



Rough Draft West Downtown Small Area Plan



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Acknowledgements

Over 100 Scottsville residents shared their time and views in crafting this plan together.

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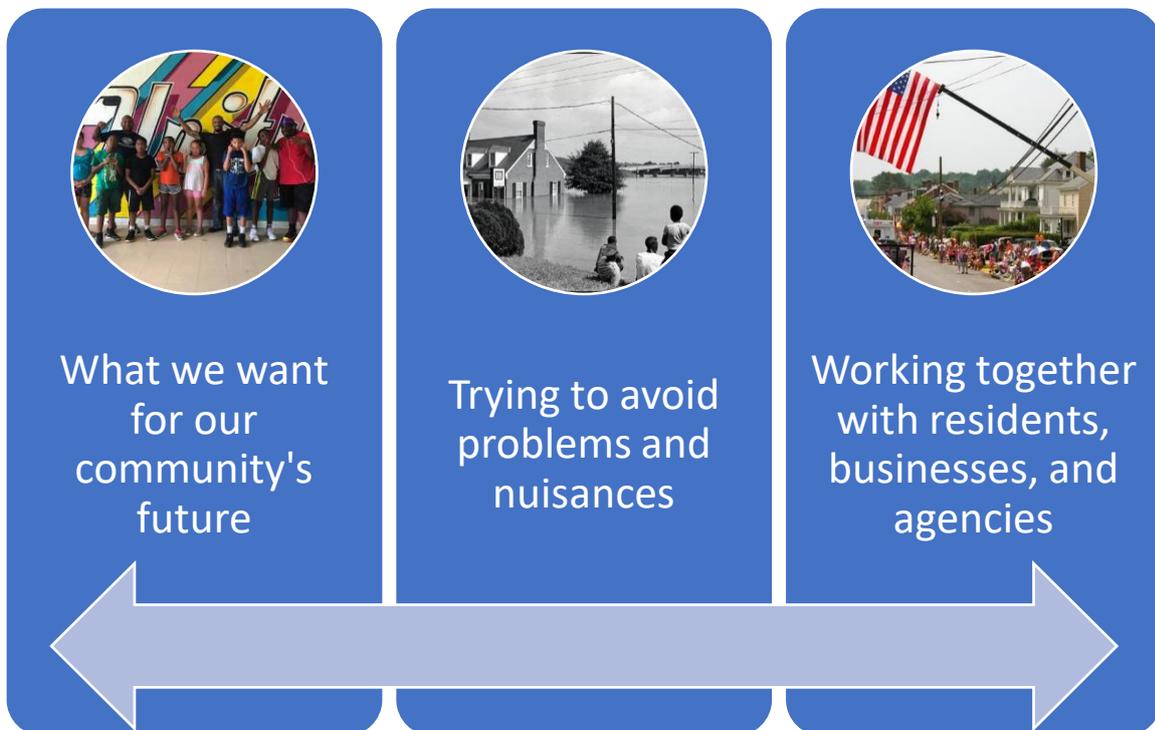
Exchange: Nguyen Van Thai, An Giang University,
Vietnam, State Department exchange program

Funding: Virginia Department of Housing and Community
Development

What is this plan and what does it mean?

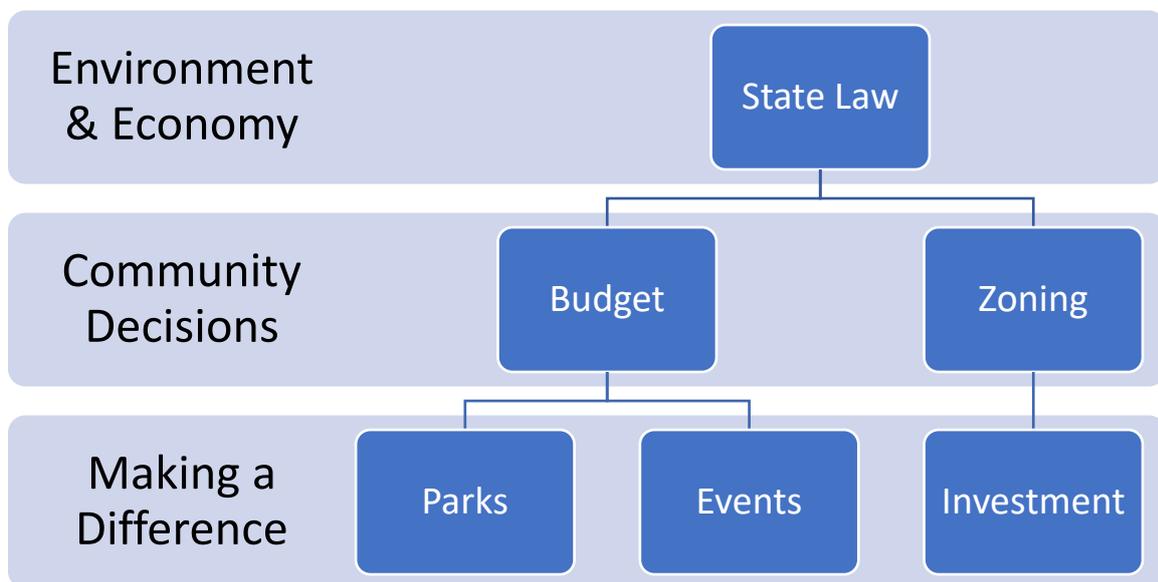
Baseline Facts:

- The region's population is growing.
- Town Council and the community can make plans for a future vision.
- Zoning and other Town regulations have a real affect on what gets built, and where.
- The tire factory property is privately owned, and the Town cannot force a specific change to happen.
- The factory is now zoned Industrial, and without a zoning change, an undesirable industrial use could develop.
- A state government grant paid for the research in this report, and other state programs can help the Town achieve its goals.



How we can work together, for Scottsville's future:

- There are forces shaping our situation, which we have very limited power to affect. The changing physical climate, the volatile global economy, the framework of federal and state laws -we can take small actions but not make a decisive difference.
- Town Council and the community have express powers, within the law, around a budget to build some new facilities. The zoning ordinance is also an important local power to affect construction.
- On a daily basis, every resident can make a difference in the community. The work we do in our parks, at special events, and in our own homes and gardens all affects our shared experience in Scottsville.



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- Visual Scenario packet by McDowell Espinoza
- Community Outreach Report by TJPDC
- Factory Analysis by Waukeshaw Development
- Flood Control Analysis by Timmons Group

Vision for the future

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. 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. Efforts proceed gradually and incrementally, but also with a clear sense of urgency and purpose. This neighborhood has an important relation to the vision statement in the 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.

Building on our strengths.

Scottsville is not at a crisis point, but the factory redevelopment is an important opportunity for the future. Ten years ago, over 100 people lost their jobs when the factory closed, and the site sat vacant, not 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 our beautiful location by the river.



What does this healthy neighborhood look like?

This plan has a ream of data behind it. But sometimes a story, or a snapshot, communicates more. Consider these ideas of progress for the near future of Scottsville.

Children. SOKS grows more vibrant as a Scottsville tradition and keeps playing at Dorrier Park. There are more teams now, and more young players within walking distance of the fields. Ditto for Dixie on the diamonds.



Walking. Couples stroll hand in hand; neighbors walk their dogs together and wave to others in rocking chairs on the front porches of new homes and old ones. New trails loop around the old factory, from the hilltop to the wetlands by the tracks. A train passes on a spring evening, when redbuds and dogwoods bloom in the understory and reflections glimmer on the black water of the wetland pools.



Startups. The old factory buzzes with the activity of another new small business. Boxes of equipment roll in on hand trucks.

Is it a florist, or a tailor, or a baker? The owners grew up here and already know a full order book of regulars. They're updating the website on tablets while assembling some shelves on the clean concrete.



Old to new. The mayor cuts a ribbon between the columns of the old post office. Some friends walk down from their homes and look around the clean, new space. "Sure, we'll be in here all the time. One less trip to the city now that this is here."



Block party. Between the market pavilion, Bruce and Dorrier parks, and the new factory plaza, there are lots of places to host a special occasion.

This evening, dozens of neighbors are mingling. The new owners of a bungalow up above the factory shake hands with a third-generation Scottsville couple. New relationships and traditions are forming. It feels somehow just right.



Summary of Recommendations

Here are the top ten recommendations for action to help create this vision for the west downtown community in Scottsville.

1. **Fill vacant commercial spaces with new businesses by connecting investors, marketing properties, and facilitating all available incentive programs.**
2. **Partner with VDOT to study options and deliver solutions for road markings, new patterns, or other improvements to traffic safety.**
3. **Maintain and beautify the parks and public spaces.**
4. **Install a fitness trail, dog park, and/or community garden near the tire plant.**
5. **Continue community outreach with creative events.**
6. **Rezone the tire plant site for mixed use redevelopment, in a way that provides creativity for developers and clear control to protect community interests.**
7. **Promote and support the mixed-use redevelopment of the tire plant: next steps are floodplain analysis and map amendment, and a Phase II Environmental Site Assessment.**
8. **Use the ARB and other historic resources to preserve existing historic buildings and character.**
9. **Improve the sidewalks and crosswalks on existing streets.**
10. **Follow up on the data and action items of this plan with planning and project grant support from agencies such as the Virginia Department of Housing and Community Development, US Environmental Protection Agency and Virginia Department of Environmental Quality, National Endowment for the Arts, and other sources.**

Purpose of Small Area Planning

The west downtown neighborhood of Scottsville has special conditions and trends which make this plan important. Clearly defining the area in space helps understand the unique problems and solutions. The neighborhood is 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 Valley Street historic commercial district to the east.

This area is about 100 acres in size. The western half of the that area is the factory property, with mix of high ground, floodplain, and buildings. The eastern half is historic neighborhood, with houses on a block layout, businesses, and community assets including ballfields and the farmers market.

West Downtown Scottsville



What is a Small Area Plan?

The Thomas Jefferson Planning District Commission supported this plan and offers a simple 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.

The Area Plan definition above refers to the Comprehensive Plan. That document is the Town’s long-range development plan, which state laws requires the planning commission and town council to study, review, and adopt every five years. Scottsville’s planning commission and town council completed a comprehensive plan update in November 2018. That plan sets goals for gradual growth and small-town character. It focuses on the potential of the factory site.

“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.”

In this 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 work of the past year makes this possible. The Virginia Department of Housing and Community Development provided a planning grant to fund the effort. The consultant team included the Thomas Jefferson Planning District Commission, Timmons Group, and Waukeshaw Development. The efforts starts and finishes with the residents of Scottsville, engaged every step of the way.

Existing Conditions

Nature

The James River shaped the land and history here, providing the founding purpose of Scottsville. It fueled the town's commercial heyday and brought devastating floods.



The west downtown neighborhood sits mainly above the historical floodplain. The surviving historic buildings, such as Old Hall, are sited high and never flooded. The Tavern, veterinarian, and most commercial buildings on Valley Street did flood, as did the factory building in 1972 and 1985.

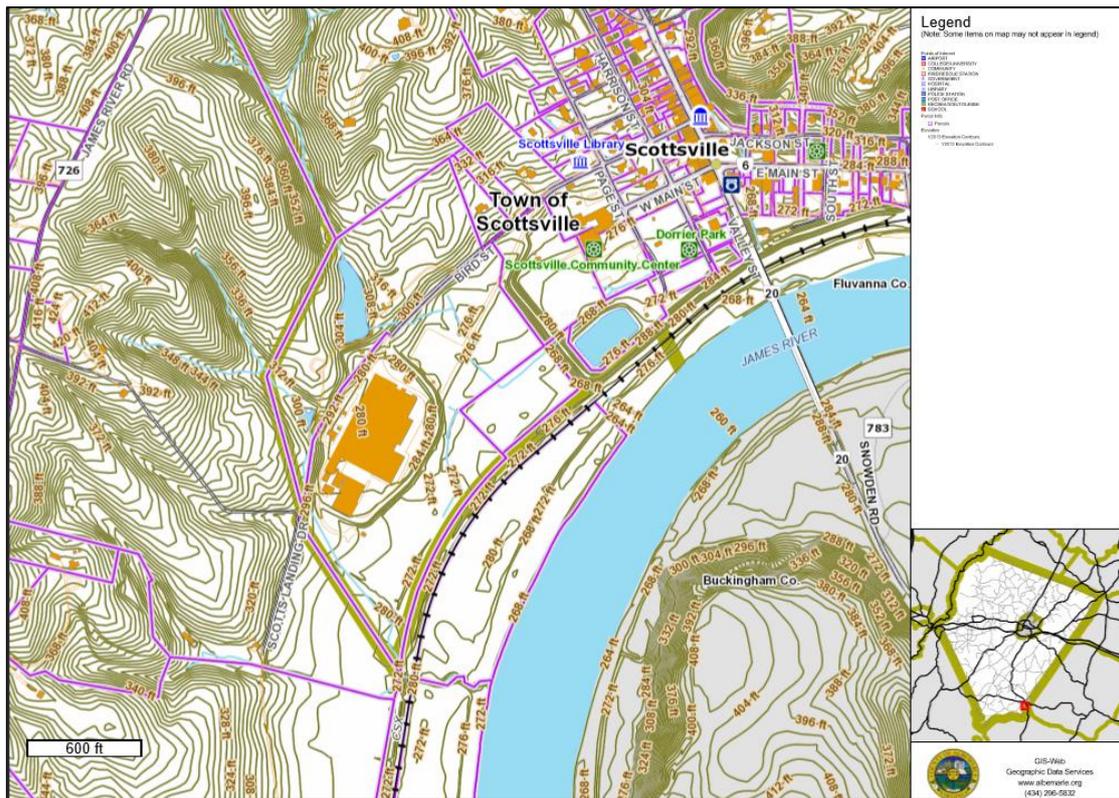
The levee projects of the 1980s brought flood protection to the town and help guarantee long-range planning. The main levee around the town begins at Bird Street and wraps west downtown to the Route 20 bridge. Another levee encircles the factory; it is privately operated and not inspected by the Army Corps of Engineers.

To the north and west outside of town, the land rises further into gentle hills. A small unnamed creek flows towards the factory and has a pond, once an emergency supply for fire flow and now a potential recreation asset. The rolling topography of the area is one of its distinguishing features. Homes in Scottsville sit at different heights and levels, making roofs a notable architectural feature of the view, among the treetops.

The CSX railroad tracks run parallel to the river, along and above the historical canal bed. Between the tracks and the river bank is a bottom land rich in silt from many floods. The only gate through the levee is at the east end of town, so the west downtown area has no direct river access. Between the tracks and the factory levee are about 12 acres of wetland forest, a densely wooded habitat for deer, foxes, and birds.

The natural environment helps to inform this plan, and environmental sensitivity is a criterion for any redevelopment planning. Investment must respect the contours of the hills, the quality of the water, and the power of the river.

Topographical and Parcel Map from Albemarle County GIS



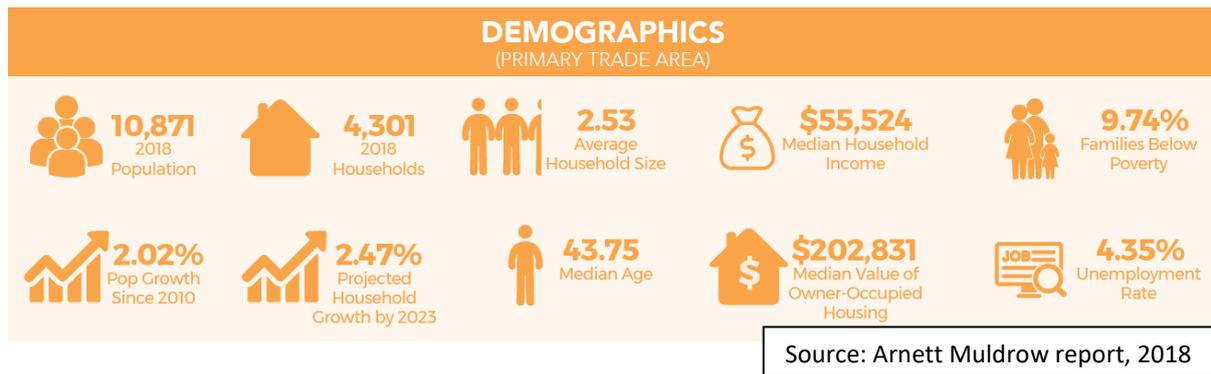
Floodplain and Satellite Map from FEMA



Demographics

Scottsville has a population of about 600; about 150 people live in the west downtown area.

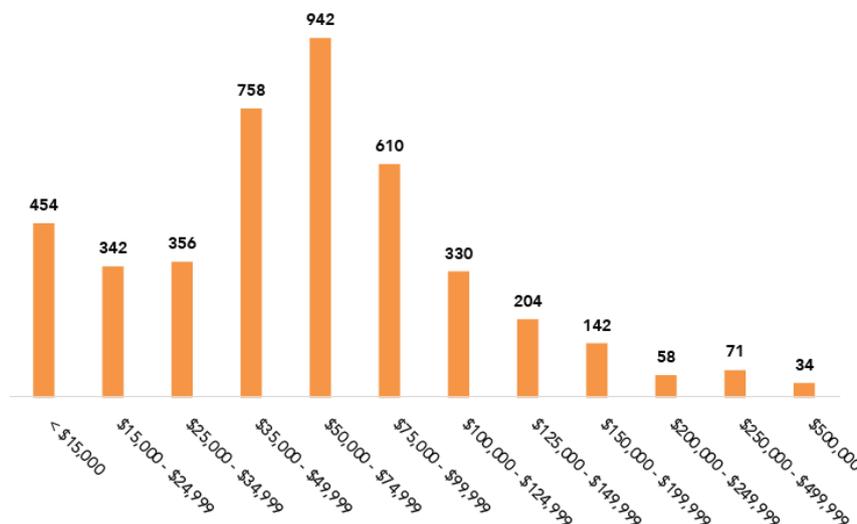
The neighborhood area is too small for the Census Bureau to provide demographic details. But the broader area can stand in as a retail market unit of analysis. The 2018 market research study identified a primary trade area of about 10,000 people in greater Scottsville. This population provides the majority of traffic to businesses in town.



Household income in the Scottsville area is diverse. The median of \$55,000 is less than Albemarle County’s figure of \$86,000. There is a middle-class core, with a small number of wealthy families and many others living in poverty. The west downtown community has a similar income mix within a small area. The 34 homes Scottsville School Apartments are restricted to individuals with low incomes. The landlord, Piedmont Housing Alliance, has a waitlist of hundreds.

Household Income Distribution in the PTA, 2018

Source: Environics Analytics



History

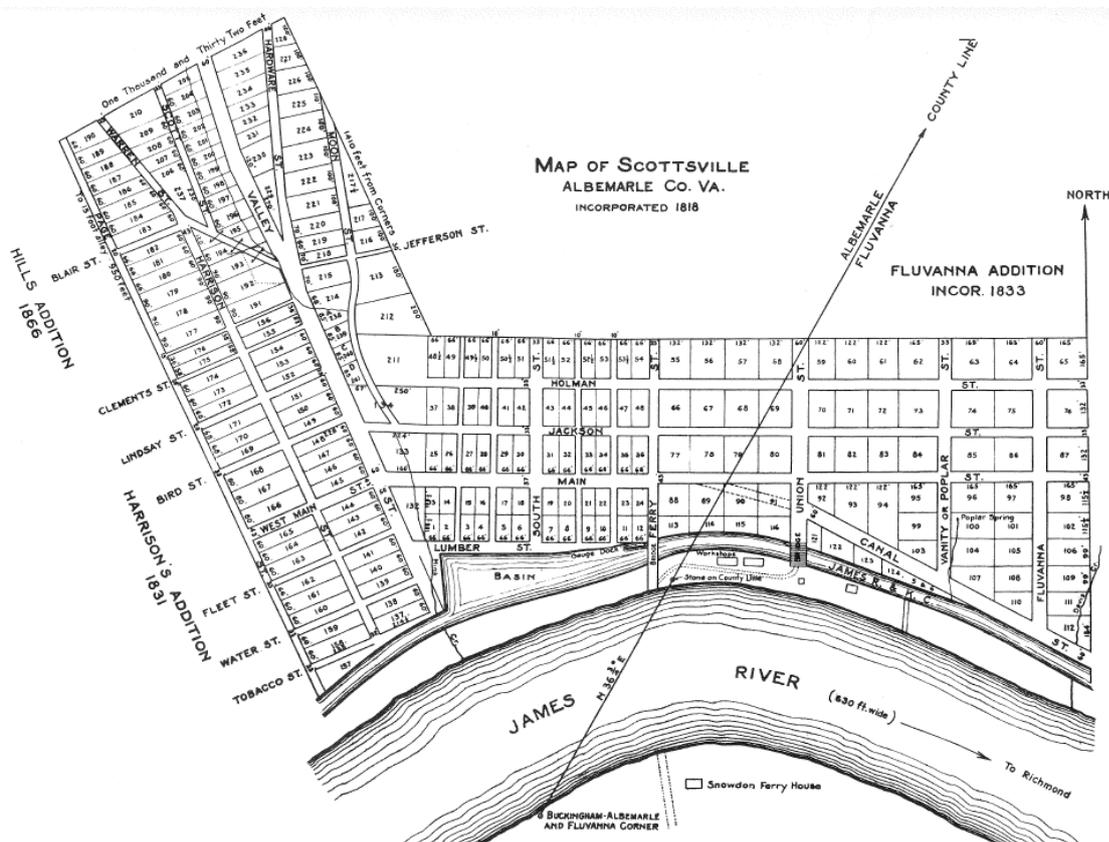
For centuries prior to Scottsville’s founding, Monacan and other indigenous peoples travelled the James River and camped near Mink Creek and the Hardware River. The Scottsville Museum has archaeological evidence of the area’s early history, and the Monacan Nation continues its historical and cultural activity, especially in nearby Amherst County.



Monacan dancer, photo by Nikki Bass

We acknowledge the traditional custodians of the land, the Monacan Nation. We respect their elders past and present.

The 1818 incorporation of the town of Scottsville platted in the area of today’s East Main and Jackson streets. The west downtown area developed and expanded in the mid- to late nineteenth century. Old Hall at Bird and Harrison streets dates to 1830. The 1830s and 1840s were a boom period for Scottsville, with merchant wealth connected to canal trade and many active taverns and boardinghouses. The map below shows the 1870 layout of lots. These lots were never fully built out, but the map is notable for the density of small lots.



Scottsville’s pre-war prosperity had deep connections to slavery. In 1860, the majority of Albemarle County’s population lived enslaved. To this day, Scottsville has a smaller population than its peak Census of 1850, which counted 666 people, being 404 white, 202 enslaved Black, and 56 free Black residents. The west downtown neighborhood was home to this dense population, with hotels, slave quarters, stately houses, and smaller cottages in close proximity.

Enslaved workers often piloted the pre-canal bateaux on the river. In addition to wheat and tobacco cultivated with slave labor, some canal trade included enslaved people separated from their families and sold at the large auctions of Richmond. Resistance and antislavery efforts in the local area are not well documented and could be investigated. There are some known connections in town to free Black families in the pre-war era, as well as the known homes and businesses of freedmen in the postwar period. Scottsville historians still have much work to do, to better document the neglected details of the slavery and Jim Crow eras which have lingering effects today. The 2017 UVA student research below is a valuable step.

<p>Louis Hughes was born enslaved in Charlottesville in 1832. His father was, his master John Martin, and his mother was an enslaved African-American woman.</p> <p>When he was five, Martin sold him to physician Dr. Louis of Scottsville. This master told him he was to be hired out to the work along the canal, but instead he was separated from his mother and sold. He was first held by a Richmond trader, then traveled to Mississippi via Atlanta to labor on a large cotton plantation.</p> <p>After emancipation, Hughes documented these experiences in the remarkable book <i>Thirty Years a Slave</i>.</p>	<p>Researcher Regina Rush has traced her family back to her great-great-grandparents Nicey Anne Coles and Isham Rush. Both were enslaved by the Rives family at Oak Ridge Plantation in Nelson County, and later at the Rives’ South Warren Estate near Scottsville and the Canal.</p> <p>Rush has traced some her ancestral familial relationships, and even an escape attempt by her Great-great grandmother Nicey Coles in 1851. Financial clues suggest Nicey Coles traveled almost 70 miles before her capture and return to the plantation. After the Civil War, the family story moved to Esmont and Chestnut Grove.</p>	<p>Carter G. Woodson, known as the "father" of black history was born in New Canton in 1875 to formerly enslaved parents. His family moved to West Virginia where he worked as a coal miner and gained schooling at Douglass High School, Berea College, and Harvard University. He then pursued a global career as an educator and historian.</p> <p>He noted that African-American contributions "were overlooked, ignored, and even suppressed by the writers of history textbooks and the teachers who use them." In interpreting a diverse history, Scottsville can begin to address our country’s cultural myopia with regards to its own history.</p>
 <p>Louis Hughes</p>	 <p>Regina Rush, descendant</p>	 <p>Carter G. Woodson</p>

Scottsville’s demographic history helps inform a vision for the future, and strategies to get there. In 1900, the town had a larger and more diverse downtown population than it does today, as well as a greater mix of basic businesses to serve the needs of that community.

The summary at right shows 1900 Census research by Dr. Evelyn Edson, Scottsville Museum

1900 heads of households: 52 White, 33 black.

Occupations of non-whites include

2 blacksmiths	Charles Terrell; Coleman Ball
1 boarding house	Polly Carter
5 cooks	Malita Johnson, Willie A Harlan, Lettie T Hamner, Scott Fountain, Sophia Jones
6 laundry	Lizzie Hudson, Louisa Watkins, Rena Swann, Senel Jenkins, Susan Wood, Ann Walker
1 mason	Cooper J Johnson
1 merchant	G Washington Liewen sp?
1 midwife	Mahala Steward, widow of Madison Steward
1 nurse	Mary Higginbottom
2 rail road employees	Preston Harris, Fayette Jones
2 shoe makers	
2 teachers	James Lewis, Albert C B_mrell
1 house servant	Eliza Spradlin
2 shoe makers	Archer H Ross, Inis D Allen
1 Hostler	Robert J Lewis
1 farmer	Samuel Woody
1 teamster	Robert Washington

The Great Migration and Jim Crow era meant a loss of population, opportunity, and vitality for Scottsville. One way of consider revitalization downtown is to imagine restoring the diversity and vitality of downtown circa 1900. Working families had a mix of places to live, large and small homes, both rented and owned. The list of trades among Black families in the list above shows a strong local business base.

This Albemarle County courthouse tax record shows a low level of real estate ownership for Black families, but 1900 Scottsville had many rental homes at a range of prices.

1901
DISTRICT SCOTTSVILLE TOWN LOTS (COL.)

NAME OF OWNER	DESCRIPTION	ACREAGE	REMARKS
Bell, Coleman	Scottsville Lot Pt. 7		
Johnson, Jane	" " "	195	
Lewis, Minerva &c.	" " "	142	
Payne, Nathan	" " "	139	
Ross, Archer	" " "	195	
Terrell, Chas.	" " "	195	
" "	" " "	193	

The largest 20th century construction efforts in the west downtown area were the factory, the school, and the levee, all of which anchor the area's architecture today. The factory site was used for agricultural purposes before the construction in 1944 of a manufacturing facility by the Defense Plant Corporation, built to help with the nation's war effort. The 150,000 square foot factory had a rail spur and access road off Bird Street. The plant had a succession of owners and employed hundreds of workers until shutting down in 2010, and the 60 acre site has been vacant since.



From the 1920s to the 1960s, the Scottsville area's white children attended a consolidated school at Bird and Page street. Expanded and renovated several times, the County then built new schools to the north.



The town suffered major flooding damage from hurricanes in 1969 and 1972. This led to a federally funded levee construction effort. The levee protects downtown and terminates at Bird Street. The factory has its own smaller levee, which the Town does not manage or certify.



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 Scottsville community’s opinions and perspectives are related to and follow from the natural, historical, and demographics conditions above. Shared opinions are a very real, if less tangible, part of the fabric of life. How do we feel? What do we want? Who do we think we are? These can be difficult questions for technical planners and elected officials. But they must be engaged.

In the political science and public administration literature, there is a well-known complexity to defining who “the public” is at any given time, and the public, being a community of complex individuals, has a diverse set of opinions, a continuum of ideas, more or less specific, strongly felt, or subject to change.

This 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 15: exchange fellow Nguyen Van Thai facilitates focus group at library, 4 residents and business owners interviewed.



May 16: exchange fellow Nguyen Van Thai facilitates focus group at Tavern, 6 residents and business owners interviewed.

May 20: first management team meeting as required by DHCD, 7 staff and residents attending.

May 20: community outreach meeting at Victory Hall, with presentation and Q & A, about 30 residents and business owners attending.

May 31: focused lunch discussion with Jelani Simpson, Boys & Girls Club director.

June 27: Factory tour with management team members and community partners, 10 stakeholders attending.

June 27: second management team meeting as required by DHCD, 12 staff and consultants attending.

June 27: follow-up lunch with key stakeholders, 5 attending.

July 10: intern Campbell Farina uses Mr. Thai's methodology to run a women's focus group at library, 4 residents interviewed.

July 11: intern Campbell Farina uses Mr. Thai's methodology to run an elders' focus group at apartments, 9 residents interviewed.

July 31- August 29: TJPDC survey open.

- 131 total responses
- Paper copy mailed to about 90 west downtown property owners, with 15 paper responses
- A local TV station ran a story about the project effort in the first week of August.
- The Facebook engagement around the survey was significant. The post reached 11,667 people. Reactions were 501 Like, 26 Love, 7 Wow, 3 Laughing, 1 Sad. There were 61 shares and 258 comments in the discussion.



11,667 People Reached	3,021 Engagements	Boost Again
Boosted on Aug 9, 2019 By Matt Lawless Completed		
People Reached	7.3K	Post Engagement 760
View Results		
👍❤️😮 538		258 Comments 61 Shares

September 16: community meeting at Victory hall, discussing preliminary results, about 10 residents and stakeholders attending.

September 16: town council meeting with consultant presentations, 7 councilors and about 5 residents attending.

Public Engagement Process



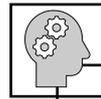
Survey and mass media

- 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: Outreach meeting at Town Hall with about 30 residents and business owners attending.
- September 16: Outreach meeting at Town Hall with 10 stakeholders attending. Afterwards, Town Council meeting **streamed online** with public forum.



The Majority View Sounds Something Like This: Comments from the Citizen Survey

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 too 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.

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

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

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

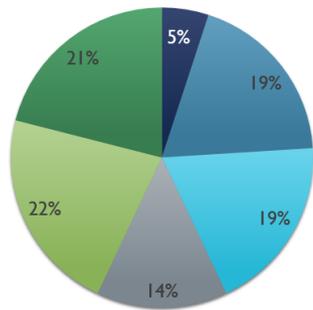
Community Survey Response Data

The staff at Thomas Jefferson Planning District Commission designed and completed a survey of Scottsville opinions and goals. Their methodology was similar to previous efforts for the Rockfish Valley community of Nelson County, the Fifeville neighborhood of Charlottesville, and the Ruckersville area of Greene County. As noted above, the survey garnered 131 responses, with 15 paper copies returned by mail or completed in person and 116 completed online.

The charts below are TJPDC staff findings as presented to Town Council.

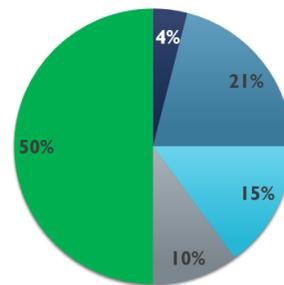
The demographics in this survey sample match the Town population fairly well. The median age in the greater Scottsville area is 43, while the sample median age is between 46 and 55. Half of the survey respondents have lived in the area 15 years or more. This is not the same phrasing as the Census, which asks about one’s exact dwelling, not “the area.”

Demographic Trends: Age



■ 18-25 ■ 26-35 ■ 36-45 ■ 46-55 ■ 56-65 ■ 65 or older

Demographic Trends: Time Living in the Area



■ Less than 1 year ■ 2-5 years ■ 6-10 years ■ 11-15 years ■ 15 or more

This evaluation makes sense for a small-town community. Residents appreciate the family and rural character. 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.

Rating Characteristics of Scottsville
TJPDC survey, 2018 n = 131

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. This is not a high priority for VDOT and is not within the Town’s direct control. However, traffic solutions can connect back to this neighborhood plan. If the factory development includes jobs and basic services such as medical and recreation, some trips to Charlottesville can be prevented. This survey result can support walkable solutions: if we drive on Route 20 less often, we will be less inconvenienced by traffic, and traffic will be reduced for everyone else.

Priorities to Improve Sense of Community

TJPDC survey, 2018 n = 131

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

The factory redevelopment is likely to be mixed-use, as both housing and jobs are community priorities. So what type of housing is needed?

The townhouse typology is not popular: it does not exist in town now and signifies an urban or suburban style.

A mix of types has support. Some single family homes should be built on the factory grounds. Apartments have support in the factory building. Expanding the PHA model of the School Apartments could work, or perhaps another way of offering homes for retirees or people needed some medical care.

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

What about the businesses in town, both in the factory building and elsewhere in Scottsville?

Residents feel like the town doesn't need more tourist boutiques.

Perhaps surprisingly, manufacturing is also not popular. The factory should change from its old use and host some offices, medical, or technology uses. If niche manufacturing comes in, it should be low-impact and clean, blending with the other uses nearby.

Another notable finding is support for home business. Scottsville has a growing number of home business and teleworkers. Some residents work remotely or can work from home. There are no co-working spaces nearby, and few resources for conferences, printing services, or high-speed internet. Co-work resources could be low-hanging fruit in a factory renovation. Charlottesville has precedents -one such is Common House, pictured at right from their Instagram.

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

Priorities for Recruiting Businesses

TJPDC survey, 2018 n = 131

High Rated Priorities:

- Offices, medical services, & technology.....55% rated as HIGH
- Support for home business47%rated as HIGH
- Basic retail shops.....45% rated as HIGH

Lower Priorities:

- Tourist-oriented shops & services.....24% rated as HIGH
- Light manufacturing27% rated as HIGH
- Restaurants & night life.....32% rated as HIGH



Use of Parks

- 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%

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

TJPDC survey, 2018 n = 131

- 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%



Mobility

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

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, shade, and the presence of meaningful destinations. All these factors are present.

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, this can be a serious problem.

The levee walk is 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 river bridge and does not connect to the Valley Street sidewalk: a simple staircase would be valuable.

Vehicle counts

The Virginia Department of Transportation (VDOT) makes periodic counts of daily traffic on the Commonwealth's primary and secondary roadways. The most current road counts available are shown on the Transportation Map for most of Scottsville's roads. The counts for the primary roads occurred in 2017; 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.

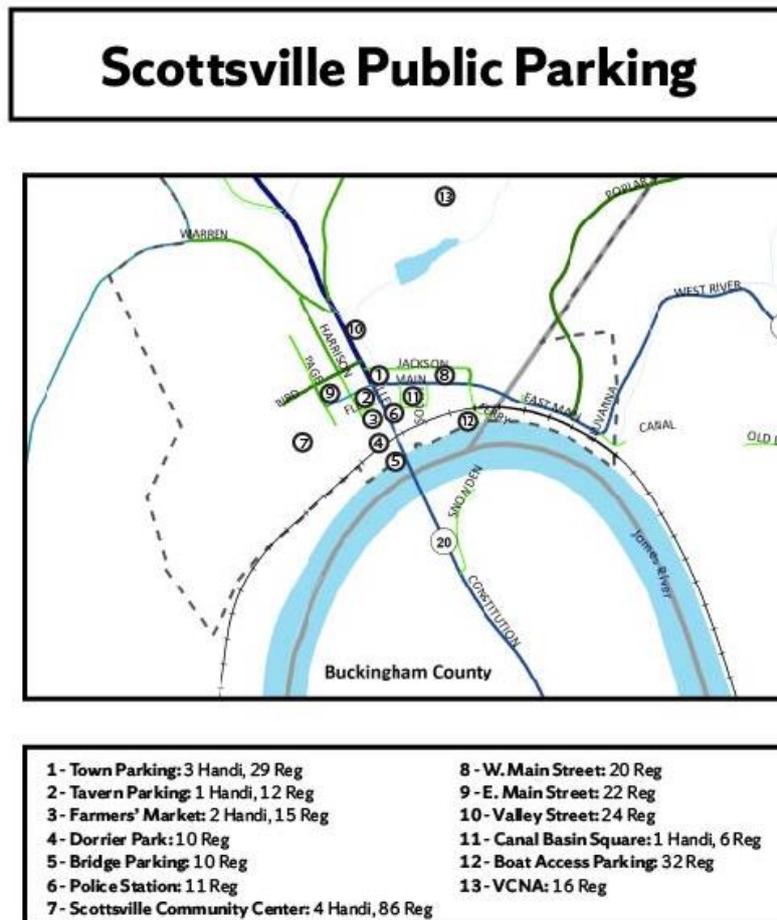
10 Busiest Streets: VDOT Traffic Counts in Scottsville	
Road Segment	Average Daily Traffic
Valley St. (Route 20)	7,400
Irish Rd. (Route 6 west)	3,400
E. Main St. (Route 6 east)	2,800
W. Main St. downtown	1,200
Bird St.	1,000
Poplar Spring Rd.	850
Ferry St. (boat launch)	500
Hardware St.	490
Harrison 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.

Parking

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. The factory has a locked lot formerly used by employees which could become a large public lot.



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.



Bikes

Bicycle activity is relatively rare in town but presents opportunities. As shown in the scenario section later 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 would be an option.



Transit

Like cycling, public transit has a limited base in Scottsville. The JAUNT regional transit service makes one daily trip through town, stopping at the farmers market in the west downtown area. 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.

Utilities

Albemarle County Service Authority operates the water and sewer utilities in the area. Many of the mains and service lines are reaching the end of their useful life, but ACSA has a proactive replacement schedule. In the next five years, many of the neighborhood lines will be replaced. The water treatment plant west of town has a modern process including activated carbon, with ample capacity for growth. Likewise, the wastewater treatment plant within the west downtown area has aeration systems for efficient treatment and excess capacity for the future. The factory site is served by six-inch water and sewer mains.

Columbia Gas has a large natural gas line passing through the area. Homes and businesses in the neighborhood can access gas for efficient heating. A three-inch gas main served the machinery of the tire plant and remains an option, in redevelopment scenarios, for heating, appliances, or light industrial machinery -gas heat is valuable in craft brewing and distilling, for example.

CenturyLink is the primary internet provider in the area. Copper DSL line offers modest internet access. The firm also has a fiber main line through town, and the library connects with high-speed broadband. Expanding broadband is a priority and is often considered essential for homes and business.

Housing

The west downtown area bounded by Valley Street and Warren Street has 40 residential buildings, being 87 dwelling units, with about 150 people living in the area.

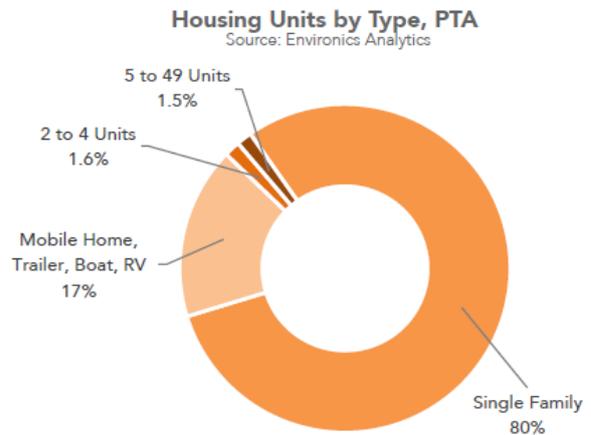
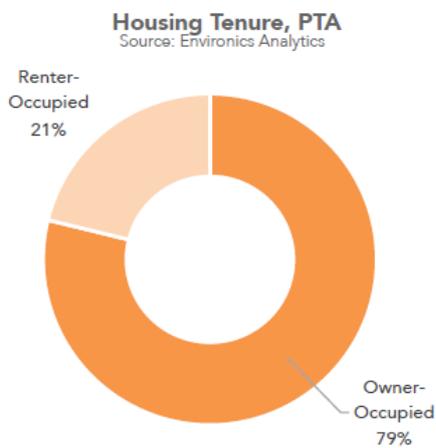
The Scottsville School Apartments contain 34 homes, fully leased with a waiting list of hundreds. At the school, Piedmont Housing Alliance serves low-income senior citizens and people with disabilities. Most of the Valley Street commercial buildings have upstairs apartments. Many of these have rear access or second fronts on the Harrison Street side.

There are a few duplex houses in the area, some owner-occupied and some rented. There are no attached townhouses in the area, but the Valley Street commercial buildings have shared walls in a somewhat similar architectural mode.

The proportion of rented to owned housing is not precisely known. Across the entire town, the statistic is about 60% owning and 40% renting. In the west downtown area, the renter population is somewhat higher. The graphic below is from the 2018 market study. In it, “primary trade area” refers to the greater Scottsville, Esmont, and Schuyler rural area, having a population of about 11,000, which is large enough for market analysis.

HOUSING TYPES

Scottsville’s residential market is predominantly owner-occupied homes (79% in the primary trade area). In the primary trade area, 80% of housing units are single-family homes and 17% are mobile homes, trailers or boats. The primary trade area has limited (3%) multi-family housing units.

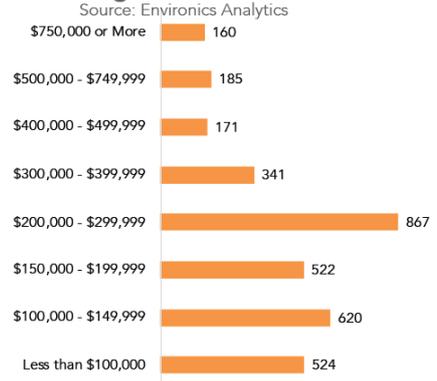


MEDIAN HOUSING UNIT VALUE

The median value of owner-occupied housing units is \$227,600 in Scottsville and \$202,831 in the primary trade area. Albemarle County leads the region in housing values with a median value of owner-occupied housing at \$329,839. The chart to the right shows the distribution of owner-occupied housing unit values in the primary trade area. About a third of the housing stock is valued between \$100,000 and \$20,000 and about a quarter of the owner-occupied housing stock is valued between \$200,000 and \$300,000.

In the primary trade area, over half (55%) of the housing stock was built after 1980, and nearly 20% of the housing stock was built between 2000 and 2009. However, new construction halted after the recession.

Housing Value Distribution, PTA



In the west downtown area, the overall rate of housing occupancy is high. Only a few structures are vacant. Transient lodging is allowed, and two AirBnB units currently exist in the area. The 2018 inventory by the Town’s Architectural Review Board did not rate any structures in the west downtown area as being in Poor condition, having imminent maintenance or structural problems risking their preservation.

Business

The west side of Valley Street has a vibrant mix of businesses. These include restaurants, boutique shops and a gallery, a salon, a funeral home, a realtor's office, and a yoga studio. As of October 2019, two commercial buildings on the street are for sale, available for new businesses.

The only retail business in the west downtown area off Valley Street is a pet groomer on West Main Street: the adjacent old post office building and a veterinarian's office are vacant.

The 2018 market study found that most customers of downtown businesses are locals to the nearby area: regulars are vital to business success, and population growth means an increase in consumer demand. At the same time, Scottsville has grown as a tourist market in the past ten years, drawing many visitors from Charlottesville and Richmond, and from other states.

A retail leakage analysis in the 2018 study found opportunities for new restaurants, as well as for general retail and specialty shops such as clothing and shoes, sporting goods, and personal services and healthcare. These kinds of shops could weave very well into the fabric of the walkable downtown neighborhood, meeting the daily needs of residents and engaging visitors with interesting experiences.

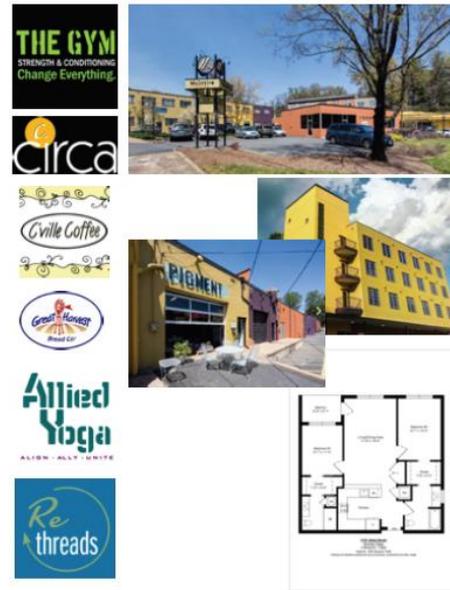
An aerial view of Valley Street, looking northeast



At the factory site, a different set of conditions and opportunities exist. The tire plant once employed hundreds of workers, sometimes working three shifts, with train and truck traffic hauling materials and shipments. The traffic on narrow Bird Street was somewhat hazardous, and in recent years, the factory has proved obsolete for large-scale, modern manufacturing: the site is too far from interstate highways, and the building has too low of a ceiling.

However, the site presents notable opportunities for smaller businesses. The Charlottesville region has a shortage of affordable space for offices, workshops, studios, and similar "flex space." Properties like McIntire Plaza, Ix Park, and Seminole Place in the Charlottesville area have performed very well in attracting niche manufacturing, breweries, medical offices, art studios and theaters, cafes, and the like. These businesses often produce cluster effects, and they synergize with nearby housing at both workforce and executive price points.

Conversations with Scottsville business owners and surveys of residents yield ideas for a similar cluster of mixed opportunities at the old factory, rather than striving for one large manufacturer. The community needs and can support a mid-sized childcare center. A fitness center has strong appeal, too. An urgent care clinic would meet needs, as would medical specialist offices. The brewery has potential to expand.

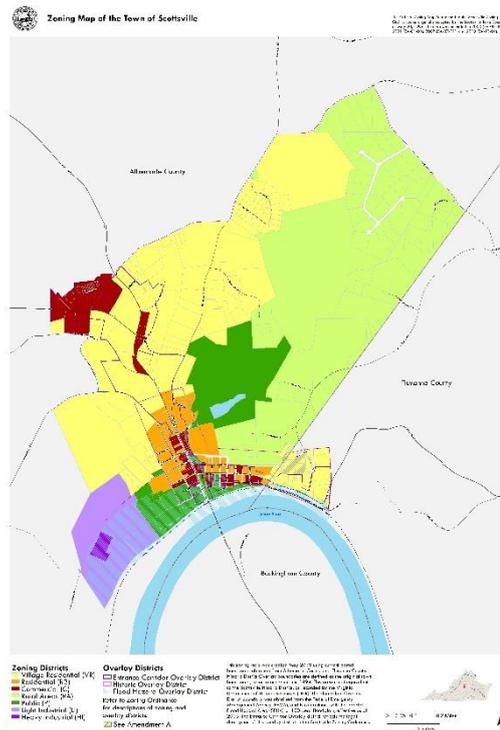


Town Regulations

The West Downtown area has a mix of zoning partly reflecting its mix of uses, but also creating challenges for infill and redevelopment.

The residential blocks of Harrison, Page, and Bird Street mostly have R-3 zoning. Most housing types are by-right, with a minimum lot size around a quarter acre. Duplex and townhouse buildings are allowed, but only if lot size is maintained.

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.



The tire plant grounds, about 55 acres, are zoned Light Industrial. The footprint of the plant itself is zoned Heavy Industrial.

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 has a Historic Overlay District. The HOD protects historic areas with limitations on use such as drive-throughs, and by applying greater design review from an Architectural Review Board. The ARB protects historic character as an important asset of the community. At present, the tire plant site is outside of the historic district and is not individually listed as a historic site. Nominating the factory for historic status is necessary for tax credit financing. Built in 1944 for war production, the building has historical value to qualify for this listing.

Beyond zoning, the Town licenses and taxes local businesses with the typical mix of BPOL, meals tax, and transient occupancy tax. However, the town does not levy real estate tax. The Town defers building code enforcement to Albemarle County.

Visioning



Visioning by architect Seth McDowell



A cottage cluster plan in Falls Church

SWOT: strengths, weaknesses, opportunities, threats

This summary describes the features of a situation in positive and negative terms. What are the current conditions, and what good or bad effects could happen in the future? This lens helps to shape a vision and goals.

Strengths

- Historic character and a long history
- Mix of homes, businesses, and parks close by
- Large redevelopment site with over 60 acres
- Strong community ties and active citizens
- Support from community and government partners

Weaknesses

- Narrow right of way between old buildings
- Small population in area and in wider trade area
- Missing key services such as medical
- Low connectivity to broadband internet
- Wetland and floodplain designations

Opportunities

- Expanded parks and trails enjoyed by all
- Historic buildings thrive as assets
- New residents find good homes for their families
- New businesses start up, meet demand, and profit

Threats

- Major flooding damages old and new buildings
- Another recession bankrupts vulnerable investors
- Hazards and nuisances from excessive car traffic
- High price of new buildings limits access/equity

Visual Scenarios: Architecture and Design

Existing

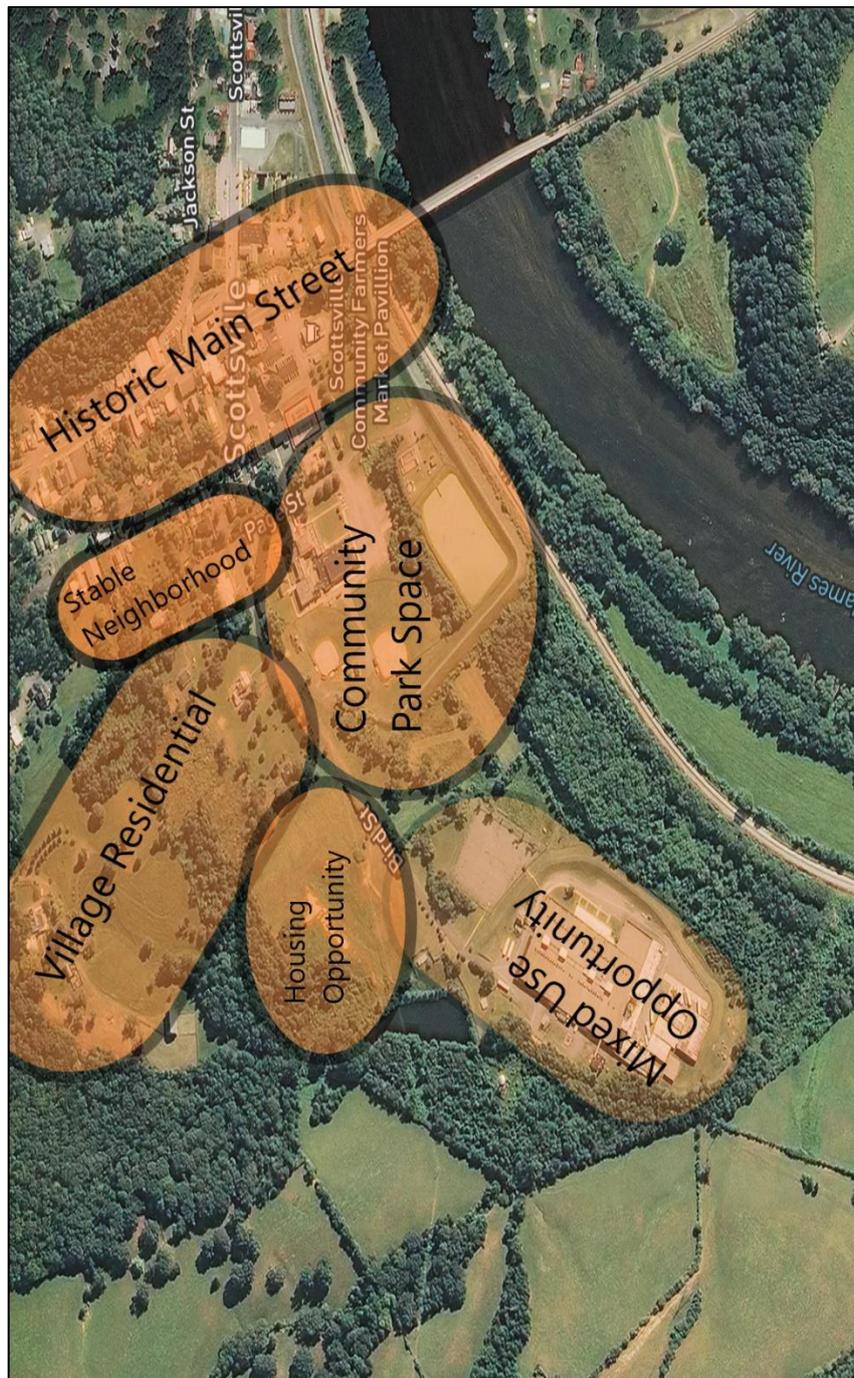


Future Concepts



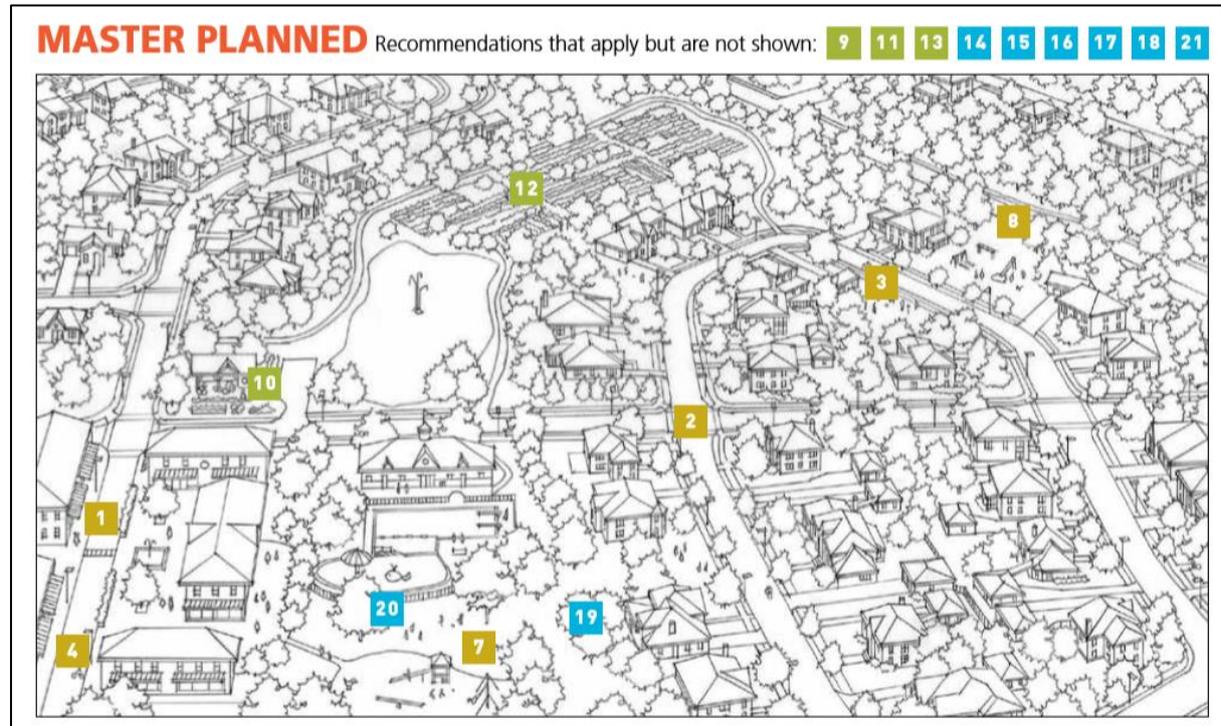
Neighborhood Nodes and Transition Areas

This context map shows the variety of themes in the west downtown area. There are different patterns of use, grouped together in noticeable clusters, but each small enough for convenient walking. New investments should reinforce these identities rather than clashing with them. A denser mixed-use node, with businesses and apartments, can anchor each end of the area, on Valley Street and at the factory. In between are a variety of homes, as well as community spaces and recreation assets.



Scenario Reference: Healthy Places

The Urban Land Institute published the “Building Healthy Places” guide in 2015. This sketch shows a village development informed by evidence-based findings of public health.



APPLYING THE RECOMMENDATIONS

These schematics illustrate how the 21 recommendations might be applied in a variety of real estate typologies and sectors. (Renderings by Mark Patrizio)

KEY

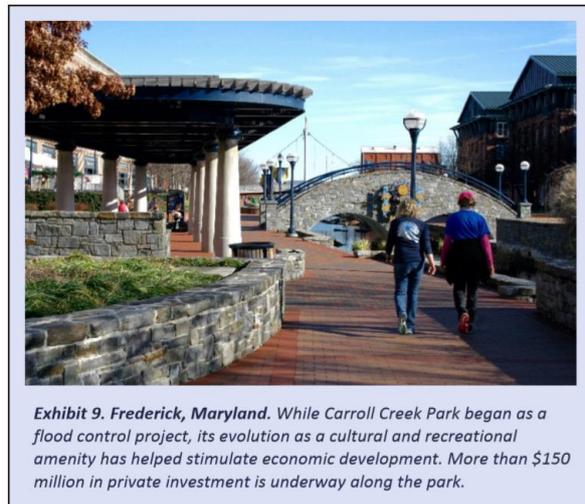
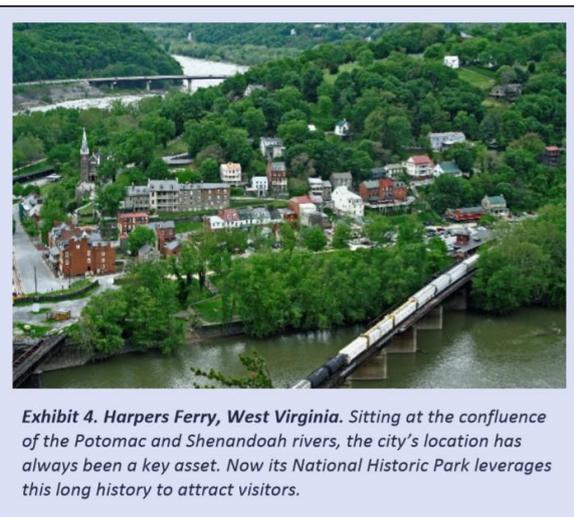
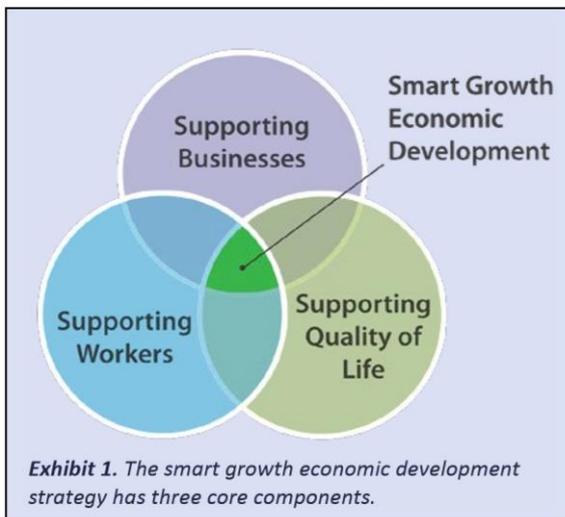
Evidence-Based Recommendations

- | | | | |
|---|---|----|--|
| 1 | Incorporate a mix of land uses | 9 | Accommodate a grocery store |
| 2 | Design well-connected street networks at the human scale | 10 | Host a farmers market |
| 3 | Provide sidewalks and enticing, pedestrian-oriented streetscapes | 11 | Promote healthy food retail |
| 4 | Provide infrastructure to support biking | 12 | Support on-site gardening and farming |
| 5 | Design visible, enticing stairs to encourage everyday use | 13 | Enhance access to drinking water |
| 6 | Install stair prompts and signage | 14 | Ban smoking |
| 7 | Provide high-quality spaces for multigenerational play and recreation | 15 | Use materials and products that support healthy indoor air quality |
| 8 | Build play spaces for children | 16 | Facilitate proper ventilation and airflow |
| | | 17 | Maximize indoor lighting quality |
| | | 18 | Minimize noise pollution |
| | | 19 | Increase access to nature |
| | | 20 | Facilitate social engagement |
| | | 21 | Adopt pet-friendly policies |

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.”





**Essential Smart
Growth Fixes
for Rural
Planning,
Zoning, and
Development
Codes**

The EPA also supports action by rural local government in making informed changes to their zoning and building regulations.

“Most rural communities want to maintain their rural character while also strengthening their economies. Many fast-growing rural areas are now at the edge of major metropolitan regions and face metropolitan-style development pressures. They seek to manage new growth in a way that promotes prosperity yet is sustainable over the long run.”

Ten key concepts and discussion areas in this document are:

1. DETERMINE AREAS FOR GROWTH AND FOR PRESERVATION
2. INCORPORATE FISCAL IMPACT ANALYSIS IN DEVELOPMENT REVIEWS
3. REFORM RURAL PLANNED UNIT DEVELOPMENTS
4. USE WASTEWATER INFRASTRUCTURE PRACTICES THAT MEET DEVELOPMENT GOALS
5. RIGHT-SIZE RURAL ROADS
6. ENCOURAGE APPROPRIATE DENSITIES ON THE PERIPHERY
7. USE CLUSTER DEVELOPMENT TO TRANSITION FROM TOWN TO COUNTRYSIDE
8. CREATE ANNEXATION POLICIES AND DEVELOPMENT STANDARDS THAT PRESERVE RURAL CHARACTER
9. PROTECT AGRICULTURAL AND SENSITIVE NATURAL AREAS
10. PLAN AND ENCOURAGE RURAL COMMERCIAL DEVELOPMENT

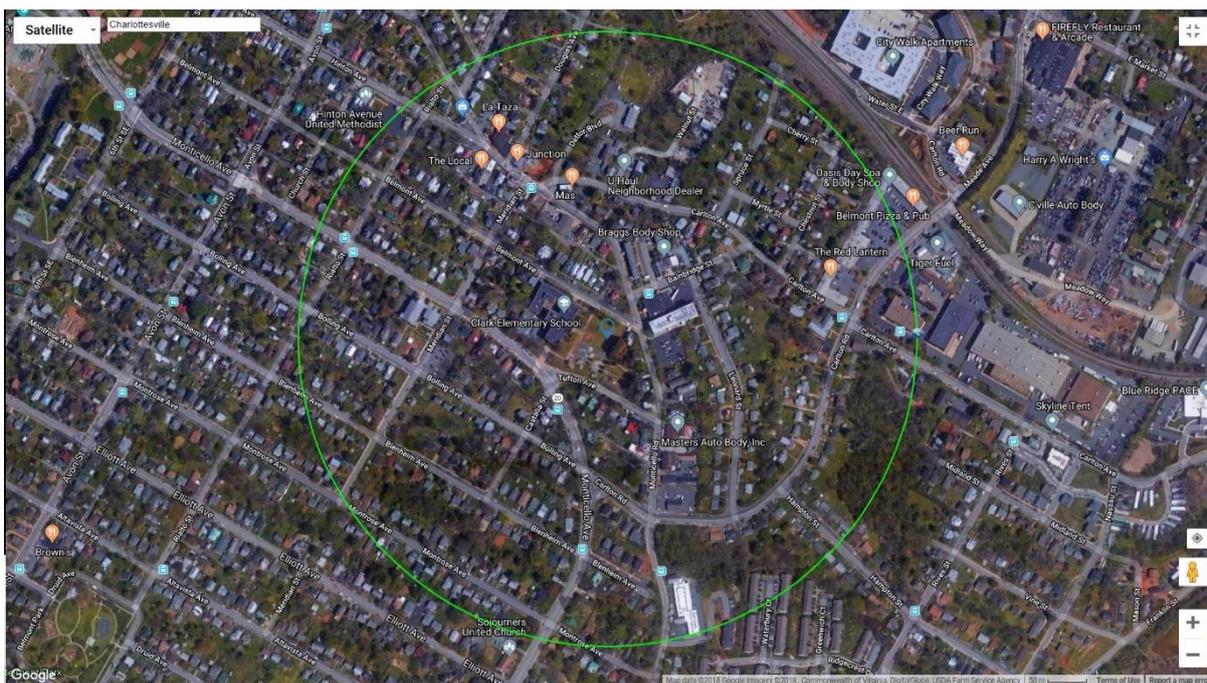


Scenario Reference: The Walkable Radius

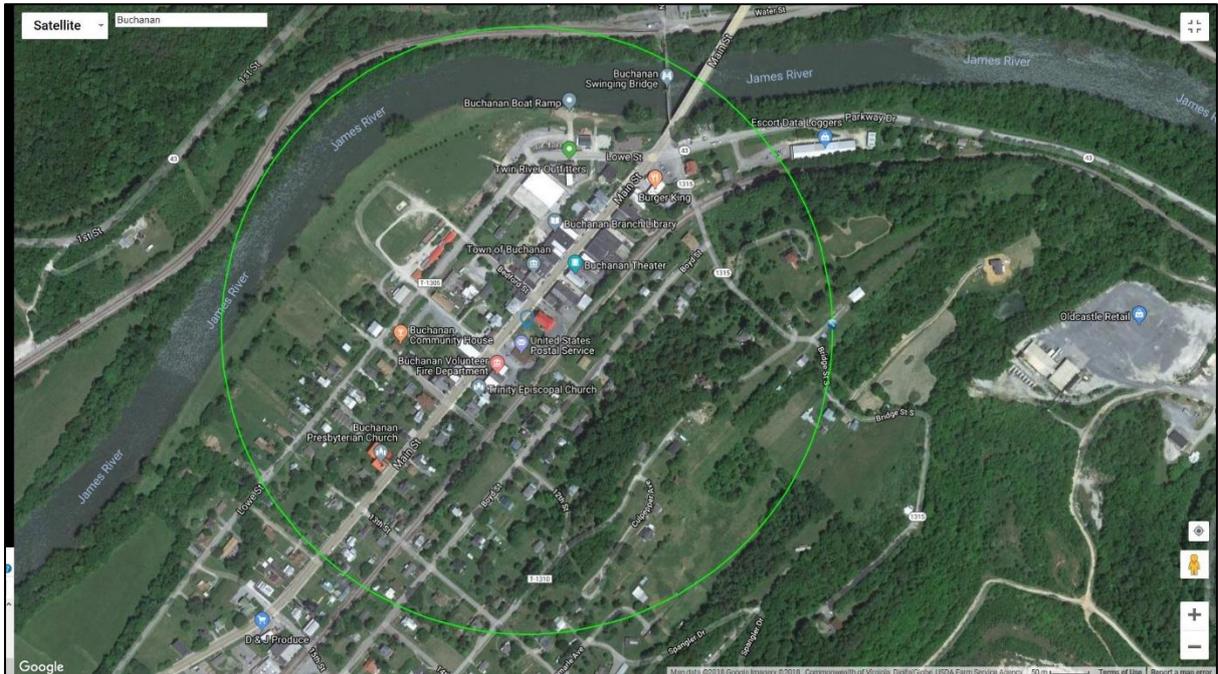
One rule of thumb for healthy planning is the walkable radius. Put a useful mix of destinations within a one-quarter mile distance, about a five-minute walk. The image of downtown Charlottesville below comes from Albemarle County's small area plans.



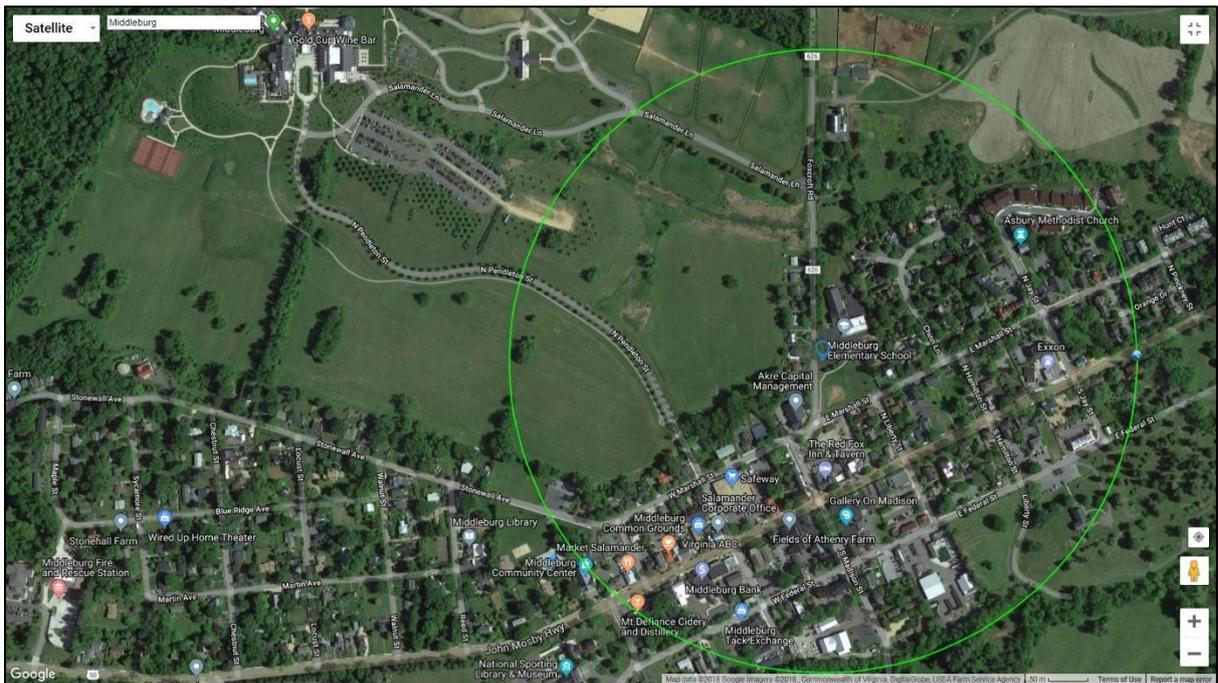
Belmont has walkable homes, restaurants, and a school.



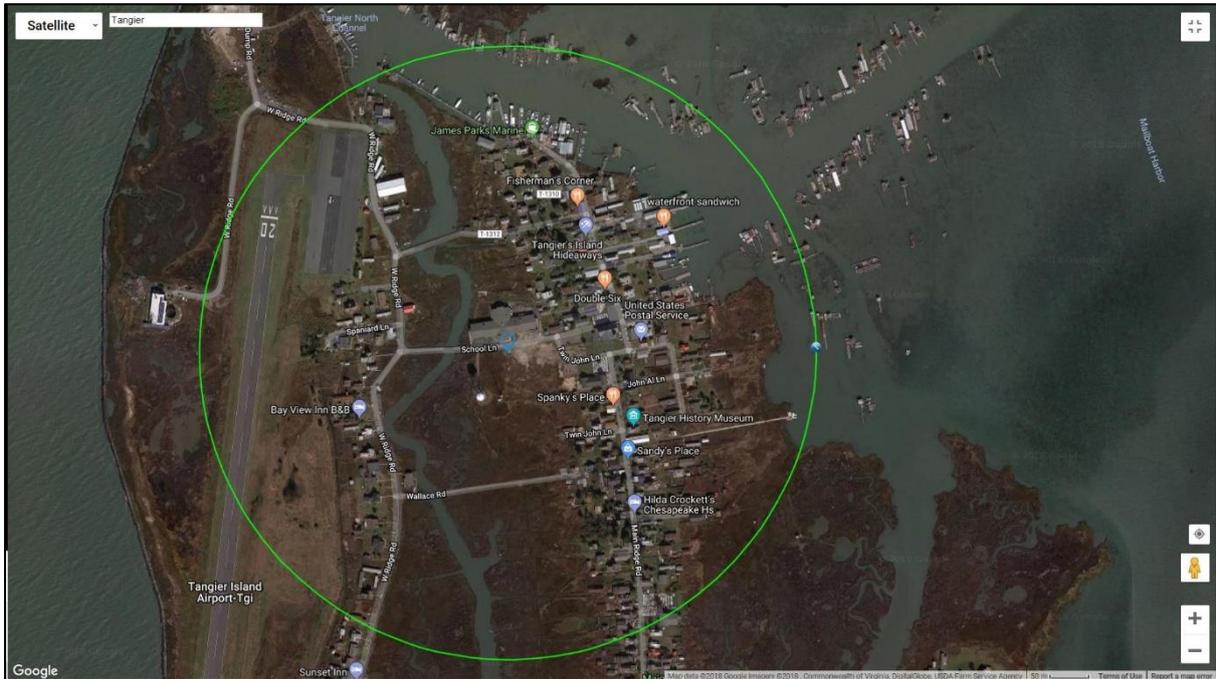
Buchanan is a similarly sized town on the James River. The ¼ radius takes in the public boat ramp and a footbridge, post office, theater, library, fire hall, churches, and several blocks of homes, including a few townhouse clusters.



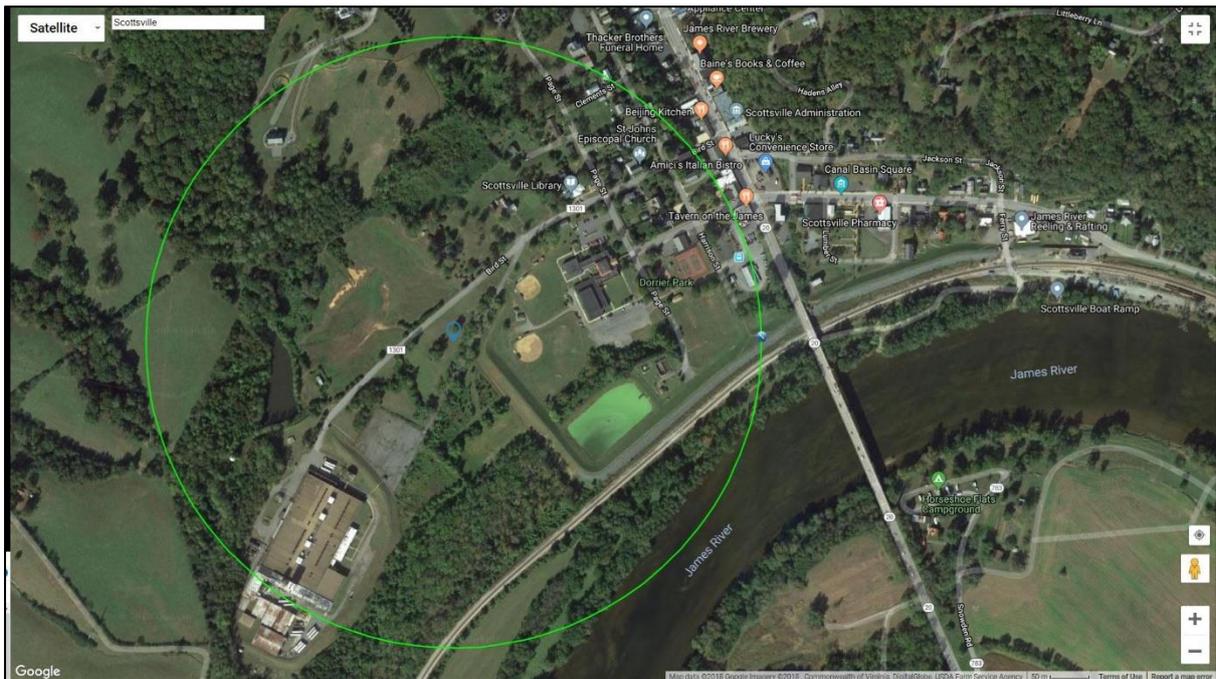
Middleburg is another similarly sized Virginia town with a busy road (U.S. 50) through its center. The ¼ mile radius from its elementary school has residential streets and a busy main street of shops. Just outside the radius is a newly built resort and hotel which operates as a major tourist attraction.



Tangier is a Virginia town with population similar to Scottsville's but far more boats than cars. Of necessity, the historic island is highly walkable. All the essentials of life are located within a ¼ mile radius of the school.



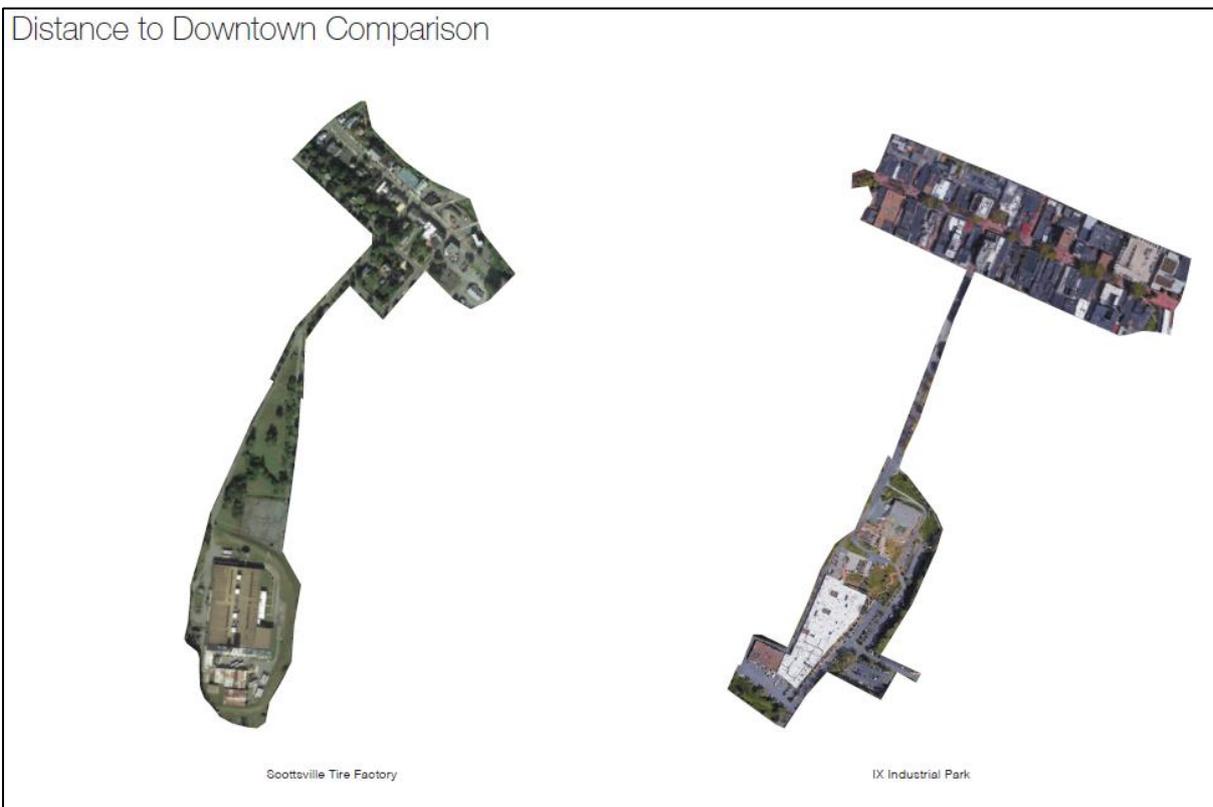
For **Scottsville**, the walkable radius from the tire plant links to homes, the Valley Street businesses, and Dorrier Park. The plant site is large enough to nearly fill the radius by itself. Comparing to the other examples here shows how the site can host a walkable development with a mix of uses.



Seth McDowell team sketches for factory redevelopment

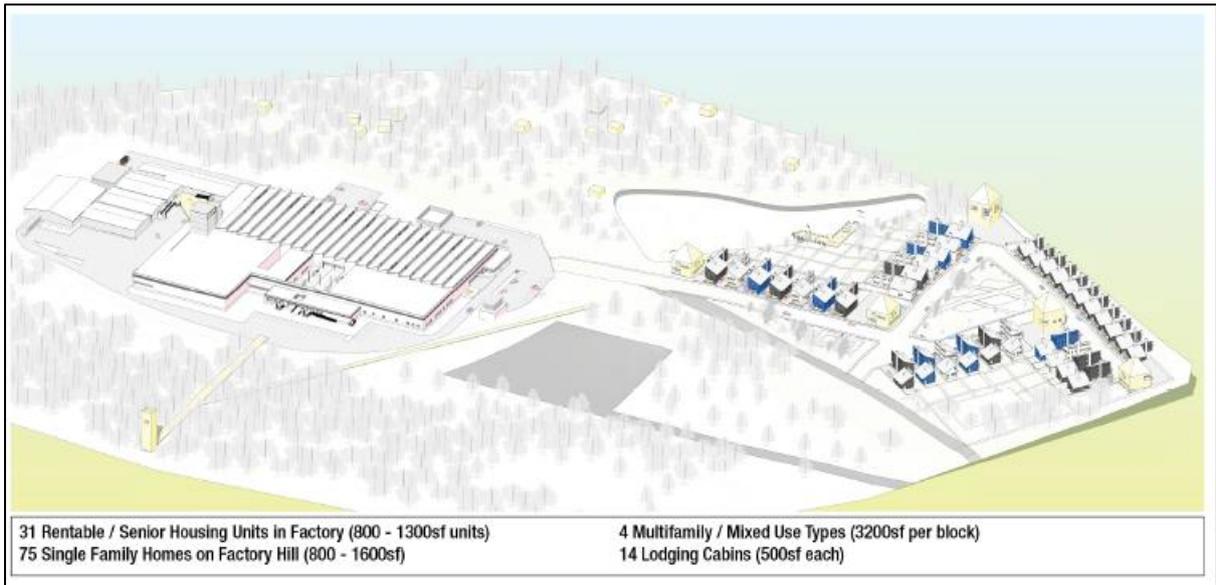
Architect Seth McDowell teaches at UVA. His firm has offices in Charlottesville and New York City, and for a time he maintained a studio on Valley Street in Scottsville. He served for several years as the consultant professional for Scottsville’s Architectural Review Board. In 2018, he consulted to provide some visioning scenarios for the factory.

Related to the walkable radius concept, the McDowell-Espinoza work of 2018 made this trenchant observation. The physical area and spatial relationship of Scottsville’s Valley Street to the tire factory matches Charlottesville’s Main Street to the Ix Art Park. This distance works well for blending areas. They are close enough for a convenient relationship, but also far enough apart to have distinct identities.



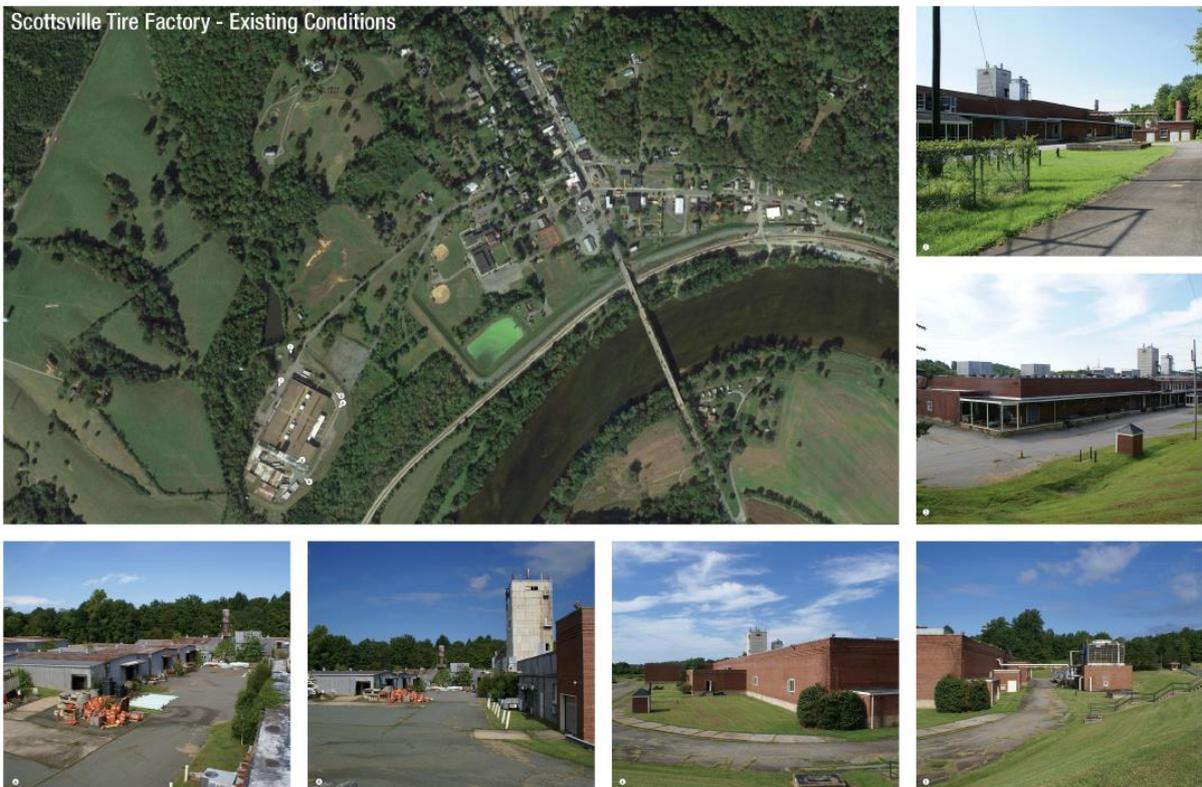
Existing Conditions, views out

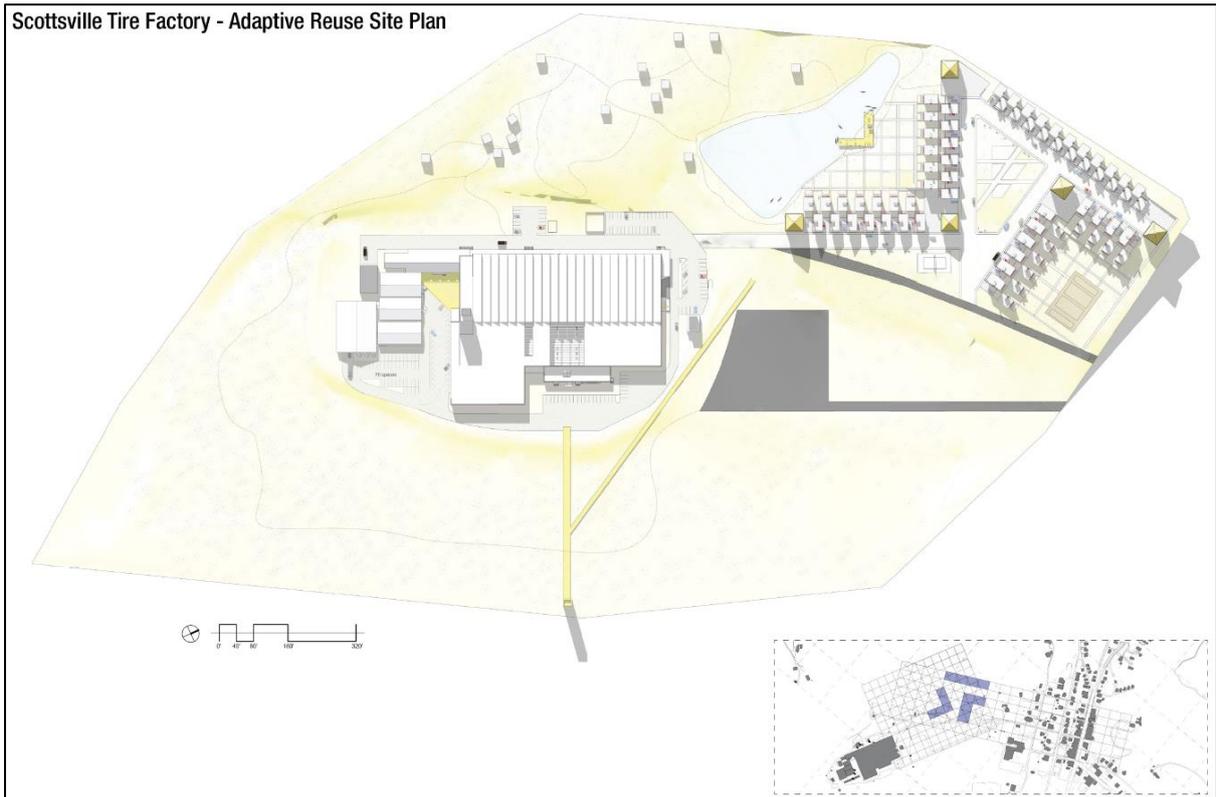




The sketch above provides for ample residential development, meeting demand with a mix of styles and price points. It also creates several small business and community spaces, while preserving ample parking, floodplain, and green space. The renovation concept carefully considers the existing condition.

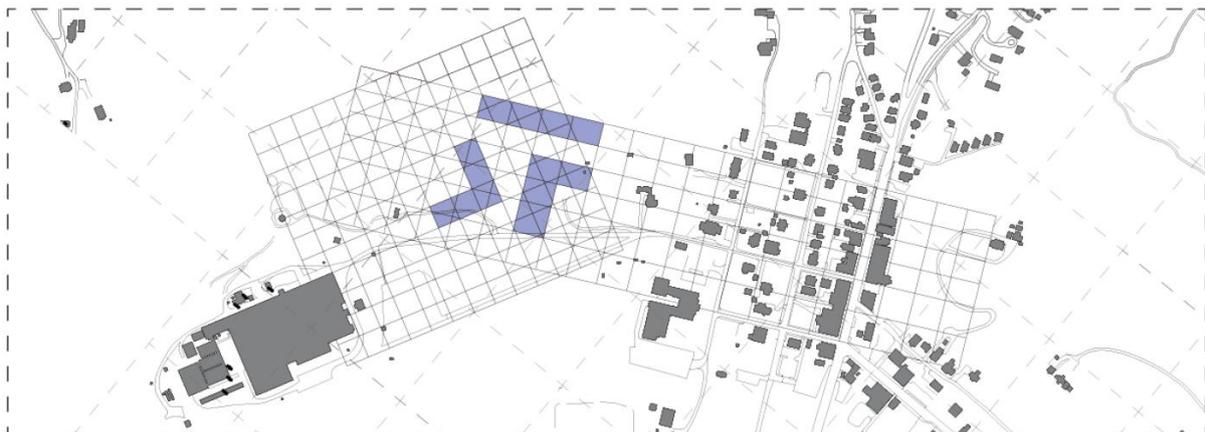
Scottsville Tire Factory - Existing Conditions





This image shows a plan view of the site in comparison to the existing downtown buildings. The concept creates an aligned block geometry and smooth transitions between compatible uses.

A new mixed-use renovation at the factory needs to be balanced with a transition area of homes, as well as plenty of green space for recreation, stormwater management, and biodiversity.



Traffic Scenarios

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**.

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. VDOT regulations do not require a formal traffic study for development proposals generating under 5,000 vehicle trips daily. Such studies can inform roadway improvements. Planning may, therefore, assume the constraint of existing roads, and trip generation under 5,000. Town staff consulted the trip generation manuals from the Institute of Transportation Engineers to make some preliminary calculations for four development scenarios. The table below summarizes the scenarios and trip generation.

Development Scenarios and Trip Generation		
Scenario	Uses	Daily Trips
2007 Factory Operations	Industrial production only	600
2017 Vacant green space	Recreation only	20
VDOT Threshold	Any change at this scale requires a traffic study	5,000
Generic Mixed Use	Apartments, daycare, restaurant, gym, offices	2,588
Scottsville Tech Park	Houses, apartments, daycare, restaurant, gym, offices	3,979
Health and Agriculture Center	Houses, apartments, daycare, restaurant, gym, medical offices, clinic, light industrial shops	2,799
Waukeshaw + McDowell work	Houses, apartments, co-work space, workshops, offices, medical	2,591

1. Generic Mixed-Use

The Town received a planning grant from the Virginia Housing Development Authority, a not-for-profit government organization that helps Virginians into home ownership, and that provides low-interest bonds for qualifying housing developments. A mixed-use, mixed income project at the factory site would potentially qualify for use of these funds, similar to this project in Floyd.



A Mid-Rise Residential development could have a mix of small businesses with apartments. It would be expected to generate approximately **2,588 trips daily**. This scenario includes 200 apartments, 5,000 square feet of restaurant space, 2,500 sf of daycare space, 20,000 sf feet of fitness club space, and 25,000 sf of tech offices. This scenario still leaves the large open acreage for passive recreation, habitat, and buffering from the historic district.

2. Scottsville Tech Park

Town Council members have expressed interest in using the factory site as a mixed use live/work tech space. In this scenario, there are 30 Detached Single Family Homes in the northeast section, near the entrance to the property. The factory site would have 95 Multi Family Low Rise apartments, 50000 sq feet of office space, 5000 sq feet of restaurant space, 20000 sq feet of fitness center space, 2500 sq feet of daycare space resulting in an estimated **3,979 trips** per day for the entire property. This scenario aligns fairly well with the Waukeshaw and McDowell work.



3. Scottsville Health and Agriculture Center

Members of the Scottsville community are actively working to prioritize rural health and to continue to support agriculture within the Town's limits. The Factory site could serve as a location to support these goals. In this scenario, the factory site would host 90,000 sq feet of light industrial uses, 7,500 sq feet of clinic space, 25,000 sq feet of dental office space, 20,000 sq feet of health and fitness club space, 2,500 sq feet of daycare space, 5,000 sq feet of restaurant space, and a 30/20 mix of Detached Single Family Homes/Low Rise Multi Family homes respectively, potentially at the area near the entrance to the site. This scenario has more business uses and fewer residences. Together, these uses would generate approximately **2,799 trips** per day.



4. Waukeshaw and McDowell Scenario

The Waukeshaw consultant report has 100 apartments in the renovated factory, a mix of 1- and 2-bedroom units. 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 estimated as 5,000 feet of daycare, 50,000 feet of office, and 10,000 feet of each medical, brewery, and storage. The McDowell scenario also places 75 single-family homes on the hillside. Together, these uses would generate approximately **2,591 trips** per day.

Health Scenarios

Also in 2019, while the business and land use planning work of this project was underway, a team of residents interested in public health looked at the community in a different way. Their findings are also relevant to this plan. Albemarle County and the Town of Scottsville contracted the consulting services of Masamichi Souzou, a design firm focused on public health innovation. Their team interviewed 22 area residents and made 10 site observations to learn about how Scottsville works.

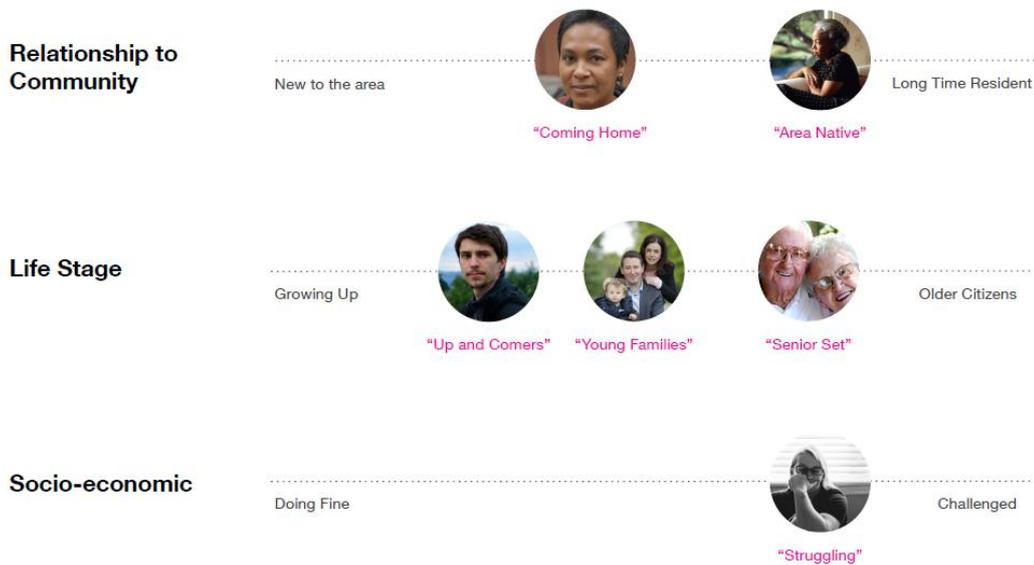
What makes the community a healthy place to live?

...imagine solution to improve health...

One observation from this work is to interpret the demographic data in a new way. The west downtown neighborhood is diverse and includes all the lifestyles shown below. As growth brings new residents, this balance can be maintained.

CITIZEN TYPES

We identified three important differentiators among citizens - their relationship to the community, life stage, and socio-economic status. Five types of citizens became important to highlight when thinking about how to design for their happiness & well-being.



This mix of perspectives helps interpret the demands for different amenities, development goals, or actions by the Town. For some residents, the top priority is meeting daily needs without a car. Others are looking to make friends or exercise more. Some need things to do with their children.

Given limited resources, the Town must invest in projects which meet diverse needs and help everyone's health and happiness.

The public health project found high satisfaction with basic environmental quality. There are needs in the area related to housing, health (diet, exercise, and medical services), education and employment, mobility, and community and friendships. The team looked for projects which deliver meaningful progress, at low cost, in a very practical way.

FRAMEWORK



After a prioritization exercise with the HEARR team and the MMSZ team's analysis of interviews, we created seven concepts to build out in more detail.

Several of the project priorities can fit well in the west downtown area:

Co-Working space. More residents are working from home, either as entrepreneurs or to avoid a commute. A shared office space helps get this work done. This can be a priority for a vacant storefront in town.

Neighbors exercise. Finding a buddy or group is often the key to exercising more, even just to take a walk outside. Bulletin boards and digital meetups can bring people together to dance, jog, or play soccer. The Town can build a fitness trail.

Community gardens. Many people need more access to fresh produce, especially low-income families and apartment residents. In planning new landscaping, the Town should prioritize gardens as amenities, and plant more fruit trees.

Medical services. The community needs more options for healthcare, especially basic services and quick answers. Attracting a doctor's office or specialty clinic can be a goal, but pop-up clinic services can also be done creatively.



STORYBOARD : Co-Working Scottsville

Lola has been trying to find work for the past 6 months and is starting to lose her confidence.

Co-Working Scottsville

She hears about the new Co-Working Scottsville facility through the HEARR Guide.

She checks out the website and sees they have a great community of events and workshops.

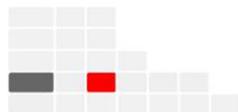
She decides to go to one of the small business workshops. She loved the free high speed wi-fi.

After the workshop Lola has met new friends and advisors, and feels empowered to work on her own flower business.

Co-Working Buckingham

Co-Working Fluvanna

In the future, Lola could work out of other co-working spaces throughout rural Virginia.



Wanting Holistic Care Options

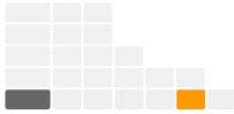
Medical care in the area is perceived to only be surface level, leaving people to worry that other health issues are not being handled.

"There are several behavioral issues in children that need to be addressed with medical help."

"There should be a broader focus on healthy eating and exercise."



HOUSING



Options for the Middle

There are few options for individual family homes, which may limit growth in the area for those willing to move in and start families.

"I wish there were more options in the 200 - 300 dollar range."

"This area is staging point for some younger folks. There isn't much permanent, affordable housing for them."

Affordable, Integrated Housing Options

There is a lack of affordable rental housing for those that really need it. When it is available it doesn't seem to be inclusive of whites, blacks, old, and young.

"Affordable housing is a problem in the area, especially for some people in the low income bracket."



STORYBOARD : Neighbor by Neighbor Exercise

Judith has been walking her dog in the area for years, and has always wanted to go with others.

Recently Judith was invited to a potluck where they go for a short walk before enjoying a meal together.

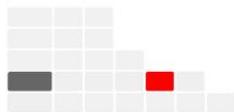
Before everyone eats, the group goes on a 30 min. walk around the area with stops to do simple exercises if people choose to.

After the walk, Judith meets new people while sharing a quick meal together.

Judith had a great time at the event and walks home with a few friend!

In the future, Judith goes to the Neighbor by Neighbor facebook group to set up her own dog walkers meet-up.

TRANSPORTATION



Stress of Commuting

Most people wish services were closer because it's stressful to be communicating such long distances on a daily basis.

"Traveling can cause a lot of stress ... sometimes I wish there was a carpool or something for my kids."

"You can't really survive in this area without a car."

Lack of Access

People feel that more transportation options are needed because Jaunt and private transportation doesn't meet all the needs of the community.

"Jaunt comes on a daily basis, but the options are so limited. I used to drive my neighbor around quite a bit."

"The elderly particularly don't have much freedom to get around, especially if they can't drive."

"Some of my patients share vehicles, which presents a challenge when they are trying to pick up medications. Sometimes we deliver on the way home."



Recommendations

Given the level of current knowledge and the community's understanding of its vision, this plan can recommend a range of specific goals and actions. The Town of Scottsville as a unit of local government is the prime agency for this plan, but with the Town's limited budget and staffing, the success of this plan requires diverse and active partnerships. Local residents, small businesses, churches, state government agencies, and many other partners have important roles and are essential for success.

These recommendations range widely in their type and scope. They strive to be SMART: Specific, Measurable, Achievable, Realistic, and Timely. For each goal, the community must understand who is the lead entity or contact point, what kinds of costs are required, what timeframe is involved, and what manner of results are expected. This helps to set priorities and allocate limited resources.

Category: Recommendations fit into one of these policy areas. Each has a primary focus, but some have multiple effects.

- **Community:** Social efforts for neighbors and visitors
- **Economic Development:** helping businesses launch and grow
- **Housing:** improving the quality and supply of homes
- **Infrastructure:** the utilities supplying basic services
- **Land Use:** how space and buildings are planned, arranged

Category: Recommendations fit into one of these types of action. They involve notably different kinds of decisions, costs, and interested parties.

- **Policy:** Changes in local code, ordinance, or procedure. Low in financial cost, but not always having immediate effect on the ground.
- **Initiative:** A one-time effort of funding or resources. Can be exciting and quick to achieve but is not a permanent commitment.
- **Program:** An ongoing effort by staff or volunteers, requiring annual resources or funding. Has a visible effect and can easily be modulated or scaled up and down.
- **Capital Improvement:** A physical asset purchased or built and lasting for years. Visible and sometimes very large, but can be expensive and slow to deliver.

Fill vacant commercial spaces with new businesses by connecting investors, marketing properties, and facilitating available incentives. The Town's economic development committee should expand and enhance its routines for matching business owners with available space. This entails outreach to interested businesses and promotion of real estate. The Town's ability to offer direct financial incentives is very limited, so referring and supporting state- and federal-level programs will be more effective. SMART statement: By August 2020, the Town's economic development committee should publish an annualized plan for its business recruitment activities.

Economic Development, Program.



Partner with VDOT to study options and deliver solutions for road markings, new patterns, or other improvements to traffic safety. The development scenarios in the previous section are small enough not to trigger a required VDOT traffic study. However, there will be effects on traffic and safety in town. The Town should work with local VDOT staff to anticipate and monitor problems and evaluate simple solutions. SMART statement: By December 2020, VDOT and Town staff will present to planning commission a brainstorm on possible streetscape and safety improvements. **Infrastructure, Initiative.**

Maintain and beautify the parks and public spaces. Before developing new green spaces, the Town of Scottsville must build trust and show effective maintenance of existing spaces. Community feedback is clear that this is not always done. This is a basic service and expectation. SMART statement: By September 2020, public feedback will attest to improved results from Town staff and contractors related to the condition and appearance of parks and public spaces.

Community Program.

Rezone the tire plant site for mixed use redevelopment, in a way that provides by 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 Comprehensive calls for rezoning, as does the Waukeshaw report. Mixed use is the future of the site, but the Town does not have a suitable category in the zoning ordinance. The Waukeshaw report has two options:

1. Rename and open up the Light Industrial category to include apartments, retail, and services as well as niche manufacturing and storage. Use this flexible new mixed-use zoning on the factory site and grounds.
2. Create a variation on the planned unit development ordinance allowed by state law. A developer's site plan could 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 a strict Town Council control.

SMART statement: By May 2020, Planning Commission and Town Council will revise the zoning ordinance and amend the zoning map around the tire plant to facilitate mixed uses.

Land Use Policy.



Use the ARB and other historic resources to preserve existing historic buildings and character. Scottsville's historic district and Architectural Review Board have been effective in protecting the unique asset that is the town's built environment. The ARB efforts should continue, especially the most recent efforts to incentivize repairs and renovations. The Waukeshaw report shows historic tax credits as vital for a redevelopment effort. SMART statement: By December 2020, the Scottsville ARB will have completed the first round of façade improvement grants, and the ARB will have supported any efforts to nominate the 1944 Tire Plant for historic registry status. **Land Use Program.**

Improve the sidewalks and crosswalks on existing streets. Pedestrian access and safety is critical to this plan. In the existing west downtown neighborhood and in the factory redevelopment concept, people need to be able to move safely without cars, whether that is on foot or bike, or in a stroller or wheelchair. The area does not have the necessary sidewalks and crosswalks to ADA standards. A 2018 VDOT grant application for downtown sidewalk improvements failed, but another application is underway now. SMART statement: By December 2025, there will be ADA compliant sidewalks and crosswalks fully connecting the library to the farmers market. **Infrastructure Capital Improvement.**

Follow up on the data and action items of this plan with planning and project grant support from agencies such as the Virginia Department of Housing and Community Development, US Environmental Protection Agency and Virginia Department of Environmental Quality, National Endowment for the Arts, and other sources. A wide range of state and federal agencies, nonprofits, and corporate partners can help the Scottsville community achieve its goals. But chasing grant deadlines can be chaotic. So a careful research project should connect the Town's goals to available funding and set a schedule for applications. The Town budget should also be adjusted to provide grant matching as needed. SMART statement: By September 2020, the town staff will deliver to Town Council an annualized grants plan showing funding opportunities which advance this plan. **Economic Development Policy.**

Promote and support the mixed-use redevelopment of the tire plant: next steps are 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. SMART statement: by December 2020, the factory owner should complete the modeling, and FEMA should have amend the floodplain map. **Infrastructure Initiative.**

Continue community outreach with creative events. The surveys and meetings described in this plan are not the end of the story. As incremental progress is made, more residents may become interested, or understand issues in different ways. And as new residents arrive, they will want an orientation and opportunity to get involved. Going forward, the best outreach activities will be events located in the west downtown area. Festivals, pop-up events, and community meetings, will generate new ideas and volunteers to help achieve everything else in this plan. SMART statement: By June 2021, Town staff and community partners will complete three notable outreach events in the west downtown area. **Community, Initiative.**

Install a fitness trail, dog park, and/or community garden near the tire plant. These projects are all popular in the neighborhood and meet the health and wellness needs of current and future residents alike. They are not expensive to install, and they bring more attention to the area. SMART statement: By June 2021, Town staff and community partners will complete design and construction of a combination of these amenities, on or near the tire plant site. **Infrastructure, Initiative.**

Build simple wetland park facilities to create amenities and usable open space in the floodplain south of the factory.

Community outreach shows that the highest priority for parks and recreation improvement is a fitness trail with exercise stations. This should be doable in the roughly 13-acre wetland area between the factory levee and the railroad tracks. Such a park would have convenient public parking and bike-ped connectivity. It would provide an attractive amenity to current residents, visitors, and new users of the factory redevelopment. Of course, any recreation improvements must respect the floodplain and the wetland ecosystem. SMART statement: by 2025, a new park with a fitness trail will traverse the wetland area. It will be developed as part of the factory project. **Community Capital Improvement.**

Build new homes on the hill above the factory in a pattern that integrates the community.

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 McDowell scenario shows 75 small houses on the site, and traffic studies show no problem with that number. 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. SMART statement: by 2030, the factory hillside has several dozen new homes, privately developed.

Housing Capital Improvement.**Renovate parts of the factory building to create new apartments meeting identified demand.**

The community also supports apartments which are affordable to retirees, workers, and young families. Market studies show very strong demand for 1- and 2-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. The Town should

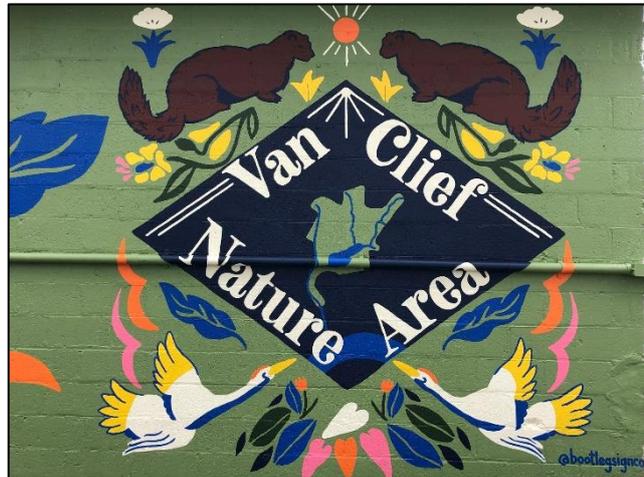
promote this progress with all practical tools. One possible development scenario involves Piedmont Housing Alliance as developer and landlord. SMART statement: by 2030, the old factory building has several dozen apartments providing homes to new residents of Scottsville. **Housing Capital Improvement.**

Renovate parts of the factory building to create new spaces suitable for identified small-business tenants. Scottsville residents express strong support and demand for job creation and new businesses. The strongest support is for businesses which meet the basic needs of the community and provide good jobs for area residents: daycare, medical offices and clinics, fitness and recreation centers, and restaurants. Tourist-oriented retail is not popular, but artist studios and craft workshops have support. Many of these businesses can fit well into renovated space at the factory. The Waukeshaw report shows 12 commercial spaces of varying size. They could form a final phase for the factory site redevelopment. This plan tends to assume "Housing First" economic development. New residents in the community increases demand for nearby jobs and services. Some of the new residents will be entrepreneurs or employees for new businesses which follow them. SMART statement: by 2028, the old factory building has about a dozen new businesses providing jobs and services to residents of Scottsville. **Economic Development Capital Improvement.**



Expand public art and murals. The EPA's small town handbook observes, "A mural program can bring public art to the community and enhance the local sense of place." Murals scored low as a survey priority for Scottsville's parks, but they are very popular elsewhere in town.

The Town delivered one mural in 2019 using a Virginia Commission for the Arts grant. Small sculptures on the sidewalk can make walking around more fun. SMART statement: the Town continues to make annual funding for public art and delivers new pieces every year, always in conjunction with community partners.



Community Program.

Expand JAUNT services. JAUNT is the only public transportation provider for Scottsville. The service has a long history and strong capacity for service delivery. However, ridership in Scottsville is low, as is the current service level. Many residents are unaware of JAUNT services. Scottsville School Apartments residents use the JAUNT shuttle heavily and wish for increased service. As Scottsville develops more housing and jobs options, new transit partnership should be possible. SMART statement: by 2022, JAUNT staff will update their strategic plan and include Scottsville community input, showing action items to enhance Scottsville-area services.

Implementation

Action	Leader	Timeframe	Cost
Phase II Environmental Site Assessment at factory	Factory owner	2020	\$10,000 - \$50,000 for consulting, depending on scope of work
Floodplain study and factory map amendment	Factory owner	2020	\$25,000 for consulting
Factory rezoning	Town Council	2020	Staff time, \$1,000 for ads
Economic Development Plan	E. Dev. committee	2020	Staff time only
VDOT options report	VDOT staff	2020	Staff time only
Beautify public spaces	Town staff	2020	Existing Streets and Parks budgets
Plan for JAUNT service upgrades	JAUNT staff	2020	Existing staff work and plan process
Public art on the street and buildings	Local artists	2020 and ongoing	Roughly \$10,000 annually, mix of Town funding and match
Community events	Town staff, neighbors	2021	\$500, Town budget existing
Community garden and/or dog park	Town staff, neighbors	2021	\$10,000, Town budget and grants
ARB outreach	ARB	2021	Existing ARB budget
Build houses on factory hillside	Private developers, possible Habitat partnership	2024	Roughly \$10,000,000 to \$20,000,000 depending on number and type
Create a fitness trail and wetland park south of the factory	Factory developer	2025	Roughly \$100,000 for planning, permitting, and construction
Bird-Harrison-Main sidewalks	Town staff, VDOT grant	2020-25	\$300,000 VDOT grant, \$100,000 Town match

Implementation

Action	Leader	Timeframe	Cost
Build apartments in the factory	Private developers, possible PHA partnership	2026	Roughly \$10,000,000 to \$20,000,000 depending on number and type
New businesses in the factory	Private developers, with public sector incentives	2028	Roughly \$10,000,000 depending on number and type

Conclusion Essay by Osiris Crutchfield

When I was selected to be a part of the internship being run by the town, my excitement was through the roof. To join an organization that works closely with the community is something I have always wanted to do. Being a college senior, with graduation looming, figuring out what path I will take is being sorted out as we speak. Having not been here before, working in Scottsville has shown me the beauty that is within the borders of Albemarle county. This opportunity has helped me see that other pastures might not be greener.

The small town setting with the trees that change to many different shades and hues. The old rustic buildings along Valley St that all have stories needing to be told. The beauty is within the residents that greet you with a smile when you are walking your dog on your way to Baine's Books and Coffee in the morning. The active community that are stewards to this historic site by making sure their home is taken care of communally by an array of volunteers. The amount of concerned citizens is not something I am used to seeing and is a welcoming sight for sure. These are the things that make me enjoy coming to work every day. This wonderful place is only enhanced by the direct actions by the community. Scottsville is one of the most unique towns for miles around.

Promoting the development of the strengths of these attributes can only improve Scottsville's qualities. Making use of the old Hyosung tire plant will attract new possibilities of Scottsville. It is very much a part of the historic fabric of Scottsville and should be given a second life. Attracting people with the same amount of fervor in the endeavor of preserving Scottsville's historic qualities will make this little town on the James river the perfect family setting. We should promote what makes Scottsville great and how proud the community is of what they contribute to the general wellbeing of their neighbor. I see the plan placed forth by the West Downtown Small Area Plan only makes the town stronger and creates that family atmosphere.

Creating and keeping business in town and providing affordable housing will make Scottsville one of the more desirable areas in the southern Albemarle. I believe that this is an opportunity for thoughtful growth that cannot be missed. People need to see what they are missing when they drive through to Route 20. I certainly have before but now my eyes are wide open to the wondrous place that is Scottsville, Virginia.



Appendix 1

Project Report by Arnett Muldrow Associates

The Town commissioned a market study from Arnett Muldrow Associates (AMA), a research consultancy with strong experience on similar projects in Virginia. AMA examined both the housing and commercial property markets to identify investment opportunities.

On the housing side, AMA noted current market demand for about 75 homes in town. The regional population is growing, with about 15,000 people in the trade area focused on Scottsville. Southern Albemarle County, plus the nearby parts of Fluvanna and Buckingham, have higher unemployment and lower family incomes than the immediate Charlottesville area. This means that the type of home demanded is smaller and less expensive. The 75 in-demand homes could range in type from apartment, townhouse, and duplex to detached single-family. To best meet demand, rents should be in the \$800 to \$1,000 range. Purchase price should be around \$250,000 for a three-bedroom home on a small in-town lot. This housing market opportunity adds supply and liquidity to a tight local market; Scottsville has had little new construction in recent years.

Arnett Muldrow also studied demand for retail business growth. A leakage survey showed what local business is lost by travelling out of the area for shopping, mainly north to Charlottesville. Surveys showed the tourist market from around country and internationally. But perhaps surprisingly, 85% of Scottsville retail traffic comes from the nearby immediate trade area of about 15,000 people in southern Albemarle County and the nearby parts of Fluvanna and Buckingham. This area can support new retail stores, including:

- General merchandising with some focus on health products
- A sporting goods seller, including boats
- A clothing store for the full range of styles and prices
- Specialty grocery or shops such as a butcher or bakery
- More restaurants, both fast-food and table service

The full report is available on the Town website.

Appendix 2

Scenario packet by McDowell Espinoza

The Town commissioned architectural assistance from Seth McDowell and the UVA Architecture School. The assignment was to study the tire factory site and assess its current condition. Then a redevelopment scenario would provide a visual concept for the market data of the Arnett Muldrow report, shown in Appendix 2.

In documenting the existing conditions, McDowell and two graduate students noted the large area of the site and the plant. The factory is tall, with a broad roof area but few windows and poor natural light. There are many successful precedents for the reuse of such industrial buildings. In terms of spacing, the team made the intriguing comparison to the Ix Art Park in Charlottesville: Ix and the tire plant are similar in size, and the walking distance from Ix to the Downtown Mall is almost identical to the distance from the tire plant to Valley Street.

For the factory renovation, the example concept cuts into the roof with traditional window designs. It also cuts out an entrance plaza from the south side. The resulting building has a block of small apartments, a classroom-education wing, a retail and health clinic section, and a separate space for workshops and niche manufacturing.

On the surrounding acreage, the southern wetlands and large parking lots are untouched except for a few new trails. The northwest woods have a dozen cabins, ideal for short-term rental. East of the pond are two new blocks of homes, mixing small single-family houses with similarly sized multifamily buildings. This area has ample common space resembling village greens, and the block layout makes a match with both the Page-Harrison pattern and the factory itself.

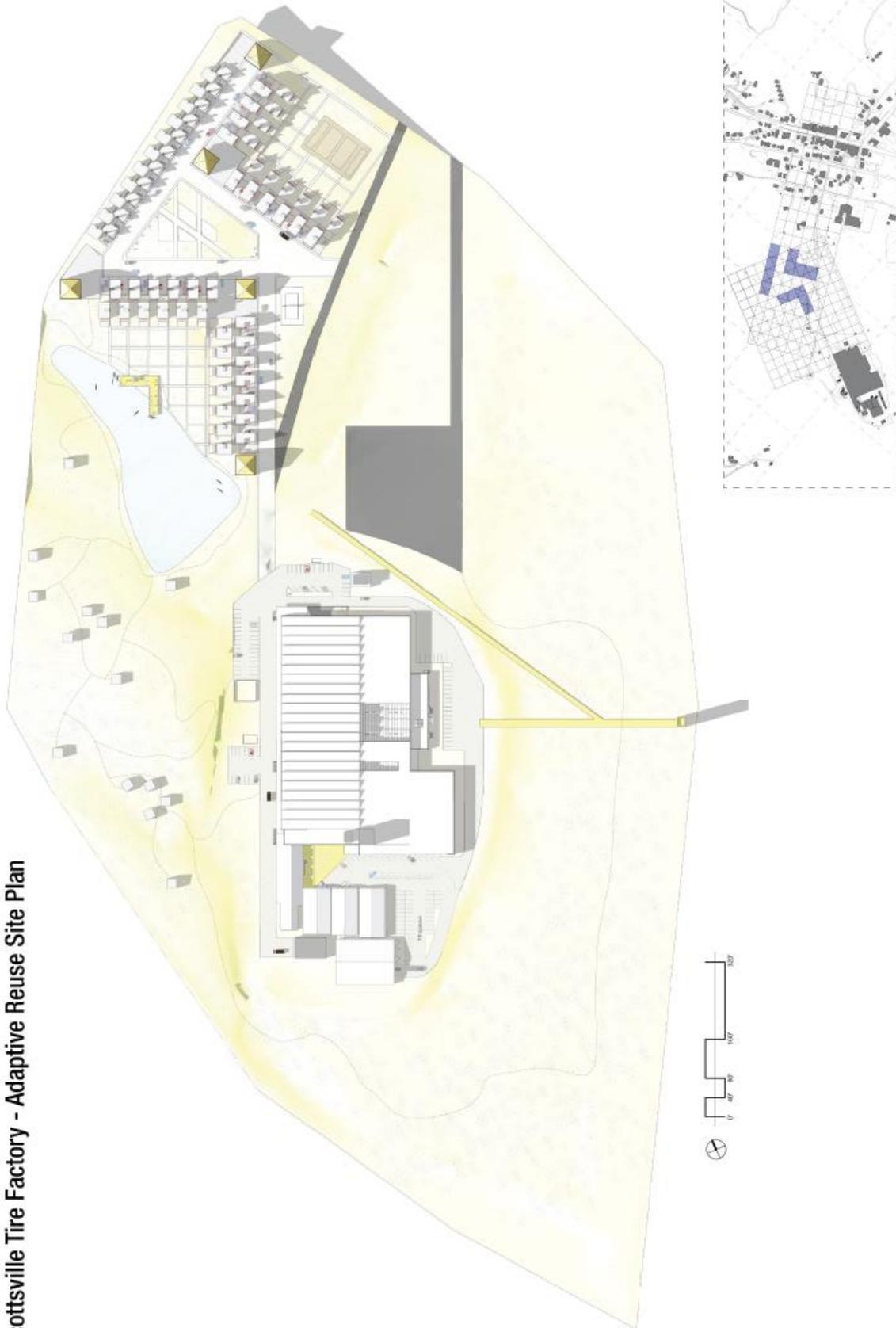
Pictured on the following pages, the architects' work shows respect for the existing land, buildings, and people, while also imagining new spaces that meet the demand for new homes and businesses.

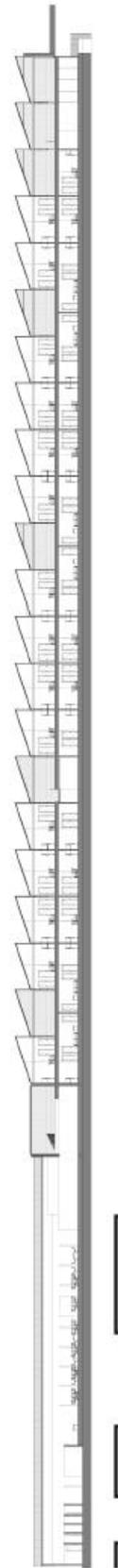
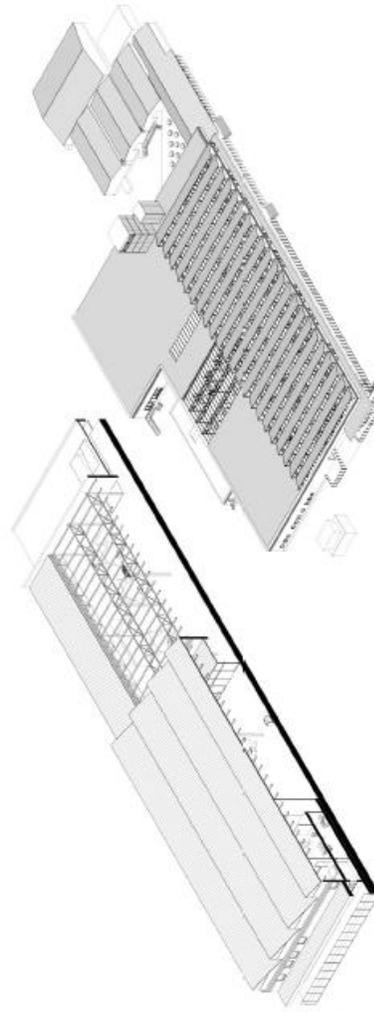
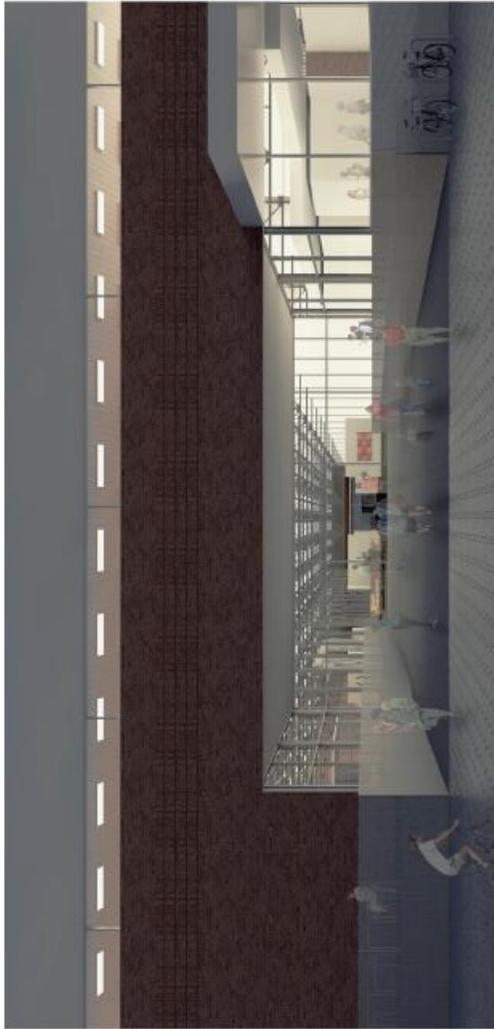


Scottsville Tire Factory - Existing Conditions



Scottsville Tire Factory - Adaptive Reuse Site Plan





The Tire Factory Mixed-Used Plan

