

GLOUCESTER COUNTY EDA

Former Page School Property



About the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission: shape the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

About ULI Virginia

ULI Virginia serves Hampton Roads, Richmond, and Charlottesville and has over 400 members. As a preeminent, multidisciplinary real estate forum, ULI Virginia facilitates the open exchange of ideas, information, and experience among local, and regional leaders and policy makers dedicated to creating better places.

ULI District Council Leadership

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ULI Advisory Services: National and Global Programs

Since 1947, the ULI Advisory Services program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for complex land use challenges. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services. National and international panelists are specifically recruited to form a panel of independent and objective volunteer ULI member experts with the skills needed to address the identified land use challenge. The program is designed to help break through obstacles, jump-start conversations, and solve tough challenges that need an outside, independent perspective. Three- and five-day engagements are offered to ensure thorough consideration of relevant topics.

An additional national offering is the project analysis session (PAS) offered at ULI's Fall and Spring Meetings, through which specific land use challenges are evaluated by a panel of volunteer experts selected from ULI's membership. This is a conversational format that lends itself to an open exchange of ideas among diverse industry practitioners with distinct points of view. From the streamlined two-hour session to the "deeper dive" eight-hour session, this intimate conversational format encourages creative thinking and problem solving.

Learn more at americas.uli.org/programs/advisory-services/.

Distinct from Advisory Services panels, TAPs leverage local expertise through a half-day to two-day process.

Technical Assistance Program: (TAP)

Since 1947, the Urban Land Institute has harnessed its members' technical expertise to help communities solve difficult land use, development, and redevelopment challenges. Technical Assistance Panels (TAPs)

provide expert, multidisciplinary, unbiased advice to local governments, public agencies, and nonprofit organizations facing complex land use and real estate issues in the Virginia region. Drawing from our seasoned professional membership base, ULI Virginia offers objective and responsible guidance on various land use and real estate issues ranging from site-specific projects to public policy questions. The sponsoring organization is responsible for gathering the background information necessary to understand the project and presenting it to the panel. TAP members typically spend two days developing an understanding of the problem, coming up with recommendations, and contributing those findings and recommendations to the sponsoring organization.

The focus of this TAP program aligns with the Urban Land Institute's mission of providing research and technical assistance to public and private-sector leaders to accelerate decarbonization in the built environment through a combination of technical panels and long-term engagement. The goal of the effort is to help owners, cities, and other relevant constituents reduce or eliminate carbon emissions by providing concrete ideas and strategies to the beneficiaries of the panels and the general public.

Acknowledgments

ULI Virginia is grateful to the Gloucester County EDA for inviting ULI to explore strategies for re-development of the subject properties. Special thanks to the sponsor team for preparation and assistance to ULI Virginia before and during the exercise including the following individuals:

- Ian Ginger - GO Virginia Region 6 Program Director, George Washington Regional Commission
- Sarah Oldaker - Program Coordinator, George Washington Regional Commission
- Sherry A. Spring - Director of Economic Development, County of Gloucester
- Amanda R. Ridings - Economic Development Coordinator, Gloucester County economic Development

The following stakeholder representatives provided the TAP team with important perspective and guidance during interviews held during the program.

- Robert J. Orth** - Chair, Board of Supervisors
- Makalia Records** - Executive Director, Chamber of Commerce
- Al Ramsay** - Chair, Economic Development Authority
- Anne Ducey-Ortiz** - Director of Planning, Zoning, and Environmental Programs
- Carol Steele** - County Administrator
- Steve Barrs** - Economic Development Authority
- Ashley C. Chriscoe** - Supervisor At-Large, Chair, MPPDC; MPA
- Chris Hutson** - Vice Chair, Board of Supervisors
- Bob Kubicki** - Private landowner

Technical Assistance Panel Team

ULI VA selected the panel members below from within its membership based on subject matter expertise specific to this effort including the following areas of experience:

- Community Planning
- Land Planning and Site Design
- Economic Development
- Real Estate Development

Technical Assistance Panel Members

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I. EXECUTIVE SUMMARY

A. OBJECTIVE AND CONTEXT FOR THE STUDY

ULI Virginia was invited to conduct a Technical Assistance Panel (TAP) program to study the potential for redevelopment of the former Page School property on Highway 17. The County requested the Technical Assistance Panel to “provide a fresh perspective and redevelopment strategies for the property”.

The former Page School located at 56530-6644 George Washington Memorial Highway was destroyed by Hurricane Isabel in 2003, making the site available for future uses. The property is currently being used as the transportation facility for school buses until its planned relocation from this site to a new facility now under construction. The County intends to use the former bus garage for utilities, mosquito control and storage. The land with the bus garage includes the water tower and is slightly over 2 acres in size, leaving approximately 28 acres of marketable land for new development. It is the largest developable site controlled by Gloucester and will revert to the County who will in-turn donate it to the EDA for potential new economic development projects.

The County estimates the cost to get the site from a Tier 1 to a Tier 4 status to be between \$1 million to \$2.5 million and views achieving that goal necessary to have a competitive site with other localities in Virginia. The County estimates that redevelopment with light manufacturing, recycling, energy or distribution and logistics uses would generate about 30-40 skilled, above average paying jobs with a capital investment of \$9 million and increase the tax based by a projected \$271,000 over the first 4-years of operation.

AERIAL VIEWS - STORM DAMAGE



SITE TODAY



Observed Property Advantages

- The property has significant frontage on Highway 17 - George Washington Memorial Highway.
- The School Board is expected to deed the property back to the County once the new School Bus Transportation Facility is completed.
- A Phase I Environmental Site Assessment was conducted in October 2017 and found the site to be clean.
- Low cost of doing business – taxes at \$.725 per \$100 of assessed value
- Proximity to the Port of Hampton Roads - less than one hour
- Water, sewer, electrical and broadband on site
- Listed on the VEDP Building & Sites Database for maximum exposure

Observed Disadvantages

- Electrical capacity is average, according to the site characterization assessment
- Water capacity is low, according to the site characterization assessment
- No Natural Gas service available in the area - only propane gas available in the County
- Not located in the Virginia Enterprise Zone
- Limited resources for infrastructure improvements / enhancements
- Not located in immediate proximity to interstates and rail

B. SUMMARY OF CHALLENGES AND OPPORTUNITIES

Planning and Vision Challenges

- Need for a coordinated plan or vision for subject property and adjacent properties
- Need to develop consensus regarding location of proposed County public works site (utilities, mosquito control and storage)
- Need to align adopted planning documents with Economic Development goals
- Need for an updated market demand study by land use category, beyond retail uses

Site Planning Challenges

- Access: further study of the final alignment of proposed TC Walker extension and its impact on the Corr property and subject property including:
 - Impact of VDOT design standards on redevelopment options, including driveway spacing and design standards internal to site
 - Size, configuration, and access for development of residual land created by TC Walker extension, and potential value if acquired to expand the former school site
 - Visually screening proposed county utilities site
- Significant cost to build proposed County utilities building and new infrastructure, if not located on former Page School property
- No natural gas service; limited water and sewer capacity may impact ability to attract some industrial users

PLANNING AND REAL ESTATE OPPORTUNITIES

- Develop a Small Area Plan / Master Plan to guide marketing efforts and discussions with adjacent property owners
- Evaluate possible land swaps / modification of property lines to accommodate TC Walker Road extension and maximize development opportunities for full 31+ acres
- Evaluate alternate locations for proposed County public works site
- Position subject property as Phase II of Business Park, including potential for physical and / or branding connection between the two developments
- Catalyst site for improved bike and pedestrian facilities along Highway 17 corridor

LAND USE OPPORTUNITIES

- Add hospitality rooms and meeting space to address market needs
- Create attractive jobs with good pay to help retain workers in the local economy
- Attract technology companies that support the various market sectors with ties to the area:
 - Healthcare
 - Defense
 - Shipyard
 - Solar / wind energy
- Add affordable / workforce housing inventory

- Add a centralized community sports venue or a destination related to regional, sports tourism, recreation, eco-tourism, and entertainment

Green and Healthy Communities Opportunities

- Create partnerships and leverage synergy with agricultural landowners and local business partners to advance environmentally friendly and sustainable goals including:
 - Canon = green business practices
 - Coastal Bio-analytics = green water testing
 - Strata solar = renewable energy
 - Refer to Go VA award winners
- Promote sustainability and resiliency issues to attract environmentally conscious end users committed to responsible site development techniques including new technology and light manufacturing companies supporting renewable energy systems
- Evaluate partnering opportunities with VIMS and local healthcare companies to locate research facilities who are strong community partners

C. SUMMARY OF RECOMMENDATIONS

Priority Recommendations

1. Complete Small Area Plan / Master Plan Process with community engagement and input from adjacent property owners.
2. Resolve alignment of T C Walker Rd extension. Delay final platting and engineering, if possible, until completion of Small Area Plan / Master Plan process.
3. Include adjacent property owners and the community in a transparent, and inclusive planning process.
4. Complete transfer of property ownership to Gloucester County EDA, when appropriate, and based upon intended redevelopment scenario.
5. Conduct an updated marketing study to assess gaps and demand for selected product types beyond retail uses, including light industrial, workforce housing, and lodging
6. Consider locations for proposed County utilities facility outside of the former Page School site; evaluate potential land swaps with adjacent property owners and assess the potential to leverage increased value of the existing site, created by reclaiming the bus maintenance facility for redevelopment, to fund new location costs for County utilities.
7. Confirm scope and validity of Phase 1 report given observed existing conditions to confirm report covered all site and building improvements on the entire property.

Secondary Recommendations

1. Define environmental stewardship, sustainability and resiliency goals as part of redevelopment plans; discuss if these goals are fundamental to the community brand and redevelopment goals for the property.
2. Leverage existing business park to expand the brand to the former Page School site, establishing common covenants and design standards between the two.

3. Rezone the property as needed to best support desired land use as determined by the Small Area Plan process.
4. Complete necessary steps to achieve Tier 4 (if marketing for industrial use)
5. Leverage relationships with key employers, businesses, healthcare, etc. to form partnerships that will help reinforce their brands in the community in exchange for their support in recruiting quality end users, and funding efforts associated with marketing and redeveloping the property.



II. THE CHALLENGE: TAP PROCESS & FRAMEWORK FOR STUDY

A. THE TAP PROCESS

The TAP process was a collaboration between the County and the ULI panel selected specifically for this challenge. The process included review of background materials provided by the County prior to the TAP team's arrival, followed by a two-day program working locally near the subject property. The general outline of the program was as follows:

ULI TAP Agenda – November 15-16, 2022

Tuesday November 15

| | |
|------------------|---|
| 10:30 – 10:45 am | Arrival and set-up |
| 10:45 - 12:00 pm | Tour of the subject property and surrounding area with County staff |
| 12:00 – 1:00 pm | Working lunch + Stakeholder interviews |
| 12:00 – 5:00 pm | Stakeholder Meetings: Robert J. Orth Chair, Board of Supervisors Makalia Records - Executive Director, Chamber of Commerce Al Ramsay - Chair, Economic Development Authority Anne Ducey-Ortiz - Director of Planning, Zoning, and Environmental Programs Carol Steele - County Administrator Steve Barrs - Economic Development Authority Ashley C. Chriscoe - Supervisor At-Large - Chair, MPPDC; MPA Bob Kubicki – Private Landowner (via phone) |

Wednesday November 16

| | |
|----------------|--|
| 8:30 – 3:00 pm | Panel deliberations, development of recommendations and presentation |
| 4:00 – 5:00 pm | Presentation and discussion with sponsor |
| 5:00 pm | Close Program |

The presentation of findings and recommendations was presented to the County Administrator and representatives of the Planning Department and EDA to conclude the two-day program. A copy of the panel presentation was provided to the County as an interim deliverable, followed by delivery of this report documenting the overall process and final recommendations.

B. GLOUCESTER COUNTY VISION AND TAP OBJECTIVES

ULI Virginia was invited to conduct a Technical Assistance Panel (TAP) exercise to study the potential for redevelopment of the former Page School property on Highway 17 that is currently being utilized for school bus maintenance and athletics on the playing fields. The County's request of the Technical Assistance Panel was to provide a fresh perspective and redevelopment strategies for the property.

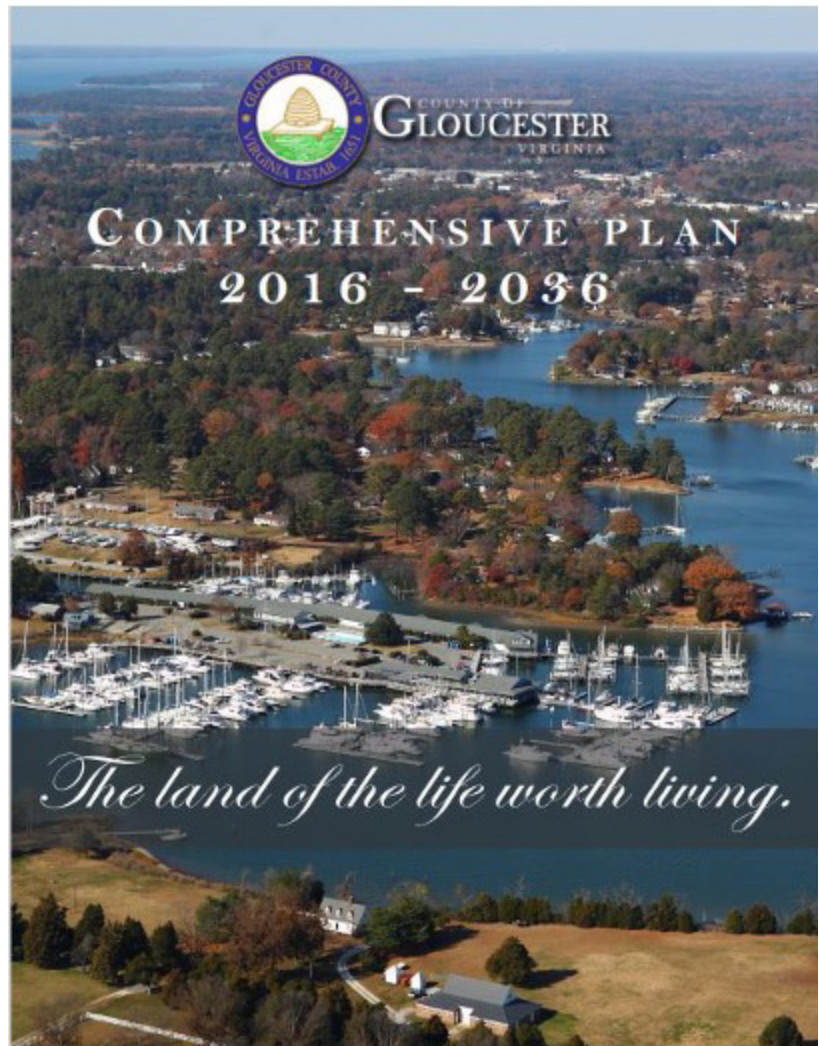
It is important to recognize the value and need to reference long-range plans, goals and vision statements reflected in adopted planning documents as guidance for this type of study. Vision statements are expressions of what is fundamentally important to communities and are the result of intense conversations among staff and county leadership, together with community engagement. The significance of vision statements is often lost over time, especially with changes in leadership and development trends, but it is critical to reference planning decisions to the original vision to maintain consistency with community goals and to re-validate those guiding statements if necessary. The ULI panel, in its deliberations and recommendations, refers to adopted plans where appropriate to identify whether specific ideas and strategies are consistent with guidance from those plans. Following is the Gloucester County vision statement from the current Comprehensive Plan with highlighted phrases that were particularly important to the Panel for this effort:

"Gloucester County enjoys a **diversity of suburban and rural characteristics** while remaining a magnificent retreat from the nearby city life. The county is positioned at the southern tip of Virginia's Middle Peninsula, and its location provides citizens with **the ability to access the more urban areas** of Hampton Roads, Williamsburg, and Richmond, while maintaining a peaceful lifestyle found in the rural comforts and resources within the county. The exceptional quality of life found in Gloucester is based on the combination of its rural, **small town character**, and the abundance of natural, cultural and historic resources available within and adjacent to its boundaries. Gloucester will protect and improve the quality of life enjoyed by its residents through **preserving these resources and our rural character.**

The county will **provide opportunities for growth by promoting development and redevelopment** aimed at enhancing, encouraging and promoting community livability, prosperity and pride in "the land of the life worth living."

The current County strategy, as described to the Panel, is to transfer site ownership to the County, who will in-turn donate it to the EDA for potential new economic development projects. There was a clearly communicated sentiment to the ULI Panel that County leadership was focused on potential industrial uses for the property to address significant need for job creation and revenue given the size of this opportunity. The Panel acknowledged the importance of those goals during the TAP program while exploring other opportunities to provide additional perspectives as requested. The County has estimated that new development in light manufacturing, recycling, energy or distribution and logistics could generate 30-40 skilled, above average paying jobs with a capital investment of \$9 million and increase the tax based by a projected \$271,000 over the first 4-years of operation.

Gloucester Comprehensive Plan



As part of the TAP application process, Gloucester County established their primary objectives for this exercise which are reflected in the following questions for the TAP panel. Responses to each of these questions is embedded within each section that follows and a detailed response to each question is provided in **Section IV Response to Sponsor Questions** for the Panel.

1. What enabling projects (i.e. public infrastructure, master planning, etc.) would be necessary or beneficial to ready the site for market?
2. How might lack of existing or limited resources to provide adequate infrastructure influence potential end users and how to market the site?
3. What land uses are appropriate for the site based upon location, adjacent land uses, market demand, and adopted, long-term planning objectives.
4. Are there funding opportunities beyond those already identified?
5. How would you address the existing facilities?

C. EXISTING CONDITIONS

A summary of existing conditions was developed based upon various inputs including review of background materials, touring the site, and stakeholder input. Background materials provided by the County included historical context and physical conditions of the subject property and surrounding areas. Resources included links to the County Comprehensive Plan documents, physical maps, transportation plans, zoning, and environmental studies relevant to the property. Touring the site and surrounding areas gave the panel context for existing land uses, physical site conditions, transportation facilities, and important land use relationships. Stakeholder interviews provided further details about the community vision for the area, major challenges or concerns, and a sense of County resources to implement a plan.

GENERAL CONTEXT

- The site is currently rated a Tier 1 site, with available funding resources to be upgraded to a Tier 4 site. This effort, and expenditure of funds, would be specific to marketing the site for industrial uses.
- The 28-acre site is the largest developable site in Gloucester County not in private ownership. The School Board is expected to deed the property back to the County once the new school Bus Transportation Facility is completed. The site could then be deeded to the County EDA for sale or leasing for creating of new jobs and new revenue sources for the County.
- The existing Bus Transportation facility is proposed for re-purposing for County utilities, materials storage, and maintenance operations.
- The county enjoys a brand as a business-friendly environment with low real estate taxes and an educated workforce.
- There is a strong sense among stakeholders that Gloucester is a family-oriented community with interest in preserving the historic rural character.
- Like many similar communities, it is a challenge to keep young adults in the community based upon the availability of jobs and desired amenities.
- The county has several strong commercial development centers with very intense, suburban retail development patterns. Retail appears to be generally stable in the current market with some concern regarding sustainability of adding new retail to existing inventory.
- A strong healthcare presence is anchored by Riverside Hospital with new competing and complementary healthcare providers serving this market as well.

OBSERVED ADVANTAGES:

- Frontage on Highway 17 George Washington Memorial Highway
- Potential access to the existing signalized intersection at Highway 17 and TC Walker Road
- A Phase I Environmental Assessment finding of no contamination or need for remediation
- Proximity to Richmond & Washington DC, and Port of Hampton Roads
- Low cost of doing business – taxes at \$.725 per \$100 of assessed value
- Water, sewer, electrical and broadband on site
- Listed on the VEDP Building & Sites Database for maximum exposure

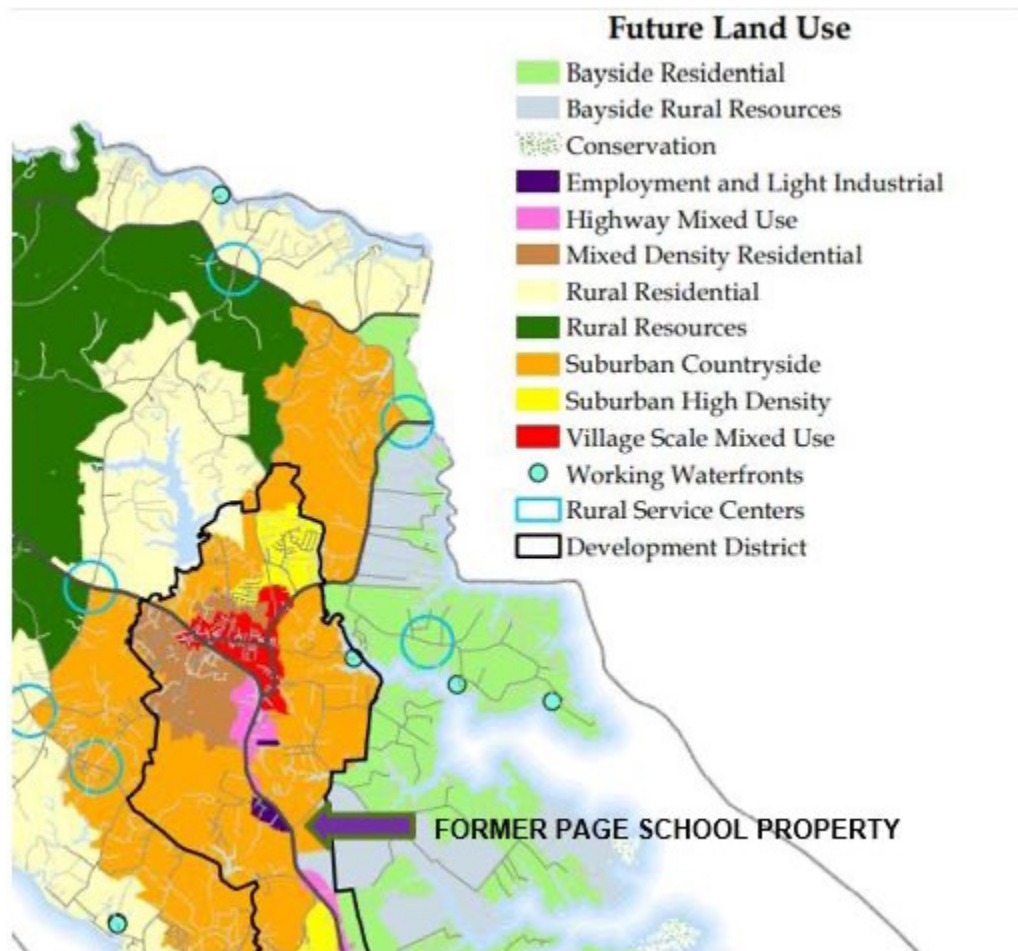
OBSERVED DISADVANTAGES:

- Water capacity is relatively low, according to the site characterization assessment, which may impact potential industrial end users with high water demand in their production process
- No Natural Gas service in the area - only propane gas is currently available in Gloucester
- Not located in the Virginia Enterprise Zone
- Limited resources for infrastructure improvements/enhancements
- Travel distance (actual and perceived) to interstates and rail
- Large Out (AM) / In (PM) peak commuting pattern to employment destinations outside of the area

ZONING AND LAND USE

- Existing residential zoning is not consistent with future land use plans (designated industrial)
- Existing adjacent land uses are predominantly undeveloped or rural residential densities with associated agricultural uses
- Future land use map designation around the subject property is predominantly Suburban Countryside

GLOUCESTER COUNTY FUTURE LAND USE PLAN



TECHNICAL STUDIES AND SITE INVESTIGATIONS

- **A property appraisal** of the 31.26-acre site was conducted by Valbridge Property Advisors in May 2016.
- **A Phase I Environmental Site Assessment** was conducted in October 2017 and found the site to be clean. Note: There is some question about the scope of this study and a potential need to validate the scope and findings prior to moving forward with plans for the property.
- **Site Enhancement Characterization** was completed in December 2019.

SITE CONDITIONS:

- Relatively level site with a linear drainage feature and required RPA buffers along rear property.
- No public sidewalk frontage, pedestrian or bike facilities along the property frontage or in immediate area.
- Existing improvements include remnant infrastructure from former school use including paved surfaces, utility services, and athletic fields. Improvements also include active bus maintenance building and support facilities, above ground fuel storage, and elevated water storage tower.
- Predominantly pervious site – redevelopment will require on-site stormwater management measures.
- Predominantly cleared site with some woodland area associated with the RPA. There was no evidence of delineated wetlands provided as part of this program.

EXISTING SITE IMPROVEMENTS



III. ISSUE IDENTIFICATION: KEY ISSUES, CHALLENGES & OPPORTUNITIES

INTRODUCTORY COMMENTS

Issue identification for the TAP program is a two-part process involving exploration and discovery (what we heard and observed), followed by processing what we learn to extract the most critical, underlying issues (key takeaways). The exploration and discovery process for this effort included inputs from review of sponsor background materials, tour of physical assets, and stakeholder interviews.

The stakeholder interviews were very instructive for the Panel and represented a broad range of perspectives regarding potential use of the subject property, which is not unusual given the various roles and objectives for those interviewed. It is typically most productive to group these various perspectives into broad, related categories to help characterize the most fundamental issues and separate them from secondary and supportive issues. Following is a summary of what the Panel learned from the discovery process, organized around the three broad issues described below. This section includes a discussion of each of these issues and concludes with a summary of key challenges and opportunities, all of which serve as the basis for the Panel recommendations that follow in Section V.

A. KEY ISSUES

ISSUE 1: CREATING A UNIFIED AND CLEARLY DEFINED VISION

There is a need for a unified and clearly defined county vision for the property and surrounding area.

The biggest takeaway for the Panel is a need for some internal planning and discussion on what the true value of this property is to the community with a focus on either job creation and revenue or creating new community assets to enhance quality of life and the local brand. The vision and redevelopment objectives for the property varied among stakeholders, as might be expected, depending upon their primary responsibilities with the County or personal goals as private landowners. Some see the property as an opportunity to address gaps in community amenities to broaden the appeal of Gloucester as a destination and as an attractive place to work and live for young adults and families. This perspective would lean toward recreation, sports tourism, and destination retail. The alternate point of view leans toward the need for job creation and revenue generation to address some real needs in response to a large out-migration of jobs and the lack of tax revenue from the property in its existing condition. Light industrial uses are most often cited as the preferred development model for this group. These two points of view are not necessarily mutually exclusive, and certainly represent valid approaches to addressing defined community needs. However, there appears to be no accepted, clear guidance among elected officials, staff, or landowners to lean on in defense of one position or the other.

The Comprehensive Plan does in fact designate the property for industrial use. However, there has been consideration around UDA or Village designations that would suggest a different development pattern and the current residential zoning is inconsistent with the Comprehensive Plan designation. All of this is not to suggest a right or wrong answer, but simply points toward the need for a broad, inclusive effort toward an updated land use plan and strategy for redevelopment of the subject property and adjacent land as well.

ISSUE 2: BUILDING CONSENSUS AROUND POTENTIAL LAND USE

What is the primary goal and most value to the community for redevelopment? When asked about ideal redevelopment scenarios for the property, stakeholders were generally divided into two camps of thought that reinforced the issues outlined in Issue 1 above, generally described as having the following objectives:

a. Job creation and revenue objectives and outcomes

b. Community asset development and placemaking

These two approaches are both valid and not mutually exclusive in execution or community benefits but do help inform a strategy for land use planning and marketing the property. It is also important that any plans for the property reflect market conditions and trends and provide flexibility to move with market changes as they shift over time. Land use plans should aim for flexibility and long-term sustainability while responding to realistic market conditions. Zoning should also provide for some flexibility for development to move with the markets while maintaining the overall character and quality of the vision.

JOB CREATION AND REVENUE - This perspective was most associated with a desire to attract light industrial land uses, and potential branding tied to the existing County business park. This could involve a single user for the entire property or multiple users on subdivided tracts. Property ownership under the EDA, and industrial land uses would provide access to more potential state and federal funding sources. The ability to attract industrial end users given lack of immediate access to rail or interstate highways, and the lack of natural gas were the most cited challenges with this approach.

COMMUNITY ASSET DEVELOPMENT AND PLACEMAKING – This line of thought was associated with a variety of ideas aimed at creating community resources and destinations that are perceived to be in demand and missing in options available to County residents and visitors today. While it was acknowledged that a pure recreation facilities program would receive little support relative to addressing job creation and tax revenue objectives, there are several types of sports-related and eco-tourism models that have energized some communities and performed well financially as revenue generators. Indoor aquatic centers, outdoor outfitters, agri-tourism with event venues, and experiential retail / recreation (i.e. TopGolf, Drive Shack, Hardywood Park - Goochland) are examples of that approach and have the added benefit of attracting a younger demographic seeking amenities to make the County an attractive place to live and work. This approach could be viewed as an opportunity to enhance the Gloucester brand as family-friendly with strong ties to natural resource amenities by including indoor and outdoor sports and recreation facilities, entertainment and destination retail, and small event venues. It could also become a hub destination for exploring the natural and historic resources of the County.

ISSUE 3: INFRASTRUCTURE AND ENABLING PROJECTS

The Panel and stakeholders noted the importance of updated long-range planning, infrastructure and enabling projects. Issue 1 above describes the need for an updated, more unified vision for the property and surrounding area to establish better guidance for deciding the future of the subject property. Part of an effective planning effort must include identification of projects to help set the table for redevelopment, whether those actions or improvements are undertaken by the County or by the property developers. Some issues might include the following types of activities:

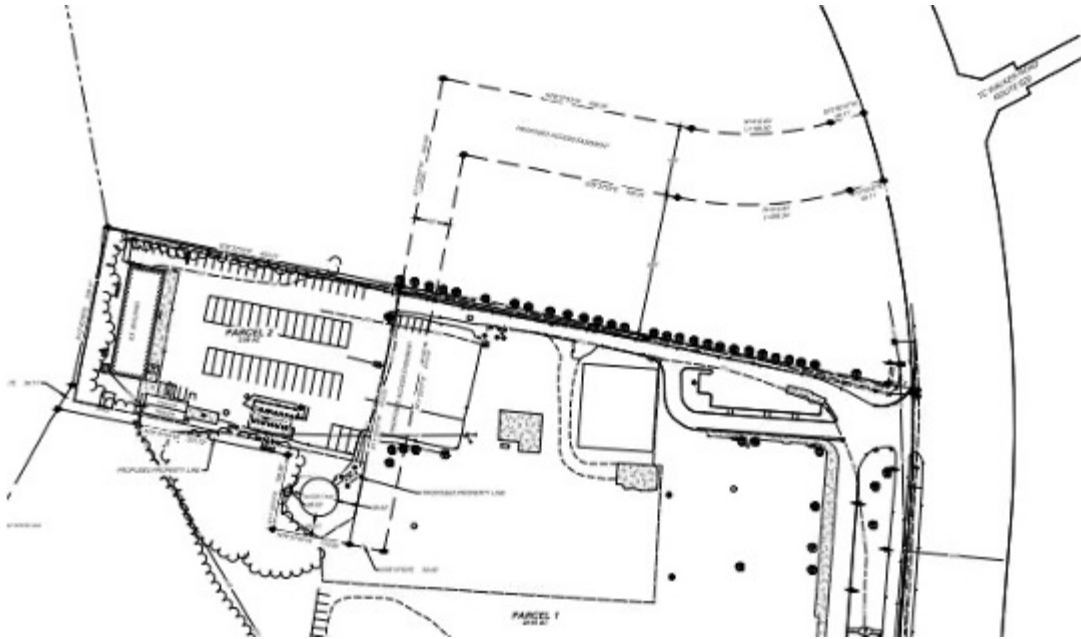
- Develop a Small Area Plan for the property and adjacent properties
- Include further analysis of the final alignment for the proposed TC Walker Road extension
- Evaluate alternative sites for the proposed County public works facility
- Clean up the property and get “pad ready” to improve marketing efforts
- Confirm Phase I Report scope and findings to limit risk for the County and potential end users
- Identify infrastructure needs for end users, by land use type, related to electricity, water and sewer demand

B. UNDERLYING ISSUES OF IMPORTANCE

There were several areas of diverging opinions or conflicting objectives among stakeholders around planning and economic development that the Panel felt warranted documentation. These are described below in order that they might be addressed as part of future planning and decision-making efforts toward achieving some alignment on key objectives between staff, administration, private landowners, and the Board of Supervisors.

- **Location of proposed County utilities:** Plans to re-purpose the existing bus maintenance facility for use by County Utilities attractive given the projected cost savings of using the existing building and site improvements. However, many stakeholders expressed concern that the proposed use was incompatible with the desire to make the property attractive for redevelopment. Ideas for locating these facilities off-site included a location in the existing county business park or by executing a land swap with a private landowner.
- **Prioritization of job creation and tax revenue vs. community or regional assets:** As discussed previously, there is a fundamental need for alignment among stakeholders as to the community value of the property reflected in the ultimate land use and development program. There are some very different expectations and community benefits to redevelopment with industrial, residential, or sports entertainment uses. Ultimately, the decision requires a commitment to the needs and values of the community and a long-term view toward land use patterns and the community brand.
- **Status of planned TC Walker Rd extension plans:** Not all stakeholders shared the same awareness as to the status of plans for extending TC Walker Road into the subject property. There are existing plans illustrating a preliminary alignment for the extension and some indication from staff that preliminary plat documents are in review at the County. There was some question expressed whether or not enough study has been given to the final alignment and its potential impact of the residual development parcels created by the proposed alignment, and internal circulation to the subject property and adjacent Corr property. Preparation of additional master plan studies to include the subject property and adjacent properties should include analysis of how the road extension could best serve affected properties and help to market the property to desired end users.

TC WALKER ROAD EXTENSION



- **Transfer of ownership to EDA:** Plans to transfer ownership from the School Board to the County, and then the EDA were described by some stakeholders as settled business but by others as an open item for discussion. The benefits of EDA ownership and access to grant money may vary depending upon the ultimate land use intent.
- **Comprehensive Plan and Future Land Use Designations:** As noted before, current long-range planning documents are not consistent relative to some proposed land uses for the property. It is important to consider each scenario for consistency relative to overall planning and economic development objectives. For example, light industrial would be a logical choice to maximize job creation and revenue but would not be consistent with plans to create a UDA or Village type of development pattern. Recreation, sports tourism, lodging and meeting venues may address some need gaps in the market, but not move the needle relative to the need for high-wage job creation.

C. SUMMARY OF KEY CHALLENGES AND OPPORTUNITIES

As part of consideration around key issues, the panel extracted a list of key Challenges and Opportunities associated with redevelopment of the property. The lists below represent a compilation of ideas and thoughts from stakeholder interviews. The final Panel recommendations can be found in Section V.

CHALLENGES:

- **Planning and Vision Challenges**
 - Need for a coordinated plan and vision for subject property and adjacent properties
 - Need for consensus regarding location of proposed County utilities site
 - Need to align adopted planning documents with Economic Development goals
 - Need for updated market demand studies by land use, beyond retail uses
- **Site Planning Challenges**
 - Access: a need to understand the real estate impacts of the proposed alignment for TC Walker Road extension on Corr property and subject property including:
 - Impact of VDOT design standards on development options, including driveway spacing internal to site
 - Development potential for residual land created by TC Walker Rd extension
 - Visually screening for proposed for County utilities site (if it remains on-site)
 - Cost to build proposed County utilities building and new infrastructure (if located off of the subject property)
 - No natural gas service; limited water sewer capacity for large industrial users

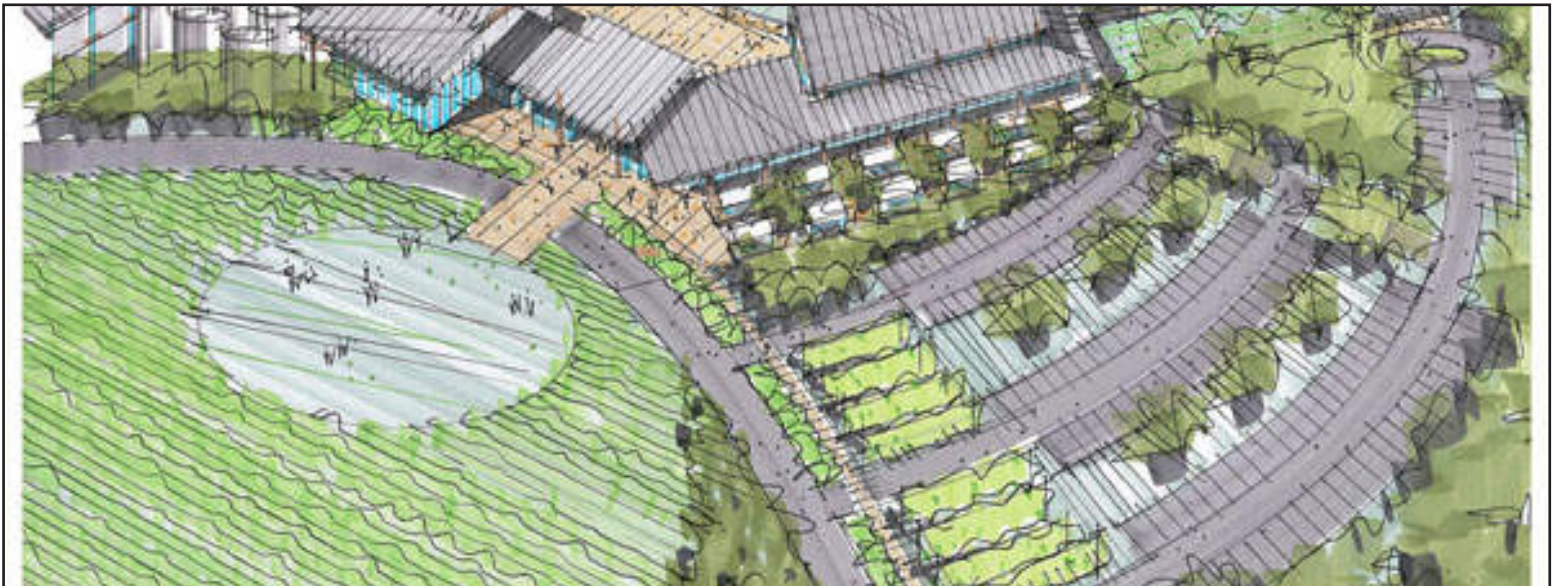
OPPORTUNITIES:

- **Planning and Real Estate Opportunities**
 - Develop a Small Area Plan / master plan to guide marketing efforts and discussions with adjacent property owners
 - Evaluate land swaps / modification of property lines to accommodate TC Walker Road extension and maximize development opportunities for full 32 acres
 - Evaluate alternate locations for proposed County utilities site
 - Position subject property as Phase II of Business Park; potential for physical and / or branding connection between the subject property and business park
 - Improve bike and pedestrian facilities along Highway 17 corridor
- **Land Use Opportunities**
 - Add hospitality rooms and meeting space to address market needs
 - Create attractive jobs with good pay to help retain workers in the local economy
 - Attract Technology Support companies in various market sectors with ties to the area:
 - Healthcare
 - Defense
 - Shipyard
 - Solar / wind energy
 - Add affordable / workforce housing inventory
 - Add a centralized community sports venue or regional, sports tourism, recreation, eco-tourism, and entertainment destination

- **Green and Healthy Communities Opportunities**

- Leverage synergy between private agricultural land and local business partners to advance environmentally friendly and sustainable goals for the property including possible partnerships with:
 - Canon = green business practices
 - Coastal Bio-analytics = green water testing
 - Strata solar = renewable energy
 - Refer to Go VA award winners
- Promote sustainability and resiliency issues to attract environmentally conscious end users committed to responsible site development techniques and new technology and light manufacturing companies supporting renewable energy systems
- Evaluate partnering opportunities with VIMS and healthcare partners to locate research facilities who are strong community partners

HARDYWOOD PARK, GOOCHLAND COUNTY



COLLATERAL OPPORTUNITIES

While planning for and implementing a vision, there often emerges opportunities tangential to the primary objectives - some planned and some organic byproducts of the vision. It is important to be open to, and sometimes intentional about, identifying and nurturing these opportunities as possible enhancements to the process and to engage more stakeholders. Following are some possible initiatives related to the main objectives:

- **Create A Model for Healthy Communities:** redevelopment of the site presents an opportunity to create a public-facing model for healthy living. Beyond the addition of new land uses, this site offers opportunity to display sustainable stormwater techniques, improved water quality measures, renewable energy systems, and nature-based recreation for the community.
- **Increased Community Engagement:** A large property such as this is always an opportunity to engage the community in a transparent planning process and develop trust in the process among those most affected.

POTENTIAL DEVELOPMENT SCENARIOS

Following are some conceptual development programs, using the list of opportunities above as inspiration.

A. Light Industrial (single or multiple user)

- Energy component fabrication, technical support, and/or sales
 - wind
 - solar
- Technology support – manufacturing, sales, or training
 - Healthcare
 - Renewable Energy
 - Defense / shipyard contractors

B. Community Recreation Complex

- community center / meeting space
- sport fields
- aquatic center
- wellness center – in partnership with local healthcare providers

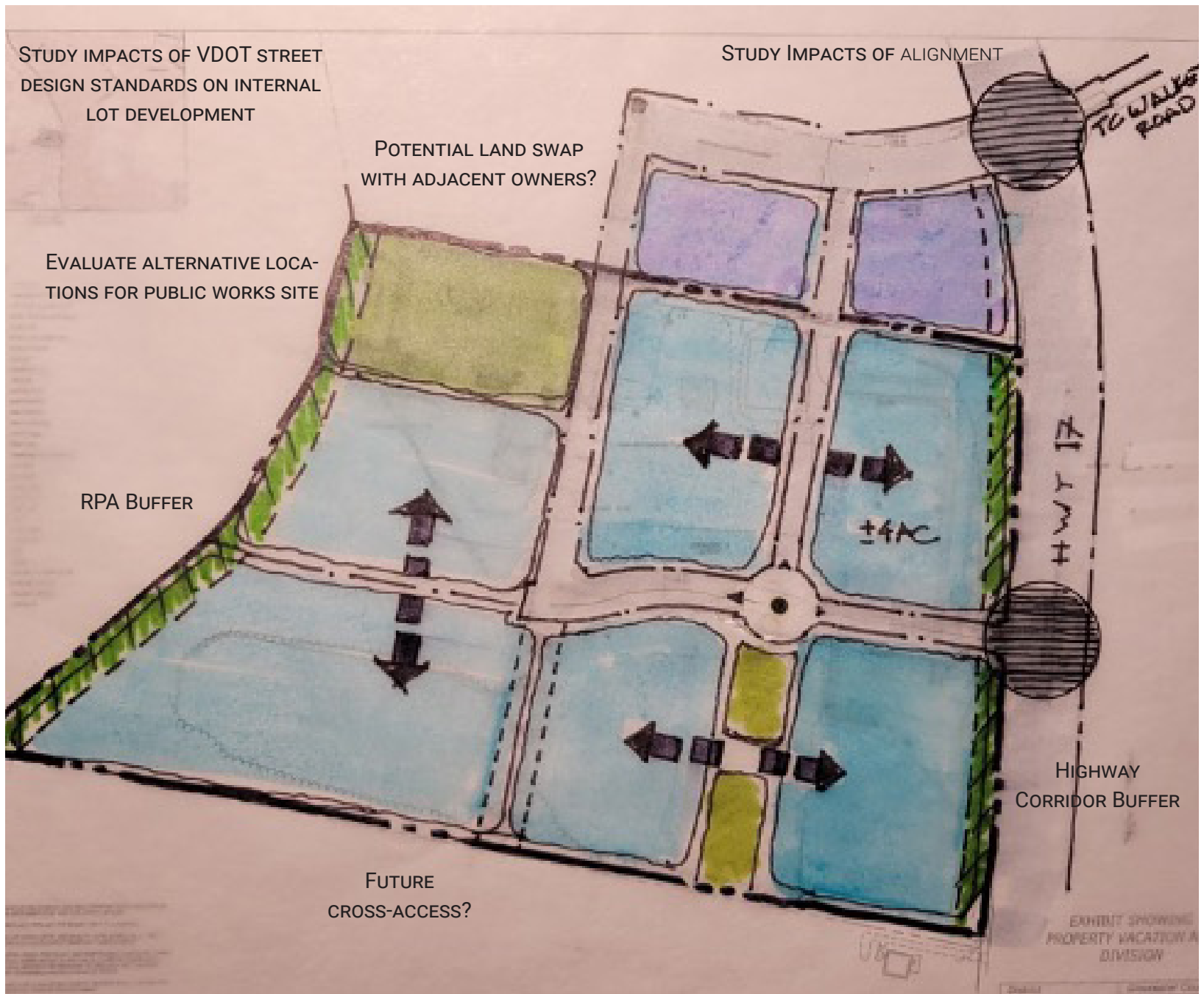
C. Sports Entertainment Complex

- community center
- retail: outdoor outfitter – destination hub connection to natural resources
- destination dining
- outdoor event space

D. Senior Living Agri-hood

- medium – high density residential
- limited accessory retail / office
- working farm
- community gardens
- farm-to-table restaurant
-

Site Planning Considerations



IV. RESPONSE TO SPONSOR QUESTIONS FOR THE PANEL

1. What enabling projects (i.e public infrastructure, master planning, etc.) would be necessary or beneficial to ready the site for market?

- a. Small area plan and conceptual master plan development
 - i. Land Use Plan
 - ii. Site analysis and site carrying capacities
 1. Utility demand and capacity
 2. Traffic analysis
 3. Stormwater management land allocation
- b. Transfer of ownership deed to EDA
- c. Appropriate rezoning for intended land uses (based on Small Area Plan study)
- d. Get site pad ready

2. How might lack of existing or limited resources to provide adequate infrastructure influence potential end users and how to market the site?

The site will be limited to specific end users who do not require natural gas or have heavy demand for water or sewer services beyond the available capacity. This is most likely to be an issue for industrial land uses. If it does not exist already, the County should coordinate with VEDP to get some basic data on potential end users and their infrastructure needs for site selection.

3. What land uses are appropriate for the site based upon location, adjacent land uses, market demand, and adopted, long-term planning objectives.

The Panel considered potential land uses for the property considering the following principles and guidance:

- land use appropriate for this location given adopted long-range planning documents and adjacent land uses
- market-driven land use to achieve viability and sustainability over time
- land uses that advance the County goals for job creation and revenue
- consideration of alternative land uses that offer community benefits beyond job creation

a. Land uses consistent with adopted long-term planning

- i. Light Industrial
 1. Renewable energy technical support/manufacturing
 2. Defense/Shipyard technical support / manufacturing

b. Land uses not consistent with adopted long-term planning

1. Residential
2. Health/Wellness/Recreation
3. Destination Retail / Sports Entertainment

4. Are there funding opportunities beyond those already identified?

- a. Assuming EDA ownership:
 - i. Free, low-cost funding options such as the GoVa Grants (limited to light industrial uses)
 - 1. Site readiness
 - 2. Marketing study
 - 3. Master planning
 - ii. Federal EDA grants (requires strategic economic development plan in place)
- b. Partnerships with private developers or entities (e.g., Riverside Health, Canon)

5. How would you address the existing facilities (assuming relocation of bus operations)?

There appears to be two options related to the final disposition of the existing infrastructure and proposed County public works operations on the property:

- a. Option 1: retain and invest to adapt existing facilities for the proposed use
- b. Option 2: locate the proposed County public works operations outside of the property to provide greatest redevelopment value to site

The ULI Panel strongly recommends evaluating alternate site locations to remove this encumbrance from the marketing of the property.

V. A FRAMEWORK FOR ACTION

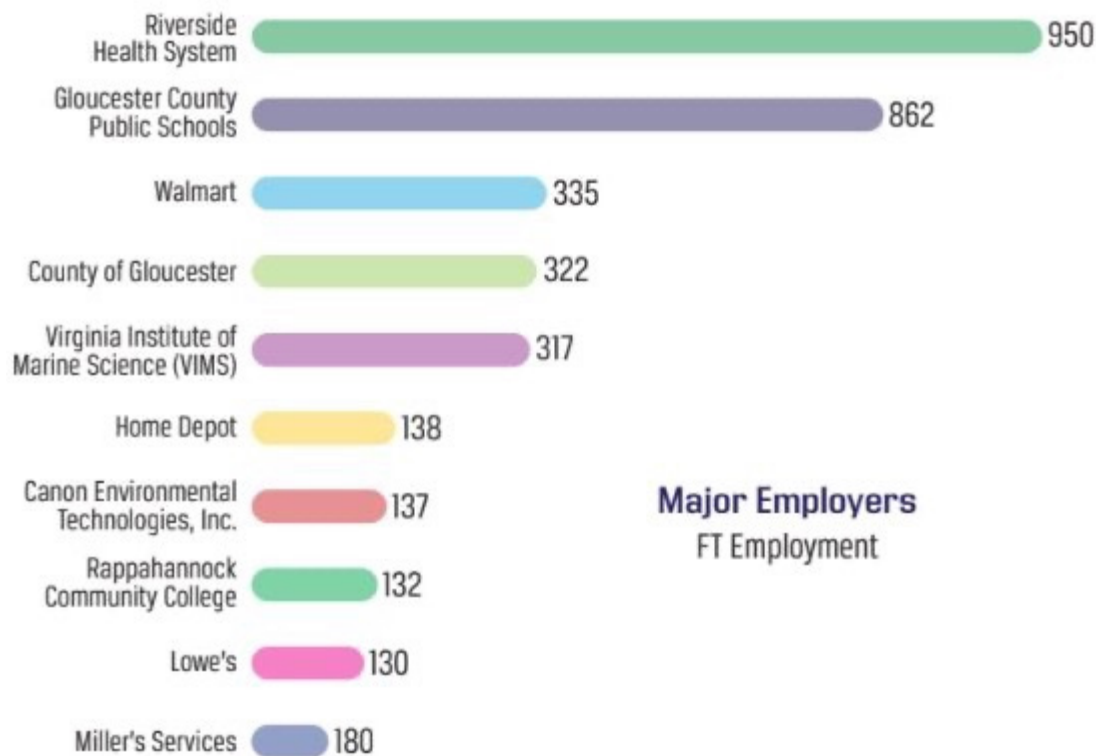
PRIORITY RECOMMENDATIONS:

1. Complete Small Area Plan / Master Plan Process with community engagement and input from adjacent property owners.
2. Resolve alignment of T C Walker Rd extension. Delay final platting and engineering, if possible, until completion of Small Area Plan / Master Plan process.
3. Include adjacent property owners in planning process.
4. Complete transfer of property ownership to Gloucester County EDA, when appropriate, and based upon intended redevelopment scenario.
5. Conduct an updated marketing study to assess gaps and demand for selected product types, including light industrial, workforce housing, and lodging.
6. Consider locations for proposed County utilities facility outside of the former Page School site; evaluate potential land swaps with adjacent property owners and assess the potential to leverage increased value of the existing site, created by reclaiming the bus maintenance facility for redevelopment, to fund new location costs for County utilities.
7. Confirm scope and validity of Phase 1 Environmental study given observed existing conditions and to confirm report covered all site and building improvements on the entire property.

SECONDARY RECOMMENDATIONS

1. Define environmental stewardship, sustainability and resiliency goals as part of redevelopment plans; discuss if these goals are fundamental to the community brand.
2. Leverage existing business park success to expand the brand to the former Page School site, establishing common covenants between the two.
3. Rezone the property as needed to best support desired land use as determined by the Small Area Plan process.
4. Complete necessary steps to achieve Tier IV (if marketing for industrial use).
5. Leverage relationships with key employers, businesses, healthcare, etc. to form partnerships that will help reinforce their brands in the community in exchange for their support in recruiting quality end users, and funding efforts associated with marketing and redeveloping the property.

Community Partners: Major Employers



OUTSIDE THE BOX IDEAS:

The following ideas represent opportunities that may warrant exploration as alternative redevelopment strategies or value-added ideas to enhance the planning process. The list below represents ideas from a combination of stakeholder suggestions and from the collective experience and successful efforts of the ULI TAP panel.

1. Transfer property to the EDA and put to market for immediate sale to monetize the asset and reinvest funds in an alternative project(s).

2. Consider marketing the property for alternative land uses that might address current market gaps and also add important community assets to enhance the Gloucester brand as a destination beyond retail demand. Potential use might include the following:

a. 55+ Residential Community / Agri-hood

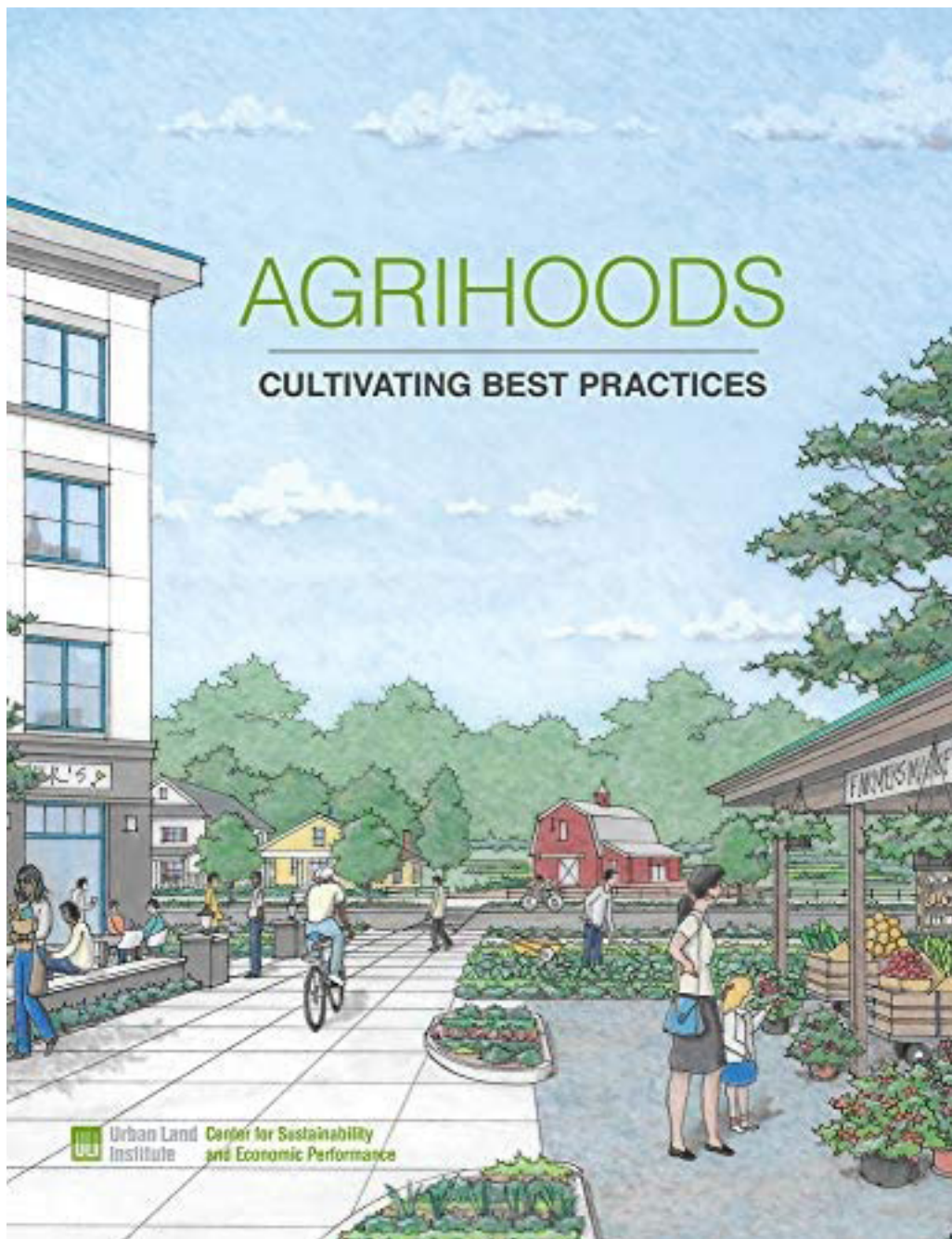
There appears to be market demand and a brand connection to Gloucester as a retirement destination. Nationally, 55+ neighborhoods combined with healthy lifestyle and environmentally sustainable features are gaining popularity. This approach is a good way to connect residential land use to rural communities with strong ties to agriculture. These communities typically reflect a commitment to special amenities and healthy living practices. There are often community gardens, farm-to-table restaurants, and working farms embedded within the

community that produce a curated mix of vegetables, herbs, fruits, and flowers for the health and wellness benefits of the residents of this community. Fishing ponds, walking trails, a clubhouse and pool are common amenities. These communities are not insular but can be a destination for non-residents to drive tourism revenue as well. In addition, local healthcare providers can be active partners in these types of development to promote healthy lifestyles, provide medical services to residents, and health education related to exercise, healthy eating and cooking habits.

References:

[Featured Communities – Agrihood Living](#)

[Chickahominy Falls – Agrihood Living](#)



b. Destination Retail / Entertainment (e.g Hardywood Park in Goochland; Henrico Sports and Entertainment Center)

Destination meeting, sports and entertainment centers can feature adaptable event space with room for regulation basketball courts, pickleball, or volleyball courts and a 4000-500 capacity stadium

seating. The centers often include mezzanine level viewing areas, meeting and changing rooms, vendor and concessions areas and a broadcast room, among other amenities. These developments are designed to attract regional and national tournaments while offering additional competitive space for local teams. It can also host large community events, such as graduations, Chamber meetings, and public input meetings. Complimentary land uses might also include a hotel, small amounts of retail, destination dining, and residential uses.

[Hardywood Park Craft Brewery - Brew With Purpose](#)

[\\$50 million Henrico sports facility to open next year, draw tournaments and tourism to region \(richmond.com\)](#)

3. Environmental Stewardship – redevelopment of the site is an opportunity to publicly demonstrate an approach to responsible development, building healthy communities, and provide opportunities for public education around good environmental stewardship practices. Some possible elements of this approach might include the following:

- a. Innovative stormwater management measures
- b. Productive landscapes (can feed into farm-to-table programs)
- c. Small scale renewable energy (rooftop solar; wind generators)
- d. Reforesting and natural vegetation landscapes
- e. Recycling programs
- f. Rainwater harvesting, rain gardens, and water re-use



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