Scottsville's West Downtown Small Area Plan:

A Neighborhood Vision and Guide

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Executive Summary

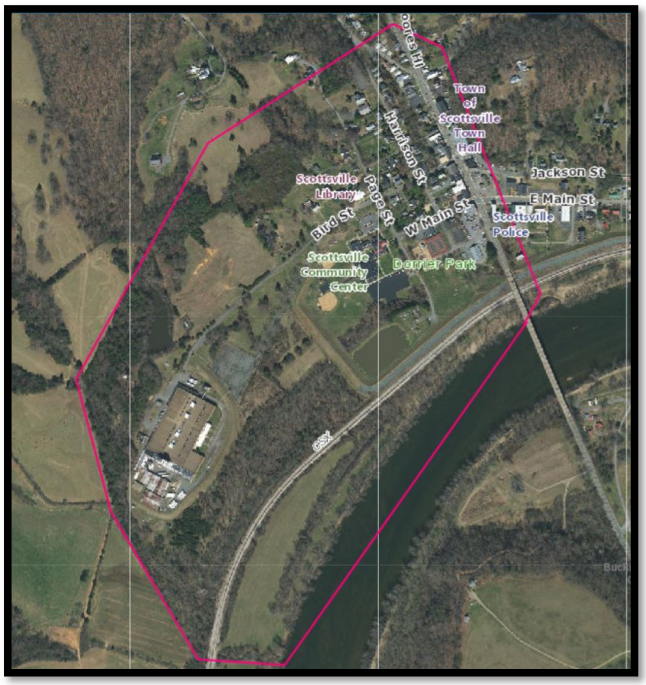
For nearly three centuries Scottsville has stood at the crossroads of history, from the founding of Albemarle County at Scotts Landing in 1744, through prosperity and decline of the river's commerce, the coming of wars and restless peace.

Today, a global pandemic and uncertain economy, bring yet another crossroad. Both opportunities and challenges lie ahead for the Town as it looks to its future. The West Downtown Small Area Plan (WSDAP) provides framework for town government and developers to ensure sustainable growth that is consistent with the needs and wants of the town. It reflects both respect and appreciation for the rich history of Scottsville and the pulse of the town and its residents. It provides clear direction for town government to shape policies and allows for a concrete text upon which the future of the West Downtown area can be discussed.

The currently unused tire plant presents both liability and potential to the Town of Scottsville and its residents. The Town's intent is redevelopment, either through demolition or renovation. With proper consideration and careful site plan review, we can shift the balance from it being a negative feature to a positive one. Though a small area plan is not legally binding, it guides related zoning and policies and carries weight with town governing bodies.

West Downtown Scottsville

The historic downtown on the banks of the James River is the core of the Town and the Greater Scottsville Area. The focus of the plan is the approximately 100 acres bounded by the James River to the south, Town limits and farmland to the west, a steep hill up Warren Street to the north and Van Clief Nature Area to the east. The eastern portion includes the historic residential neighborhood and Valley Street corridor, listed on the National Register of Historic Places and Virginia Landmarks Register, as well as substantial public spaces providing recreational and other community amenities. The former Uniroyal/ Hyosung tire plant, circa 1944, occupies the western 60 percent of the area with a mix of high ground, floodplain and derelict buildings.



Map of the 100 acre small area

The area is within Scottsville town limits, surrounded by Albemarle County and bounded by the James River to the south.

The West Downtown Small Area Plan advances the Goals and Objectives of the Town's 2018 Comprehensive Plan for Economic Development and Protection of historic, scenic and natural resources. It presents a vision for the Town as it looks to the future and actionable recommendations to guide policy and budgetary decisions over the coming years.

Vision for the Future

Scottsville is a vibrant, resilient, and welcoming mixed-used community that celebrates its historic, cultural and natural resources; supports the wellness and quality of life for all its citizens; and strives to ensure an equitable and sustainable economic base.

In the past, Scottsville's strategic location on the James River made it a hub for economic growth, recreation, and employment in a wider rural region. The Town builds on that heritage in the 21st century.

This neighborhood vision is consistent with the vision statement in the Town's Comprehensive Plan:

> "Scottsville should preserve its small-town character, protect its historic, scenic and natural areas, and be guided by a thoughtful and harmonious development plan which will best promote the well-being of its residents and maintain quality of life for all."

Artists with a new mural at the Boys & Girls Club, located in the west downtown area.

What is an SAP?

The Thomas Jefferson Planning District Commission contributed to this plan and offers this explanation:

> "Area Plans are like mini Comprehensive Plans that focus on a smaller area within a community. They can be for a town, neighborhood, or a geographic area. Area plans are shorter than comprehensive plans and often contain a set of specific recommendations and policy actions that can be taken to implement the vision of the plan. In Virginia, the authority to do area plans is provided by State enabling legislation Code 15.2-2223, -223.1, 2232."

The force of law for an Area Plan is quite limited. As a plan, not a law, it does not strictly control what structures are built, what businesses launch, or what public services are provided. Rather,

- It provides a clear set of goals to the community.
- It guides policy decisions such as zoning.
- It guides Town budget decisions around investments like parks.
- It signals to investors what kind of projects will receive the strongest Town support.

Themes: Plan Organizing Principles to build on our strengths

The tire plant redevelopment is an important opportunity for the future of Scottsville. Over 100 people lost their jobs when the factory closed, and the site sat vacant, no longer contributing to the community. We can look to our history to find a healthy and sustainable path forward: new homes to welcome new residents to share in our community, small business spaces to create jobs and wealth, and parks and trails for everyone to enjoy life on the James River.

Petting zoo at a community festival, located in the west downtown area.

To achieve this vision, the West Downtown Small Area Plan focuses on four interactive organizing principles, or themes. They reinforce each other and provide a framework for assessing current conditions and needs, evaluating options, and prioritizing recommendations to guide future decisions related to development, public investment, and partnerships.

History Is Made Here: ***Town Character*** addresses the Town's historic legacy written in and on its buildings, the responsibility to protect the historical integrity of the built environment, listening to the stories of all the people, and the potential for a just and sustainable economy.

A Walkable Community: ***Connectivity*** identifies a woven network of complete streets, sidewalks, parks, trails, and public spaces that create a walkable community, and acknowledges the challenges of vehicular traffic in a historic town.

Greenway to Gateway*: Stewardship* cares for our green and blue infrastructure. Together they create a network of sustainable and usable public spaces that enrich the community and preserve and enhance natural resources. From the levee walk to James River access, we can protect our environment while helping everyone enjoy it.

New Horizons*: Growing Our Town* reimagines the 1944 tire plant. First built as a wartime necessity, it can become a diverse mixed-use facility including homes, public services, and small businesses. Complex partnerships, creative design, effective regulation, and significant investment will be required to realize the maximum potential benefit.

Recommendations By Theme

History Is Made Here: ***Town Character***

- Evaluate the factory as a historic asset
- ARB helps with grants and tax credits for renovations and façade enhancement
- Multimedia branding & marketing
- Enhance events and public art
- Pursue state and federal grants for small town revitalization
- Enhance the Farmers Market pavilion area with improved facilities and programs

A Walkable Community: ***Connectivity***

- Complete the VDOT approved sidewalk project from the farmers market to the library and the levee walk
- Design and implement a distinctive signage system for wayfinding
- Enhance crosswalks on Valley Street
- Expand JAUNT service to Scottsville
- Build a connection from the levee walk to the James River Bridge on Valley Street
- Work with VDOT to identify solutions for traffic on historic streets
- Require walkways as part of factory redevelopment
- Extend sidewalks and trails to uptown

Greenway to Gateway: ***Stewardship***

- Improve maintenance of existing parks
- Work with interested volunteers to develop a dog park and a fitness trail
- Construct trails and facilities in the Van Clief Nature Area
- Enhance and expand James River access
- Dedicate the land for a greenway trail as part of tire plant redevelopment
- Require protection of sensitive wetland areas either through dedication or conservation easement
- Encourage and provision of outdoor recreation facilities in new development
- Support long-range trails projects to regional schools, parks, and destinations

New Horizons: ***Growing Our Town***

- Prioritize filling of existing vacant downtown buildings with new mixed uses
- Rezone the factory site for mixed use, in partnership with Albemarle County and prospective developers
- Assure regulatory due diligence in factory renovation: environmental assessment, flood map amendment, traffic impact analysis and safe access, etc.
- Promote and support the private-sector construction of homes on the factory hillside
- Promote and support the mixed-use renovation of the factory

In the succeeding chapters each of the four organizing principle, or theme, is described in terms of Existing Conditions. Look for the four colors and icons.

Greenway to Gateway*: Stewardship*

History Is Made Here: ***Town Character***

New Horizons*: Growing Our Town*

A Walkable Community: ***Connectivity***

For each, a table of Strengths/Weaknesses/Opportunities/Threats provides the necessary starting point from which to assess needs, evaluate options, and prioritize recommendations.

Finally, the implementation schedule sets priorities and budget estimates for Town investments for the near, medium, and longer time frame.

1. Near term means the Town's current fiscal year for immediate action with current resources, plus the Fiscal Year 2022, which goes from July 2021 to June 2022.
2. Medium term means July 2022 though June 2026. This is the timeframe of the Town's Capital Improvement Plan. Facilities in this window can receive budget commitments by Town Council.
3. Long term means beyond July 2026. They are beyond the scope of the Town's budget at present, or they require extensive preparatory work by other stakeholder not under the Town's control.

In reviewing and implementing these Small Area Plan recommendations, remember that we are living in the time of a worldwide pandemic that has wrought havoc with global, national, state, and local economies. Economic recovery may be long and uncertain in both the public and private sectors. Timeframes and budget estimates for implementation must therefore remain flexible. However, many of the recommendations presented in the following chapters can be addressed concurrently. Planning for long term, transformative, capital improvement projects can commence at the same time more less intensive initiatives and budgeted projects are undertaken.

OVERVIEW

Scottsville's Comprehensive Plan is the Town's long-range planning document, which state law requires the Planning Commission and Town Council to study, review and adopt every five years. The current Comprehensive Plan, updated in November 2018, sets forth goals, objectives and strategies for gradual growth to support Scottsville's small town character.

This neighborhood vision is consistent with the vision statement in the Town's Comprehensive Plan:

> "Scottsville should preserve its small-town character, protect its historic, scenic and natural areas, and be guided by a thoughtful and harmonious development plan which will best promote the well-being of its residents and maintain quality of life for all."

The Comprehensive Plan sets goals for gradual growth and small-town character. It focuses on the potential of the tire plant site, and says,

> "This plan also seeks to address the possible transformative redevelopment of the former Hyosung tire plant. Located near the river, adjacent to neighborhoods, parks, and the library, the 61 acre site could host mixed-use and mixed income redevelopment. Creative master planning, developer partnerships, and state and local government investment support will be needed to accomplish this endeavor. This transition is a major challenge, but has great potential to enhance the vision and stimulate the best aspects of the Scottsville community."

Purpose of a Small Area Plan

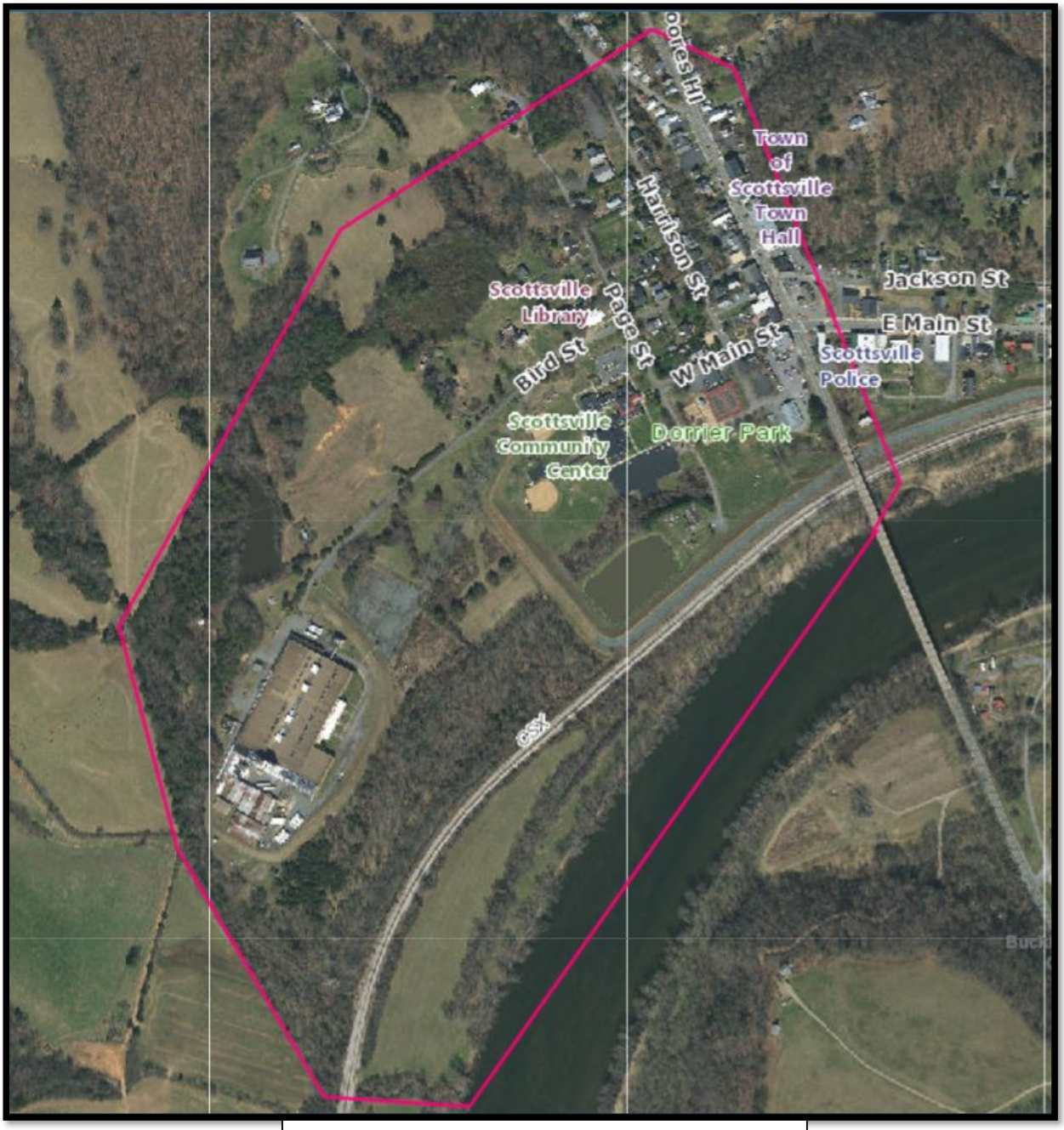
Pursuant to Virginia enabling legislation (Code 15.2.2223-223.1, 2232) this Small Area Plan advances the 2018 Comprehensive Plan by providing a more detailed plan for future development and investments with specific transportation, land use, and development recommendations. It further details and prioritizes policies and projects for ready and effective Implementation.

1

The West Downtown Small Area Plan encompasses the historic residential neighborhood and Valley Street commercial corridor, listed on the National Register of Historic Places and the Virginia Landmarks Register. The eastern downtown area also includes facilities for senior and lower income housing, significant public spaces for outdoor recreation, and other community assets. The western 60 percent of the downtown area is occupied by the former Hyosung tire factory, a mix of high ground, floodplain, and blighted buildings.

When adopted and incorporated as an Appendix to the 2018 Comprehensive Plan, this Small Area Plan carries the weight and authority of the 2018 and subsequent Comprehensive Plans.

West Downtown Scottsville



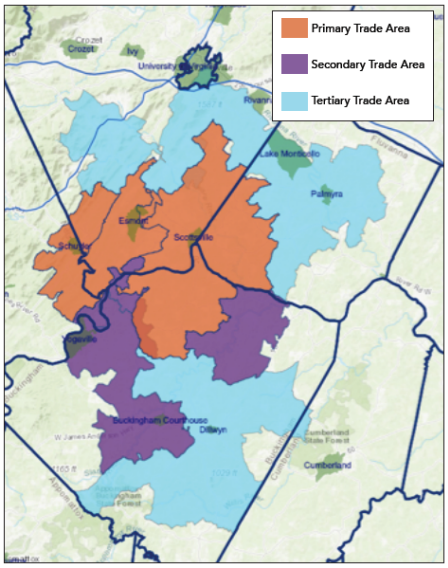
Map of the 100 acre small area

The area is within Scottsville town limits, surrounded by Albemarle County and bounded by the James River to the south.

Planning Studies for Baseline Facts:

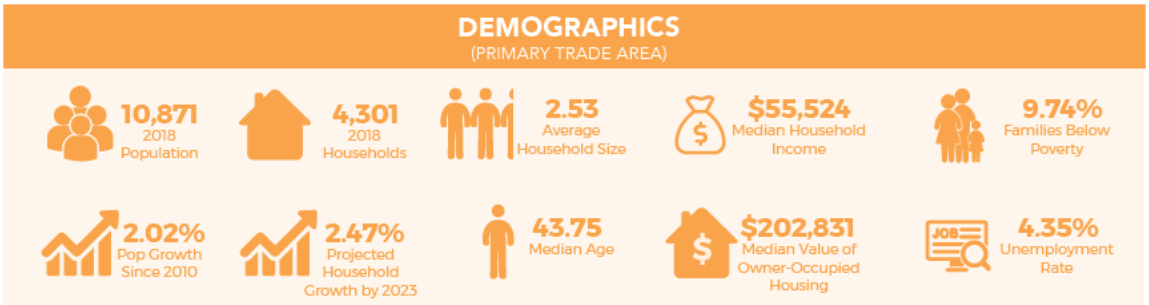
In Scottsville's Comprehensive Plan, a critical action step is to gain a more detailed understanding of the factory site and make a small area plan with specific goals. The Town used two state agency grant in 2018 and 2019 to make this possible. The Virginia Housing Development Authority funded a mixed-use, mixed-income market study. The Virginia Department of Housing and Community Development funded a factory redevelopment study. Both efforts prioritized inclusion of all the residents of Scottsville, engaged every step of the way.

In 2018 the Town commissioned a mixed-use, mixed income market assessment by Arnett Muldrow & Associates. The market research is relevant not only to the marketing of the tire factory site but the Greater Scottsville area as a whole. This 2018 (pre-Covid-19) market analysis provided comparative demographic information for the larger regional area, defined the local market base, and current market realities. Key findings included:



Map of Trade Areas as Defined by the Zip Code Survey

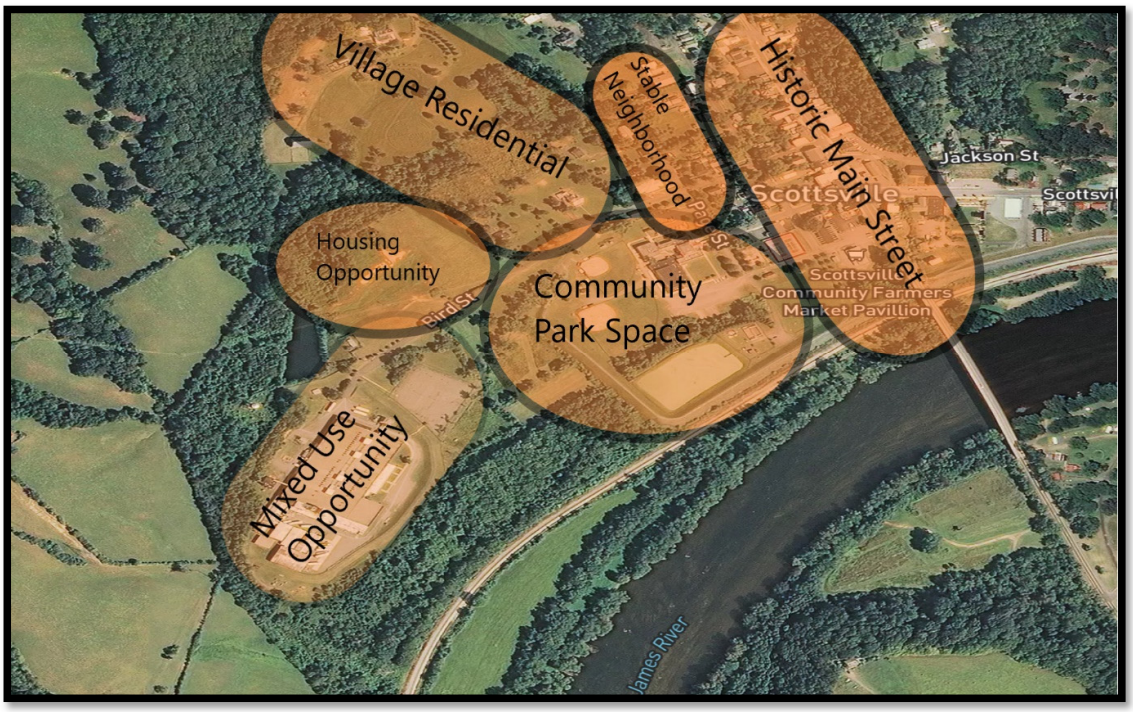
- The Town currently has about 600 residents while population of the primary trade area in surrounding Albemarle, Fluvanna, and Buckingham Counties is projected to be 15,000+ by 2023
- Median age in Scottsville is 44 years old; in the Primary Trade Area the Baby Boomer cohort aged 55-74 is the largest generational group.
- Market demand for housing is estimated to be about 75 dwelling units, which could be a mix of apartments, duplexes, and detached single family. To best meet this demand, rents should range between $800 - $1200 per month; The affordable purchase price for a three bedroom one on a small in-town lot would be in the range of $250,000.
- Scottsville median household income was approximately $56,000 with median value of owner-occupied housing to be $200,000 to 300,000. The poverty and employment figures are worse than Albemarle County as a whole, and the Covid recession may introduce greater hardship to the community.



Tire Plant Site

In order to gain a more detailed understanding of the Hyosung factory site and its potential for redevelopment, in 2019 the Town secured a $30,000 planning grant from the Virginia Department of Housing and Community Development (DHCD). The DHCD consultant team included the Thomas Jefferson Planning District Commission (TJPDC), Timmons Group, and Waukeshaw Development firm. TJPDC conducted a demographic study and conducted a survey of Scottsville residents to identify preferences for future Town development (online here). Timmons Group conducted a pump station investigation and flood modeling study of the tire factory site to identify flood hazards. The Waukeshaw firm provided an initial Feasibility Study for redevelopment of the site. The consultant findings inform this plan, and the full consultant reports are available on the Town website and as appendices to the printed copy of this plan.

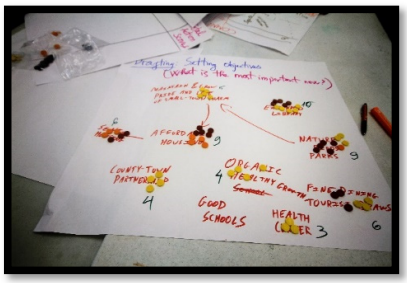
This concept map shows neighborhood nodes and themes on a smaller scale. The factory site has two different development areas. These nodes are all at walkable distance from each other, and they can be connected by greenways and sidewalks.



Public Opinion

This planning team represents the diversity of Scottsville's community. It strives to plan with respect, and in harmony with, the views of the community. A good plan identifies the will of the people and moves that shared vision towards reality.

The planning effort used a variety of methods to meet the public and identify both the range of different opinion and the strongest consensus. The **public engagement process** had a timeline and rosters as follows.



May 2019: Two focus groups, with a total of 10 residents and business owners interviewed

May: community kickoff meeting at Victory Hall.

May and June: two management team meeting as required by the grant agency, with 12 different staff and residents attending. This included a tour of the plant building and grounds.

July and July 2019: two more two focus groups, with four women at the library, then with nine elders at Scottsville School Apartments.

July - August: online and paper survey, with 116 online and 15 paper responses. A TV story on the project aired. The Facebook engagement around the survey was significant, reaching 11,667 people, with 501 Likes, and 258 comments in the discussion.

September 2019: community meeting followed by Town Council meeting at Victory Hall, presenting consultant results, about 10 residents and stakeholders attending.

June 2020: Planning commission public hearing on the draft plan with about 12 residents attending and speaking.

July-October: New planning commission members recruited a resident team, formed a subcommittee, and held three special meetings on the topics of traffic, mixed-use, and the layout of the plan document. About 10 residents participated in-person and online altogether. Due to the Covid-19 emergency, all meetings were held in hybrid format consistent with the Town's Continuity of Government Ordinance.

?: Town Council held the final public hearing on the revised draft plan.

Public Engagement Process

Survey and mass media

- TJPDC **Survey** July 31 - August 29 collected **131** responses with 15 mailed in from 90 mailed out
- Facebook post about the survey reached **11,667** people. The post collected 258 comments and 538 reactions. The reactions were 501 Like, 26 Love, and only 1 Sad.
- **TV** stations aired stories about the process on August 5 and 29.

Focus groups

- Process guidelines from N.V. Thai, exchange fellow from An Giang University, Vietnam
- May 15: five residents and business owners
- May 16: six stakeholders
- July 10: women's group with four participants
- July 11: elder's group with nine participants
- **24 participants**

Management team meetings

- Team structure outlined in DHCD grant award.
- May 20: seven technical staff
- June 27: twelve technical staff
- Group can hold additional meetings through the process of implementing this plan.
- If there is a large grant application, this team can help with the process.

Community meetings

- May 20, 2019: Outreach meeting at Town Hall.
- Sept. 16, 2019: Outreach meeting at Town Hall.
- June 1, 2020: Planning Commission public hearing
- August 18: Commission special meeting
- August 31: Commission special meeting
- September 17: Commission special meeting
- October 5: Commission special meeting

Webcam view of the September 16, 2019 outreach meeting. Residents and business owners are attending; a TV crew is filming; and the event is streaming on Facebook.

Words from You: Citizen Surveys and Response

Love being 20 minutes outside of Charlottesville in a small town where everyone knows everyone.

I was surprised at the different businesses available. I am from rural North Central Iowa and our little towns are a dying breed.

Scottsville NEEDS to keep the river town/small town feel above all else. Born and raised in Ivy, I have seen to many small towns in the area get developed and lose all the small town feel/look that it once had.

Please don't let what happened to Crozet and Ruckersville happen here…. it won't feel like home. Outsiders will take over the local government and the long-time locals will be left with the congestion.

But also

The town needs more residents to support existing and new businesses. With careful planning this does not have to negatively impact Scottsville's small-town character.

-Two Citizen Survey Comments

Scottsville needs to evolve, but part of what makes it special is the sense of community and local flavor.

I would like to see Scottsville keep its rural feel and not try to turn into Crozet.

Scottsville is a small bedroom community and should stay that way.

Really not interested in the cookie cutter development that takes away the charm of a small, historic town.

-Three Different Comments

My husband and I moved to Virginia 2 years ago and immediately fell in love with Scottsville. So far is the best place that we've seen around to raise children and it's a really great Community. I really wish that they would do something with that Tire Factory to bring more business into the town. The community is booming with younger couples just starting to have families.

I would love to be able to retire here and get health services here. Dialysis center would be great.

Themes from Open-Ended Responses

- A need for more residents to support existing businesses
- Small town feel & rural charm vs. need to travel to Charlottesville, lack of services in town, more housing options
- Infrastructure needs come with an increase in housing
- Opportunities for safety improvements to Route 20
- Improved river access, more community programming & events
- Access to reliable internet
- Large-scale development that is out of character with existing conditions is not a high priority

Summary of Findings

- Resident love Scottsville's historic setting, green spaces and small town character
- Citizen responses indicate an awareness of the need for additional residents to support the Town's retail businesses, and support development of a diversified mix of affordable housing types; the desire for retirement facilities reflects the median age of responders.
- Most people want to see additional medical and professional services close to town
- More job opportunities close to home is also a high priority
- Traffic on Route 20 through town is a major concern among existing residents

The plan and recommendations put forward in the following chapters reflect the findings of these preliminary studies. Detailed information about Existing Conditions and Consultant Reports are found in the Appendices.

Residents like Scottsville's character. But jobs, shopping, and housing can be hard to find. Some residents think these are areas to improve; others accept this as a trade-off in rural life. "Rural setting" means different things among those surveyed.

Rating Characteristics of Scottsville

Top Rated Characteristics:

- Rural setting……...87% rated as GOOD
- Family atmosphere……76% rated as GOOD
- Access to adjacent localities……..45% rated as GOOD
- Housing that is affordable……..42% rated as GOOD

Lowest Rated Characteristics:

- Proximity to employment……...36% rated as POOR
- Proximity to shopping……34% rated as POOR

Here are the survey's top-line **priority results**. Traffic on Route 20 is a common concern. Jobs, medical services, and more recreation options are all very desirable. Historic architecture and the visual appeal of buildings in town matters. Town planning needs to try to balance all of these resident viewpoints for improving the community.

Priorities to Improve Sense of Community

Top Rated Priorities:

- Traffic solutions for Route 20….....54% rated as HIGH
- Additional professional/medical services……...52% rated as HIGH
- More job opportunities……47% rated as HIGH
- Parks & Rec Space……42% rated as HIGH
- Historic architecture & attractive buildings…. 42% rated as HIGH

Lower Priorities:

- Improved landscaping along roadsides…….....24% rated as HIGH

TJPDC survey, 2018 n = 131

Housing. A mix of types has support. Single family homes are most common now, and most popular. The mixed-use apartment style exists on Valley Street and has support. The townhouse typology is not popular: it does not exist in town now and signifies an urban or suburban style.

Priorities for Housing Type

High Rated Priorities:

- Single family residential……..….....37% rated as HIGH
- 55+ residential…….....30%rated as HIGH
- Assisted living……...30% rated as HIGH
- Mixed use apartments..……27% rated as HIGH

Lower Priorities:

- Twin or duplex…….....7% rated as HIGH
- Townhouse……10% rated as HIGH

Business. Residents feel like the town doesn't need more tourist boutiques. The factory should change from its old use and host some offices, medical, or technology uses. Any niche manufacturing should be low-impact and clean, blending with the other uses nearby. Another notable finding is support for home business. Co-work resources could be low-hanging fruit in a factory renovation.

Priorities for Recruiting Businesses

High Rated Priorities:

- Offices, medical services, & technology.....55% rated as HIGH
- Support for home business …….....47%rated as HIGH
- Basic retail shops……...45% rated as HIGH

Lower Priorities:

- Tourist-oriented shops & services……24% rated as HIGH
- Light manufacturing…….....27% rated as HIGH
- Restaurants & night life……..32% rated as HIGH

TJPDC survey, 2018 n = 131

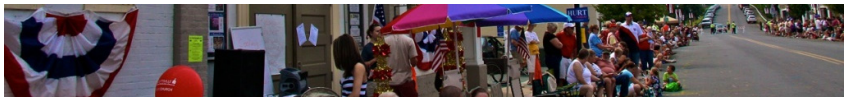
Scottsville's **parks** are popular and a meaningful asset for residents. Most residents use them. For those who do not, accessibility problems are a common concern. Downtown redevelopment must consider green space and add more parks and recreation assets.

Residents also have strong opinions about how to enhance the parks resources. There are precedents for all of these popular facilities in the nearby area. Adding these assets should be part of the site planning for the factory redevelopment.

Added Amenities to Encourage Park Usage

- Fitness trail w/exercise stations…….....44%
- Splash playground…….....42%
- Wi-Fi……..……...……...……...35%
- Dog park……35%
- Community garden…….....33%
- More playground equipment……...30%
- Murals or sculpture……19%

History Is Made Here: Town Character



History Is Made Here: ***Town Character*** addresses the Town's historic legacy written in and on its buildings, the responsibility to protect the historical integrity of the built environment, listening to the stories of all the people, and the potential for a just and sustainable economy.

West downtown Scottsville feels like a healthy neighborhood. Visitors can feel the history right away, even if they never read about the boom of the mid-1800s canal trade. There's a healthy environment in this Bee City with a starry night sky, and fun things to do from the river to the restaurants. Residents know the town has had its ups and downs, with destructive floods and the arrival, then closure, of the major manufacturing at the tire plant. Today the community balances historic preservation with growth and renewal.

Young residents perform at Twilight Tours 2019. Credit: Shannon Bittner

Small Area Plan Action Items

History Is Made Here: ***Town Character***

- Evaluate the factory as a historic asset
- ARB helps with grants and tax credits for renovations and façade enhancement
- Multimedia branding & marketing
- Enhance events and public art
- Pursue state and federal grants for small town revitalization
- Enhance the Farmers Market pavilion area with improved facilities and programs

EXISTING ASSETS

Residential

- About 150 people, or 25% of Scottsville's current population, resides in the downtown area. There are 87 dwelling units in a mix of type: historic homes of single-family and duplex design, upstairs apartments over the Valley Street commercial buildings, and 34 apartments in the former schoolhouse housing low income senior citizens and persons with disabilities and managed by the Piedmont Housing Alliance.

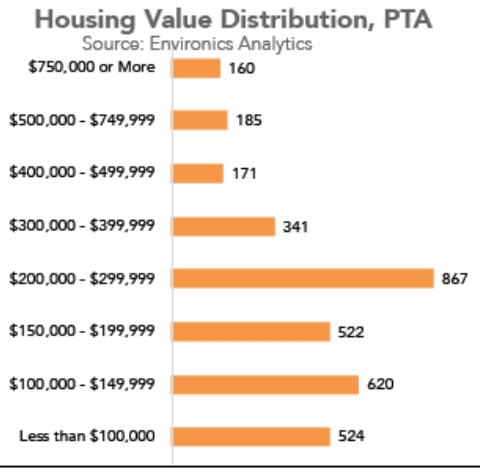


Table from the 2018 market study, showing home value in the 7,000-person primary market.

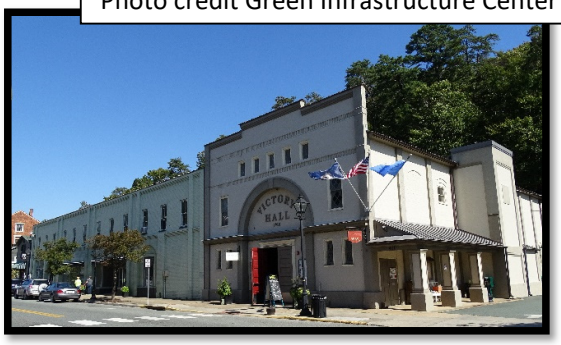
- Residential vacancy is low, and home sale prices increased significantly from 2015 to the present. Demand for rental and workforce-affordable housing is strong. *Affordable:* $1,262 for a two-bedroom rental, which is the federal formula for Fair Market Rent under the Housing Choice Voucher program in Albemarle County.

Business

- The Valley Street corridor has a mix of businesses including restaurants, a coffee house/bookstore, brewery, funeral home, personal care/health, professional offices and retail shops serving a range of ages and interests.
- About 20 percent of downtown storefronts are currently vacant, which is higher than the regional average; it can be anticipated that continued pandemic lockdowns will further impact retail business.

Institutional

Photo credit Green Infrastructure Center



- The historic Victory Hall, circa 1918, houses Town offices upstairs and a large downstairs theatre and classroom area
- Five churches, operating from historic buildings in the downtown area, serve the larger Scottsville area residents and visitors
- Scottsville branch of the Jefferson-Madison Regional Library system draws users from adjacent Fluvanna and Buckingham counties

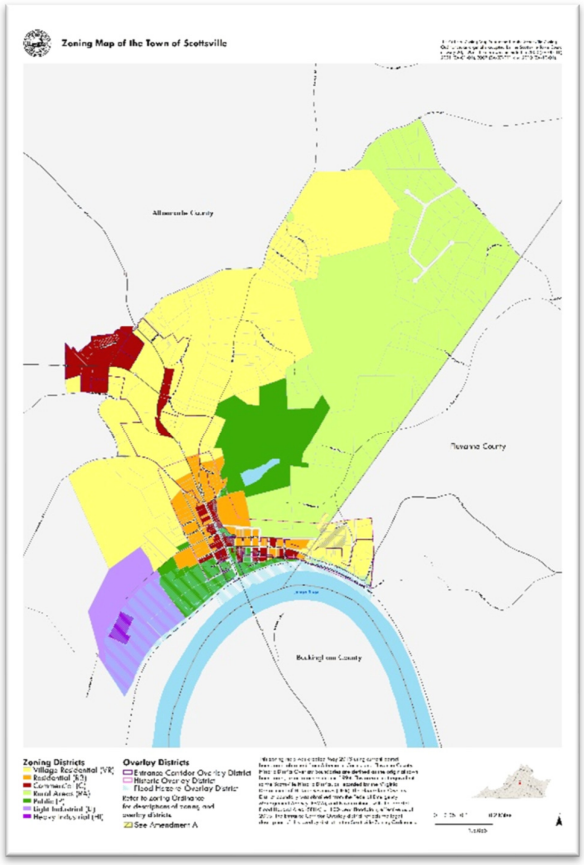
Visual Scenarios: Architecture and Design

The Scottsville Historic District is listed on both the Virginia and National Register of Historic Places. Scottsville's mix of buildings grew over time, and the town has examples of styles from Colonial to Victorian and mid-century modern commercial. The buildings below were built before the age of design controls and zoning, but they share features of aesthetic appeal, and especially a character that supports pedestrian life. They are mostly built close to the street, with front porches and rear garages.

The historic district includes Valley and Harrison Streets, and the east side of Page Street, but not the tire plant property. The 1944 factory is eligible for Historic Landmark nomination, which could help with tax credit financing. Architecture for new construction is not required to mimic these historic styles. But there are design lessons to be learned from our past.

Collage of existing historic buildings in the west downtown area of Scottsville.
Credit: Osiris Crutchfield, 2019 Intern

Zoning



The West Downtown area has a mix of zoning partly reflecting its mix of uses, but also limiting opportunity for investment. Historic Scottsville grew up with no zoning, and we must acknowledge that early zoning efforts around the country were connected to racial segregation and housing discrimination. A goal in zoning reform should be to make Scottsville more equitable, with opportunity for all. Housing should accommodate a variety of housing types and incomes.

The residential blocks of Harrison, Page, and Bird Street mostly have Downtown Residential zoning, a new ordinance zone which the Town updated in 2019. The 4,000 square foot minimum lot size and short setbacks encourage a walkable, quietly urban character. Cottage rentals and duplex houses are allowed, but townhouse rows are not.

Valley and West Main Street mostly have Commercial zoning. Most business operations are by-right, with special use permitting for multifamily housing and for intensive businesses like hotels. There is a zero setback rule, but commercial buildings must be 50 feet away from houses.

The tire plant grounds, about 60 acres, are zoned Light Industrial. The footprint of the factory itself is zoned Heavy Industrial. Industrial zones allow most kinds of assembly and warehouse work, but not retail traffic or housing. The farmers market, park, and community center are zoned Public to allow and protect these civic uses.

Also of note for zoning, the west downtown area between Valley and Page Streets has a Historic Overlay District. The Architectural Review Board protects the buildings celebrated on the National Register of Historic Places. At present, the tire plant site is outside of the historic district and is not individually listed as a historic site. State agency staff advised that the factory, built in 1944 for war production, has historical value to qualify for this listing.

The layout of the historic buildings is part of what people love about Scottsville. Ironically, the Town's current zoning does not allow for new development to match and extend this character. For Scottsville, planned unit development zoning could be

part of the solution. State law provides a framework for this kind of creative partnership, and a Scottsville Planned Unit Development ordinance could be known as SPUD. This should be a priority for the Town.

Under this ordinance, there is no by-right use, and every development requires review and approval by Town Council. The SPUD ordinance would clearly state a bullet-point list of criteria, goals, and factors for approval. If a development proposal does not show that it meets these goals, it is unlikely to be approved.

Normal zoning states a list of uses allowed by right or by special use permit. If the use is allowed, a developer can build in a wide variety of ways. This creates neighborhood concerns when a by-right construction creates undesirable traffic congestion and noise, or when new buildings are an aesthetic disappointment. The SPUD provides more control, because a developer applies with a specific site plan and receives approval only for that specific plan.

Scenario Reference: Smart Growth

Perhaps surprisingly, the U.S. Environmental Protection Agency leads the way in creative land use planning. The EPA published a "Framework for Creating a Smart Growth Economic Development Strategy: a Tool for Small Cities and Towns." It has a list of 50 policy actions well suited to Scottsville. It opens with:

> "Rather than simply seeking to attract major employers to replace these lost jobs, several cities have tried a different method to anticipate and overcome some of these challenges. This emerging shift toward place-based approaches to economic development can go by various names. This document uses the term 'smart growth economic development' to refer to a strategy that builds upon existing assets, takes incremental actions to strengthen communities, and builds long-term value to attract a range of investments."

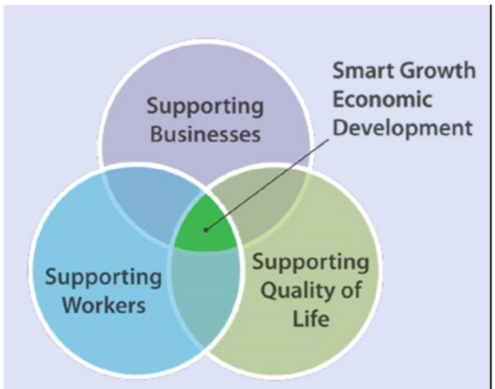


Exhibit 1. *The smart growth economic development strategy has three core components.*

Exhibit 5. St. Michaels, Maryland. *The town of just over 1,000 people takes advantage of its location on the Chesapeake Bay with a waterfront seafood restaurant and a Maritime Museum on the site of a former seafood packing house and cannery.*

Excerpts from the EPA's Smart Growth strategy guide.

A Walkable Community: Connectivity

<u>A Walkable Community:</u> *Connectivity* identifies a woven network of complete streets, sidewalks, parks, trails, and public spaces that create a walkable community, and acknowledges the challenges of vehicular traffic in a historic town.

An important planning consideration is how people move around the area safely and conveniently. What are their options? What is safe and convenient? What are the effects or, or constraints upon, growth and development?

The Town's existing green and built infrastructures provide a strong foundation for creating a walkable community, The Downtown area is almost encircled by Van Clief Nature Area (VCNA) on the east, and substantial undeveloped area at the tire factory property, connected by the Levee Walk. Dorrier Park recreational facilities and the Farmers Market pavilion are popular downtown destinations.
Street landscaping affords pleasant walking conditions.

Small Area Plan Action Items

<u>A Walkable Community:</u> *Connectivity*

- Complete the VDOT approved sidewalk project from the farmers market to the library and the levee walk
- Design and implement a distinctive signage system for wayfinding
- Enhance crosswalks on Valley Street
- Expand JAUNT service to Scottsville
- Build a connection from the levee walk to the James River Bridge on Valley Street
- Work with VDOT to identify solutions for traffic on historic streets
- Require walkways as part of factory redevelopment
- Extend sidewalks and trails to uptown

Canal Basin Square Park shows both the Town's transportation history and an investment in bike-ped infrastructure from earlier this century.

Pedestrians

At present, the west downtown neighborhood feels fairly inviting for a walking commute or a recreation walk. Neighbors walking dogs are a common sight. The feeling of pedestrian ease and safety comes from slow vehicle speeds, buildings close to the street, ample shade, and the presence of meaningful destinations. All these factors are present. The traditional block layout of streets is both conducive to walking to downtown destinations and, with the exception of Route 20/Valley Street, a deterrent to cut-through traffic from outside the Town limits.

The neighborhood mostly lacks sidewalks and crosswalks. Main and part of Harrison streets have sidewalks, but most of Bird, Page, and Harrison do not. Most pedestrians walk on the street or the grass just beside. This creates a safety risk. For wheelchair or stroller users, it can be a serious problem.

The levee walk is a notable pedestrian asset. Accessed from its toe at Bird Street and a ramp at Dorrier Park, it provides a safe walk with a clear view for over half a mile. The levee walk passes under the James River bridge and does not connect to the Valley Street sidewalk: a simple staircase would be a valuable amenity.

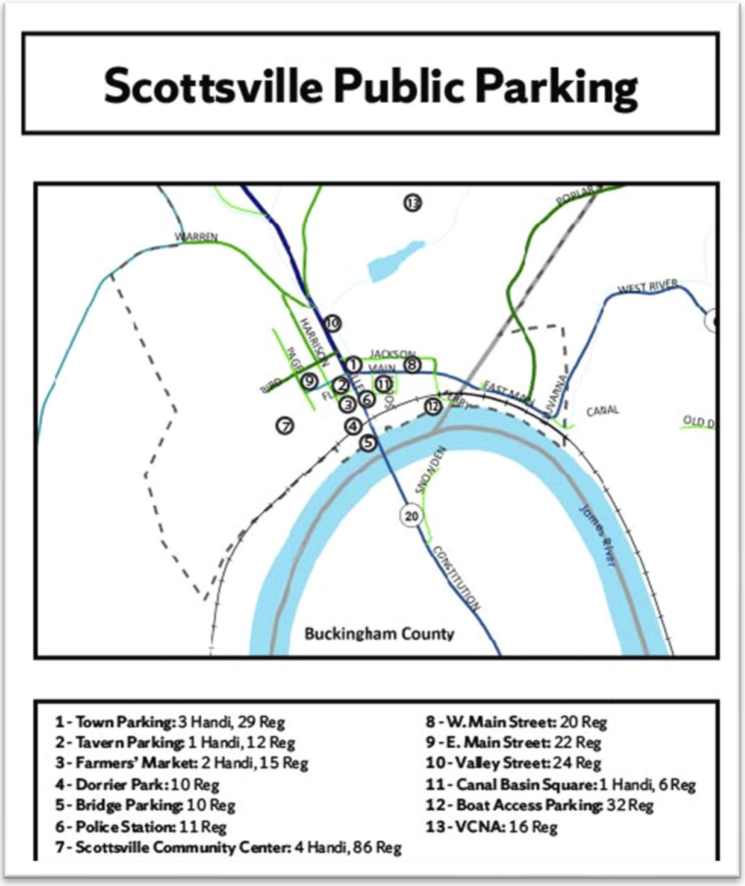
Parking

Garages are uncommon among the historic homes of the area. In terms of residential architecture, one simple way to connect new houses to the historic district is to place garage doors at the side or rear of the house, rather than facing front. Such “relegated parking” works at any price point to support a traditional neighborhood design.

Photo credits Matt Lawless

Parking in the west downtown area is ample for daily needs and strained only during the largest public events such as July Fourth. The park and community center have large public lots, and streets are wide enough for parking on one side, if not both.

Adequate parking is a requirement in Town ordinances for new development. The factory has a locked lot formerly used by employees which could become a large public lot with over 100 spaces.



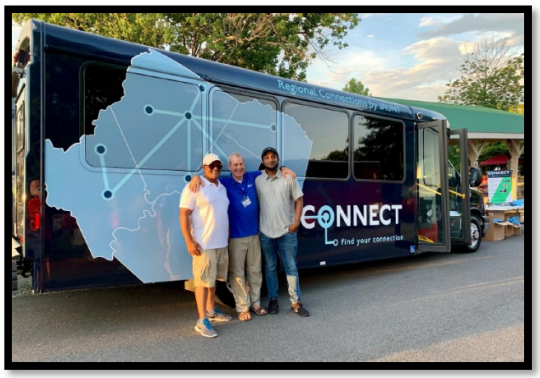
Most streets in town have space for on-street parking on one side but not both. Street widths are sometimes narrow and do not allow two cars to pass when the on-street parking is fully used. This occurs on Harrison Street on weekends and on Bird Street during church services. Preserving accessible church parking is an important consideration in a development scenario. One option would be to paint and sign Bird Street for one-way westbound traffic from Valley to Page Streets. This concept, or others like it, are VDOT's responsibility to study and deliver. A key action for the Town is to advocate for VDOT solutions on these issues.

Bikes

Bicycle activity is relatively rare in town but presents opportunities. As shown elsewhere in the plan, the factory is at the edge of a comfortable walking distance for some people but easier for biking. Limited right of way could make it difficult to build bike lanes, although one-way, shared street patterns as shown at right (Charlottesville) would be an option.

Garrett Street, credit TJPDC

Transit



Public transit has a limited base in Scottsville. The JAUNT regional transit service makes one daily trip through town, stopping at the farmers market. JAUNT also runs shuttle services in partnership with Piedmont Housing Alliance, for the apartment residents.

If development options involve residents interested in shared commutes or lifestyles without personal cars, expanding JAUNT service would be a viable strategy.

Vehicle counts

The Virginia Department of Transportation (VDOT) makes periodic counts of daily traffic on the Commonwealth's primary and secondary roadways. The counts for the primary roads occurred in 2017 and 2018; secondary counts are from 2012. The highest volume roadway through the town is Valley Street, which is both State Route 20 and State Route 6 through the center of Scottsville.

10 Busiest Streets: VDOT Traffic Counts in Scottsville

Road Segment	Average Daily Traffic
Valley St. (Route 20)	7,400
Irish Rd. (Route 6 west)	3,400
E. Main St. (Route 6 east)	2,800
W. Main St. downtown	1,200
Bird St.	1,000
Poplar Spring Rd.	850
James River Road	840
Ferry St. (boat launch)	500
Hardware St.	490
Harrison St.	450
Warren St.	440
Page St.	370

VDOT also determines the acceptable daily service volume of certain roadways, so that a determination can be made if roadways are exceeding their design capacity. None of the roads in Scottsville are near capacity or projected to reach capacity in the foreseeable future. Most secondary roads in Scottsville carry fewer than 1,000 trips per day. On the other hand, the VDOT determination is based largely on average traffic flow, so town residents do observe some rush hour delay and perceive greater impact from heavy commercial vehicles, such as Buckingham County's active logging industry.

Town residents of 15 years and more remember the traffic of the tire factory, with over 100 working commuters, sometimes with a second and third shift. Once the rail spur closed, all shipments came by heavy truck using Valley and Bird Streets. This created a tolerated nuisance at the time. Occasional plans for another access road from the factory's rear going north to James River Road and Route 6 never developed.

Traffic

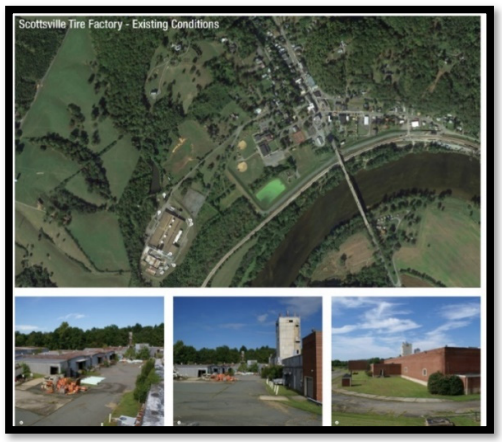
Traffic is the biggest community concern, and narrow roads are an infrastructure constraint on what can be built. Some residents have concerns about parking and trip generation for potential developments in the area. The neighborhood has a quiet character where residents can enjoy outdoor recreation and walking to daily errands. The busiest road in the area is Bird Street, where VDOT counted about 1,000 vehicles daily. Changes in the area must maintain or improve safety of movement.

Bird Street is currently the only roadway into the tire plant site and will be the most common route for new traffic there. Development proposals must consider the impact of traffic upon the neighborhood, especially on Bird Street.

Town staff consulted with VDOT staff about possible traffic impacts. The Town can require a formal traffic study during rezoning applications and site plan review of large development proposals generating many vehicle trips daily. VDOT publishes a trip calculator for Mixed Use Development. The table below summarizes the scenarios and trip generation.

Development Scenarios and Trip Generation		
Scenario	**Uses**	**Daily Trips**
Bird Street in 2007	Industrial production plus homes	1,600
Bird Street at Valley Street in 2017	Neighborhood traffic, library and recreation	1,000
2017 Charlottesville comparison: 7th St. NE and Market St.	Downtown traffic, with a mix of shopping, offices, apartments, and detached houses.	980
2017 Charlottesville comparison: Madison Ave. and Grady Ave.	Off-campus traffic, with detached houses and apartment near a park, library, and shops.	3,000
Mixed-Use, Medical Anchor	A medical anchor with offices and storage, plus apartments and houses.	1,241
Waukeshaw + McDowell work	Houses, apartments, co-work space, workshops, offices, medical, all on a larger scale	2,821
Albemarle County Planning Threshold	**The developer should fund a traffic study beyond this scale**	**1,000**

Traffic Scenario Details



What might the factory's long-term redevelopment mean for downtown traffic? These scenarios use VDOT's recommended calculator to provide an early look. The chapter on redevelopment has more detail on how construction might happen.

This mix of uses serves as a traffic example only. There is no commitment from a business to make these investments.

Mixed-Use, Medical Anchor: This is the community's preferred scenario.

Surveys show strong support for a medical anchor with offices and storage, plus apartments and houses. This scenario has 30 jobs in a medical office, with another 20 jobs in a similar non-medical office such as insurance or technology. Some of factory stays more rugged, with 10,000 square feet of manufacturing and 20,000 square feet of storage. Partial demolition opens some plaza space and buffers the different uses. In this example, renovating some of the factory for apartments makes sense: some people will want to live near these jobs. The jobs support a limited transit service like JAUNT. There are 50 apartments in the factory and 30 houses on the hillside. Secondary access will likely be necessary and must be studied by a developer.

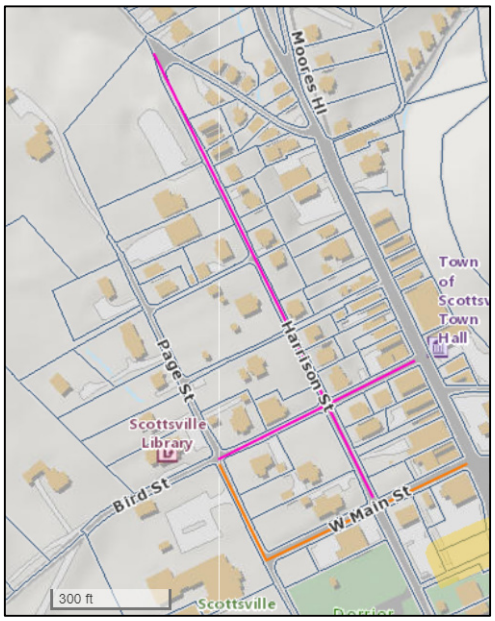
Traffic: 1,241 trips per day, with 192 trips in the peak hour of the afternoon (one car every 19 seconds).

Waukeshaw and McDowell Scenario:

The Waukeshaw consultant report has 100 apartments in the renovated factory, a mix of 1- and 2-bedroom homes. There are also 12 commercial spaces. They do not have tenants specified, but the community goals are craft workshops, medical offices, a fitness center, a daycare center, and a co-working space. For trip generation, this can be calculated as 5,000 feet of restaurant, 7,000 feet of health club, 20 medical office jobs and 20 non-medical office jobs, 18,000 feet of manufacturing space, and 26,000 feet of warehousing and storage space. The McDowell scenario also places 75 single-family homes on the hillside. This mix can probably support a JAUNT bus partnership. Secondary access may be necessary and should be studied by a developer, because, together, these uses would generate approximately **2,821 trips per day, with 343 trips in the peak hour of the afternoon (one car every 10 seconds).**

Infrastructure Constraints

A quick look at the map below, or a walk of the factory site, shows the simple limitation of Bird Street. It can only support a certain level of traffic safely. Minor improvements such as trails, sidewalks, and one-way street conversions can help. The example at right suggests improved sidewalks and one-way streets on Bird and Harrison Street, possibly also Page and West Main Street. But for the bigger visions, a new connector is probably necessary, both for emergency access and to relieve congestion at downtown intersections.



The smaller scenarios which follow later in this plan can probably be built incrementally, without a new road. The largest scenarios likely require some new construction. **This plan prefers re-use of existing major infrastructure.** In the preferred scenario of this plan, the cluster of hillside homes does not need second access, but the factory renovation likely would.

This aerial photo shows the mobility options in Scottsville. Credit: Kevin Quick.

GREENWAY TO GATEWAY: STEWARDSHIP

Greenway to Gateway*: Stewardship* cares for our green and blue infrastructure. Together they create a network of sustainable and usable public spaces that enrich the community and preserve and enhance natural resources. From the levee walk to James River access, we can protect our environment while helping everyone enjoy it.

Bruce Park, 2003, Town archives

Small Area Plan Action Items

Greenway to Gateway*: Stewardship*

- Improve maintenance of existing parks
- Work with interested volunteers to develop a dog park and a fitness trail
- Construct trails and facilities in the Van Clief Nature Area
- Enhance and expand James River access
- Dedicate the land for a greenway trail as part of tire plant redevelopment
- Require protection of sensitive wetland areas either through dedication or conservation easement
- Encourage the provision of outdoor recreational facilities in new development
- Support long-range trails projects to regional schools, parks, and destinations

Greenway: a corridor of protected open space that is maintained for conservation, recreation, and non-motorized transportation.

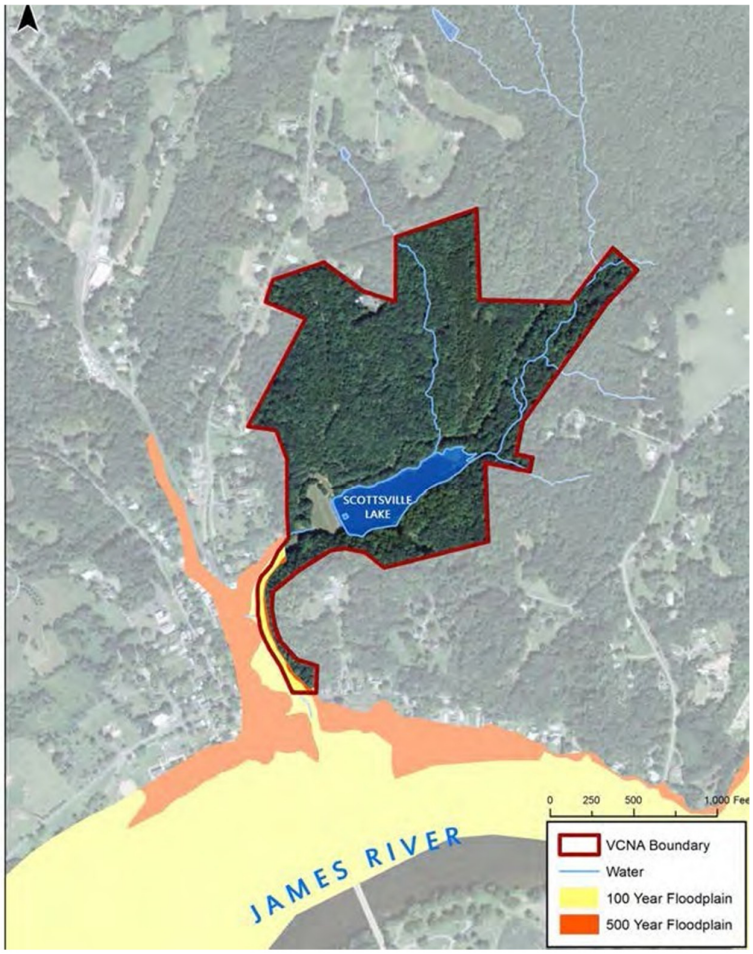
Hiking, biking, and neighborhood strolls are some the community's favorite things to do. Greenway planning in Scottsville dates back to at least 2003, when Town Council and regional agency planners mapped a network of trails and bike routes. The 2018 Comprehensive Plan says, "This concept, with historical roots in best practices of planning, can be considered a Scottsville and Greater Scottsville Area Emerald Necklace."

Parks and trails are already a great asset for Scottsville, and in this plan, further improvements to greenways are a high priority.

The Levee Walk looking east. Credit: Matt Lawless

VCNA map. Credit: Conor Phelan

The greenway spine is the Town Levee which currently begins at Bird Street, curves east to parallel the CSX railroad tracks and ends at the flood gates on Ferry Street intersecting with East Main Street, about 4,000 feet in total. Extending greenway access as part of the redevelopment of the tire plant will provide pedestrian travel the entire length of the town from west to east with views of the James River.



Van Clief Nature Area is a 63-acre park that defines the eastern boundary of the West Downtown Area. A five-acre lake is the core of the Town's flood control system and is stocked by Virginia Department of Wildlife Resources. In 2018, Town Council adopted a Park Master Plan to guide development. When fully developed, the Mink Creek Trail will provide pedestrian access from the north end of town to Valley Street, providing a critical link for non-vehicular access to the West Downtown Area.

Bruce Park, (0.14 acres) on West Main Street was donated and built as public space in the early 21st century. In a prime example of outdated zoning, the map was never updated to Public status. Bruce Park should be rezoned as public space.

Dorrier Park, (2.95 acres) adjacent to the Farmers Market pavilion, has playgrounds, athletic fields, and other outdoor recreation facilities managed by Albemarle County Parks and Recreation Department.

Community surveys show heavy use of these existing park facilities, but also strong demand for enhancements such as a dog park, fitness trail, or spray park. The Town can complete small new facilities with its own resources, plus dedicated volunteers. Developer commitments to these amenities should be part of the new development process.

Use of Parks

TJPDC survey, 2018 n = 131

- A few times a year…….....38%
- Less than once a week but more than monthly……..... 27%
- More than once a week……...……...……...21%
- Monthly……....8%
- Never……...6%

Recently the Middle James segment of the river fronting Scottsville has been designated as a Scenic River by the Virginia Department of Conservation and Recreation (DCR). Scottsville is also included in DCR's James River Heritage Corridor. These state level recognitions of Scottsville's heritage give added impetus to the development of a greenway to protect the natural resources within and surrounding the Town, and to connect residents and visitors to them.

The 2020 Batteau Festival. Credit: Erin Edgerton

As the redevelopment of the factory proceeds, it must be connected to the existing greenway network. The Town should also take the opportunity to enhance its greenways in the downtown area. The existing boat launch at Ferry Street is inadequate: it should be enhanced, and more river access developed elsewhere along the river. Expansion of water-based recreation opportunities, both on the river itself and by supporting retail investments, can be a major factor for future economic growth.

New Horizons: Growing Our Town

New Horizons*: Growing Our Town* reimagines the 1944 tire plant. First built as a wartime necessity, it can become a diverse mixed-use facility including homes, public services, and small businesses. Complex partnerships, creative design, effective regulation, and significant investment will be required to realize the maximum potential benefit.

Redevelopment of the factory site presents an opportunity to expand both the residential and economic base of the Town and enhance the welfare and quality of life for citizens through provision of public services. However, the impacts of redevelopment on the Town's infrastructure, traffic, and potential for increased flooding in a climate change environment represent threats that must be carefully considered.

The Town of Scottsville does not own the factory and does not intend to buy it. To achieve successful redevelopment, substantial investment and collaboration will be required. This includes the private sector, non-government organizations, state government agencies, and all three surrounding counties

Small Area Plan Action Items

New Horizons*: Growing Our Town*

- Prioritize filling of existing vacant downtown buildings with new mixed uses
- Rezone the factory site for mixed use, in partnership with Albemarle County and prospective developers
- Assure regulatory due diligence in factory renovation: environmental assessment, flood map amendment, traffic impact analysis and safe access, etc.
- Promote and support the private-sector construction of homes on the factory hillside
- Promote and support the mixed-use renovation of the factory

Economic Development Summary

A basic question from the community is whether the tire factory can be reused, or whether it is just a blight to be demolished and cleaned up. The planning grant helped to study this key question. Below is the executive summary from the Waukeshaw Development feasibility study.

The former Hyosung building is a classic "white elephant" industrial building in the small, rural community of Scottsville, VA. While the town seeks adaptive reuse of the structure, the challenges are enormous. The size of the building presents an outsized investment relative to the population and existing demand of any kind; the infrastructure and building conditions make it obsolete for manufacturing use; it is located in a flood zone, and protected by a maintenance-heavy dyke; the site will be abnormally expensive to maintain; and it is privately held, with a wide disconnect between the current owner's perceived value of the property, and the actual value of the property when derived from the total investment required to bring it to its highest and best use, even after all incentives are considered.

Redevelopment will require much creativity, deployment of state and federal historic tax credits and other incentives, a multitude of grants and special financing, and participation and commitment from multiple end users, both residential and commercial. The property should be viewed as an assemblage of many convergent spaces under one roof, and special legal constructs – such as meticulously considered tax credit ownership structures, tax credit development phasing, and the creation of commercial condominiums to facilitate special financing – should all be seriously considered.

Within this analysis, Waukeshaw does not contemplate an outcome with any one large unique end user, such as a hospital, as it would be presumptuous and premature to do so here. Rather, we have looked at the commercial space as housing various 'generic' commercial end users of many kinds, from office to light industrial, and a mixture of Low Income Housing Tax Credit (LIHTC) and market rate housing. Still, were a single end user to lease the space (or a large portion of it) the 'building blocks' of this analysis will remain relevant, and would simply be modified to that outcome.

Site History

The 61-acre former Hyosung Tire Plant property occupies the western quadrant of the Downtown Area. In 1944, the Defense Plant Corporation, a public-private partnership, built the factory to produce tire cord essential to the war effort, eventually employing more than 300 people at the height of operations. Corporate ownership changed from Uniroyal to Michelin, then Hyosung, a Korean firm. It closed the factory in 2009 with a loss of 100 jobs. Virginia Land Company, a local real estate firm, bought the property in 2011 and uses it for bulk storage only.

Site Conditions

The portion of the site between the Town Levee and the factory building, south of Bird Street, is located within the 100 year floodplain, and flooding remains a known hazard. Another levee, built in the 1980s, encircles the factory itself; it is privately owned and maintained and is not inspected by the Army Corps of Engineers.
Between the factory and the CSX tract are about 13 acres of wetland habitat that provide flood buffering. A small creek flows north to south through the property. Dammed to create a pond and once an emergency firefighting water source, it is now a potential recreational asset.

CSX rail tracks separate the property from the James River, with no crossings on the site. The factory originally had a rail spur, and rail access was key to its location. But the operation switched to truck access, and today distance from an interstate highway is a factor making the site obsolete for heavy industrial use.

Waukeshaw Development and Timmons Group also evaluated the condition of the building. The ceiling height of 15 feet is low for modern manufacturing processes. The foundation, roof, and walls appear sound. The original electrical equipment is gone. Water, sewer, and gas lines are large but old. Phase I Environmental Reports and DEQ correspondence show lead and asbestos in the building, and history of minor on-site petroleum spills, but no serious conditions preventing redevelopment. However, outright demolition of the building and redevelopment may be preferred.

Fiber internet is increasingly a necessity for new businesses and new residents alike. CenturyLink owns fiber trunk line along Valley Street, and the library on Bird Street has a fiber connection. Fiber access to the factory is feasible.

Traffic issues present the biggest community concern for redevelopment of the property. At present the single entrance to the site is via Bird Street, through the historic district. The narrow street between the library and Valley Street varies in width from 18 to 24 feet. On-street parking for the two churches on Bird Street obstructs two-way traffic. The combined impact of additional residential and commercial development through a residential, National Register historic area must be carefully and sensitively considered.

Mixed-Use Concepts

The factory site is large enough to support of mix of uses, meeting many of the community's identified needs in one place. Waukeshaw Development ran its financial calculation with a conservative, generic assumption of low-rent commercial space. The Town can take more targeted action in recruiting business partners.

The 160,000 square feet capacity of the factory building affords the opportunity to meet underserved public health needs –a high citizen priority - through a combination of medical facilities, such as urgent care, indoor and outdoor physical fitness facilities, assisted living, and support services such as daycare, restaurant and physician offices. Repurposing of some section of the factory building for close-to-home work space and small business tenants, also with a package of daycare, restaurant and recreation facilities is an option to encourage both job creation and new residents.

These small-business concepts can combine with essential housing needs. The community supports apartments which are affordable to retirees, workers, and young families. Market studies show very strong demand for one- and two-bedroom apartments, especially at workforce affordable price points of $800 to $1200. The Waukeshaw study shows that 100 apartments of this type can go in the factory as the core of a redevelopment scenario, but this scale of project requires a new road connection. Partnership with the Piedmont Housing Alliance as developer and landlord is an opportunity to build upon their successful work in the Scottsville School renovation.

Credit: Piedmont Housing Alliance

Collage of newly constructed houses near Scottsville, in Fork Union, Louisa, Crozet, and Charlottesville. Prices range from $215,00 to $550,000 depending on location and amenities.

Housing Concepts

The community gives its strongest support to single-family homes, matching the existing housing stock of Scottsville. Multiple housing market studies show strong demand in the region for new homes. The regional housing needs assessment states that the greater Charlottesville area particularly needs houses priced between $200,000 and $300,000. This area of need works well for Scottsville and the roughly 9-acre hillside site on Bird Street approaching the factory. The community consensus is for fewer than 50 houses, and Bird Street can support this new traffic. The Town should support a creative housing development on this site, coordinating with state resources where appropriate. Rezoning for appropriate density is a proactive first step. Habitat for Humanity is an ideal and willing partner.

Flood Safety for a Changing Future

The Town can promote and support the mixed-use redevelopment of the tire plant. But two critical next steps are the owner's responsibility: a floodplain analysis and map amendment, and a Phase II Environmental Site Assessment. Any redevelopment at the factory requires safety from flooding. The Timmons Group research work, detailed in the attached reports, recommends several next steps. A new survey should verify the height of the levee and drainage pattern on the site. An updated flood model will show the potential for flooding and the protection offered by the levee. Then the 1% flood risk area can be mapped. With this data, a petition to FEMA can amend the official map and remove the factory from the floodplain. At the same time, renovation planning should include replacement of old drainage equipment and emergency pumps. The FEMA bureaucratic process can take over a year, and the engineering costs are the owner's obligation as due diligence for sale.

Rezoning for the Community's Goals

The Town should rezone the tire plant site for mixed use redevelopment, in a partnership that provides creativity for developers and clear control to protect community interests. The Light Industrial and Heavy Industrial zoning of the tire plant is unsuitable for any of the visioning scenarios in this plan. The Town's 2018 Comprehensive Plan calls for rezoning, as does the community outreach and technical research of this area plan. Mixed use is the future of the site, but the Town does not have a suitable category in the zoning ordinance. This plan provides two options to consider, two ways that Town Council can accomplish the same goal:

1. Split parcel zoning. Use the Town's existing Industrial, Commercial, Downtown Residential, and Public zoning districts to establish a more fine-grained mix of uses on the site. The Town can do this proactively with the owner's consent, or invite a redevelopment proposal and preliminary site plan. This option more quickly removes the risks of by-right industrial uses. The Town has less control over the physical details of renovation but could lock in the greenway routes and the proportions of commercial and residential space.

2. The Town should create a planned unit development ordinance. This allows a developer's site plan to combine a mix of uses and designs, but it would always require Town Council approval, with no by-right uses. A PUD allows a higher level of developer creativity, but also strict Town Council control of the site plan. This option takes longer to adopt, but it allows more negotiation.

The partnership between Town and developer is vital to success. Ordinance changes should occur with the support of the property owner: the Town should not rezone unilaterally. However, the Town can rezone proactively as a step towards implementation. Site plan review and other public process will still provide accountability towards developers before any construction occurs.

Conclusion and Action

Recommendations: Where Can You Help?

History Is Made Here: ***Town Character***

- Evaluate the factory as a historic asset
- ARB helps with grants and tax credits for renovations and façade enhancement
- Multimedia branding & marketing
- Enhance events and public art
- Pursue state and federal grants for small town revitalization
- Enhance the Farmers Market pavilion area with improved facilities and programs

A Walkable Community: ***Connectivity***

- Complete the VDOT approved sidewalk project from the farmers market to the library and the levee walk
- Design and implement a distinctive signage system for wayfinding
- Enhance crosswalks on Valley Street
- Expand JAUNT service to Scottsville
- Build a connection from the levee walk to the James River Bridge on Valley Street
- Work with VDOT to identify solutions for traffic on historic streets
- Require walkways as part of factory redevelopment
- Extend sidewalks and trails to uptown

Greenway to Gateway: ***Stewardship***

- Improve maintenance of existing parks
- Work with interested volunteers to develop a dog park and a fitness trail
- Construct trails and facilities in the Van Clief Nature Area
- Enhance and expand James River access
- Dedicate the land for a greenway trail as part of tire plant redevelopment
- Require protection of sensitive wetland areas either through dedication or conservation easement
- Encourage and provision of outdoor recreation facilities in new development
- Support long-range trails projects to regional schools, parks, and destinations

New Horizons: ***Growing Our Town***

- Prioritize filling of existing vacant downtown buildings with new mixed uses
- Rezone the factory site for mixed use, in partnership with Albemarle County and prospective developers
- Assure regulatory due diligence in factory renovation: environmental assessment, flood map amendment, traffic impact analysis and safe access, etc.
- Promote and support the private-sector construction of homes on the factory hillside
- Promote and support the mixed-use renovation of the factory

Development Process and Expectations

As the work of this plan proceeds, residents and investors can expect the Town to complete certain assurances that development will be in the public good and in the community's best interest. The Town enjoys good working relationships with regulatory authorities at other levels of government. Some of the development process standards include:

Rezoning: the Town Council votes on changes to the zoning ordinance and the zoning map, after public hearings and the recommendations of the zoning administrator and the Planning Commission. Property owners can apply for a zoning change, or the Town can initiate a zoning change consistent with the Comprehensive Plan.

Site Plan Review: in addition to the zoning ordinance, the Town has a site plan ordinance that governs the development of large commercial and residential projects. It details landscaping and open space, traffic flow and driveways, and many other aspects of design. Parking is covered by site plan review: the Town has parking standards for different kinds of use. Importantly, the ordinance has a standard requirement of two access roads for developments of 50 or more homes. The Town Council votes to approve site plans, after public hearings and the recommendations of the zoning administrator and the Planning Commission.

Building Permits: the Town does not employ a Virginia certified building official. Instead, Albemarle and Fluvanna County inspectors handle building permits in their respective parts of Scottsville. Each County checks for Town zoning compliance before issuing permits. For new development, further traffic safety approval occurs at this step. VDOT officials study sightline distance, turning radius, and other factors affecting safety before approving new construction.

Traffic Impact Analysis: professional engineers can calculate the traffic impact of a new project against the existing flow of traffic, then recommend any needed improvements to streets in order to maintain safety and flow of traffic. Albemarle County policy requires a traffic study when a development project is expected to generate over 1,000 new vehicle trips per day, and the Town follows this rule.

Environmental Site Assessment, Phase II: this kind of geological/chemical engineering study takes soil and water samples of a site and describes any hazards present, plus an estimated cost to clean them up. Town ordinances do not require this work. Banks, however, do require them as a condition of underwriting. The Town can expect this study to be done in the course of a property sale or construction loan.

Federal environmental compliance: if the Town is using federal grant funds for construction, many additional regulations apply, including section of the Civil Rights Act, Endangered Species Act, Americans with Disabilities Act, and National Historic Preservation Act. The latter especially affects the Town when using grant funds in the historic district. Archaeological and archival studies must assess the effect of the project on a cultural resource. The Town completed such studies when building Bruce Park, and will do so again when building sidewalks with VDOT funds.

	Short Term Dec. '20 – Jun. '22	Medium Term Jul. '22 – Jun. '26	Long Term Beyond July 2026
Town Programs: Processes and small purchases, policy changes and community outreach. Program actions may not always have direct impact, but they are under Town Council's direct control, and the costs are low compared to capital construction.	Evaluate the factory as a historic asset ARB helps with grants and tax credits for renovations and façade enhancement Improve maintenance of existing parks Enhance events and public art	Multimedia branding & marketing Encourage and provision of outdoor recreation facilities in new development Require protection of sensitive wetland areas either through dedication or conservation easement Rezone the factory site for mixed use, in partnership with Albemarle County and prospective developers Pursue state and federal grants for small town revitalization	Require walkways as part of factory redevelopment Design and implement a distinctive signage system for wayfinding
Town-Led Construction: Buildings and heavy equipment that requires advance planning. Town Council controls the Capital Plan and budget, and can use reserve funds, take loans, or match grants. Donations and volunteer effort can be very important. Multi-million dollar projects are out of reach.	Work with interested volunteers to develop a dog park and a fitness trail	Complete the VDOT approved sidewalk project from the farmers market to the library and the levee walk Construct trails and facilities in the Van Clief Nature Area Enhance crosswalks on Valley Street Enhance and expand James River access	Extend sidewalks and trails to uptown Build a connection from the levee walk to the James River Bridge on Valley Street Enhance the Farmers Market pavilion area with improved facilities and programs

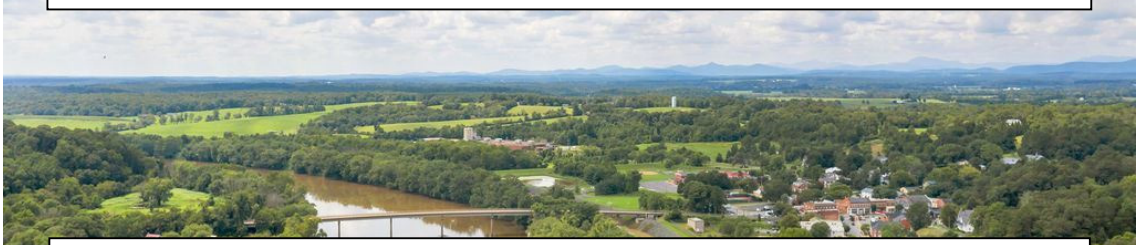
Table of Area Goals, organized by timeframe and responsibility			
PARTNERSHIP OR THIRD-PARTY EFFORTS: Buildings and projects. These are things that benefit the community and connect to Town efforts, but are outside the control of Town Council. They belong to private businesses or state/federal agencies. The timeframe for these is less clear, and the Town's role is advocacy rather than leadership.	**SHORT TERM**	**MEDIUM TERM**	**LONG TERM**
	Prioritize filling of existing vacant downtown buildings with new mixed uses Assure regulatory due diligence in factory renovation: environmental assessment, flood map amendment, traffic impact analysis and safe access, etc.	Expand JAUNT service to Scottsville Work with VDOT to identify solutions for traffic on historic streets Promote and support the private-sector construction of homes on the factory hillside Dedicate the land for a greenway trail as part of tire plant redevelopment	Support long-range trails projects to regional schools, parks, and destinations Promote and support the mixed-use renovation of the factory

Residents: take action and get involved

- Get to know your neighbors and keep in touch
- Plant a garden or take on a home improvement project
- Volunteer on Town committees like Event & Tourism or Parks & Trails
- Attend meetings of Planning Commission and Town Council
- Shop local!

Investors: consider Scottsville for your business opportunities

- Ask existing business owners about their experience
- Talk with Town staff about zoning rules and available grants
- Read Town plans like this one: does your business fit?
- Consider available property in town
    - Scottsville has inventory, location, and quality of life



Appendices: Learn more online

- Existing Conditions Details
- VHDA Mixed-Use/Mixed-Income Report by Arnett Muldrow Associates
- Visual Scenario packet by McDowell Espinoza
- Community Outreach Report by TJPDC
- Factory Redevelopment Analysis by Waukeshaw Development
- Pump Station Investigation and Flood Modeling by Timmons Group