

TOWN OF SCOTTSVILLE

Planning Commission

Regular Meeting

Tuesday, September 6, 2022

Victory Hall

401 Valley Street

Scottsville, Virginia

Members:

Molly Angevine

Lisa Caltabiano, Chair

Dan Gritsko, Council Liaison

Matthew Johnson

Shannon Strassner, Vice-Chair

MINUTES

1. *Call to order, establish a quorum, and agree to agenda:* The meeting began at 7:02 pm, with Angevine, Caltabiano, Gritsko, and Strassner present in-person. Johnson did not attend due to not feeling well. Mr. Raudales requested for the agenda to be amended to include Planning Commission meeting minutes for July 5th and August 22nd. Roll call was held. The motion to approve the agenda with the amendment was made by Commissioner Gritsko, seconded by Commissioner Strassner, and approved via voice vote at 7:05pm.
2. *Review and approval of past meeting minutes: July 5, August 1, August 22:* Chair Caltabiano requested edits to the minutes of August 22nd to clarify statements made by commissioners. Strassner made a motion to approve the minutes of July 5, August 1st, and August 22nd with edits to the August 22nd minutes, the motion was seconded by Angevine and passed via voice vote at 7:06 pm.
3. *Report on relevant action by the Town Council:* Councilor Gritsko shared that the most relevant information is that there has been an increase on staff wages, staff stated that there was nothing additional to report regarding Town Council.
4. *Matters from the public:* Chair Caltabiano stated that public comment should be regarding topics not presented in the agenda, the chair stated that there will be opportunity for discussion related to the agenda during future public comments periods. Suggesting public comment on agenda items to wait until the next meeting and stating a respect for anyone who wishes to speak now on any subject including agenda items. No matters were brought up by the public.
5. *New Business:*
 - a. *Zoning map amendment, 530 Valley Street, Downtown Residential to Commercial:* Staff report was presented, applicant Ms. Dena Radley, holds 2 properties adjacent to each other in the historic district and wishes to rezone their side lot, over the course of reviewing mixed-used history of the lot with the applicant, Staff identified an error in the Town's Zoning map, Ms. Radley had successfully petitioned for the Commercial rezoning of the primary lot in 1997, and Planning Commission recommended rezoning of the side lot also. Reviewing records from the 1997-1998, current zoning map shows no formalized rezoning of the side year, the 1997-1998 staff and Town Council never formalized the rezoning of the side year, Staff requests a zoning map update, and the owner agrees. Staff recommendation is to call a public hearing on the rezoning for October 3rd, 2022.
 - b. *Zoning map amendment and special use permit, 800 Bird Street, Valley Street, Industrial to Commercial, with special use permit for multi-family residential:* Mr. Lawless presented on the history of efforts on the site's redevelopment, sharing the grant money provided to the town over the years to assure the viability and further the feasibility of development of the site, Lawless shared the local history of the site, and how a project to redevelop the site can help with the local tax base and with prevent deterioration of the site. Mr. Lawless presented on the benefits of redevelopment to the site for civic participation, Lawless

summarized various market studies, environmental records, and planning done on the site prior to this current proposal. Mr. Lawless shared that the site will receive a traffic study, there is a proffer of \$200,000 for sidewalk improvement in the SUP permit, and that this proffer will be combined with a Southern Development Homes contribution and a VDOT grant to build sidewalk from the factory site to downtown. Staff supports the proposal. Staff presentation is attached in the appendix. Mr. Edwin Gaskin of Echelon Resources presented on the redevelopment of the factory site and on the details of Echelon's permit application. Mr. Gaskin presented on the development of the project, sharing previous work done by Echelon Resources in other localities, explained the process of a historic tax credit use for development, and explained the design chosen for the Scottsville factory site. Planning Commission and Mr. Gaskins discussed feasibility of trails on site, which would require for the Town of Scottsville to take on liability concerns. Planning Commission discussed traffic concerns raised by local officials and residents and requested traffic studies from the developer so to study the increase of traffic with the proposed redevelopment of the factory. Planning Commission and Mr. Gaskins discussed proffers of \$200 thousand for sidewalk development and discussed affordable housing on the site. Strassner motioned to hold a public hearing, the motion was seconded by Angevine and passed unanimously via voice vote at 8:48 pm. The presentation by Mr. Gaskin and Echelon resources is available in the appendix.

- c. *Comprehensive Plan update, Land Use Goals:* Strassner asked for an update to the Comprehensive Plan to include more civic uses with sites, sees need for more amenities with clear targets for the town. Gritsko shared that Comprehensive Plan articulates the development of the factory site. Caltabiano requests a review of the population goal set for 2040, which is for 1005 people in Scottsville, shares how this goal is relevant to the current proposal for 800 Bird Street, Valley Street. Strassner stated she did not want the factory to sit unused, so that it falls into total deterioration. Strassner wants to find correct timing and speed for growth in Scottsville for it to not be too fast or too slow. Gritsko shares that in 10 years the town has shrunk in size and the current plan on the factory and the Comprehensive Plan will help with maintaining and growing the town's size. Strassner shares a request for Planning Commission to discuss what moderate growth looks like for the town. Angevine sees a larger population as beneficial, providing a larger population to participate in civic volunteerism and encourage increased public funding towards civic resources. Strassner shares that the Town of Scottsville could not become something like Crozet due to limited constructable land and town's development being approached consciously and designed in specific way to promote concentration of development like the factory.
- d. Strassner envisions three possibilities on factory site, 1) the factory is undeveloped and falls into ruin, 2) the factory is redeveloped like the current proposal, 3) most unlikely the factory by-right become again a factory. Angevine shares that it seems the site has limited commercial use due to its distance from another commercial site, Strassner shared that they are not concerned about the site becoming a factory. Planning Commission discussed the possibility of more future offers and Caltabiano states that there could be more future offer on the site, Gritsko share that the town cannot say no too often or there will be an eventual end to offers. Planning Commission requests Keith Lancaster, from Southern Development Homes, who is present for agenda Item 6) a) to provide some advice on Comprehensive Plan updates. Lancaster provided advice on the Mink Creek parcel, suggesting it needs and update to parcels layout to be more environmentally friendly, to connect it to the local park and to think about how the future PUD could be used to develop the land north of Mink Creek. Lawless shares that to assist the Planning Commission, staff

could try to provide visual examples of how development under a Comprehensive Plan could look like dependent on the plan itself. The Planning Commission reviews changes to the introduction and land use sessions for the Comprehensive Plan. Mr. Lawless shares that Scottsville is not one of the County of Albemarle's development areas, Planning Commission discuss if the trade-off of the town committing to a degree population growth is worth an increased commitment by the County to support infrastructure, civic development, and general support to the Scottsville area.

6. *Old Business*

- a. *Preliminary subdivision review, parcel ID 130-43D, being 36 houses on Bird Street, Discussion, and comments to the applicant:* Mr. Lancaster and Kelsey Schlein presented sharing that the review received feedback from the Planning Commission in the previous meeting. Albemarle County Service Authority (ACSA) and Virginia Department of Transportation (VDOT) provided commentary on the subdivision which was incorporated into the site. The developers stated that this is a high-level preliminary review and will change as the final version approaches, with small changes being technical in nature. Ms. Brown reviewed the submission and provided a dozen copy edit with label changes when comparing the submission to the town ordinances, and the submission has been reviewed by ACSA and VDOT, with no major red flags and all edits being technical, Mr. Lawless sees the plan as ready. Caltabiano requested information on the sidewalk improvements and width of the road, Schlein shares that Bird Street improvements will create 24-foot-wide pavement of the and the interior of the development will have 29-foot-wide pavement of the roads so to include parallel parking. There will be VDOT specifications to exclude parallel parking on the portion of Bird Street next to the back of houses that sit with their backyard facing Bird Street. Staff recommendation is that the preliminary site plan is ready, Gritsko moves to approve the preliminary site plan as presented with updates, the motion was seconded by Strassner and pass unanimously via voice vote at 9:35pm.
- b. *Zoning text Amendment, Planned Unit Development, Discussion and action:* Mr. Lawless shared that the Planned Unit Development (PUD) is a modern revision that makes the Comprehensive Plan seem stale in comparison. Strassner requests the PUD can include civic uses in commercial spaces and light industry development under section 14.1 of the PUD. Strassner and the Planning Commission discuss an update to section 14.3 to see what language changes can be included to prevent spot zoning. Mr. Lawless included language that the entire space should be discussed in a PUD, resident Sarah Wood and Mr. Lawless spoke on how they discussed how difficult it is to thread the needle of having enough restrictions in a PUD in comparison to a Special Use Permit, while not being too restrictive to disincentive Developers from using a PUD. The Planning Commission updates the PUD to increase open space from 25% to 33% to match village residential zoning, Wood shares that a density bonus can be provided when speaking about open space. Caltabiano requests to discuss setbacks, Planning Commission after discussion decides that no change is needed. Planning Commission decides that there does not need to be outright language about density bonuses, that current language is sufficient. The PUD by the Commission's request includes "priority to permanent community partnership" to Item G. on affordability. Sarah Woods asks for a possible shown design with visualization, design scenarios for Comprehensive Plan Development, Mr. Lawless will ask for graduate student assistance with potential designs under a Town Comprehensive Plan. The Planning Commission decides to table the vote on the PUD for the next meeting on October 3rd, and to place it at the top of the agenda. Commissioners agree to reviewing section C of the Comprehensive Plan in November.

7. *Adjournment:* There was a motion made to adjourn by Commissioner Strassner, seconded by Commissioner Angevine, and was approved by voice vote at 10:00 pm.



Staff Report for Planning Commission

Project Name: Scottsville Lofts	Staff: Matthew Lawless
Planning Commission Public Hearing: October 3, 2022	Town Council Hearing: to be determined
Owner: Lower Bird Street, LLC	Applicant: Echelon Resources, Edwin Gaskin
TMP: 130 - 43 Acreage: 41.31	Application for: Zoning Map Amendment and Special Use Permit.
Location: 800 Bird Street	Zoning/by-right use: Light and Heavy Industrial
Proffers/Conditions: Proffers are appropriate. Recommended conditions attached. These mitigate negative impacts of development.	Requested # of Dwelling Units/Lots: Up to 205 homes, being a mix of one-, two-, and three-bedroom floorplans with lofts.
Proposal: Rezone the factory grounds from Heavy Industrial and Light Industrial to Commercial. With a special use permit for multi-family residential, renovate the historic factory with apartments and amenities.	Comp. Plan Designation: Transformative Mixed Use
Character of Property: Historic industrial. A factory built in 1944, it closed in 2009. The site has wetlands under conservation easement, a levee, and large factory buildings. Condition varies, with increasing blight.	Use of Surrounding Properties: Farms and forest on three sides, outside of town limits. Levee and ballfields to the northeast. Hillside to the north has 36 homes approved for construction.
Factors Favorable: <ol style="list-style-type: none"> 1. History of intensive use on site. 2. Comprehensive plan supportive. 3. Need for workforce housing in the region. 4. Mix of size and types for different families (conditions can improve affordability). 5. Location is walkable to downtown, but far enough from neighbors to limit noise. 6. Good environmental quality. 	Factors Unfavorable: <ol style="list-style-type: none"> 1. Possible traffic congestion at downtown intersections (mitigated by traffic studies and sidewalk improvements). 2. Absence of mixed use (mitigated by home business opportunities).
Recommendation: Staff recommends approval. The building has a history of intensive use (and traffic) and was the town's economic engine for decades. The renovation plan appears sound and brings massive new investment and vitality to the community. The Comprehensive Plan and multiple planning grants support this pattern of redevelopment, and state agency partners concur. Conditions and proffers should address walkability and mixed-income affordability.	

PETITION: Rezoning and Special Use Permits for Factory Apartments Renovation

PROJECT: Scottsville Lofts renovation of historic factory

TAX MAP/PARCEL: 130 - 43

LOCATION: 800 Bird Street

PROPOSAL: Historic renovation of factory into apartments with amenities

PETITION: Rezone to Commercial, with Special Use Permit for Multi-Family Residential

ZONING: Currently Heavy Industrial for the building footprint and Light Industrial on the grounds, proposed for Commercial. The lower wetlands have a conservation easement and are zoned Public, which does not change.

OVERLAYS: none

COMPREHENSIVE PLAN: Transformative Mixed Use

CHARACTER OF THE AREA:

The factory was built on agricultural bottomland in 1944. For 65 years it operated as Scottsville's economic engine, employing hundreds of people and sometime producing in three shifts. The site has a 159,000 square foot main building with brick and steel construction, as well as outbuildings with steel frame and skin construction. A large parking lot has a second access to Bird Street. Originally, the site had rail access with a spur to the loading dock, but levee construction in the 1980s traded rail access for flood safety, and from 1989 to 2009 the factory operated with truck traffic only.

The site is outside of the original town limits and the Scottsville Historic District, but its age, architecture, and place in economic history likely qualify it for individual listing on historic registers. The applicant proposes such listing, in order to use Historic Rehabilitation Tax Credits. This will preserve the character of the area and improve the affordability of the homes.



The factory grounds provide a buffer and transition from adjacent uses.

Outside of town to the west are two active farms with large acreage.

Within town limits, the 18 acres of factory wetlands below the levee have a conservation easement with public access and an urban forest



restoration plan supported by the state Department of Forestry. A separate parcel of 19 acres above the factory was rezoned to Village Residential in 2021 and approved with a cluster permit for 36 houses, with development planning now underway.

From the factory to Valley Street's mixed uses is 2,300 feet along Bird Street, a walkable distance. The path along Bird Street passes two historic churches, the Scottsville Library, and a mix of housing types from single family to small and large apartment buildings. The streets have mixed mobility, with bicycle usage and Jaunt service to the Scottsville School Apartments. Sidewalk improvements are underway on Bird Street with VDOT funding, and further Bird Street improvements are planned as part of the already approved house building.

PLANNING AND ZONING HISTORY:

The factory construction predates the Town's planning and zoning policies. It was built rapidly during World War II by a federal authority for defense plants, on farmlands purchased with funds raised by the Scottsville Lions Club. The factory made tire cord, the white synthetic textile inside of tires. A succession of companies operated the plant: Uniroyal, then Michelin, then Hyosung. The factory closed in 2009, when a major recession bankrupted several automotive companies and impacted the industry's supply chain.

Scottsville's first zoning ordinance applied Heavy Industrial zoning to the factory buildings and Light Industrial to the grounds. This kept the noisiest equipment indoors, with parking and storage outside. Scottsville's earliest development plans in the 1970s called for more industrial parks and major employment elsewhere in town to expand on the tire plant's success, but this effort failed.

When the factory closed in 2009, the Town first aimed to recruit a new industrial employer. Shown at right, Lt. Gov. Bill Bolling visited town in 2010 to emphasize the state's support for economic recovery. The 2013 Comprehensive Plan kept the future use as industrial and did not set strong goals for economic development. The state government kept the site on asset lists and directed interested companies there. From 2010 to 2020, perhaps two dozen



firms briefly scanned the site and dismissed it, and there were three serious inquiries about new industrial use. An apple jack distiller evaluated the building for production but chose a New Jersey location instead. A local government coalition explored it for an indoor firing range and police training site but chose a UVA property at Milton. And a medical cannabis company considered indoor cultivation but lost their bid to the state licensing authority. State economic development staff have concluded that the site is a poor candidate for new industry: interstate highways are too far away, and the building's ceiling is too low for many modern operations.

From 2018 to 2022, the Town led several planning efforts to study the factory redevelopment away from heavy industry. These studies had funding support and advice from state agency partners. A 2018 market study (\$25,000 VHDA) showed strong demand for loft-style apartments and recommended factory renovation using historic tax credits; it also found demand for restaurant and retail shops perhaps better suited to the existing commercial areas than the factory. Using this market data, the Town's 2018 Comprehensive Plan set goals for factory redevelopment: housing at a range of price points, mix use preferred, ample green space, promote walking and cycling, make a small area plan with more details.

From 2019 to 2021, using another planning grant (\$25,000 DHCD), the Town developed the West Downtown Small Area Plan. It described a preferred scenario of mixed use: 30 houses on the hill, 50 apartments in the factory, and employment in the form of medical or technology offices, with traffic calculated at 1,241 trips per day. The plan did not include an engineered traffic study but called for such analysis later. For zoning implementation, the plan offered two options: a Planned Unit Development for the entire 60-acre site, or a split zoning with public on the wetlands, residential on the hillside, and commercial on the factory grounds. The latter option is presented now. Elsewhere in the small area plan, another high priority was filling vacant storefronts downtown, with progress made through a Community Business Launch grant.

In 2022, two other planning grants supported the development of the factory site. A floodplain study (\$123,000 DCR) used aerial surveys and computer models to update the town's flood maps, providing assurance that the factory's levee is strong protection. A due diligence package (\$75,000 DHCD) completed a site survey, environmental assessment, and concept architecture for renovation. The environmental report found no pollution on site, only the expected lead paint and asbestos insulation which are normal to clean up during historic renovations.



Taken together, the Town's planning work over the past five years prepares for, and supports, this rezoning application and special use permit.

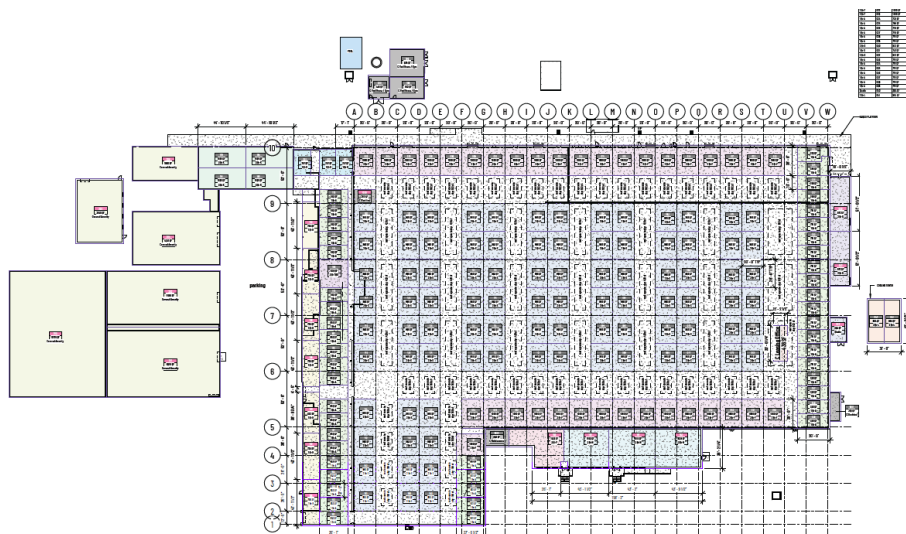
DETAILS OF THE PROPOSAL:

The application is for up to 205 apartments within the large area of the former tire factory. The residential conversion uses the heavy steel trusses of the factory to create two-story loft styles, replacing the high-ceilinged factory floor. The exterior remains historic and little changed: historic guidelines connect to tax credits which help finance the project and preserve the exterior. This constraint leads to the distinctive design of interior courtyards and alleys. Much of the roofing is removed to expose the steel frame as a pergola, bringing light to the homes.

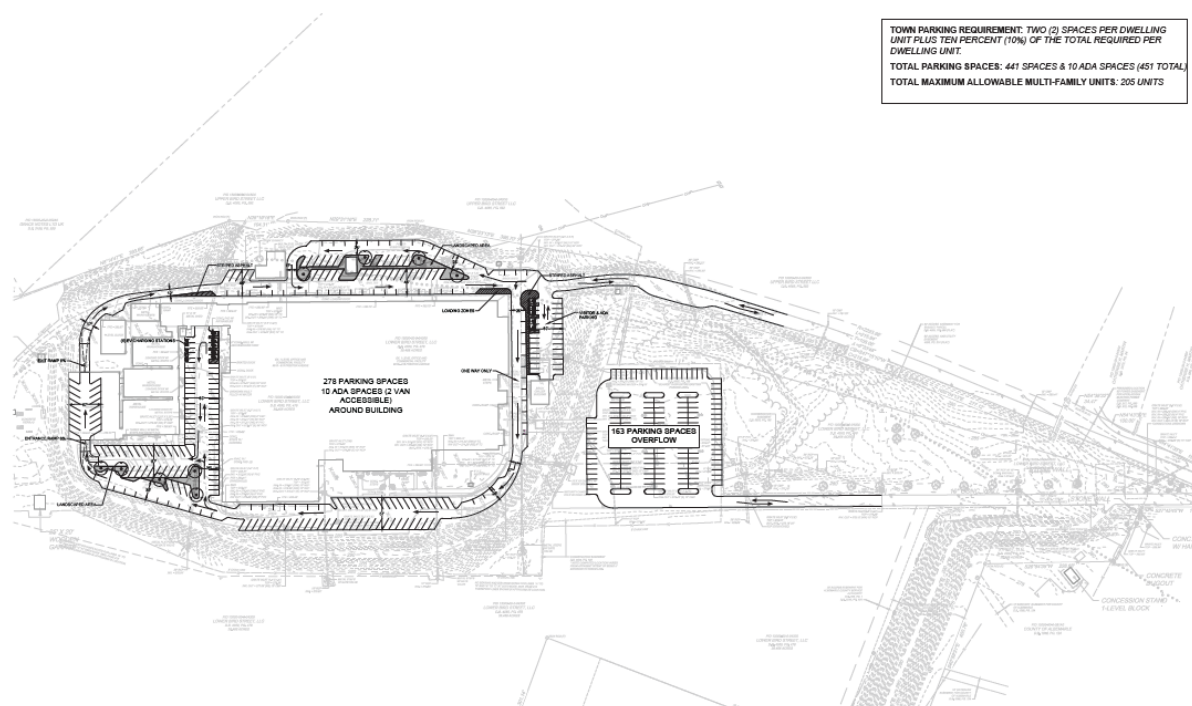
The apartments have several different floorplans and include one-, two-, and three-bedroom designs. They range in size from 653 to 1,605 square feet.

The proposal shows no development or changes to the wetland portion of the site which is under conservation easement.

Town ordinances require that large residential projects have two connections to a state maintained road. The proposal satisfies this, with two connections to Bird Street. Further detail on traffic follows in the next section.



Parking. The Town's ordinances require a large number of parking spaces for apartment buildings: two per unit, plus ten percent more. This means a 205-unit project needs 451 parking spaces. The proposal has adequate parking on site, for residents and guests. Details of parking permits, guest access, and the like is not a zoning matter. The parking lot design appears tight, and it makes full use of the former factory employee lot outside the levee while also adding parking around the main building. The Town has authority to waive the parking requirements when in the public interest. In this case, staff support the preservation of the overflow parking lot, which provides public access to the factory wetlands.



TOWN PARKING REQUIREMENT: TWO (2) SPACES PER DWELLING UNIT PLUS TEN PERCENT (10%) OF THE TOTAL REQUIRED PER DWELLING UNIT.
TOTAL PARKING SPACES: 441 SPACES & 10 ADA SPACES (451 TOTAL)
TOTAL MAXIMUM ALLOWABLE MULTI-FAMILY UNITS: 205 UNITS

SCOTTSVILLE TIRE PLANT
Parking Analysis - August 22, 2022



TIMMONS GROUP
ENGINEERING | DESIGN | TECHNOLOGY

ANALYSIS OF THE SPECIAL USE PERMIT REQUEST

Section 5.1.14.1 of the Zoning Ordinance states that the Planning Commission and Town Council shall reasonably consider the following factors when reviewing and acting upon an application for a special use permit:

Consistency with the Comprehensive Plan. The use will be consistent with the Comprehensive Plan.

The Comprehensive Plan places high priority on the factory redevelopment as Scottsville's largest asset and opportunity for economic growth. Renovation and infill are very preferable to sprawl, for environmental reasons as well as in terms of neighborhood character.

The Comprehensive Plan has a full page of goals for the factory redevelopment, providing a roadmap from 2018. This plan has been generally followed, and this application is consistent. The renovation avoids a new heavy industrial use. It preserves the green space and wetlands. It provides "housing of a variety of types and price points." It provides "ample parking, plus facilities to promote walking and cycling." The rezoning is as recommended from the small area plan. The wetlands conservation, hillside houses, and factory amount to a three-phase project completed over a five- to seven-year

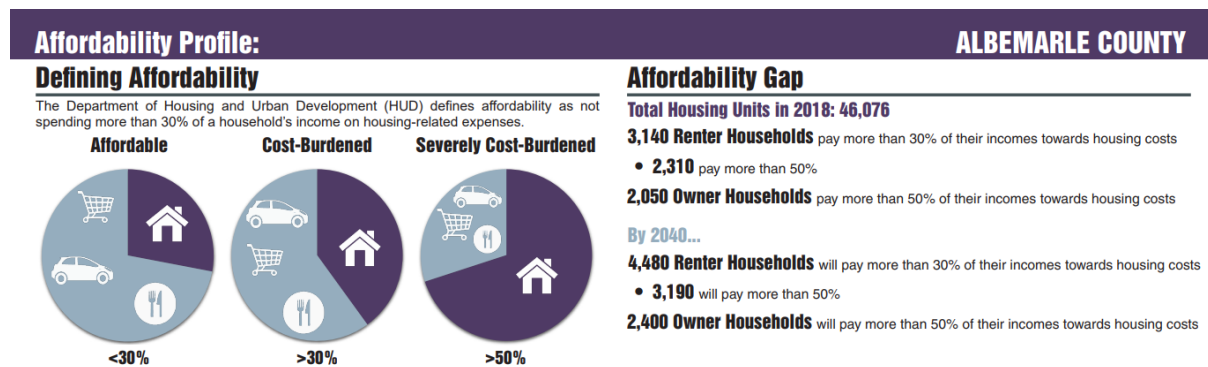
period. “The challenge of restricting traffic within the area” is currently being studied and addressed. This application is supported by the Scottsville Comprehensive Plan.

That the character of such use will be in harmony with the public health, safety, and welfare:

Public health, safety, and welfare is a complex topic, and this project is generally positive.

The most important element of public health here is meeting the community’s housing needs. The greater Charlottesville region has a well documented shortage of homes at every style and price point. This drives prices up and displaces lower income families to the farthest rural areas or to the oldest homes of the poorest conditions. Housing stress has negative health and welfare effects. Families burdened by the high cost of housing have less money for healthy foods, medicines, and other essentials. The “drive until you qualify” effect increases everyone’s commute time and traffic congestion, which harms the environments and wastes time in sedentary driving. For all of these reasons, public health experts advocate for more neighborhood housing investment in historic communities like Scottsville.

From the [Regional Housing Plan](#) published by the Thomas Jefferson Planning District Commission



Supporting a healthy housing market is very challenging for state and local policy makers, and housing shortages are common all around the United States. Many policy interventions are used to reduce cost burdens, from building public housing to controlling rent prices. Economic research shows that the most effective solution comes from simple supply and demand: when more market-rate homes are built, prices tend to be lower for everyone. Housing policy research has consistently and strongly found that increasing housing production has the strongest effect to prevent displacement and stabilize prices. The Town of Scottsville lacks the resources to implement many kinds of housing policy. This project is large enough to stabilize rents in town and contribute to the regional housing supply. [White Paper on Anti-Displacement Strategy Effectiveness \(urbandisplacement.org\)](#)

TABLE 1: LITERATURE REVIEW SUMMARY TABLE

Category	Policy Name	Literature Coverage Level	Potential to Prevent Displacement*	Market Type**	Implementation Scale	Timeframe to Prevent Displacement
Production	Housing Production	HIGH	HIGH+	Strong	Local, State	Long-term
Production	Inclusionary Zoning + Developer Incentives	MEDIUM	MEDIUM	Strong	Local, State	Long-term
Production	Accessory Dwelling Units	LOW	MEDIUM	Neutral	Local, State	Long-term
Production	Impact + Linkage Fees	MEDIUM	LOW	Strong	Local	Long-term
Production	Housing Overlay Zones	LOW	MEDIUM	Strong	Neighborhood, Local	Long-term
Production	Land Value Recapture	LOW	LOW	Strong	Local, State	Long-term
Preservation	Unsubsidized Affordable Housing	LOW	HIGH	Neutral	Local, State	Short-term
Preservation	Federally-Funded Housing Developments	MEDIUM	MEDIUM	N/A	Local, Federal	Short-term
Preservation	Housing Rehabilitation	MEDIUM	LOW	N/A	Local, State, Federal	Short-term
Preservation	Condominium Conversion Restrictions + Tenant Opportunity to Purchase	MEDIUM	MEDIUM	Strong	Local	Short-term
Preservation	Community Control of Land	LOW	HIGH	Neutral	Neighborhood, Local	Short-term
Neighborhood Stabilization	Rent Control	HIGH	MEDIUM	Strong	Local, State	Short-term
Neighborhood Stabilization	Community Benefits Agreements	MEDIUM	LOW	Strong	Neighborhood, Local, State	Long-term
Neighborhood Stabilization	Rental Assistance Programs	MEDIUM	HIGH	Neutral	Local	Short-term
Neighborhood Stabilization	Foreclosure Assistance	MEDIUM	HIGH	Neutral	Local, State, Federal	Short-term
Neighborhood Stabilization	Tenant Right to Counsel	MEDIUM	HIGH	Strong	Local	Short-term
Neighborhood Stabilization	"Just Cause" Evictions	MEDIUM	HIGH	Strong	Local	Short-term

* Potential: If we adopt this policy, how likely is it that displacement will be reduced directly or indirectly?

** For some policies, a strong market is necessary for feasibility, while for others, it makes them more effective.

+ Although both market-rate and subsidized housing production may successfully reduce indirect displacement, the effectiveness of a particular development depends on its context and scale.

In addition to the positive effect that new market-rate development has on stabilizing prices, there is also a public interest in mixed-income opportunities within a project. "Inclusionary Zoning" is an approach which approves higher density development when a portion of the homes are guaranteed affordable to lower-income families. Charlottesville is updating its rules on this topic now, and they recommend a mix with 10% of homes being affordable to families earning 60% of the area median income. Scottsville can set a similar condition, or go further.

KEY RECOMMENDATIONS

- Based on our analysis, Charlottesville medium intensity areas can support a policy requiring **one affordable unit (@60% AMI) for every nine units of market rate** with proper incentives. As a result, we recommend establishing a requirement that **10% of the units in any development of 10 or more be affordable**.

MEDIUM INTENSITY RESIDENTIAL EXAMPLE



Another relevant health effect is environmental. Infill and renovation have positive effects on both local air quality and the global environment. Infill and renovation projects like this are one most climate-friendly policy options. The impact comes from driving less in a walkable location, but also from re-using existing building materials. The steel for this construction was forged in 1944 in the USA, perhaps in Pittsburgh or Birmingham. This would be perhaps the most energy efficient apartment building in Albemarle County's history. [Carbon](#)

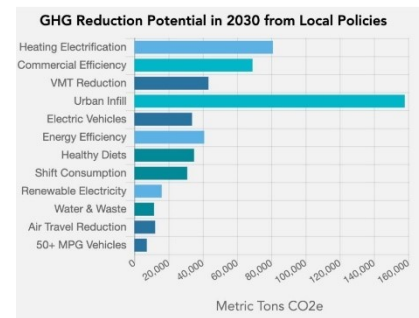


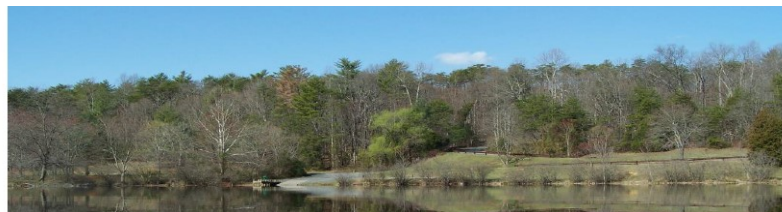
Figure 10: Cool Climate Network, 2018

[Footprint Planning: Quantifying Local and State Mitigation Opportunities for 700 California Cities | Article | Urban Planning \(cogitatiopress.com\)](#)

Adequate water and sewer access is always a concern during large-scale development. The public utilities and the fire marshal will review all site plans to assure adequate size of lines, hydrants, sprinklers, and the like. At the zoning stage, the simple capacity of water and sewer treatment systems must be considered. Both have ample capacity. Two regional authorities handle for Albemarle County. [Rivanna Water and Sewer Authority](#) treats the water at their Totier Creek and Scottsville plants. [Albemarle County Service Authority](#) moves it through pipes and sells it to customers. The plants and the pipes are separate but related capital needs. RWSA reported to Town Council in April 2021, noting only 20% usage of water and 30% usage of sewer. There is plenty of capacity in their systems for hundreds of new homes.

Totier Creek Reservoir

- Constructed in 1971
- 155 million gallons
- Water area: 66 acres



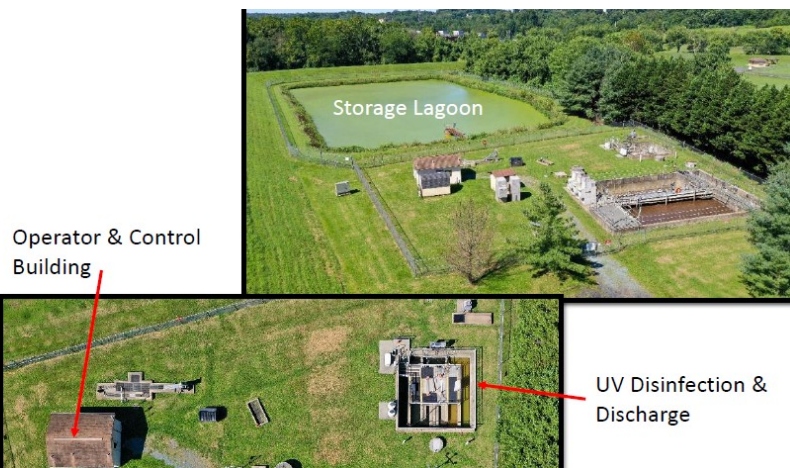
Scottsville Water Treatment Plant

- Constructed in 1964
- Treatment Capacity: 250,000 gallons per day; normally treats about 50,000 gpd



Scottsville Wastewater Treatment Plant

- Control Building, Aeration and Sedimentation Basins Constructed in 1983
- Treatment Capacity: 200,000 gpd; normally treats about 60,000 gpd
- Biological Treatment Process: aeration, sedimentation, disinfection
- Overflow Storage Lagoon:
 - 2 million gallons



Regarding the cost of water, ACSA sets its rates equally around the county: Crozet and Scottsville customers pay the same. ACSA also has a firm and consistent policy that, “Growth pays for itself.” When a new house is built, ACSA charges connection fees of over \$13,000, described as a capital recovery charge. These fees are higher than the [statewide average](#), and builders complain that they penalize construction by increasing upfront costs. However, they are effective in protecting existing customers from the capital costs of development.

Public schools are a final category of infrastructure of concern during development. Scottsville Elementary has flat enrollment projected for the next ten years, and it was recently expanded and renovated. Walton Middle has declining enrollment projected to 2030, and Monticello High has the slowest growth of all the County schools. ACPS has long-range plans with [2021 recommendations](#) for enrollment growth and capital planning. They show good capacity at the southern Albemarle schools.

This table shows the “development pipeline” known to the County. Scottsville is currently zero. The pair of Bird Street developments, with 241 homes, would move Scottsville from the bottom to eighth of the 15 elementary schools. The fastest growing is Baker-Butler with 2,213 homes in development.

DEVELOPING UNITS BY HOUSING TYPE

Boundary	Apartment	Condo	Mobile	Single Family	Townhome	Unknown	TOTAL	% of Exist. Units	Impact to Boundary
AGNOR-HURT	751	330	0	364	385	0	1,830	56%	HIGH
BAKER-BUTLER	823	125	32	442	691	100	2,213	85%	HIGH
BROADUS WOOD	0	0	0	0	0	0	0	0%	LOW
BROWNSVILLE	483	355	0	986	290	0	2,114	88%	HIGH
CROZET	167	176	0	30	0	0	373	27%	MODERATE
GREER	22	0	0	70	47	0	139	5%	LOW
HOLLYMEAD	718	197	0	182	85	0	1,182	68%	HIGH
MERIWETHER LEWIS	0	0	0	0	0	0	0	0%	LOW
MOUNTAIN VIEW	881	276	0	336	347	0	1,840	45%	MODERATE
MURRAY	85	133	0	5	15	0	238	18%	LOW
RED HILL	0	0	0	0	0	0	0	0%	LOW
SCOTTSVILLE	0	0	0	0	0	0	0	0%	LOW
STONE-ROBINSON	922	81	0	638	237	0	1,878	62%	HIGH
STONY POINT	0	0	0	15	0	0	15	1%	LOW
WOODBROOK	784	0	0	6	49	0	839	22%	LOW
ELEMENTARY SUBTOTAL	5,636	1,673	32	3,074	2,146	100	12,661	41%	MODERATE

This table, from the 2021 ACPS planning report, shows the neighborhood enrollment history around Scottsville. Within the town, there are only 25-35 students among the roughly 600 residents.

SCOTTSVILLE										
YEAR	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
Woodridge Area	71	72	69	66	76	67	71	70	69	55
Carters Mtn to Coles Rolling	22	22	20	21	21	26	24	24	25	21
Keene to Scottsville	35	42	36	33	29	27	22	30	27	25
Town of Scottsville	27	34	34	24	27	29	27	28	35	30
S of Rt 6 Warren/Hatton Ferry	32	31	35	26	29	29	31	33	30	37
Eamont	0	0	0	0	0	0	0	32	26	21
Chestnut Grove	0	0	0	0	0	0	0	33	29	29
Howardsville	0	0	0	0	0	0	0	6	7	6
	187	201	194	170	182	178	175	256	248	224

The uses permitted by right in the district will not be of substantial detriment to adjacent property in terms of smoke, dust, noise, hours of operation, artificial lighting, or other specific identifiable conditions which may be deleterious to the existing uses of such property;

The apartment use in this location does not appear to generate any major nuisances of this type, especially in comparison to the by-right Industrial uses. Considerable smoke, dust, noise, harsh lighting, and nighttime activity could occur under by-right Industrial uses, and did occur in the past

during tire factory operations. Rezoning to Commercial with this SUP changes the future uses and limits harmful nuisances.

Artificial lighting can be further regulated with an SUP condition requiring Dark Sky compliant fixtures on the building and in the parking lot. Staff recommend this condition.

Noise is effectively regulated by the existing zoning ordinance on noise, and by criminal statutes.

That the public roads serving the site are adequate to accommodate the traffic which would be expected to be generated by such event;

This is the most sensitive matter in the application and requires a more detailed staff traffic report.

For many years, Scottsville residents expressed support for the redevelopment of the factory in principle. Revitalizing the site and attracting investment is good for the economy and the community. However, access and traffic are commonly given as serious concerns around development.



This report finds that VDOT can make some improvements to downtown streets, correcting some problems which already exist. The factory developer should also pay to match VDOT grants improving sidewalks, mitigating the project's impact. On the whole, the existing streets can support the traffic of redevelopment at the factory, and downtown congestion will not be a critical problem.

Project Summary

The factory parcel 130-43 is 41 acres at the southwestern limit of the Town of Scottsville. The factory building itself is about four acres under roof, a large parking lot covers about 1.5 acres, and a lower wetland area of 18.6 acres has a conservation easement. The parcel is currently zoned Heavy Industrial within the main building, Light Industrial on the grounds. The application is to rezone the Industrial areas to Commercial, with a special use permit for multifamily residential. The maximum proposed intensity is 205 apartments. The project would have at least 2.1 parking spaces per apartment, as required by the zoning ordinance. Two private driveways connect to the southwestern most segment of Bird Street.

Existing Conditions

Bird Street connects the factory to the downtown street grid. Parts of this grid have sidewalks. VDOT's most recent traffic count on Bird Street is from 2019, with 1,000 daily trips recorded. Valley and Main Street are the primary routes through Scottsville, and they cross near the project area. Bird Street has a mix of uses including houses, churches, and the library.

The factory hillside is a separate parcel, with construction planning in progress for 36 new houses. The traffic study for that project showed 371 trips per day, with 35 vehicles making the critical turns during the busiest evening hour. VDOT engineers and the applicant did not propose any off-site street improvements, only to widen and add sidewalk to VDOT secondary standards, on the portion of Bird Street fronting their project area.

Traffic Impact Analysis

The 2019 VDOT traffic count of 1,000 daily trips on Bird Street provides a baseline, with the 371 trips from the new houses added on. The source for trip generation is the 10th edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual, which has surveyed and analyzed this topic for decades and is the industry standard. It is important to note that the manual assumes less driving among apartment households than in detached houses.

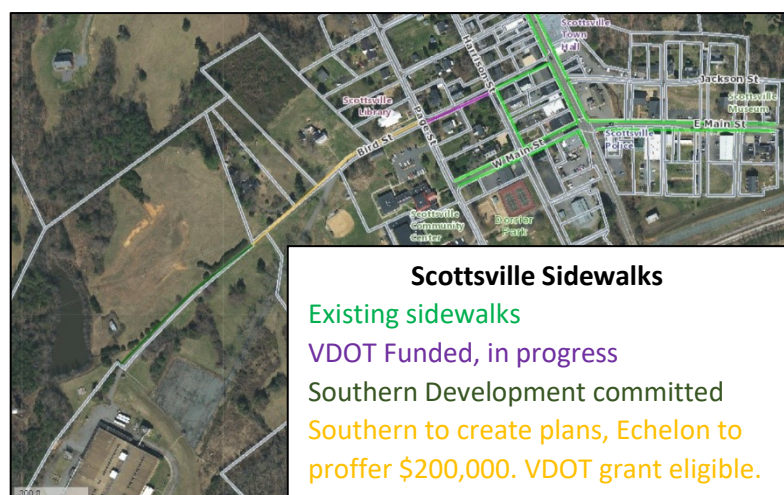
The trip generation calculation is (205 apartments) (5.5 trips each) = 1,128 trips per day. The new total trips at the critical location of Bird Street is (1,000 + 371 + 1,128) = 2,449 trips per day.

ITE formulas also divide these trips by hour of day, since rush-hour traffic is the critical load. The busiest hour is the afternoon peak, where 9.5% of all trips occur. That means an increase on Bird Street from 95 trips in the peak hour currently (1,000*.095, or one vehicle every 38 seconds) to 233 trips in the peak hour (2,449*.095, one vehicle every 16 seconds). This represents the peak of evening commuters, afternoon errands, and visitors all moving through the neighborhood.

While the increase is significant from a very low baseline, this traffic level may not meet any VDOT threshold for roadway improvements. VDOT engineers will advise whether the downtown streets can support this level of traffic, and whether specific changes are needed. It is possible that changes to stop signs could improve the safe flow of traffic, or that converting certain streets to one-way flow could bypass a trouble spot. Removing some on-street parking spaces can also improve sightlines for safer turns and pedestrian crossings. VDOT staff will advise.

Bicycle and Pedestrian

This location has strong potential for bike and pedestrian facilities, connecting new residents to downtown neighbors and destinations. A full sidewalk along Bird Street is important for safe walking. The applicant proffers \$200,000 for sidewalk construction, which can match VDOT funds. This proffer builds upon past Town projects and successful VDOT grant awards for the same area.



Multiple Access

Scottsville's site plan ordinance has a clear requirement for multiple access points for large projects: when a development has more than 50 residential units, there must be two points of access to a public street. The proposal has two access points to Bird Street, one for the main building and one for the outer parking lot. This is legal, but it creates an unfortunate bottleneck.



The Bird-Page intersection is the most sensitive point and may require VDOT intervention to smooth the traffic flow. The Bird-Valley and Main-Valley intersections will also benefit from VDOT examination of options for improved safety. Staff will continue to meet with the applicant team and VDOT staff about potential improvements.

CONCLUSION:

Staff has identified factors which are favorable and unfavorable to this proposal:

Factors favorable to this request include:

1. The property has a history of intensive use and already has a commercial character.
2. The comprehensive plan supports this type of conversion project in this location.
3. Workforce housing is an urgent need in the region.
4. The floorplans show a mix of size and types for different families (affordability can be improved with conditions).
5. The location is far enough from neighbors to limit the impacts of noise, but close enough to downtown to be walkable and reduce the vehicle traffic.
6. Reusing the industrial site and shell is excellent for environmental sustainability compared to new development.

Factors unfavorable to this request include:

1. Possible traffic congestion at downtown intersections (mitigated by traffic studies, applicant proffer of \$200,000, and VDOT solutions to sidewalks or traffic patterns).
2. Absence of mixed use (mitigated by work-from-home and home-based businesses, and pushing demand to the main streets).

RECOMMENDED ACTION:

Staff recommends approval of the ***Echelon Resources*** application for *Commercial Rezoning with Special Use Permit for Multifamily Residential Use*

with the following conditions and proffers

(note: minor modifications of wording may take place after Town Attorney review):

1. **Concept Matching.** That the site plan shall conform generally to the concept plan shown in the application, subject to changes based only on final engineering and stormwater design.
2. **Biodiversity.** As biodiversity and the local natural heritage are important to the quality of life in town, the landscaping features in the development shall contain only plants indicated in the Albemarle County document [Piedmont Native Plants](#).
3. **Dark Sky.** The scenic, environmental, and health benefits of a dark night sky being documented in Town, County, and regional environmental plans, the outdoor lighting fixtures emitting more than 3000 lumens used by the home builders and in public spaces shall have the [Seal of Approval from the International Dark Sky Association](#).
4. **Sidewalks.** To provide for improve mobility and safety for all residents and to alleviate the impacts of vehicle traffic downtown, the applicant proffers a payment \$200,000 to the Town for the construction of sidewalks and trails. Such payment shall be made upon the issue of building permits for the project or on July 1, 2024, whichever is later.
5. **Electric vehicles and bicycles.** In consideration of the state and local climate goals, the automobile parking areas shall be constructed with electric vehicle charging stations to serve at least 3 spaces. The applicant will provide bicycle parking in a covered facility with at least 20 electrical outlets for charging bicycles.
6. **Mixed-Income Affordability.** Notwithstanding the project's potential receipt of federal Low-Income Housing Tax Credits or other public subsidies, the project shall maintain mixed-income affordability for a period of 10 years. Specifically, at least 20% of all constructed units shall have a monthly rent affordable to households earning 60% of the Area Median Income published by HUD for the Charlottesville MSA. The property manager shall provide aggregated rent and income documentation annually to the town's zoning administrator. An example of rents using 2022 data is below: [the median household income is \\$111,200](#).

Affordability Table	Household income	Rent affordable spending 30% of household income	Number of Apartments
No restriction	Varies	Varies with market	163
60% AMI	\$66,720	\$1,668	42
Total			205