAL SUSTAINABILITY

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

Housing and Connectivity

CONNECTING NEIGHBORHOODS

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

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

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

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

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

“I think it’s important to restore and strengthen the connections between Starr Hill and the broader network of neighborhoods. It would create more safe and sensible ways for pedestrians, cyclists and drivers to transit key pathways to and through Starr Hill.” – Starr Hill resident porch conversation

“The proximity to existing spaces downtown should be part of the final plan.” – online survey respondent
Placemaking, Culture and Legacy

REIMAGINE STARR HILL PARK

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

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

POCKET PARKS AND GREENSPACES

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

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

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

Opportunity Area
Placemaking, Culture and Legacy

AMPLIFY THE JEFFERSON SCHOOL AS A BLACK CULTURAL HUB

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

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

- Community focus group participant

Neighborhood's vision has to build a 'kitchen culture' that stretches across the entire geography — business owners, restaurants, residents, nonprofit, children and families. Create pathways of purpose—that help give people a sense that they belong here, and how they belong here.

— community focus group participant

There needs to be a natural gathering places for families. Connect the neighborhood around community space where people will gather, connect and play.

— community focus group participant

Opportunity Area

- Strategically populate the indoor and outdoor spaces of the Jefferson School with businesses, services and products that serve the African-American community on a wider spectrum including education, economic, and social venues.
- Establish outdoor performance spaces or an amphitheater/public lawn for a mix of community based and impromptu events and engagements.
- Launch a monthly Food Truck Court, a gathering on the JS parking circle of food trucks and restaurant vendors with entertainment.
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- Community focus group participant

Neighborhood's vision has to build a 'kitchen culture' that stretches across the entire geography — business owners, restaurants, residents, nonprofit, children and families. Create pathways of purpose—that help give people a sense that they belong here, and how they belong here.
ENHANCE THE JEFFERSON SCHOOL’S PHYSICAL PRESENCE

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

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

LEGACY ART

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

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

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

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

The Starr Hill area is currently zoned for intense development along the 3 boundary edges flanking high trafficked corridors: Preston Avenue, Ridge/McIntire Road and West Main Street. The type of zoning is overbearing in many places for the lesser density spaces interior to the community. This SAP does not ban intensity; it simply acknowledges that massing is more appropriate in some areas more than in other areas. And, as such, provides for the intentional design of the dense development by recommending the best density locations and relationships to the whole of the Starr Hill area and its place within the greater Charlottesville community.

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

**CONNECT**

The active rail spur and eyesore along the east edge of Starr Hill serves the street fronting business parcels along the south edge of Preston Avenue; disrupting the continuity and accessibility of the commercial corridor. The intrusive spur and adjacent topography further separate these parcels from the city and other community areas to its north, east, west and south. This condition, increased access and circulation to, through and around the Preston Avenue parcels would be a significant improvement for the property owners, businesses and the community they serve and support. Proposed improvements include: Open up the tunnel and add new public right of way through to 4th Street, support the rail to trail conversion, and construct buildings that create and promote attractive walkable corridors between Preston parcels and City Yard.

**STRENGTHEN**

By relocating City Yard to areas more fitting and supportive of its industrial use, the acreage can be subdivided and redeveloped as a mixed use neighborhood (Central Park) similar to the Mall of medium and high density development that is more responsive to Starr Hill’s community vision and physical, social and economic needs. A lesser density residential use is proposed along the Brown Street edge with development transitioning to mixed use and more density along the north edge behind Preston Avenue parcels. This area is richly served by multi-modal transit / bike paths so a reduction in the parking requirements is supported. Irregular blocks of varied sizes and whimsical roadways respond to existing easements and space between buildings similar to the Downtown Mall. This area will need new rules for how buildings respond to street (set backs, etc), size of lots, and adjacent properties. Density responds to lower needs along Brown Street and gradually rise to higher intensity at Preston and rail spur.

**PROTECT**

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

**NOTE:** Existing Zoning will not implement the Starr Hill Neighborhood’s Vision. Consequently, the project team (not shown) and local community will be engaged in determining the most suitable and balanced zoning for this area.

### Neighborhood General

- **Building Types, at low to moderate intensity development**
- **Neighborhood Mixed Use Center (Replace Existing Zoning with Mixed Uses at moderate intensity development)**
- **Urban Core (Replace Existing Zoning with Mixed Uses at high intensity development)**

### Neighborhood Mixed Use Center

- **Development (Replace Existing Zoning with Mixed Uses at high intensity development)**
- **Urban Core (Replace Existing Zoning with Mixed Uses at high intensity development)**

### West Main East

- **Existing Zoning to Remain**
- **Building Types, at low to moderate intensity development**

### Overview

**There are areas suited to intense development that are currently underutilized. Parcels along Preston Avenue and Ridge/McIntire are among these. The physical qualities (i.e., road & median width, landscaping) of the Preston corridor are designed to serve a larger geographic community and need, and the nearby corridor facing structures are among buildings of significant depth. Additionally, the portion of Vinegar Hill within Starr Hill area consists roughly of a portion comprised of fast food restaurants to the north along Preston Avenue, the middle section with the Vinegar Hill shopping center and the Residence Inn from the south along West Main Street. This rail corridor of contiguous zoning can be developed, singly or combined, to accommodate a high intensity use that relates to neighboring forms along Preston Avenue. The new Community Building, on Preston and the Albermarle County Building, are examples of such opportunities to maximize the potential for the area.”

**THEME: PROTECT**

- **TRANSITION**
  - **Development**
    - **Bringing the residential neighborhood of several dozen homes and a public park.**
    - **Bringing the mixed use neighborhood (Central Park) similar to the Mall of medium and high density development that is more responsive to Starr Hill’s community vision and physical, social and economic needs.**

**THEME: STRENGTHEN**

- **Engage**
  - **The Residence Inn facades honors West Main Street guidelines with appropriate setbacks and design features on that side, however the backside facing the Vinegar Hill Shopping Center property is not as attractive or respectful of the lower density adjacent development of the corner and school.**

**THEME: CONNECT**

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

**THEME: PROTECT**

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

**THEME: STRENGTHEN**

- **Utilize**
  - **Utilize**
    - **Bringing the mixed use neighborhood (Central Park) similar to the Mall of medium and high density development that is more responsive to Starr Hill’s community vision and physical, social and economic needs.**

**THEME: TRANSITION**

- **Utilize**
  - **Utilize**
    - **Bringing the residential neighborhood of several dozen homes and a public park.**
    - **Bringing the mixed use neighborhood (Central Park) similar to the Mall of medium and high density development that is more responsive to Starr Hill’s community vision and physical, social and economic needs.**

**THEME: ENGAGE**

- **Utilize**
  - **Utilize**
    - **Bringing the mixed use neighborhood (Central Park) similar to the Mall of medium and high density development that is more responsive to Starr Hill’s community vision and physical, social and economic needs.**
While each of the previously discussed components is vital to the overall health and sustainability of the Starr Hill neighborhood, the Small Area Plan concentrates further attention on three Areas of Focus as initial opportunities and vehicles for the implementation of the Neighborhood Vision, Guiding Principles, and the Strategies and Initiatives outlined herein.
The City Yard property is a critical cornerstone of a growing Starr Hill community. A transformed City Yard will be a significant mixed-use, live/work development that complements Starr Hill’s existing residential and cultural assets. A variety of housing options will serve individuals and families, while flexible business spaces will support a commercial, service and entertainment businesses. Creating additional street-level retail services that meet the daily needs of residents from Starr Hill and adjacent neighborhoods will lead to a more equitable, connected community.

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

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

SUBDIVISION OF LAND

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

• Description: Subdivide 10-½ acres for 2 opportunities:
  - Focus 1: Medium- to large-scale mixed-use development opportunity and
  - Focus 2: Small-scale residential development opportunity

FOCUS AREA 1 | MIXED USE DEVELOPMENT

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

• Description: Given the significant size of existing easements and the pending due diligence, new construction is proposed on 3 development sites in similar locations to the current low-density existing structures. New work includes demolition of existing structures, and construction of new medium- to high-density mixed-use buildings each with ground level public spaces (retail, restaurant, business storefronts) and private office and/or multi-family medium-density residential above.
  - Gross Area New Construction up to 685,000 GSF + 132,000 GSF structured parking
  - New Housing Units: 85 up to 255 units; a majority of units serving residents with incomes at 50-80% AMI
  - Gross 218 housing units for the 10.419 acre site; Units per Focus Area 1&2 will vary with subdivision; SUP may provide opportunities for additional allowance

• Sequence of Events to Consider:
  - Agreement for sale/transfer of land
  - City Plans for Relocation; including CIP allocation for the Relocation of City Yard operation & personnel (possibly due 1st Q 2020)
  - Infrastructure improvements down McIntire Road must be completed before more medium- to high-density construction can be constructed in this area (2 years out)
  - Subdivision application for Focus Area 1 & 2

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

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

• Transition Plan Scenarios / Interim Opportunity:
  - City vacates Administrative Building on 4th Street. Minimally renovated, the building could function for incubator and small office or merchant shop space while larger projects are planned and constructed. Once the other 2 pads are developed, the functions within this structure can relocate into one or both of the other buildings, and then this building can be demolished and a higher density building constructed.
  - Brown’s Cleaners or the Century Link site could be purchased and minimally renovated to accommodate uses programmed for the Administrative Building and then programmed functions relocate to CY site once development complete.
  - From the CODE building to the Community Building and up through developments along Harris Street is becoming the Tech Corridor / Innovation Space, which makes for a good place for Starr Hill’s HUB of Incubator, Innovation, Training and Education.
Density Study 1

Section at north edge of site.
EXISTING CONDITIONS

Property Description & Background: The City of Charlottesville Department of Public Works and Department of Utilities currently occupies a site located at 305 4th Street NW in the City of Charlottesville where a Manufactured Gas Plant (MGP), constructed in the early 1850s, operated for approximately 100 years. MGPs produced gas for lighting and heating; this centralized and economical source of fuel supported both public lighting and domestic uses. Ownership of the MGP was transferred to the City of Charlottesville in 1976 and operated until 1979 when the City of Charlottesville began to use natural gas as an energy source. Following a fire in the 1950s, the plant was dismantled with some of the rubble likely buried on site. In 1975, the current City Yard was completely renovated and the new Public Works Operation Building was constructed. Based on summary study results from the City, environmental conditions pose no limitations for alternate land use.

Current Land Use / Zoning: M-1

- M-1: The M-1 district allows areas for light industrial uses that have a minimum of environmental pollution in the form of traffic, noise, odors, smoke and fumes, fire and explosion hazard, glare and heat and vibration.
- Sec. 34-458. – Mixed use development.
  (a) Mixed use developments shall be allowed within the zoning districts that are the subject of this article. For the purpose of this section, the term mixed use development shall mean a development project containing residential uses in combination with commercial and/or institutional uses, and the terms development site and mixed use development site shall mean and refer to all the lots or parcels of land containing, or proposed to contain, any component(s) of a mixed use development, where all such lots or parcels have been included within and are subject to the requirements of a single site plan.
  (b) By application made and joined by all owners of property comprising a mixed use development site, residential density in excess of twenty-one (21) units per acre, calculated with respect to the entire development site, may be permitted with a special use permit.

SURROUNDING CONDITIONS

Property Description & Background: PRESTON AVENUE is a commercial corridor integral to the broader Charlottesville community and the northern edge of the Starr Hill neighborhood area as well as the City Yard site. Portions of the Preston corridor are influenced by the City Urban Design Guidelines, Architectural Design Control District (ADCD), and various streetscape design studies, which are currently being redesigned as neighboring developments come to market. Only the southern side of Preston Avenue, its parcels and merchants are within the Starr Hill neighborhood. As the nearly 50-acre neighborhood is currently configured (topography and land ownership), these parcels and businesses are significantly isolated from the remainder of the Starr Hill area. Any redesign of the area could significantly connect the Preston Avenue community commercial services and the neighboring consumers.
FOCUS AREA | Starr Hill Residential

OVERVIEW

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

The addition of new privately owned homes along Brown Street is designed to strengthen the integrity of the existing residential neighborhood. The quick identification of new parking solutions for patrons of Main Street businesses can only increase stability for the neighborhood over the long-term. And a commitment to partner with the resident’s association, community organizations and the City must bring focus and attention to new services and solutions for home ownership protection.

A healthy community has clear, sensible arterial flow that connects residents to their neighbors, to goods and services, and to the broader community. By establishing traffic calming measures on Main and 4th streets, and increasing pedestrian connectivity to adjacent neighborhoods, this plan ensures that the residents of Starr Hill have more safe and sensible connections to other neighborhoods and the Downtown Mall.
FOCUS AREA 2 | NEW RESIDENTIAL

Proposed Zoning: New residential designation to be created

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

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

  - Refer to Focus Area 1 for additional information.

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

THE DEVELOPMENT OPPORTUNITIES | Proposed Use

Proposed Use: New residential designation to be created

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

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

EXISTING CONDITIONS

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

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

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

Proposed Use

IMPROVE PHYSICAL CONNECTIVITY

Create Identifiable Paths:

- **Description:** Enhance crossings with vibrant artful painted paths and signals at:
  - Ridge/McIntire each side of Vinegar Hill Shopping Center.
  - 4th Street each side of Vinegar Hill Shopping Center leading into Jefferson School as well as entrance to City Yard site—consider future proposed conditions, not just current ones.
  - Preston Avenue @ Ridge/McIntire, @ 4th Street, and @ Harris Street.

- **Description:** Support the conversion of the abandoned section of the CSX rail spur along the west side of City Yard running north behind Reid’s and across Preston Avenue connecting with amenities in the County into a safe bike and foot path.

- **Sequence of Events to Consider:** Subdivide the City Yard property and improve streets.

SURROUNDING CONDITIONS

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

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

Given the increased activity on West Main Street, vehicular traffic and parking has been flowing over into the Starr Hill Residential area and infringing on the parking space needs of homeowners and church goers. Streets are quite narrow and difficult for passing and parked cars to co-exist. This, and the increased construction density is of rising concern and frustration for residents. The identification of another location outside of the residential area yet within the Starr Hill neighborhood boundaries for a City-owned parking facility is highly supported.

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

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

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

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

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

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

233 4TH STREET NW
ACREAGE: 4.067
THE DEVELOPMENT OPPORTUNITIES | Proposed Additional Uses

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

RECLAIM PUBLIC SQUARE

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

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

THE DEVELOPMENT OPPORTUNITIES | Proposed Additional Uses

- Green roof
- Public plaza
THE DEVELOPMENT OPPORTUNITIES | Proposed Use

ANCHOR ARTERIAL CROSSROADS

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

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

• Sequence of Events to Consider: Collaboration of design with projects currently underway (i.e., Quirk)
GATHER | AMPHITHEATRE

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

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

### THE DEVELOPMENT OPPORTUNITIES | Proposed Use

- **Public plaza and street improvements at 4th and Commerce**
- **Amphitheatre**
- **Green space**
THE DEVELOPMENT OPPORTUNITIES | Proposed Use

STRENGTHEN STARR HILL PARK AND OTHER PUBLIC SPACES

REIMAGINE STARR HILL PARK

- Description:
  - Add playground equipment / playscapes, tables / benches, shade / pergola, lighting, community map and communications board.
  - Add bike stands.
  - Identify designated dog areas.
  - No zoning changes needed.

- Sequence of Events to Consider:
  - Procurement proposal process to be verified.
  - Neighborhood works with Parks Department to prioritize work, explore design concepts, and designate funding, implementation and maintenance.

SURROUNDING CONDITIONS

- Property Description & Background:
  STARR HILL PARK is the only public park space within the Starr Hill Neighborhood (47.7 acre) designation. It is regularly used by residents as a place for socialization, recreation, playground and ball field, dog walking, and has been used by surrounding churches for their student and childcare activities. The West Main Street Design proposes a parking deck be located on this site. The residents of Starr Hill do not support this idea unless another public park is designated within the Starr Hill Neighborhood boundaries, AND only if the deck can be a pleasant addition buffering the business noise and traffic from the quieter residential area. se parcels is situated between 4th STREET and RIDGE/McINTIRE ROAD.

THE DEVELOPMENT OPPORTUNITIES | Proposed Use

POCKET PARKS & MORE PUBLIC GREEN

REIMAGINE STARR HILL PARK

- Description:
  - Transform spaces between buildings and unoccupied places that could benefit from enhancements of art, plantings, and seating for public use and enjoyment. Use culturally relevant placemaking and styles wherever possible. No zoning changes needed.

- Sequence of Events to Consider:
  - Collaborate design with projects currently underway (i.e. Quick and CODE).
  - Coordinate site work in tandem with arterial street improvements.
  - Neighborhood works with Parks Department to prioritize work, explore design concepts, and designate funding, implementation and maintenance.
THE DEVELOPMENT OPPORTUNITIES | Proposed Use

PARKING DECK EXPANSION & ENHANCEMENT

- Description:
  - Add 2 trays of parking, each of 105 spaces, to the current 2 tray parking deck in addition to a non-parked deck roof. Structurally viable. No zoning changes needed.
  - If feasible, allow for future construction of useable art, office or social spaces or use as roof terrace with green recreational space, any of which could transition over to the rooftop of the Jefferson School building rooftop if allowed. Structurally viable. No zoning changes needed.
  - Add a Green Roof and Green Walls that are publicly accessible. Structurally viable. No zoning changes needed.

- Sequence of Events to Consider:
  - Feasibility study, design and construction. Temporary parking location to be coordinated during construction.
  - Green Wall can be installed while expansion underway.

PLACEMAKING AND LEGACY ART

- Description:
  - Paint Murals on area buildings, in particular on the side of Century Link Building facing Heritage Center front door. Select themes and commission artists.
  - Commission art installations of varied medium throughout the community to promote Black artists and merchants.
  - Commission art installations or interior ‘storefronts’ of varied medium throughout the inside of the Jefferson School to promote Black artists and merchants.

- Sequence of Events to Consider:
  - Collaborate with Charlottesville’s Public Arts Commission, or equivalent private or non-profit entities, for funds and commissions.
  - Obtain permission for area building owners to paint and/or artfully improve the exterior of their building(s) and surrounding grounds.
  - Coordinate with other work currently underway in the nearby community (i.e., Quirk).

- Assemble a team for community aesthetic, cultural and placemaking enhancements and hold Vision Days and other events to generate and implement ideas.
THE DEVELOPMENT OPPORTUNITIES | Proposed Use

EXISTING CONDITIONS

• Property Description & Background:
The Jefferson School building was purchased and renovated in 2004 under the care of the Jefferson School Foundation, whose Mission remains:
The Jefferson School Foundation is “dedicated to preserving and sustaining the Jefferson School as a vibrant and meaningful community resource, providing cultural and educational opportunities for its surrounding communities, the citizens of Charlottesville, and visitors to our region.

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

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

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

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

Current Uses: Business, Education, Recreation, and Cultural

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

SURROUNDING CONDITIONS

• Property Description & Background:
Across 4th Street from the Jefferson School is the VINEGAR HILL SHOPPING CENTER building. Previously AGI Foods, the brick structure is surrounded by significant surface parking assessed for a grocery store function. This parcel (0.47 acre) is bound at the south edge by the Residence Inn (1.12 acres) facing West Main Street and at the north edge by 2 fast food restaurant chains—McDonald’s (0.024 acre) and Wendy’s (0.081 acre)—and the aggregate of these parcels is situated between 4th STREET and RIDGE/MCINTIRE ROAD. The parcels are significantly underutilized and require further planning.
APPENDIX

MARKET ANALYSIS
Regional Economic Study
Neighborhood Economic Study & Housing Study

RESOURCE ASSESSMENT REPORT
Opportunity Strategies & Farmers
Financing & Resourcing Toolbox
City Yard Deep Dive
Community Benefits & Return on Investment

REFERENCE MATERIALS
Planning Guidelines & Influences
City Yard Environmental Summary
Participating Organizations

A key dimension of the economic transformation is "the inclusive growth paradigm." In the short term, growth in the new economy is exacerbating income and wealth inequality. However, in the long term, the region with the least inequality is the best. By developing and deploying all of their assets, these regions achieve sustainable economic growth by not wasting their valuable human, business and real estate resources. By this measure, these regions by poverty line, as individuals and neighborhoods and obtain more wealth. A central challenge—and opportunity—is defining how better to align inclusion and growth. To achieve sustainable, inclusive growth, regions need to connect all of their neighborhoods to opportunity. Inclusive neighborhood growth initiatives that are connected to participate in are integral to driving regional growth. In the context of this project—the creation of a Small Area Plan (SAP) for the City of Charlottesville—it is important to review the findings and trajectory of the Charlottesville region's economy with the many assets opportunities. These opportunities exist at the intersection of the status quo and the new economy. From the synergies that arise when complementary assets—companies, businesses, regions and neighborhoods—connect and people and firms are more connected to and competitive in the regional marketplace. Inclusive neighborhood development recognizes that neighborhoods do not have their own economies. Their success or failure is determined by their relationship to broader marketplaces. In particular, successful SAPs have:

(1) as “Communities of Opportunity,” neighborhoods create wealth by developing their human, business and real estate assets and connecting them to larger, general regional labor, business, real estate and other markets.

(2) as “Communities of Choice,” neighborhoods create packages of housing, retail, recreation and other amenities to develop more wealth in connection with these comprehensiveness, from the synergies that arise when complementary assets—companies, businesses, regions and neighborhoods—connect and people and firms are more connected to and competitive in the regional marketplace. Inclusive neighborhood development recognizes that neighborhoods do not have their own economies. Their success or failure is determined by their relationship to broader marketplaces. In particular, successful SAPs have:

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Post-battle war time, the region's economy shifted, with mining, quarrying and textiles shrinking as electrical equipment production and food processing grew. At the same time, UVA became the area's largest employer, thanks in part to enrollment increases spurred by admitting women and minorities, nearly doubling undergraduate enrollment from 1960 to 1979.17 Tourism, anchored by Monticello as a key attraction, took on a greater share of economic activity.12 Investment in roads and urban renewal projects from the 1990s to 2010 helped spur growth across the region. As the population and businesses shifted away from the city center, so did commercial and retail activity. The Downtown Mall, once all public property, was sold in 1995 and is today a center of commerce and shops that brings people back to Main Street.18

State of the Regional Economy

Several indicators illustrate the Charlottesville region's impressive recent growth. Population grew 20% between 2000 and 2017.15 Employment has also increased substantially, expanding at nearly four times the national rate from 2000 to 2016.8 These figures reflect a history of exclusion from full economic opportunity.7 Median incomes for Black residents have increased at nearly twice the national rate over the last twenty years, but they remain below white incomes, which are higher than national averages.9 The region's manufacturing jobs have decreased from almost 7,000 in 1980 to less than 2,000.6 For example, the region's largest employer, UVA Health, is currently the area’s largest employer. As it has been for many years, the University of Virginia (including the hospital system, UVA Health) is currently the area’s largest employer: between faculty, staff, and student employees.10

Figure 1: Change in Employment: non-MSA (2000 to 2017)

These figures capture the region’s overall expansion, but the benefits have not been equally distributed. Median income for Black residents is approximately $50,000 while those of white residents are $70,000, a wider gap than that of the nation overall.6 Similarly, unemployment rates for Black residents are more than double those of whites (11.6% versus 4.8%). These factors reflect a history of exclusion from full participation in the local and regional economies, which show significant differences from the Charlottesville economy.

This disconnection is intimately tied to the history of Vinegar Hill, the once-thriving Black business district that was razed in the 1960s through urban renewal (see Neighborhood Analysis for more on Vinegar Hill). As it has been for many years, the University of Virginia (including the hospital system, UVA Health) is currently the area's largest employer: between faculty, staff, and student employees.10

7 Richmond Fed's City of Highlighted Communities Report: Virginia's Shenandoah Valley Region.
8 Richmond Fed's City of Highlighted Communities Report: Virginia's Shenandoah Valley Region.
9 Richmond Fed's City of Highlighted Communities Report: Virginia's Shenandoah Valley Region.
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28 Richmond Fed's City of Highlighted Communities Report: Virginia's Shenandoah Valley Region.
The Charlottesville region has several physical assets that make it an attractive location for businesses and institutions. The region's infrastructure receives mixed reviews, with employers rated the best town for food lovers by Wine Magazine, best college town of restaurants, retail, wineries, and breweries—are appealing to some groups in the leisure industry—historical assets; outdoor recreation; a high concentration of cultural and educational offerings; and a strong wine industry. Charlottesville is also an increasingly attractive place to live for certain groups seeking to reside in a city that offers a strong culinary scene, a vibrant arts community, and a strong wine industry. These factors have contributed to an increase in the number of residents in the region, which has had a positive impact on the local economy. The regional market analysis is used here to identify the primary economic activities in the Charlottesville region and to evaluate the potential for growth in these sectors.

Key Takeaways:

• A handful of segments—beverage manufacturing, computer systems design and research, and retail—represent the most competitive and attractive clusters in the Charlottesville region. These clusters are characterized by high concentrations of businesses and high levels of economic activity.

• A cluster is a group of firms and related economic activities and institutions that are located near one another, and that produce goods or services that are interdependent. Clusters are important for several reasons. They can drive regional economic growth by enhancing firm productivity through mechanisms such as local knowledge spillovers, economies of scale, and the development of specialized labor pools and other common inputs. Clusters also provide more efficient access to customers, who may be geographically concentrated. Facilitating innovation through knowledge spillovers—informal learning and knowledge exchange from cluster workers' interactions and their movement between companies.

The most thorough existing analysis of the Charlottesville region's clusters comes from the Virginia Economic Development Authority (VEDA) in its Regions 9 Plan, created in 2017 as part of the state's GO Virginia Initiative. Based on the strengths of the region's assets and key drivers of economic growth, the Region 9 plan identifies five “industry sectors” (which are equivalent to clusters, excepting some non-traded clusters) with the most potential to drive economic growth:

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

Each of these clusters has strong and weaker sub-clusters within them. For example, the beverage manufacturing sector is looking more deeply within those clusters to uncover notable strengths. In the beverage manufacturing sub-cluster, there is a strong concentration across a range of disciplines, including computer science, biotech, transportation, national security and astronomy.

The Region 9 analysis lightly assessed a set of preliminary industry clusters that included State Government and Education and Knowledge Creation. Rather than focus on these clusters, the research was limited to industry and sector-level data based on 2-digit and 4-digit NAICS codes. Within those classifications, government-related clusters may be additional clusters in the Charlottesville area just beginning to develop that represent future areas of growth. One possibility in this category is solar energy. The region has a strong existing concentration in Utilities, with an LQ of over 0.5. The vast majority of employment in this sub-cluster is represented by craft breweries and vineyards in the rural areas surrounding Charlottesville.

As mentioned above, the dynamics of the next economy have made it increasingly important to consider the role of clusters in economic development. Clusters are critical to the competitiveness of a place, and thus its economic prosperity. Clusters represent a competitive advantage Charlottesville has in this sector. Unlocking the region’s primary competitive advantages requires understanding the region’s economic assets and the industries’ job growth, earnings and exports, the Region 9 plan identifies five “industry sectors” (which are equivalent to clusters, excepting some non-traded clusters) with the most potential to drive economic growth:

1. Financial and Business Services
2. Food and Beverage Manufacturing
3. Information Technology/Communications
4. Light Manufacturing
5. Professional Services

A “cluster” is a group of firms and related economic activities and institutions that are located near each other, and that produce goods or services that are interdependent. Clusters are important for several reasons. They can drive regional economic growth by enhancing firm productivity through mechanisms such as local knowledge spillovers, economies of scale, and the development of specialized labor pools and other common inputs. Clusters also provide more efficient access to customers, who may be geographically concentrated. Facilitating innovation through knowledge spillovers—informal learning and knowledge exchange from cluster workers’ interactions and their movement between companies.

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Human capital is the single most important input for economic growth, particularly in an economy where the impact and value of knowledge is greater than ever. To maximize that impact, human capital must be properly deployed into the jobs that best match workers’ skills and education. Getting this right requires paying attention not only to education and training, but also to job creation in growing sectors (see Clusters section above), the systems that match labor supply and demand and opportunities to make labor markets more efficient.

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

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

Key Takeaways:

- A range of industry-based employment programs and resources exist throughout the region, though their scale and impact have room for growth through deeper private sector engagement and tighter alignment with emerging skills demand.

- Reflective of the economy overall, there are major racial and ethnic disparities among the education and skills of the region’s population.

- Employer demand seems to be splitting between lower- and higher-skilled positions, with decreasing demand in the middle.

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

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

Note that degrees are imperfect proxies for workers’ skills and aptitudes, and they are growing increasingly unreliable over time. Companies, educators, trainers and others in the workforce system are seeking to gain more granular insights into skills needed in the labor market. To properly deploy human capital, it would be feasible to generate a skills-level assessment that identified precisely what competencies local employers were currently seeking, and those that they anticipate needing in the future.
Within these general trends, it is challenging to parse out occupational patterns for Black Charlottesville residents. Available data is highly aggregated, making the distribution of employment across low-, middle-, and high-skill opportunities ambiguous. However, high-level indicators suggest that Black employment skews more toward middle- and lower-skill occupations (see Figure 5). Across the MSA, Black residents are less than half as likely as white residents to hold management, business, science occupations, which skew toward higher-skill positions. Representation by Blacks is considerably higher in middle-skill sales and office production, and lower-skill service roles.

At the same time, employment appears to have grown across the board for Black Charlottesville residents. Available data is highly aggregated, making the distribution of employment across low-, middle-, and high-skill opportunities ambiguous. However, high-level indicators suggest that Black employment skews more toward middle- and lower-skill occupations (see Figure 5). Across the MSA, Black residents are less than half as likely as white residents to hold management, business, science occupations, which skew toward higher-skill positions. Representation by Blacks is considerably higher in middle-skill sales and office production, and lower-skill service roles.

Figure 4: Charlottesville MSA Job Distribution by BLS Job Zones, 2013–2019

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

Figure 6: Change in Occupational Categories for Charlottesville MSA by Race (2013–2017)

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

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

These regional, industry-specific trends and projections are affected by a national trend of greater ‘digitalization’ of jobs. Increased demand for digital skills affects nearly every industry and occupation—45% of jobs have seen digital skills requirements rise since 2010.41 There are strong correlations between these skills and salaries; the more digital an occupation, the higher the average wage. Unfortunately digital skill disparities are also highly correlated with race. Minorities are much more likely to have lower digital skill sets, and by extension they are underrepresented in the most digitally demanding occupations.42

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

Workforce Development Resources

The region has a range of educational and training institutions available to enhance its talent pool and prepare for the next wave of in-demand occupations. UVa is the largest of these resources, though not necessarily a primary economic and workforce driver given its international, national and state-wide draw. That said, as of the 2018-19 school year, almost 1,000 undergraduates were from...
Given the generally high education level of the region's residents, based occupations have been harder for the program to access. The Center also runs asynchronous programming with an emphasis on skilled trades, and in summer 2019, it expanded these offerings to local high school students through the PwC Apprenticeship PACE (plumbing, air conditioning, carpentry and electrical) program.

Local government has engaged in designing and delivering targeted training programs around industry-specific job opportunities. The city's Go Hire Local program, part of the city's computer Network2Work, seeks to build a pipeline for residents in minimum wage jobs into positions that pay at least $15/hour and have strong potential for greater earnings. The bulk of the programming focuses on providing job-specific credentials, particularly in health care and the trades. Robust demand exists for workers in those fields, and the program has strong relationships with regional employers who frequently hire Network2Work participants. Other, less credential-based occupations have been harder for the program to access. Given the generally high education level of the region's residents, employers can default to a bachelor’s as a relevant credential, even if it is not necessary for the position (e.g., administrative assistant).

The CharlottesvilleAlbermarle Technical Education Center (CATEC) offers high school classes that provide certifications and college credit, in addition to adult and continuing education offerings. CATEC has partnerships with public and private institutions and trainers appear to flourish when there are one-to-one relationships. This arrangement may be more appropriate given the small size of the institution and its location, but there may be industries—particularly in those that are rapidly growing and thus without existing connections to the workforce development ecosystem—whose skills demand could be most efficiently met through sector partnerships.

INNOVATION AND ENTREPRENEURSHIP

Key Takeaways:

1. University research and its potential to generate transformative innovations, it is still relevant for regional economies as it provides a path to increased wealth and ownership.

2. Entrepreneurship also encompasses the commercialization of those findings; 2) individual entrepreneurs and their ability and willingness to create new products and services. While this type of entrepreneurship may not generate transformative innovations, it is still relevant for regional growth, as it provides a path to increased wealth and ownership.

A key element of a region’s economic growth is the depth and impact of its innovation ecosystem. A robust innovation ecosystem not only increases the number and variety of new products and services but also affects the rate of growth and the overall economic performance of the region. To thrive, regional innovation ecosystems must integrate activities and actors that are critical to the success of innovative businesses. These include:

1. Universities and private research institutions, which are engaged in generating new knowledge and findings;
2. Local venture capital is relatively new in size but growing rapidly.
3. Entrepreneurial communities and support networks, including incubators and accelerators.
4. Local policy makers and business owners.

Key Takeaways:

• Minority representation in high-growth, innovative industries is very low, with minority business ownership skewed to more locally focused, lower-growth sectors.

• Many support resources exist for entrepreneurs and small business owners, with gaps in available financing options and opportunities for better coordination of programming and space.

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

Figure 7 illustrates the ecosystem that enables and supports innovation. Central to this system are the connections between these primary sets of actors and their activities: 1) basic and applied research emerging from universities and private institutes and the commercialization of those findings; 2) individual entrepreneurs and their ability and willingness to create new products and services. While this type of entrepreneurship may not generate transformative innovations, it is still relevant for regional growth, as it provides a path to increased wealth and ownership.
UVA comes in 45th among peer universities, with most funding devoted to life sciences. 2015 ACS population estimates were used to calculate patents per 10,000 people. 


Ideally, the research activity of a region creates a dynamic feedback loop with this kind of capital: a strong and growing presence of entrepreneurs and potential deals will attract investors, and local availability of capital will in turn draw additional start-ups and entrepreneurs. The Charlottesville MSA has experienced some of the fastest growth in venture capital investment in the nation, with VC investment increasing by 156% (6% between 2010 and 2011). While the overall volume of potential funding remains small, the region has the 16th most VC per capita of all US metro areas.

The industries in Charlottesville that have attracted the most capital investment are Technology Media, Telecom, and Healthcare, with Life Sciences (over $150 million), Drug Discovery (over $100 million), Medical Technology (over $90 million), and Pharmaceuticals (over $90 million). Drug Discovery (over $100 million), Medical Technology (over $90 million), and Pharmaceuticals (over $90 million). Dendritic Cell Vaccine, a venture that received $8 million in funding from the National Cancer Institute, is an example of a clinical-stage biotechnology firm in the region. The Charlottesville MSA is home to several life science companies, including those that are developing innovative treatments for cancer and other diseases. One such company is Myeloid, which is working on a personalized cancer immunotherapy approach. Another company is BioVascular, which is developing a novel therapy for peripheral artery disease. These companies have the potential to achieve significant milestones in the near future, including the possibility of filing for an initial public offering (IPO).

In general, university-led research often provides the building blocks for start-up companies, which can lead to the development of new products and services. By partnering with industry, universities can helpCommercial and consumer spending trends can have a significant impact on the local economy. In Charlottesville, expenditures on food and beverage are growing, with an 8.7% increase in 2016 compared to 2015. This trend is likely to continue as the region becomes more attractive to businesses and residents. Similarly, expenditures on transportation and public transit have increased by 6.4% over the same period, reflecting the growing demand for mobility options.

These trends are likely to continue in the future, as the region continues to attract new businesses and residents. By maintaining a focus on innovation and growth, Charlottesville can position itself as a leading example of how a small city can achieve significant economic success.
local business leaders and industry stakeholders provide a mixed report on the opportunities for small, women-owned and minority-owned (“SWaM”) vendors through government purchasing. These changes, which include procurement policy changes that will benefit SWaM businesses and “micro businesses” (less than 20 employees and $500,000 annual sales), will apply to UVA as a state university. These changes, which include procurement policy changes that will benefit SWaM businesses and “micro businesses” (less than 20 employees and $500,000 annual sales), will apply to UVA as a state university.

Entrepreneur and Small Business Resources

Charlottesville has a diverse set of organizations serving the area’s entrepreneurs and small businesses, but as with any area, there are gaps in available resources along the continuum from pre-seed to company exit. Basic business assistance is available most visibly from three local organizations: Community Investment Collaboratives (CIC), Central Virginia SCORE, and the Central Virginia Small Business Development Center. Of these, CIC’s resources are reported to be the most impactful.

CIC’s primary service is a 16-week entrepreneurship workshop, leading cohorts of 15 building entrepreneurs through the basics of starting and owning a business. Through open to all, CIC has explicit goals to maximize participation by businesses owned by women, minority- and low- or moderate-income communities. Given how crucial access to resources in the early stages of a business is, these programs provide a crucial support network.

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The relative location of businesses, suppliers and consumers within a region—and the city—is important because it affects the ease with which goods and ideas across space and it influences many of the economic benefits of agglomeration, such as shared labor pools and knowledge spillovers. Mixed-use communities with excellent transportation connections are best positioned to flourish in the next economy.

While Charlottesville offers many transportation assets—including regional airports, interstates and rail—these assets vary in quality. Charlottesville’s primary bus routes are limited in scope and instead the artery through Charlottesville’s primary big box and strip mall corridor. Historically, the steady flow of traffic and in the city, particularly to and from the Washington, D.C. metro, has resulted in heavy congestion along Route 29. Several improvements have been undertaken or are in planning stages that will reduce drive times.

The Charlottesville-Albemarle Airport is small, with only five gates and six destinations, but has seen steady growth in use, with the number of boarding passengers nearly doubling from 2013 to 2017.9 Land purchases and capacity studies on underserved routes to potential future expansion. Theoretically such expansion could address concerns raised by those in the local community that the airport is not equipped to handle the growth of the region, such as Boston, are needed to help grow the Charlottesville tech sector.

The degree of car dependence and declines in public transportation ridership also suggest that transportation connectivity could be improved. Charlottesville Area Transit (CAT), and JAUNT, Inc. has been described as limited. The frequency and timing of the existing bus routes do not serve late shift workers well. Current regional planning initiatives, the GO Virginia Region 9 Report is leading to several relevant growth initiatives. Charlottesville to be good or excellent—though only 47% of respondents rated Charlottesville's business and regulatory climate is relatively good. Some entrepreneurs have reported that while quality of life is what initially drew them to Charlottesville (as opposed to the commercial climate), they have since found Charlottesville to be a desirable place to start a business. 60% of a sample of Charlottesville businesses found overall financial conditions in Charlottesville to be good or excellent. Some are likely to be the area’s overarching development guide.

 coordination at the state level, there has been limited strategic planning and no official regional economic development plan.92 The GO Virginia Region 9 Report is likely to bring the areas within the region closer together. The concept of regional collaboration is not new. Albemarle County saw a 4% increase in property values.91 Despite increases to the area population, nearly 84% of Charlottesville residents drive to work, with the vast majority do not. The degree of car dependence and declines in public transportation use, contributing to increasing car usage and longer commute times.

The state is also in solid fiscal health, as a history of cautious, “pay-as-you-go” spending. Property taxes have been rising. Charlottesville’s property assessments grew in the region, consisting only of buses, and the coordination and JAUNT, Inc. — has been described as limited. The frequency and timing of the existing bus routes do not serve late shift workers well. Current regional planning initiatives, the GO Virginia Region 9 Report is leading to several relevant growth initiatives. Charlottesville to be good or excellent—though only 47% of respondents rated the regional economic development plan.92 The GO Virginia Region 9 Report is likely to bring the areas within the region closer together. The concept of regional collaboration is not new. Albemarle County saw a 4% increase in property values.91 Despite increases to the area population, nearly 84% of Charlottesville residents drive to work, with the vast majority do not. The degree of car dependence and declines in public transportation use, contributing to increasing car usage and longer commute times.

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The Charlottesville Regional Chamber of Commerce making this a new point of emphasis. One challenge is managing the several instances of overlapping roundtables and councils that are addressing similar geographies and issues—there are also a host of economic development-related organizations, in addition to CVPED and the Chamber, with no clear owner or lead on the region’s development efforts. These additional organizations include:

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

One legacy of Vinegar Hill’s demolition that persists to this day is the diffusion of Black-owned businesses. Minority business owners are still working to reestablish a center of gravity and robust network among themselves to support their collective growth. The leading local bodies working to reestablish a center of gravity and robust network among Black-owned businesses are the Business Diversity Council. Both of these organizations have limited resources for their own programming and services, but they are working together to support their collective growth. The leading local bodies working to reestablish a center of gravity and robust network among Black-owned businesses are the Business Diversity Council. Both of these organizations have limited resources for their own programming and services, but they are working together to support their collective growth.

Arlington-Alexandria HMFA, one of the most expensive markets in the country, as well as other nearby areas—have not experienced wage growth in recent years, and the region—is extremely difficult. The city’s housing market is extremely tight, with limited land and properties, as well as population growth, forcing families to live in substandard or overcrowded conditions or move away. The City of Charlottesville and the surrounding region are widely considered a very desirable areas to live in Virginia. The city’s housing market is extremely tight, with limited land and properties, as well as population growth, forcing families to live in substandard or overcrowded conditions or move away. The City of Charlottesville and the surrounding region are widely considered a very desirable areas to live in Virginia.

Key Takeaways:

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

Defining affordability for housing. How much income can households dedicate up to 30% of gross income toward housing costs (rental or ownership) without a significant housing burden? Using this standard, in 2018 in Charlottesville, the hourly wage necessary to affordably rent a two-bedroom apartment in Charlottesville, VA Metropolitan Statistical Area (MSA), was $17.02. This generally accepted housing affordability standard— not spending more than 30% of gross income on gross housing costs—in a consistent measure used by applicable federal, state, and local government agencies.

Assessing housing affordability includes determining what various households can reasonably afford to pay in rent, assuming that they can dedicate up to 30% of gross income toward housing costs (rental or ownership) without a significant housing burden. Using this standard, in 2018 in Charlottesville, the hourly wage necessary to affordably rent a two-bedroom apartment rental would be $17.02. This generally accepted housing affordability standard— not spending more than 30% of gross income on gross housing costs—in a consistent measure used by applicable federal, state, and local government agencies.

Figure 9: Asking Rents per Unit, 2018

Source: CoStar

Figure 10: Vacancy by Type, 2018

Source: CoStar

Figure 11: Vacancy by Type, 2018

Source: CoStar

93 The Charlottesville Housing Market Area (HMA) is approximately 110 miles southwest of the District of Columbia and consists of the city of Charlottesville and counties of Albemarle, Fluvanna, Greene, and Nelson. The HMA is coterminous with the Charlottesville, VA Metropolitan Statistical Area.94 Form Based Code Institute and Partners for Economic Solutions, April 2018.

95 Comprehensive Housing Analysis, January 13, 2016.

96 This calculation uses the higher of the state or federal minimum wage. Local wages are not used.

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

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99 Source: CoStar

Figure 8: Multifamily Vacancy Rate, 2009–2018

Source: CoStar

94 Form Based Code Institute and Partners for Economic Solutions, April 2018.

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96 This calculation uses the higher of the state or federal minimum wage. Local wages are not used.

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

Figure 9: Asking Rents per Unit, 2018

Source: CoStar

98 This calculation uses the higher of the state or federal minimum wage. Local wages are not used.

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95 Comprehensive Housing Analysis, January 13, 2016.

96 This calculation uses the higher of the state or federal minimum wage. Local wages are not used.
For a family of three earning 30% of AMI, an affordable rent drops further to about $80 per month, including utilities. Among the larger apartment buildings in the city, monthly rents often exceed $800. Adding to this cost pressure, the average rent in competitive apartment buildings has increased significantly since 2011 (raising 5.4% in 2017). Across the larger multi-family rental complexes, there is a range of average market rates. The five-year average asking rents for 1 and 2 bedroom units are $820 and $980, respectively. Households at 60% of AMI and below would also struggle to locate and afford an average priced housing unit, regardless of unit size, without overextending or incurring a significant housing cost burden. This means that any household earning less than 60% of AMI is likely to struggle to secure market-rate rental housing in Charlottesville. Resident and stakeholder interviews and qualitative data further support this finding. The rising cost of renting and buying a home has placed tremendous burdens on communities of color in Charlottesville, a burden not shared equally across demographics. Black and Hispanic households are disproportionately renters, not owners and thus have little control in how housing costs are passed down to them. The housing cost burden in Census tracts with majority non-white residents is significantly higher than in majority-white tracts. The most underserved segment is the lowest income households and many of the lowest income households are households of color.

Students at UVA represent a significant portion of the rental market and account for nearly one-fourth of all rental market turnover. Of the more than 21,000 students enrolled, approximately 12,000 live in apartments or single-family rental housing units. Many of these students live on off-campus housing that was not purpose built for students, including homes where families or non-students previously lived. The newly constructed multifamily units that have been largely marketed to students and are considered unaffordable for cost-burdened Charlottesville residents. Most demand for student housing continues to exceed pipeline supply. As the chart below suggests, there are very few options available to low- and middle-income households. Even households that qualify for a VHA or conventional mortgage are met with severely restricted supply. The only homes for sale in the city are almost all the price that an 80% AMI household could afford. There is a limited amount of new Section 8 tenant and rental assistance being provided due to lack of funding at the federal level and a backlog of physical repair needs. The LIHTC program continues to produce a few projects a year in Virginia (2019 and 2020 delivery will far outpace previous years), but these properties can only serve a limited number of households.

Sales Market Conditions

Charlottesville’s housing market is also very tight, with limited opportunities to entry due to a variety of factors: high land costs that are passed on to buyers, growth restrictions, limited sales of housing and increasing demand from new residents moving from outside of Charlottesville. Housing sales in the Charlottesville area declined or remained flat during the first quarter of 2019. Like many other markets in Virginia, the regional inventory of active listings has remained flat for several quarters. The tight supply of homes available for sale in the market has lead to premium prices on properties, leaving current and aspiring owners with few options to purchase. The limited supply of land available for new development within the city is driven by Charlottesville’s small land area, county-level restrictions on growth, and the area’s built-out character. New home construction in the Charlottesville MSA has remained consistent for over five years, at about 800 new homes annually. The pace of new construction for single-family detached homes has increased modestly in recent years. The chart below represents the range of affordable rent and mortgage values, juxtaposed with the housing types affordable at various AMI levels. In the City of Charlottesville, there is little if any for-sale housing at prices less than $250,000, and the average sale-price in upwards of $520,000. A household earning 80% of AMI could afford a $190,000 house if they spend the full 30% of their monthly gross income on housing costs. This does not account for the burden to entry of an estimated $50,000 or more in required down payment, depending on the lending product. As of summer 2019, the only for-sale units being built at this price point are Habitat for Humanity homes, which are limited in number. The average priced new home would require an income above 140% of AMI, which applies to only 11% of the city’s population. In addition to monthly mortgage payments, the average homeowner pays approximately $300 a month in additional housing costs, including utilities, property taxes, and insurance.
Having identified the broader economic opportunities that surround Starr Hill in the region, the analysis turns to the neighborhood and its role in the regional economy, the study & housing study

The neighborhood still bears the legacy of Vinegar Hill and the dispersion of what was once the center of Black Charlottesville. While that legacy is complex, it does represent a time when the city’s Black community obtained a quality job and advances up a career ladder. The neighborhood still bears the legacy of Vinegar Hill and the dispersion of what was once the center of Black Charlottesville. While that legacy is complex, it does represent a time when the city’s Black community obtained a quality job and advances up a career ladder.

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The neighborhood includes several major landmarks such as:

- **Jefferson School**, originally the high school for the city's African American students, and now home to the Jefferson School African American Heritage Center; and the Carrer Retracion Center, a YMCA childcare facility and other non-profits
- **Evenezer Baptist Church**, established in 1889 and occupying a church building completed in 1890; by 1893, a former slave and major landowner in Charlottesville, Burkley Bullock, had opened his first restaurant to operate adjacent to the station. **Union Station** is now the 4th busiest station in Amtrak's southeastern region.

History of Starr Hill and Vinegar Hill

The expansion of Charlottesville’s railroad system in the mid-1800s brought development to Starr Hill. Because of its prime location at the juncture of two railroads in the center of town, the neighborhood served as a dynamic transportation hub through the first half of the 20th century. Starr Hill acted as a service center for passengers and railroad workers who relied on nearby hotels and railroad stations, including the Union Station, which served Black residents and operated continuously since the 1920s.

Key Takeaways:

- **Union Station**, the city’s main railroad depot for Amtrak service, dating back to 1885; by 1889, a former slave and major landowner in Charlottesville, Burkley Bullock, had opened his first restaurant to operate adjacent to the station. **Union Station** is now the 4th busiest station in Amtrak’s southeastern region.

While most of the neighborhood is relatively stable, with long-established businesses and institutions in Vinegar Hill were borne out of a need to serve a church built in 1907 and active social organizations, such as the Secret Twelve Club. Businesses and institutions in Vinegar Hill were borne out of a need to serve and support the community, including grocery stores, clothing stores and beauty parlors, among others. The Black residents of Vinegar Hill had diverse socioeconomic backgrounds, a mix of wealthy, middle class and poor. The neighborhood's sole supermarket. The land toward the interior of Starr Hill is zoned for mixed use, which in practice is nearly all commercial uses. Almost 2/3 of the land uses are concentrated in a compact area, as the composition of the neighborhood skews heavily to commercial uses.

Starr Hill Today

Approximately 23% residents today call Starr Hill home. Within the already small footprint of the neighborhood, residential, business, and institutional uses are concentrated in a compact area, as the composition of the neighborhoods serve to focus on commercial ones. About 2% of the land uses are mixed for use, which in practice is nearly all commercial ones. The neighborhood's sole supermarket. The land toward the interior of Starr Hill is zoned for mixed use, which in practice is nearly all commercial ones. The neighborhood's sole supermarket.

Starr Hill Today

In its place, the city constructed a roadway to compensate for their losses, and the main commercial district for the Black community was effectively destroyed, only to be reconstituted by city workers who had accumulated. In its place, the city constructed a roadway to facilitate connections between Ridge Street and Route 250, absorbed the area east of Ridge McIntire Road down to downtown (the current site of the Omni Hotel and the Federal Building and U.S. Courthouses) and left a vacant lot adjacent to Starr Hill that lay empty for a decade before being developed.

Starr Hill is considered a historically integrated neighborhood, with many African American professionals and families making Starr Hill their home in the early 20th century. Starr Hill is adjacent to what was Vinegar Hill, a neighborhood that was the center of Black social life in Charlottesville from the 1920s to the 1950s. Vinegar Hill served as a symbol of Black advancement and self-reliance. Many businesses and institutions in Vinegar Hill were houes out of a need for Black people to rentier services to one another, because of rampant segregation and discrimination. Businesses included boarding houses, grocery stores, clothing stores and beauty parlors, among others. The Black residents of Vinegar Hill had diverse socioeconomic backgrounds, a mix of wealthy, middle class and poor. The neighborhood's sole supermarket. The land toward the interior of Starr Hill is zoned for mixed use, which in practice is nearly all commercial uses. Almost 2/3 of the land uses are concentrated in a compact area, as the composition of the neighborhood skews heavily to commercial uses.

Starr Hill’s history dates back to urban renewal in the 1940s, but the city opted for a more targeted approach. Instead of total demolition, the city only renotated selected disipulated buildings and added sidewalks, lighting, and a new crossroad. Property was not conoficated or razed, and the renovations were mostly cosmetic.

Current Neighborhood Conditions

Looking Beyond Starr Hill

As discussed above, several aspects of the SAP process and the emerging vision for Starr Hill have required a broader geographic and demographic assessment. The community engagement plan determined from the outset that the neighborhoods of Vinegar Hill and Page and Fifeville would be explicitly included in the SAP’s primary outreach to the communities (though not at the exclusion of other areas and stakeholders). If the analysis structure can be thought of roughly as a set of concentric circles, then Starr Hill is at the center of that circle, and the next circle expanding outward fairly in Vinegar Hill and Page and Fifeville is an area simply labeled “Starr Hill+” for the sake of this analysis. Finally, the broadest of all Black residents and businesses across the greater Charlottesville region, not only the community just immediately geographically close but rather a splot of people and companies that line the area, with concentrations appearing in certain places (see reference map in Figure 8).
Estimates suggest that Starr Hill’s population, though small, has grown notably in recent years, growing from 151 to 351, from 2010 to 2019, a 137% increase. The Starr Hill area, with a current population of 346, has grown at a slower rate than Starr Hill alone, and at a pace more like the city and MSA (See Figure 10).

Demographics

Starr Hill’s population has a noticeably different distribution from other parts of the area, starting with a large contingent of seniors, with 26% of residents over 65. The neighborhood also consists of a substantial proportion of young and middle-aged adults (those aged 25 to 44) who comprise nearly half of residents. Very few of those households appear to have children, with only 1% of the population under 5. Starr Hill, in contrast, does have a strong presence of families, with almost a quarter of the population aged 25 to 44, corresponding to proportionally more residents of parenting age (25 to 44) than the city and region. (See Figure 16).

A handful of third-party providers have developed methodologies to extrapolate Census data for geographies smaller than the block group, including in this case for Starr Hill. A review of several options determined ESRI was the most reliable source for this data. Unlike block group data, Starr Hill figures are based on 2010 Census demographic data. (Note: Resident locations are approximate, dispersed randomly within Census blocks based on 2010 Census demographic data.)

ECONOMIC ACTIVITIES

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Starr Hill's median income is just barely below that of the city overall, both hovering around $60,000. In contrast, median household income in Starr Hill—just below $38,000, 62% less than the city and Starr Hill figures—illustrates the fact that much of these economic results are, sadly, correlated with the racial makeup of these geographies. White residents in the Charlottesville MSA have a median income 68% higher than Black residents. The gap is starker in the city alone, where the white median income is nearly 131% larger for the Black population.

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

ECONOMIC ACTIVITIES

Key Takeaways:

• There is limited business activity within Starr Hill that aligns with the regional priority industries/clusters.
• Minority firm ownership tends to be in more locally serving industries, potentially in part to lower barriers of entry. Starr Hill’s location within Charlottesville makes it land extremely valuable, which makes it challenging to afford the property purchases that will allow for new, inclusive development.
As detailed in the regional analysis, prior studies have identified the region’s primary “industry sectors:” 1) Biomedical and Biotechnology, 2) Financial and Business Services, 3) Food and Beverage Manufacturing, 4) Information Technology/Consulting/Computer and Light Manufacturing. In addition to these sectors of focus, the region’s economy is dominated by education, government and health services, in particular due to the dominant position of the University of Virginia.

Starr Hill’s local business activity consists largely of government agencies and food services, each comprising a third of employment in the neighborhood. The government presence is concentrated in the facility at the City Yard, home to facilities for the Department of Public Works, City Warehouse and the Department of Utilities. West Main Street’s storefronts are largely filled with locally owned dining establishments, while Ridge McIntire is home to chain services, (3) health care and social assistance and (4) transportation and warehousing. Of those, only transportation and warehousing firms are more prevalent in a handful of areas: (1) administrative and educational services, (2) transportation and warehousing. Of those, only transportation and warehousing firms are more prevalent in a handful of areas: (1) administrative and educational services, (2) transportation and warehousing.

Furthermore, as detailed in the regional analysis, the value of real estate in these communities. Unlocking their full potential for development, requires understanding the unique collection of assets—companies and workers in particular, that align with the region’s priority growth sectors/bases, but with only a handful of companies in the tech or biotech fields: • Open Bio Labs, an education space to expose K-12 students to biotechnology fundamentals and a small footprint for independent research.

Quality data for Charlottesville’s Black-owned firms is not available at a detailed, local level. The closest quantitative indicators to export their goods and services beyond the region. These patterns and trends suggest that the region’s labor force does not have the skills necessary to exploit their goods and services beyond the region. These patterns are not a recent occurrence; rather, they start in these fields and historic patterns of minority employment.

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

The primary land asset for Starr Hill is the City Yard, in areas of racially-owned land in the middle of the neighborhood. A mixture of offices, warehouses and vehicle parking, the parcel is considered underutilized and provides an opportunity to develop other options. The city has previously explored the movement of operations in lower prime real estate, but this large parcel called the City Yard has not historically presented another moment to consider alternative, higher value uses for the property that drive community benefits and are aligned with Starr Hill’s vision. The second area of Starr Hill most attractive to redevelopment is the commercial strip between 4th Street and Ridge McIntire. The chain restaurants in this block are out of character with the more-experience-oriented local businesses that characterize the rest of the Downtown area. It is these kinds of establishments that have made the area’s retail performance resilient over the last several years, even with the rise of online shopping and the expansion of retail offerings in Albemarle County.

Major obstacles to obtaining and redeveloping properties in this area is the generally high cost of property in Charlottesville. The city’s commercial and retail vacancy rates are considerably lower, especially near downtown, and though substantial new office supply is slated to come online in the near term, this has been quickly absorbed by demand. Charlottesville is experiencing the same growth in demand for walkable, mixed-use downtown area as other cities, as companies are increasingly opening or relocating operations near urban cores. Though City Yard is city-owned, redeveloping scenarios must still take into account conditions that influence relocating current facilities and services. Though not actively for sale, indications are that the Staple building on Ridge McIntire and its parking lot might cost upwards of $8 million.

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

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

The degree of financial resources required to purchase and develop these properties presents risks that neighborhood development in the area will not occur incrementally and without displacement. The region’s wealth is overwhelmingly concentrated with white residents, making it difficult for neighborhoods to marshal the resources needed to purchase and develop properties. The Small Business Administration (SBA) program has the potential with the development of government pressures to move in their direction, with potential to price out current community members. There is a need to find means and models for neighborhood residents, especially minorities, to own and develop the communities in their own neighborhoods.

Workforce
Key Takeaways:
• Starr Hill is considerably well-educated, while Starr Hill’s residents have lower levels of educational attainment.

• Disparities in occupational categories that have been observed at a regional level are even more stark in Starr Hill, with white residents in general more high-skill positions and Black residents much more toward low- and middle-skills jobs.

• Starr Hill has been home to a diverse array of employment, including but not limited to construction, warehousing, and related industries, which has created considerable opportunities to leverage the value of neighborhood properties near downtown, waiting for development to continue its spread just south of Main Street, that could present intriguing development options, local residents anticipate that this property will also not sell easily or cheaply. Owners are generally content to hold properties near downtown, waiting for development to continue its spread from the downtown core.
As discussed above in the regional analysis, Black residents in Starr Hill are underrepresented in higher-skill occupations, with greater proportions of the population in middle- and lower-skilled positions. This is true for the Starr Hill+ area, and the disparities are even more stark (see figure 19). White residents in this area are nearly six times as likely to hold middle- and lower-skilled jobs (with the exception of construction and maintenance jobs, a small portion of residents’ jobs overall).

This is a testimony to the locational advantages that play out in where residents work. Over a quarter of Starr Hill+ residents work in the Census tracts that include downtown, West Main Street and the UVa and UVA Health grounds. At the same time, over half of Starr Hill residents work in Census tracts that are not part of the city or UVA. These locational advantages result in where residents work. Over a quarter of Starr Hill+ residents work in the Census tracts that include downtown, West Main Street and the UVa and UVA Health grounds. At the same time, over half of Starr Hill residents work in Census tracts that are not part of the city or UVA. These locational advantages frame the differences in employment opportunities and the choices that residents make about where to reside and work. Higher-skill jobs are found in higher-skill communities, while lower-skill jobs are found in lower-skill communities. This is true for Starr Hill+ and surrounding neighborhoods. The disparities are even more stark (see Figure 19). White residents in this area are nearly six times as likely to hold middle- and lower-skilled jobs (with the exception of construction and maintenance jobs, a small portion of residents’ jobs overall).

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

**Education**

Levels of educational attainment are substantially higher in Starr Hill than in Starr Hill+; the city and MSA. Approximately 74% of Starr Hill residents have an associate degree or higher, compared to 37% of Starr Hill+ residents and a little over 10% of city and MSA residents. This situation is reversed for Starr Hill+, as nearly half the Starr Hill+ population has a high school diploma/GED or less, well below city and regional averages (see figure 20).

**Figure 20: Share of Population by Educational Attainment, 2019**

<table>
<thead>
<tr>
<th>Education Level</th>
<th>Starr Hill+</th>
<th>MSA</th>
<th>City</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; High School</td>
<td>37%</td>
<td>10%</td>
<td>6%</td>
</tr>
<tr>
<td>High School</td>
<td>11%</td>
<td>17%</td>
<td>10%</td>
</tr>
<tr>
<td>Some College</td>
<td>21%</td>
<td>20%</td>
<td>30%</td>
</tr>
<tr>
<td>College Graduate</td>
<td>15%</td>
<td>21%</td>
<td>24%</td>
</tr>
</tbody>
</table>

**Job Access**

Part of the appeal of Starr Hill’s location is its proximity to some of the largest employment centers of the city. Both downtown and UVa are within walking distance of the neighborhood. Additionally, bus service runs down the Main Street corridor on a regular basis, with CAT buses making stops every five to ten minutes throughout the day. These locational advantages play out in where residents work. Over a quarter of Starr Hill+ residents work in the Census tracts that include downtown, West Main Street and the UVa and UVA Health grounds. At the same time, over half of Starr Hill residents work in Census tracts that are not part of the city or UVA. These locational advantages frame the differences in employment opportunities and the choices that residents make about where to reside and work. Higher-skill jobs are found in higher-skill communities, while lower-skill jobs are found in lower-skill communities. This is true for Starr Hill+ and surrounding neighborhoods. The disparities are even more stark (see Figure 19). White residents in this area are nearly six times as likely to hold middle- and lower-skilled jobs (with the exception of construction and maintenance jobs, a small portion of residents’ jobs overall).

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**Neighborhood and Trends**

Even within Charlottesville’s fairly small footprint, there are distinct patterns and variations in the types of neighborhoods present. This is true for Starr Hill and surrounding neighborhoods. The DNT Neighborhood Typology (“DNT”) provides a cohesive framework that recognizes the differences across neighborhoods and the assets that make the neighborhood more compelling as a place to live. This is true for Starr Hill+ and surrounding neighborhoods. The disparities are even more stark (see Figure 19). White residents in this area are nearly six times as likely to hold middle- and lower-skilled jobs (with the exception of construction and maintenance jobs, a small portion of residents’ jobs overall).

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

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

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

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

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

| PRELIMINARY STRATEGIES AND INITIATIVES |

Ultimately the point of this analysis must be to point to the strategies, programs, products and services that will better develop and connect the assets of Starr Hill and Black Charlottesville to the leading opportunities in the region’s economy. There is a great deal of interest and potential in the entrepreneurship and business ownership of Black Charlottesville’s residents. Thus, three of the five primary strategies look to bolster the entrepreneurship and business ownership of Starr Hill and Black Charlottesville to the leading opportunities in the region’s economy. The fifth strategy, revolving around deeper anchor institution engagement, crosses both the businesses and workforce development arenas. As a cohesive whole, these strategies and the potential initiatives underneath them can build upon the many activities already underway and broaden the array of supports that can help Black Charlottesville find and seize more pathways back to the middle class.
The strategies emerging from this work are:

1) CREATE A VISIBLE HUB FOR MENTORSHIP BUSINESSES: Enable the growth and development of minority small businesses by creating a physical hub for those businesses to operate, supported and nurtured by exuding minority business networks. Potential initiatives include:
   - A Small Business Incubation Center and/or Accelerator Program: Create a physical space to provide mentorship, training, and access to growth opportunities.

2) DEEPEN ENGAGEMENT AND COORDINATION WITH ANCHOR INSTITUTIONS: Leverage the buying power and employment opportunities of the area’s largest anchors—particularly UVA + USA Health—to expand opportunities for small business growth and career advancement. Potential initiatives include:
   - Exploration of career pathways between large contract opportunities and those of small, local suppliers to identify new connections between national contractors (e.g., Amazon) and the area’s anchor employers.
   - Alignment of anchor procurement purchasing practices to fill small business financing gaps and facilitate the development of minority-owned businesses.

3) FILL SMALL BUSINESS FINANCING GAPS: Expand the menu of financial products—both debt and equity—to bridge the divide between existing microloans and traditional bank products, facilitating access to financial capital for those companies and supporting greater activity by others with access to financial capital.
   - A Strengthened Business Equity Fund, a community bank and other financial institutions to leverage the buying power of the region’s largest organizations.
   - A Regional Fund of Funds to provide capital, programming, and support for more promising initiatives targeted to distressed populations (e.g., training for currently incarcerated individuals).

4) SCALE AND EXPAND INDUSTRY-FOCUSED WORKFORCE DEVELOPMENT COLLABORATION AND PROGRAMS: Create stronger pipelines of talent into tech jobs, including UVA Health—to expand opportunities for small business growth and career advancement. Potential initiatives include:
   - Engagement of tech sector in industry-led workforce development initiatives that are generating the intended impacts. These strategies and initiatives are designed to be wholly complementary to the strategies and initiatives flowing into the SAP from other lines of inquiry.

5) DEEPEN ENGAGEMENT WITH TARGETED INDUSTRIES:

   - Entrepreneurship training and support for minorities in targeted industries, particularly in entrepreneurship and firm starts.
   - Deeper connection to, and programming with, tech sector incubation activities, including the UVA School of Data Science, to grow minority participation, particularly in relation to the major asset of City Yard. New development and commercial, service and entertainment businesses.

CONCLUSIONS

In many ways and on many measures, Charlottesville is a thriving place. Its population and its economy are growing by leaps and bounds. Its quality of life is well known, and respected, among many new residents who are interested in the environment and way of life that it provides. With a wide array of cultural and recreational options, Charlottesville has a lot to offer to those who choose to make their home there and take advantage of its amenities. Overall, the complete picture is more complicated. There are wide disparities by race and ethnicity in who is benefiting from this growth and who is able to truly enjoy all that Charlottesville has to offer. In some ways, Charlottesville is struggling to accommodate the attention it is receiving and the growth that is taking place. Limited space for new development and the ever-increasing demand for land to consolidate is putting pressure on the area. Yet, with spillover effects onto neighboring counties that have targeted industries who are experiencing changes in the workforce that suggest opportunities for newly trained workers armed with the in-demand certifications, and for entrepreneurship which leverages the expertise of employees currently in the industry. The importance of UVA to the regional economy will not change and, in fact, is expected to increase. The importance of public and private ownership and business growth, aided with more collaboration with the University, the City, and other organizations, assist businesses with scaling and improving service quality etc. These and other opportunities can deepen Black involvement in, leadership of, and gains from the regional economy. Regardless of how Charlottesville does grow, it is clear that minorities, especially Charlottesville’s Black community, are still working to be transformed on a variety of levels—for Starr Hill, for its neighbors, for Black Charlottesville, and for the region overall. All of Charlottesville has a stake in the economic recovery and the Black community. As they unlock their full potential, the growing economy—especially Charlottesville’s more dynamic city—will advance as they continue to move forward together.
The Resource Assessment Report outlines the institutional, individual and financial resources that can be leveraged to support the implementation of the strategies identified as part of the community engagement and research activities of the Starr Hill Small Area Plan process. This report is divided into several sections:

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

30 October 2019
OPPORTUNITY STRATEGIES & PARTNERS


Strategy I - SUPPORT FIRM START-UP AND GROWTH FOR BLACK ENTREPRENEURS IN TARGETED INDUSTRIES: Grow black entrepreneurship in the industries that are strongest within the region, expanding opportunities for wealth creation beyond locally serving goods and service-oriented businesses via: 
- Entrepreneurship training and support for minorities in the trades, building a pipeline of Black-owned construction and skilled trades companies to grow from the existing, diverse workforce in this area.
- Exploring career pathway opportunities between large contracts and anchor, strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors to serve, building a career pathway for individuals working with (but not necessarily for) the region’s largest organizations.
- Champions: UVA Office of Economic Development

Strategy II - FILL SMALL BUSINESS FINANCING GAPS: Expand the menu of financial products—both debt and equity—to bridge the divide and support growing small businesses growth.
- Potential initiatives include: 
  - A Strengthened Business Equity Fund, a visible Community Development Financial Institution (CDFI) to provide entrepreneurs and others with access to financial capital.
  - A Small Business Incubation Center and/or Accelerator Program with some combination of flexible co-working space, along with business support services and programming that is targeted to local entrepreneurs.

Champions: Community Investment Collaborative and New Hill Development Corporation

Opportunity Strategies & Partners

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

Strategic initiatives include:
- New mixed commercial and residential development that will create a higher density mixed-use, live/work development with affordable and flexible housing and business space, including opportunities for commercial, Piedmont Virginia Community College, Charlottesville-Albemarle Technical Education Center, FundPond, Charlottesville Business Innovation Council, Charlottesville-Albemarle Technical Education Center, Charlottesville Economic Development Authority, Central Virginia Partnership for Economic Development, Charlottesville Community Area Foundation.

Strategy III - IMPROVE ACCESS TO TECH INCUBATION: Leverage the buying power and employment opportunities of the area’s largest anchors—in particular UVA, UVA Health, state, and City/County governments—to expand opportunities for small business growth and career advancement. Potential initiatives include:

- Champions: UVA Office of Economic Development

Opportunity Strategies & Partners

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

- Capacity building programming for small business targeted to anchor procurement opportunities, identifying the areas in which small businesses can leverage the buying power and employment opportunities of the area’s largest anchors to enhance their ability to compete for contracts, in turn expanding their potential to sell products and services to additional local and national customers.

Champions: New Hill Development Corporation

Champions: UVA / Procurement, Economic Development, Finance and Health; City & County Economic Development / Workforce Development.

- Exploration of career pathway opportunities between large contracts and anchor, strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors to serve, building a career pathway for individuals working with (but not necessarily for) the region’s largest organizations.

Champions: UVA Office of Economic Development

Opportunity Strategies & Partners

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

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

Champions: New Hill Development Corporation

Champions: UVA / Procurement, Economic Development, Finance and Health; City & County Economic Development / Workforce Development.

- Exploration of career pathway opportunities between large contracts and anchor, strengthening and opening up new connections between national contractors (e.g., Aramark) and the anchors to serve, building a career pathway for individuals working with (but not necessarily for) the region’s largest organizations.

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Champions: New Hill Development Corporation

Champions: UVA / Procurement, Economic Development, Finance and Health; City & County Economic Development / Workforce Development.
ORGANIZATIONS ENGAGED:

Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches and small merchants, Jefferson School Foundation and Jefferson School African-American Heritage Center; Commerce Street facing businesses and residents; Piedmont Environmental Council; City & County Economic Development; Neighborhood Development Services, Public Works, Police and Fire, Parks & Recs and Safe Routes to Schools; Chamber Diversity Council.

OPPORTUNITY 2 - STRATEGIES & PARTNERS

Housing and Connectivity

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

Strategy 1 - SUSTAIN AND GROW STARR HILLS RESIDENTIAL CORE: Establish affordable and market rate housing options, and home ownership protections, within the existing Starr Hill residential and on newly developed tracts in Starr Hill. Potential initiatives include:

- The construction of new, affordable, single family homes, strengthening the border of the existing Starr Hill residential community along Brown Street.
- Changing: New Hill Development Corporation and Partner Developer
- Potential Collaborators: CLIC, Building Goodness Foundation, Habitat for Humanity, Piedmont Housing Alliance.

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

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


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

- Changing: Jefferson School Foundation

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

- Identify a location, such as the Armstrong site on West Main Street, for a Rail-To-Trail conversion, creating a stronger pipeline of talent into and out of the community, including from traditionally dislocated Black populations.

- Changing: New Hill Development Corporation in partnership with Starr Hill residents and churches

- Potential Collaborators: Residents of 10th & Page, Fire, and other neighboring residential communities.

- Transform Calm 4th Street between West Main Street and Preston Avenue, promoting increased pedestrian access and safety along this key corridor, including Calm 4th Street between West Main Street and Preston Avenue.

- Changing: Jefferson School Foundation in partnership with area residents

- Potential Collaborators: Public General; Residents of Starr Hill, 10th & Page and other neighboring residential communities; Starr Hill area churches and small merchants; Jefferson School Foundation and Jefferson School African-American Heritage Center, 10th Street facing businesses and residents.

- Transform Commerce Street between 10th and 6th Streets, re-energizing the vital connection between Starr Hill’s residential neighborhood, the Jefferson School and West Main Street.

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- Potential Collaborators: Public General; Residents of Starr Hill, 10th & Page and other neighboring residential communities;
Strategy I – Amplify Jefferson School as a Center for African-American Public Life: Work with the leadership of Jefferson School to grow its tenant community and continue to transform the historic building and surrounding property as an actively programmed, public square for the community of all ages. Potential initiatives include:

- Partner with the broader Starr Hill neighborhood to emphasize community, culture and social venues.


- Potential Collaborators: Starr Hill area residents and Black professionals & artists; Residents of Starr Hill, 10th & Page and neighboring residential communities.

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


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

- Host a monthly maker/artist vendor market along 11th Street between Commerce Street and the Jefferson School driveway featuring products and services from Black artists, artisans and community organizations.


- Potential Collaborators: Vendor Market businesses, Black Professional Network trade businesses and artisans; Residents of Starr Hill, 10th & Page and neighboring residential communities.

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


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

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

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

  - Champion: New Hill Development Corporation in partnership with Starr Hill residents

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

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

- Champion: New Hill Development Corporation

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

- Identify new opportunities to connect green spaces throughout the neighborhood (e.g., the park, the Rail-to-Trail pathway), and establish community-based and impromptu events and engagements.

- Champion: New Hill Development Corporation in partnership with Starr Hill residents


- Strategy II – Strengthen Starr Hill Park and Other Public Spaces: Enhance Starr Hill Park with new landscaping and buffers, and community programming. Create new, flexible public spaces throughout the larger Starr Hill neighborhood to emphasize community culture and a sense of belonging for all ages. Potential initiatives include:

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

  - Champion: New Hill Development Corporation in partnership with Starr Hill residents


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

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


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

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


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

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


I. PUBLIC FINANCING – FEDERAL

Community development & housing

A combination of public and private sources will need to be considered to support the implementation of strategies.

The toolbox below provides an overview of the funding sources, financing tools and incentive techniques that can be leveraged to support the implementation of strategies.

FINANCING & RESOURCING TOOLBOX

Community Development Block Grant (CDBG) program: The CDBG program provides communities in partnership with local and state governments, with formula-based grants to develop viable communities for decent housing, employment, and economic opportunities. CDBG-funded projects include, but are not limited to: infrastructure improvements, economic development activities, and housing and home improvement projects.

- Economic Development (CED) Program: A federal grant program that provides communities with resources to develop sustainable businesses and employment opportunities. CED funds can be used toward a variety of projects, including: start-up or expansion business assistance, economic development planning, and the creation of sustainable businesses.

- EPA Brownfields Grants: The EPA provides grants to address the needs of communities affected by brownfield sites, regional research and planning for fund cleanup, environmental-related job training for residents affected by brownfield sites, regional research and planning for brownfield revitalization, and technical assistance. The EPA provides grants in an estimated $3.97 million.

- Workforce Innovation and Opportunity Act (WIOA) Funds: This program provides funding to states, local areas, and labor market areas to help people access employment, education, training, and support services to succeed in the labor market. WIOA funds are used to develop and implement programs that are aligned with state and local workforce strategies.

- Small Business Administration (SBA) programs: The SBA provides funding and technical assistance programs to support small businesses. SBA-guaranteed loans: SBA-guaranteed loans help small businesses obtain long-term capital to help them grow and create jobs. Small Business Innovation Research (SBIR): SBIR/STTR: Two related programs focused on stimulating greater innovation and commercialization of research into high-tech products and services. Regional Innovation Strategies: Regional Innovation Strategies supports innovative centers focused on research commercialization, and the Seed Fund Support Program for TA in developing “equity-based, cluster-focused seed funds” that go toward information and technical assistance for the initial R&D work. The goals of the Innovation and Entrepreneurship Centers are to advance technology-based businesses and clusters, and to develop and improve connections to potential investors and customers.

- Transportation Alternatives grants: The Transportation Alternatives program is designed to help communities plan for innovative transportation strategies that provide options to private vehicle travel, including pedestrian and bicycle facilities, recreational trails, community improvement activities and transportation enhancements, including pedestrian and bicycle facilities. Applications are accepted from state and local agencies, tribes, non-profit organizations, and non-profit community groups.

- National Park Service grants: The National Park Service Community Assistance in Conservation and Recreation Grants provide funding for conservation and recreation projects that benefit the nation’s parks and greenways within urban areas. Awards are limited to eligible nonprofit organizations, tribal governments, and universities that have a requirement that the awardee partner with a non-profit organization to ensure program alignment with state systems, breaking down silos and coordinating services in compliance with United Combined State Plans. Coherence can be cumulated, requiring long-term state-level planning efforts and diligent work by local agencies to ensure program alignment with state systems, along with collaboration with other agencies, organizations, and employees across the workforce system. The local VADA allocations that applied to Charlottesville are managed by Virginia Career Works—Piedmont Region, and training services are provided by Goodwill Industries of the Valleys.

- Public Works: Provides funding for a broad range of infrastructure or facilities that will help implement the growth strategies of the region. Past supported projects include workforce training facilities, parks, and localities that communities use in partnership with local and state governments, with formula-based grants to develop viable communities for decent housing, employment, and economic opportunities. CED funds can be used toward a variety of projects, including: start-up or expansion business assistance, economic development planning, and the creation of sustainable businesses.

Support career and training services, as well as education and literacy programs for adult job seekers. WIOA seeks to create alignment of workforce strategies and programs within each state, breaking down silos and coordinating services in compliance with United Combined State Plans. Coherence can be cumulated, requiring long-term state-level planning efforts and diligent work by local agencies to ensure program alignment with state systems, along with collaboration with other agencies, organizations, and employees across the workforce system. The local VADA allocations that applied to Charlottesville are managed by Virginia Career Works—Piedmont Region, and training services are provided by Goodwill Industries of the Valleys.

The toolbox below provides an overview of the funding sources, financing tools and incentive techniques that can be leveraged to support the implementation of strategies.
II. PUBLIC FINANCING – STATE & REGIONAL

• Virginia Small Business Financing Authority (VSBFA):
  • The Virginia Small Business Financing Authority provides loans to and services to businesses and nonprofit organizations, including tax-exempt bond financing and taxable bond financing.
  • VSBFA can support mixed-income and mixed-used mixed-use projects, such as commercialization of research, or targeted site development. These loans are intended to be used in conjunction with bank and other financial institutions.
  • Loans are provided to new and innovative projects or services that engage the community and include tax-exempt bond financing and taxable bond financing.

• Virginia Brownfields Restoration and Economic Redevelopment Assistance Program (VARAP):
  • VARAP provides low-interest loans and grants to local governments to promote restoration and redevelopment of brownfield sites and to address environmental problems or obstacles to reuse. These assets can be effectively marketed to economic development, including tax-exempt bond financing and taxable bond financing.

• Virginia Humanities:
  • Grant funding is available on a rolling basis for projects that focus on identified target audiences (e.g., youth, women, and Minority-Business-Finance-Programs.aspx)
  • The Virginia Commission for the Arts & culture builds and strengthens the state’s cultural infrastructure by providing funds to maintain their stability and encourage the arts' public spaces focus area provides creative-capacity-shape-healthier-neighborhoods

III. PUBLIC FINANCING – CHATTLESLOTTESVILLE

• Charlottesville Affordable Housing Fund (CAHF):
  • The primary purpose of the CAHF is to address the affordable housing needs of individuals and families who live in pursuit of a broader tax base and more diverse resident geographies in the Virginia market include Virginia Community Capital, that have the potential to advance commercialization efforts of local companies and help local companies create new jobs in targeted sectors. However, banks generally provide debt and construction loans to lenders as part of the CRA mandate. A bank may lend to CDFIs and other intermediaries, which are specialized financial institutions with a primary mission to promote community and economic development in the Virginia market include Virginia Community Capital, feasible market for low-income and moderate-income households; and

IV. FINANCIAL INSTITUTIONS – BANKS & CDFIS

• Banks and CRA-motivated lending: Due to their availability, market-rate loans are widely used in affordable housing development projects and other financial institutions may lend to CDFIs and other intermediaries, which are specialized financial institutions with a primary mission to promote community and economic development in the Virginia market include Virginia Community Capital, that have the potential to advance commercialization efforts of local companies and help local companies create new jobs in targeted sectors. However, banks generally provide debt and construction loans to lenders as part of the CRA mandate. A bank may lend to CDFIs and other intermediaries, which are specialized financial institutions with a primary mission to promote community and economic development in the Virginia market include Virginia Community Capital, feasible market for low-income and moderate-income households; and

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Please note that the text extracted is a partial representation and may not capture all the details or context of the original document. The full document provides comprehensive information on financial institutions, public financing, and specific programs and initiatives in Virginia. For a complete understanding, it is recommended to refer to the original source or contact the relevant authorities for detailed information.
Private sector & corporate foundations

- **Charlottesville Area Community Foundation**: The local community foundation is one of nine regional foundations that have been organized to support philanthropy in Charlottesville and its surrounding areas.

- **Ford Foundation**: Committed to reducing poverty and achieving greater social and economic justice, the foundation supports organizations that are working to create lasting change.

- **UVA Foundation**: The University of Virginia’s charitable giving arm focuses on preserving and increasing the supply of affordable housing, as well as providing support to the arts and culture.

- **JP Morgan Chase Foundation**: Supports organizations that are working to improve the lives of people living in poverty through a variety of initiatives.

- **State Farm Foundation**: State Farm’s charitable giving includes community development grants distributed to nonprofits that work in areas such as affordable housing, neighborhood revitalization, job training, and small business development.

Impact investors & crowdfunding platforms

- **Donor Advised Funds**: Donor advised funds allow donors to recommend grants to nonprofits and are a popular tool for givingeffectively.

- **ArtStars Awards Program**: A national competition that awards high net worth funders to become collectively invested in arts in social impact-focused investments through investment pools administered by nonprofits such as the American Craft Council and the Donor Advised Fund. Funders can support artists and organizations that are visionary in their approach.

- **Union Community Foundation**: Utilizes its strategic philanthropic resources and tools to support community-led initiatives that drive social and economic impact.

- **Southwest Airlines and Project for Public Spaces**: A partnership between Southwest Airlines and the Project for Public Spaces, was developed to support vibrant and well-designed public spaces in the downtown area.

- **Momentum**: A civic crowdfunding platform that brings together local citizens and sponsors to support initiatives in their communities.

- **Patronize**: A civic crowdfunding platform that brings together local citizens and sponsors to support initiatives in their communities.

Private sector & corporate foundations

- **Dominion Energy Foundation**: Provides support through the entire crowdfunding process. Patronicity works with organizations, with grant dollars, to support initiatives in their communities, within the neighborhood by providing coaching to individuals on crowdfunding strategies alongside a platform that allows individuals to advertise their own projects.

- **Kiva**: Kiva is a 501(c)(3) non-profit organization that allows people to lend money via the internet to low-income entrepreneurs and students in over 80 countries. Kiva’s mission is “to expand financial access to underserved communities.” LISC has partnered with Kiva to set up a one-to-one match fund that helps business owners in LISC geography reach their crowdfunding goal in less than the process normally takes.

- **GoATL Fund**: The GoATL Fund in Atlanta, is often managed by community foundations and CDFIs and other intermediaries: the Small Business Expansion Program offers a number of state based grants for community revitalization, volunteerism in public spaces to benefit local communities.

- **State Farm Foundation**: State Farm’s charitable giving includes community development grants distributed to nonprofits that work in areas such as affordable housing, neighborhood revitalization, job training, and small business development.

- **IOBY**: A civic crowdfunding platform that brings together local citizens and sponsors to support initiatives in their communities.

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VI. Anchor institutions

- University and hospital anchor
  Hospitals, universities and other large public institutions can provide impact capital from their endowment funds, philanthropy, foundations, or sales of real estate or other impact investment vehicles. Anchors are typically interested in seeding or supporting capital pools that further their alignment with their mission and support a shared value strategy developed with surrounding communities. Small business investment is a popular area of interest for anchors, who can provide grants or loans to small businesses to create living wage jobs or ownership opportunities in targeted geographies. For example, Northeastern University has a new Social Impact Venture Fund developed in conjunction with LISC, established a small business lending platform for women- and minority-owned enterprises. New zones or overlays might be considered to create special assessments to finance the provision of new affordable housing units within moderate-income neighborhoods surrounding the university. As capacity builders, anchors can partner with local nonprofit institutions and community-based organizations to support technical assistance provisions to local small businesses. Bon Secours, for example, has provided $500,000 in grant funding to LISC to deploy in grants up to $100,000 to individuals in the Church Hill neighborhood of Richmond that are looking to expand or start a business.

- Private sector employer anchors
  A growing set of corporations are passionate about reinvigorating America’s communities and the small area plan. Height bonuses (beyond height recommendations herein) are not provided in the small area plan. (TIF) districts or synthetic TIF districts) that would ensure equitable outcomes (that may include but not be limited to establishing tax increment finance (TIF) districts or synthetic TIF districts) that may be in an area that would not be classified as TIF districts or Synthetic TIF districts) that would ensure equitable outcomes. New zoning or overlays might be considered to create special assessments to finance the provision of new affordable housing units within the city. The City of Charlottesville, in partnership with the Housing Advisory Committee (HAC) and residential advocates, is evaluating the services of an outside consultant to develop a comprehensive affordable housing strategy for the City. The overall goals of the affordable housing strategy are to identify specific programs and services that promote and establish targets for affordable housing unit production and preservation based on household income, identify specific regulatory (inclusive of zoning code) and financial tool used to finance redevelopment projects or other investments using the anticipation of future tax revenue. New zoning or overlays might be considered to create special assessments to finance the provision of new affordable housing units within the city. New zoning or overlays might be considered to create special assessments to finance the provision of new affordable housing units within moderate-income neighborhoods surrounding the university. As capacity builders, anchors can partner with local nonprofit institutions and community-based organizations to support technical assistance provisions to local small businesses. Bon Secours, for example, has provided $500,000 in grant funding to LISC to deploy in grants up to $100,000 to individuals in the Church Hill neighborhood of Richmond that are looking to expand or start a business.

- Comprehesive Affordable Housing Strategy (that may include, but is not limited to density bonuses)
The Small Area Plan envisions a transformed City Yard with a significant mixed-use, commercial and residential development (Focus Area 1). This development will include affordable and flexible housing and business space, including opportunities for community commercial, service and entertainment businesses. Such a development will require predevelopment, construction and permanent financing which can be procured from a combination of financial institutions, a CDFI or other private sources. VHDA, VHFA CBA-motivated capital (e.g., VHFA equity investments, below-market-rate loans, preferred equity and mezzanine financing), and other low-cost capital from local or regional banks should be sought. This capital, procured in tandem with market-rate financing, will support affordability goals. To fully achieve affordability goals, however, gap financing will also be required, as conventional debt and equity financing is not likely to meet demand for units affordable to families below 80% of AMI. The size of the subsidy required to fill this gap will depend greatly on land acquisition costs and any local subsidy available. Financing gaps can be filled through public or philanthropic sources (PRIs), as outlined in the above Toolbox section.

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

Community benefits recommendations

Contracting & procurement

Utilizing the construction process for the proposed projects to intentionally provide opportunities for small and minority contractors and local residents is highly supported. Such a study should stipulate a minimum percentage of contract assignments to be awarded to local Black and Latinx (City-licensed) businesses and release lowest bid mandates.

Developer incentives

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

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

Housing vouchers

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

Community Benefits & Return on Investment

A more detailed discussion of impact projections is provided below.

Focus Area 2 – Mixed Use

<table>
<thead>
<tr>
<th>Focus Area 2 – Mixed Use</th>
<th>New GSF</th>
<th>Jobs (FTE)</th>
<th>Labor income ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>New GSF</td>
<td>1,000,000</td>
<td>100</td>
<td>$10,000,000</td>
</tr>
<tr>
<td>Labor income ($)</td>
<td>750,000</td>
<td>75</td>
<td>$2,000,000</td>
</tr>
<tr>
<td>Total</td>
<td>7,750,000</td>
<td>750</td>
<td>$10,000,000</td>
</tr>
</tbody>
</table>

The above job and income estimates were generated using MEPLAN economic impact analysis software and the development's hard and soft costs of approximately $85-100 per GSF, with labor incomes approximating 14% of total hard and soft costs. The FTEs calculated above include both direct (on-site and indirect (supply-chain) jobs, but don’t take into account indirect jobs created from the overall increase in economic activity generated from the construction process.

Commercial space impacts

New commercial and retail space can be a significant source of economic activity. Commercial and mixed-use development creates and houses businesses and service providers, employment opportunities, and attracts customers from outside the region. Some of these figures represent existing operations in Charlottesville that may traditionally be overlooked for large construction projects. Through a variety of roles. For any public development, a study to review procurement award procedures and benefits is needed and highly supported. Such a study should manipulate a minimum percentage of contract assignments to be awarded to local Black and Latinx (City-licensed) businesses and release lowest bid mandates.

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Community Benefits & Return on Investment

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Commercial space impacts

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<th>Commercial Space</th>
<th>New GSF (ft²)</th>
<th>Jobs (FT)</th>
<th>Labor Income ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail space</td>
<td>68,500</td>
<td>45</td>
<td>$1,300,000</td>
</tr>
<tr>
<td>Office space</td>
<td>274,000</td>
<td>450</td>
<td>$28,000,000</td>
</tr>
<tr>
<td>Food space</td>
<td>68,500</td>
<td>120</td>
<td>$3,200,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>411,000</strong></td>
<td><strong>615</strong></td>
<td><strong>$32,500,000</strong></td>
</tr>
</tbody>
</table>

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

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

Business or workforce development programming impacts

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

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

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

Walkability impacts

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

Tax base impacts

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

1 https://www.eia.gov/consumption/commercial/data/2012/bc/cfm/b2.php
2 https://psycnet.apa.org/record/2018-63708-001
PLANNING GUIDELINES & INFLUENCES

• City of Charlottesville | Starr Hill Neighborhood Plan “In Your Backyard”

• City of Charlottesville | Strategic Plan
  Identify Key Goals
  - Goal 1: Enhance the self-sufficiency of our residents
  - Goal 2: Be a safe, equitable, thriving and beautiful community
  - Goal 3: Have a strong, diversified economy
  - Goal 4: Be a well-managed and successful organization
  - Goal 5: Foster strong connections
  - The Plan: https://www.charlottesville.org/home/showdocument?id=10567

• City of Charlottesville | Comprehensive Plans Update 2018
  - A work-in-progress, this Plan is Charlottesville’s VISION that guides decision-making processes for such matters as Land Use (development and growth), Housing (affordability and access) and Transportation (all modes of transit and parking).
  - The Plan: https://www.charlottesville.org/home/showdocument?id=63367

• City of Charlottesville | Zoning Ordinance 2018
  - Code of Ordinance: https://library.municode.com/va/charlottesville/codes/code_of_ordinances
  - Rezoning Process: https://www.charlottesville.org/home/showdocument?id=16462

• City of Charlottesville | Urban Design
  - The West Main Street study area extends from McIntire/Ridge Road on the east to Elliewood Avenue on the west.
  - Preston Avenue is the extension of Barracks Road and Rugby Road heading into Downtown. The area of concentration lies between McIntire Road in the southwest and Madison Avenue in the northeast.

• City of Charlottesville | Form Based Code
  - The City is engaging the Form Based Code Institute to develop a code for the Strategic Investment Area Plan (SIA). This draft code’s purpose is to provide a predictable framework for redevelopment and context-based zoning regulations to guide the placement, form and use of private and public property and buildings in the SIA.
  - The Code: https://www.charlottesville.org/home/showdocument?id=10567

• City of Charlottesville | SAI
  - The Plan designed to guide redevelopment of the SIA area, referred to as the SIA Plan, is intended to provide guidance for suspected investment and improvement in the target area and for improved urban design to create a better quality of life
  - The Plan: https://www.charlottesville.org/home/showdocument?id=27996

• Create Charlottesville | A Cultural Plan for Charlottesville & Albemarle

• City of Charlottesville | City Green
  - The Plan: www.charlottesville.org/CityGreenMap

• City of Charlottesville | Public Transportation

• City of Charlottesville | Bike Path

• City of Charlottesville | Streets That Work 2016
  - The Paths: https://www.charlottesville.org/departments-and-services/transportation-transit/streets-that-work/streets-that-work-plan

• City of Charlottesville | Housing Report

• City of Charlottesville | Orange Dot Report

• GO Virginia Region 9 Report
the 1950s, the plant was dismantled with some of the rubble likely buried on site. In 1975, the current City Yard was completely renovated and the new Public Works Operation Building was constructed.

The mere presence of these materials at former MGP sites is not, however, a necessity that a human or environmental hazard is present. The existence of such a potential impact depends on the type, quantity and nature of the material present. Also, such residues were often found or otherwise separated from direct exposure pathways. These residues, therefore, usually do not present a direct contact hazard unless disturbed or exposed in some way or unless they have entered local groundwater or surface water. Following the discovery of possible contamination in April 1991, several environmental sampling efforts have been conducted, both to identify and assess the extent of the contamination and to consider appropriate levels of remediation that would make the site suitable for transfer of ownership and future development. These include the following:

- 1993 - Initial Site Characterization, concentrated in the eastern half of the City Yard, focused on the location of the former real gasification plant. Soil and groundwater contamination was confirmed and several areas of concern were identified. A risk assessment based on the current conditions of the industrial area in the absence of remediation was conducted due to the absence of groundwater wells and the paved status of the site (both which limited or eliminated potential exposure pathways). The human health risks were determined to be low but potential concerns for aquatic life were noted.

- 2000 - Follow-up Environmental Study focused on a similar area and including remediation options and cost estimates for remediation to support a future land use scenario. Contaminants identified were limited.

- 2003 - Additional limited sampling in the western half of the City Yard as well as an update to the cost estimate, a re-evaluation of site contamination requiring cleanup and the clean-up criteria. The future land use scenario considered that achieving the goal of enrolling in and completing the VRP while maintaining an unrestricted land use scenario would involve deed restrictions related to whether offsite contamination is migrating and impacting neighboring properties with unacceptable risk. The consultant engaged for this recent review considered that achieving the goal of enrollment in and completing the VRP while maintaining an unrestricted land use scenario would involve deed restrictions likely the prohibition of commercial use and excursion restrictions, among others, but that a residential use would not likely be prevented.

While Virginia does not have a mandated Superfund Program to address sites contaminated with hazardous waste, it finalized Voluntary Remediation Regulation in 1997 to address cleanup of sites where remediation has not been mandated by a federal or state agency or regulation. There are several MGP sites in Virginia that have been or are in the Department of Environmental Quality’s (DEQ) Voluntary Remediation Program as the pathway to addressing site conditions, risk, and cleanup or control strategies that enable redvelopment goals. Upon enrolling in the VRP, it is anticipated to take about two years to complete the investigation and design phase, and an additional year to complete site remediation. Upon completion of the program steps, DEQ issue a certificate of satisfactory completion of remediation to reduce or eliminate environmental liabilities and facilitate property transfer. The challenging question regarding next steps is the timeframe and associated costs of such relative to the plan for transitioning the Public Works Operations Building at the site to a new location. An additional challenge is the “liability” of data previously collected relative to requirements and expectations of the DEQ VRP. There is concern about data being deemed obsolete by DEQ in general, remediation cost estimates are subject to change depending on updated site characterization results (old and groundwater sampling), development of final remediation goals based on the actual intended use of the impacted area and negotiations with the VRP. Not only is completion of the program considered a base assumption in several scenarios). The primary determining factor of whether active remediation would be needed is typically related to whether offsite contamination is migrating and impacting neighboring properties with unacceptable risk. The consultant engaged for this recent review considered that achieving the goal of enrollment in and completing the VRP while maintaining an unrestricted land use scenario would involve deed restrictions likely the prohibition of commercial use and excursion restrictions, among others, but that a residential use would not likely be prevented.

NOTE: These reports were generated to inform internal discussions and are not intended for external use. Given the regulatory and legal nature of some of report elements, we are not in a position to share the full reports.
OUR SINCEREST APPRECIATION TO EVERYONE IN THE FOLLOWING ORGANIZATIONS WHO CONTRIBUTED TO THIS COMMUNITY VISION AND ENDEAVOR.

STARR HILL AREA NEIGHBORHOOD: Starr Hill Residents, Merchants and Businesses

NEIGHBORING COMMUNITIES: Residents of 11th & Page, Rose Hill, Fifeville and Westhaven

REGIONAL PARTICIPANTS:
- 100 Black Men of Central Virginia
- African American Teaching Fellows
- Albemarle County Department of Economic Development
- Charlottesville-Albemarle Metropolitan Planning Organization
- Charlottesville-Albemarle Technical Education Center (CATEC)
- City Schoolyard Garden
- Community Mental Health and Wellness Coalition
- Computers4Kids
- Culinary Concepts AB
- Ebenezer Baptist Church
- First Baptist Church
- Greater Charlottesville Habitat for Humanity
- iLab @ UVA
- IMPACT
- Local Food Hub (and Fresh Farmacy)

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

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

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

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