



# TOWN OF SCOTTSVILLE

## Comprehensive Plan

### **ADOPTED**

August 15, 1994

### **REVISED**

September 20, 1999

May 20, 2002

November 21, 2005

June 16, 2008

August 19, 2013

November 19 2018



# TOWN OF SCOTTSVILLE

## Comprehensive Plan



Community events in town.



Old Hall, a historic home in town.

Prepared by  
Scottsville Planning Commission  
and  
Scottsville Town Council

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# **Acknowledgments**

The Scottsville Town Council and the Scottsville Planning Commission gratefully acknowledge the help of the citizens, business people, and neighbors of Scottsville in the preparation of this revision of the Comprehensive Plan. The staff at the County of Albemarle and of the Thomas Jefferson Planning District Commission have always supported the Town's efforts, in particular William N. Wanner (1994 plan), Daniel Nairn (2013 amendment), and Faruk Hasenjan (2018 revision). Additionally, UVA graduate student Thomas Morley contributed notably to the 2018 revision.

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## Executive Summary

The James River and a diverse community of active citizens define Scottsville as a unique, beautiful, and vibrant small town. From Monacan roots to the 1744 founding of Scott's Landing as the seat of the newly formed Albemarle County, the townspeople witnessed history in the Revolutionary and the Civil Wars. The river delivered prosperity through trade as well as destructive flooding. Migration, emancipation, industrialization, and agritourism are concepts that mark the history of Scottsville and the memories of its people. We now continue to plan for our future together.

This 2018 Comprehensive Plan marks the town's bicentennial with pride. The plan presents a guide for the Town of Scottsville to develop and grow, preserve, and thrive. The plan has specific goals, objectives, and implementation strategies, all guided by this vision statement for Scottsville's future:

**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.**

This plan sets a goal for Scottsville to grow gradually in population, perhaps to around 1,000 persons by 2040. New business development will support these residents, as well as travelers and tourists. The traditional character of the Town will be protected and enhanced, especially in the historic downtown. Appropriate commercial development includes small-scale, pedestrian-oriented commercial growth in the downtown area and highway-oriented businesses uptown in the Irish Road-Valley Street area. Tourism oriented toward the historic and recreational attributes of the Town supports the further economic development opportunities within the Town.



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.

The future land use plan and map identify locations and types of desirable development or redevelopment. The plan identifies three categories of residential development, increasing in density as one proceeds downtown from the countryside: rural residential, village residential, and town residential. As an action item, this plan recommends consideration of a new zoning classification, "Downtown Residential," to be less restrictive than the current Village Residential for certain areas of the Town that have



historically been developed more densely than now permitted under the Village Residential standard. The future land use plan also has two categories of commercial districts, the downtown area and the Uptown Commercial Center. While the downtown area is an important commercial center, it also includes residential and civic uses, so this area is labeled as Traditional Downtown (mixed). The future land use plan no longer labels any part of town as explicitly industrial, but the Town still encourages appropriate light industry in several areas as long as such industry supports the Comprehensive Plan's vision and goals. Scottsville's public spaces will become more useful and accessible with a full network of trails, paths, and sidewalks connecting business areas and neighborhoods to the main recreation assets: Van Clief Nature Area, Dorrier Park, and the future green spaces at the factory redevelopment.

Readers can review this document to find areas of particular interest. Section IV: *Background Information* provides a more detailed profile of the Town of Scottsville and provides the factual basis for the most important section of this plan, the *Goals, Objectives and Implementation Strategies* section. Section V: *Public Spaces* describes summaries of past and proposed community projects. The digital version of the plan also links to other Town documents for further detailed research.

This Comprehensive Plan will be updated frequently to share the community's active progress towards the goals. An important use of this plan is as a communication tool to all stakeholders, including potential investors, developers, and residents



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# I. Preface

## A. Foreword

The Town of Scottsville has grown in area several times since its incorporation in 1818. The most recent boundary adjustment took effect in 1994. This expansion of the Town added approximately 856 acres from the County of Albemarle to the 123 acres previously incorporated for the Town, for a new total of 979 acres. As a result, the population of the Town grew from approximately 239 persons to 555 persons. Population growth has been slow since the boundary adjustment, averaging 0.2% growth per year. By 2011, there were 575 people living in Scottsville. The 2017 population estimate is around 600.

This Comprehensive Plan provides recommendations for the future of the Town of Scottsville. The *Goals, Objectives and Implementation Strategies* section details these recommendations, as does the *Implementation Plan* section. Recommendations follow from citizen input, guidance of the Town Planning Commission and Town Council, and key information on the Town, such as its natural and constructed resources. This key information appears as Section IV: *Background Information*, which provides an analysis of the population, economy and housing resources of the Town. It details existing land uses, the Town's historic and natural resources, as well as information on the developed community – the infrastructure available to support Scottsville's citizens. Section V: *Public Spaces* illustrates both conceptual and ongoing initiatives to implement the community goals and objectives of this Plan.

This Comprehensive Plan guides the work of the Town Planning Commission and the Town Council and as a resource and reference document for all the citizens of the Town of Scottsville. It also informs developers and entrepreneurs about the opportunities around town.

## B. Introduction to Comprehensive Planning

Planning is a process by which a community reviews its past, examines its present situation and provides for its future. The Comprehensive Plan is a legal document required by the Commonwealth of Virginia. It provides a framework for decisions made by the Planning Commission and Town Council and guides the direction of other formal documents, such as the Town Zoning Ordinance, Subdivision Ordinance and other codes and ordinances.

The Code of Virginia in Title 15.2, Chapter 22, Article 3 (Section 15.2-2223 through 2232) is the authority for preparation of the Comprehensive Plan. The Code regulates the steps in the preparation and approval, essential content, and use and implementation of the Plan. A locality shall, "make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and the probable future requirements of its territory and inhabitants" (15.2-2223). A Comprehensive Plan should: "guide and accomplish a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants" (15.2-2223).



The Comprehensive Plan is broad in nature and provides long-range recommendations for the general development of the Town. However, the Code of Virginia does recognize certain specific elements of a Comprehensive Plan. These specific elements include:

- Designation of areas for various types of public and private development and use, including residential, business, industrial, agricultural, mineral resources, conservation, recreation and public service, and flood plain and drainage;
- Designation of a system of transportation and infrastructure needs and recommendations for multiple types of travel, including driving, transit, walking, and bicycling.
- Designation of community service facilities such as parks, forests, schools, playgrounds, public buildings, community centers and water and sewer works;
- Designation of historic areas and areas for urban renewal or other treatment;
- Designation of areas for groundwater protection measures;
- An official map, a capital improvements program, a subdivision ordinance, a zoning ordinance and a zoning district map;
- The location of existing and proposed recycling centers; and
- Designation of areas to promote affordable housing sufficient to meet the current and future needs of residents of all levels of income.

In developing the Comprehensive Plan, the Planning Commission may consider the following: use of land, preservation of agricultural and forestal land, characteristics and conditions of existing development, trends of growth and the requirements to meet the needs of potential growth, natural resources, historic areas, groundwater and surface water, geology, population, employment, environmental and economic factors, existing public facilities, the need for affordable housing, flood control, drainage, transportation facilities and other related data.

The Comprehensive plan takes into consideration probable future economic and population growth trends in formulating methods of implementing the Comprehensive plan. Methods for implementing the plan may include an official map, a capital improvements program, a subdivision ordinance, a zoning ordinance, and a zoning map. Scottsville uses most of these.

Once approved by the Town Council, the Comprehensive Plan controls the general or approximate location, character, and extent of new growth. The Code of Virginia states that no new public facility or infrastructure should be developed, "unless and until the general location, character and extent thereof has been submitted to and approved by the local commission as being substantially in accord with the adopted Comprehensive plan or part thereof" (15.2-2232). The Planning Commission communicates its findings to the Town Council for approval or disapproval.

## II. Profile of the Town of Scottsville

### A. Historical Sketch

Scottsville is a town rich in history and inextricably tied to the James River. Originally the James River, named after King James I of England, was known as the Monacan River for the indigenous people who inhabited the land before the English colonists. By the time settlers were beginning to move into the Piedmont, the Monacan Indians had died from exposure to disease or moved away from the area to escape the encroachment of the English (immigrants). Monacan and other indigenous people lived in the area and travelled the river before colonists named it for King James.



Monacan dancer, photo by Nikki Bass

For some 20 years Scott's Landing served as the Albemarle County seat, possibly until as late as 1765 when the magistrates first met in the courthouse in Charlottesville. During this period, Scott's Landing was the legal, commercial and social center of Albemarle County and almost all of its roads, primitive though they were, led to Scott's Landing. Scott's Landing, also known as Scott's Ferry, remained active as the principal port for river traffic above Richmond. In 1818 the Virginia General Assembly incorporated the Town of Scottsville "at a place on James river called Scott's landing." Fifteen acres, owned by Dr. John Scott, were laid out in fifty-four lots, forming the original town. The Town expanded to over five times its original area in 1831, and was incorporated by the General Assembly in 1833.

By 1840 the James River and Kanawha Canal was completed to Scottsville, and the Town continued to grow and prosper. Batteau hauled cargo as well as passengers along the canal from Lynchburg to Richmond. Tobacco was particularly a very profitable crop, and because of cheap slave labor, vast amounts of it was produced by planters along the James River basin to be transported by batteau to Richmond and the seacoast. However, railroads and war destroyed Scottsville's canal prosperity. During the Civil War, federal generals Sheridan, Merritt, and Custer occupied Scottsville, burned many buildings, and wrecked the canal works.

In 1870 the Town suffered an unprecedented flood, which destroyed much of the canal and structures in low-lying areas. Floods occurred again in 1877 and again in 1878. In 1880 came the coup-de-grace for the canal when the railroad bought out the canal company. At right is a 1911 view of the town.



By 1900 Scottsville had adapted to the railroad. The railroad and the new roads built to serve automobile traffic brought a new industry to Scottsville. In 1944 the cornerstone was laid for a tire cord plant, operated by the United States Rubber Company and financed by the Defense Plant Corporation. This industry brought new trade to Scottsville, but little population increase – most employees commuted from outside Scottsville. In 1950, Scottsville's population was 396 persons. Thereafter, the Town population slowly declined resulting in 239 inhabitants in 1990.



Disaster struck in August 1969 when floodwaters from Hurricane Camille overwhelmed the Town, pictured at right ([Scottsville Museum](#)). This and subsequent floods provided the impetus to seek a way to guard the Town against future floodwaters. In 1989, a levee and pumping station were completed, alleviating the threat of flooding and initiating a new vitality in the downtown area.

On January 1, 1994, Scottsville changed substantially when the Town limits were expanded to encompass an additional 856 acres of Albemarle County, bringing in 282 new residents. It also expanded its public spaces with the addition of a historical park, Canal Basin Square (2003); Bruce Park (2003), the Farmer's Market Pavilion (2009), and development of the Van Clief Nature Area (2015). Along with the boundary adjustment, the Town was able to eliminate its real estate tax and rely on business-oriented sales, licenses, and meals taxes.

Scottsville's economy suffered a major setback in 2009 when the tire factory, the largest employer since its construction in 1944, closed with the loss of over 100 jobs. In the decade hence, tourism has largely filled economic gaps from the recession, but the 61-acre factory site remains vacant, in need of carefully planned revival.

Today, Scottsville has around 600 residents in a diverse and growing population. Residents and visitors support a mix of small businesses. Scottsville is unique in that most of the businesses are within walking distance and are small, privately owned enterprises. Surrounded by the rural countryside, bordered by the James River, historic Scottsville offers residents and visitors alike many opportunities to explore its past, connect with nature, and enjoy small town life.

*[NOTE: Please see Virginia Moore's "Scottsville on the James," originally published in 1969 and reprinted in 1994 and "Of Town and The River – A Folk History of Scottsville, Virginia," by John Randolph Phillips, 1976; revised by Robert K. Spencer, 1994, or visit the Scottsville Museum, the Albemarle County Historical Society (located in Charlottesville), or the Scottsville branch of the Jefferson-Madison Regional Library for further historical information about the Town.]*

## **B. Background Summary**

This section presents a brief sketch of the background data and trends discussed in more detail in Section V to this Comprehensive Plan. The existing conditions and trends establish the context for setting the future direction of the Town. The data represented is the most current available, as of April 2018.

Scottsville has a population of about 600 persons, and it has been growing slowly at an average rate of 0.2% per year for the last 20 years. Historically, the Town had been losing population until 1980, when it reached a low of 234 and began a period of slow growth. At this rate, the population can be expected to reach 850 by 2040, but this projection is subject to considerable uncertainty. Growth of small towns more often occurs in periodic jumps, with specific development projects, than in a smooth linear fashion. Housing development of the land near the old tire factory, as well as on other vacant parcels of land could contribute to significant population growth.

The current town population spans a diverse range of age groups. The median age is 43, which is slightly higher than the 37 of the whole Charlottesville metropolitan area (of which Scottsville is a part). Much like the region, the elderly and empty-nester population is growing at a faster rate than younger population groups. Nevertheless, a majority of the population (60%) is working-age, between the ages of 20 and 64. Racially and ethnically, Scottsville remains predominant non-Hispanic White (90%), despite the fact that the Hispanic population has shown steady growth in the surrounding portions of Albemarle County.

A majority of the Town residents are in the labor force. Scottsville's labor force participation rate is high and its unemployment rate is low relative to other localities in Virginia. Household incomes have shown steady growth since 2000. The number of jobs located within the Town (251 in 2016) almost precisely matches the workforce, but most residents work outside of Town and most workers commute from outside counties to their jobs in Scottsville. Consistent with the region, jobs in manufacturing and construction have declined, while jobs in retail and accommodations have increased. Tourism continues to be a substantial draw for the community, clearly fueling economic growth.

There are 325 housing units in Scottsville, of which 256 are occupied year-round. Most homes are single-family detached dwellings. Over half of all homes are owner-occupied, which was not the case in 2000 when 44% were classified as such. Home values increased substantially between 2000 and 2010, notwithstanding the overall downturn in the market experienced in the latter years of the decade. Rents have also increased. Both of these changes create housing affordability obstacles, which appear to be affecting renters to a greater degree than homeowners. Scottsville is an historic town, and the housing stock reflects this. About half of all existing homes were built before 1950.

The Town possesses many natural resources, and the environment has shaped the Town in many ways. The James River is essential to the Town's history and continuing identity and activity. A floodplain that has historically challenged the Town is being effectively managed with a levee and the impoundment of Mink Creek. Still, portions of the Town lie within the 100-Year Floodplain, and proper storm water management is encouraged throughout the Town to manage flash flooding. The topography of the Town is such that steep slopes line the streams flowing into the James River, and soil testing has revealed challenges for private septic tanks.

The automobile remains the predominant means of transportation in Scottsville, and development will tend to increase traffic on primary roadways through Town. At the same time, other modes of transportation, including walking and transit, are growing in availability and use. This is particularly true in the downtown and surrounding neighborhood, where traditional neighborhood design relies on a walkable character. Van Clief Nature Area is centrally located in town with paths and trails that can expand to connect downtown to uptown and the residential areas for practical, recreational, and tourist uses.

Scottsville's developed community – its water, sewer, and storm water management systems, its transportation network, the fire, rescue and police protection it affords its citizens, its government and public facilities, as well as factors that affect the Town's financial situation – is another important facet of comprehensive planning. Scottsville is partially served by a water and sewer system owned by the Albemarle County Service Authority and operated by the Rivanna Water and Sewer Authority. Some portions of the Town are served by water only and other portions have neither public water nor sewer services.

All goals and objectives of this plan take into account these demographic, economic, and physical realities. They are intended to productively build upon the valuable human-built and natural resources already present in the Town, and support trends and initiatives that are already underway.

# Objectives and Implementation Strategies

## A. Introduction

*Goals, Objectives and Implementation Strategies* are identified below for four key areas of the Town: *Land Use; Historic, Scenic, and Natural Resources; Economic Development; and The Developed Community*. **GOALS** describe in general terms the future aspirations of the Town of Scottsville. They are long-range expectations that subsequent planning activities seek to achieve. The **OBJECTIVES** follow from the goals and are more specific elements of the broader goals. Implementation **STRATEGIES** are the most specific of all and state means for achieving the goals and objectives. The implementation strategies provide a road map for Town government to achieve the plan's goals and objectives.

The goals, objectives and implementation strategies of this *Comprehensive Plan* can be achieved through the following more specific instruments: the *Zoning Ordinance*, the *Subdivision Ordinance*, a *Capital Improvements Program*, an *Official Map* of the Town, and other codes and ordinances adopted by Town Council. Town ordinances and codes should be reviewed after adoption of this *Comprehensive Plan* to ensure their conformance with the plan.

The goals, objectives and implementation strategies are guided by the following vision for Scottsville's future:

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

The annual Batteau Festival connects Scottsville's heritage to thousands of tourists and the healthy exploration of the James River.



## **B. Land Use**

### **1. Summary Statement**

The protection and use of the land in Scottsville is critical to the quality of life of its present and future citizens. Therefore a number of important issues must be addressed and thoroughly examined before undertaking the expansion or alteration of this small town. In the first area of the Comprehensive Plan the Town is urged to: (1) manage population growth, (2) provide appropriate guidelines and oversight for new residential and commercial development and (3) preserve and protect existing historical, scenic and natural resources.

### **2. Goals, Objectives and Implementation Strategies**

**GOAL 1** – Ensure that Scottsville's future population is consistent with the vision of maintaining a small-town character. Guide a healthy growth of business and resident population to create new opportunities preserving and enhancing the town's historical role as a center of community activity.

**OBJECTIVE 1** – Encourage population growth at a rate that preserves the quality of life of all citizens, including their health, safety, morals, order, convenience and prosperity.

**STRATEGY 1** – Establish land use policies and related Town codes and ordinances that facilitate a continued population growth rate.

**STRATEGY 2** – Encourage developers to phase in any proposed large-scale development, such as at the factory site, at a rate that will meet this goal.

**OBJECTIVE 2** – Ensure that sufficient resources and infrastructure exist to accommodate such growth and development before it occurs.

**STRATEGY 1** – In future land use decisions, protect important natural resources, including soils, groundwater, surface water and the air.

**STRATEGY 2** – Require that roads, sewer, water and other public utilities have sufficient capacities as a condition for development.

- a. Pedestrian emphasis, alternative routes/access points, or creative solutions are recommended to address traffic concerns on roads most heavily impacted by development
- b. When improving secondary roads to accept greater traffic flows, protect the rural character of these roads. This can be accomplished by minimizing street lighting, within the bounds of public safety, and maintaining a vegetated buffer of meadow or forest at all points along the roadway.
- c. Provide a plan for water/sewer/storm water management expansion in any large-scale development. Developers should provide professional engineering reports on feasibility and cost of providing service to the new development, and

any potential impact such service expansion would have on the service residents are currently receiving and on the community at large.

**GOAL 2 – Preserve, protect and enhance the Town’s attributes through careful land use planning.**

**OBJECTIVE 1** – Manage new development as an orderly expansion of growth occurring in the Town.

**STRATEGY 1** – Periodically review Town standards for future residential, commercial and industrial development that include, but are not limited to, availability of existing or planned water and sewer systems, adequacy of existing or planned roadways, conformance with restrictions on development within the floodplain, in watersheds for public drinking water and on critical slopes, and compatibility with existing adjacent land uses, and which respect the natural surroundings and topography of the land.

**STRATEGY 2** – Guide more intensive residential development into areas with existing water and sewer service.

**STRATEGY 3** – Ensure that the size, height and appearance of new structures are compatible with existing Town structures, and include a mixture of housing styles and prices as well as lot sizes to provide a diverse community.

**STRATEGY 4** – Include street design, subtle street lighting where appropriate, sidewalks and paths designed to enhance and encourage a sense of community.

**STRATEGY 5** – Encourage developers of large sites to include open space for physical activity and recreation, connecting sidewalks and trails into a network across town and in the greater Scottsville region.

**STRATEGY 6** – Promote a walkable mix of housing, businesses, and recreational uses in new development through creative application of zoning and subdivision of land.

**OBJECTIVE 2** – Concentrate commercial development in areas with adequate access, water, sewer service, and having similar development patterns.

**STRATEGY 1** – Support additional commercial development in the quadrant of the Town in the vicinity of and to the north of Irish Road (Route 6 West) and to the west of Valley Street (Route 20) north, as shown on the Future Land Use Map of this Comprehensive Plan. This area is referred to as the Uptown Commercial Center.

**STRATEGY 2** – Support small commercial enterprises and mixed commercial/residential uses in the downtown portion of Scottsville that are balanced with surrounding residential uses.



**STRATEGY 3** – Support a thoughtful and restrained transformative redevelopment of the tire plant site to possibly include light industry, agriculture, residential, commercial and/or recreational use.

**STRATEGY 4** – Support development of adequate storm water management as part of development of commercial and industrial areas.

**OBJECTIVE 3** – Support the preservation and expansion of the downtown according to traditional small-town design principles while respecting existing nearby residential uses.

**STRATEGY 1** – Create a new zoning district for the downtown that allows more flexibility in uses, including mixture of uses on the same parcel, while setting formal requirements consistent with the historic character of the district.

**STRATEGY 2** – Encourage infill and adaptive reuse of existing structures, especially of residential uses above commercial on primary roadways.

**STRATEGY 3** – Seek infrastructure investment to support healthy growth of downtown, especially improvements for pedestrian access and safety.

**STRATEGY 4** – Provide adequate parking for residential and commercial growth, while relegating such parking to align with traditional neighborhood design standards and preserve the historic aesthetic of the town.

Van Clief Nature Area



## **C. Historic, Scenic and Natural Resources**

### **1. Summary Statement**

Scottsville holds a unique place in American and Virginia history. This is a result, in large measure, of its location on the James River, which was the primary means of travel and shipment of goods and products in the early years of our country's history. Scottsville's historic, scenic and natural resources are worthy of continued recognition and protection. The section of the Town of Scottsville that was incorporated prior to January 1, 1994, is itself a registered National Historic District, and the Town includes a number of homes on the National Register of Historic Places. The James River provides a scenic context for this historic community. This Comprehensive Plan, then, offers methods to both preserve and expand the Town's historic, scenic and natural resources. Additional methods of capitalizing on the Town's scenic resources are included below in Goal 3 under *Economic Development* as it relates to tourism.

### **2. Goals, Objectives and Implementation Strategies**

#### **GOAL 1 – Preserve, protect and enhance the historic character and features of Scottsville.**

**OBJECTIVE 1** – Protect and preserve the original historic downtown along with other historic sites and places for the benefit of both present and future generations and long-term conservation of the Town's character.

**STRATEGY 1** – Protect historic structures from incompatible exterior alterations or demolition by establishing preservation policy that encourages the cooperation of owners of historic properties. Require owners of historic structures to maintain and preserve the buildings according to current architectural standards.

**STRATEGY 2** – Protect the Historic District and other historic sites and places through suitable provisions in the Scottsville Zoning Ordinance for architectural review.

**STRATEGY 3** – Encourage owners of eligible sites and buildings to apply for recognition under the National Register of Historic Places and the Virginia Landmarks Register.

**STRATEGY 4** – Assist property owners within the Scottsville Historic District with use of preservation tax credits for historically-appropriate reinvestments in property.

**STRATEGY 5** – Protect historic buildings and sites by buffering them from incompatible uses, such as high traffic commercial and industrial uses.

**STRATEGY 6** – In historic areas, encourage only development that includes or allows preservation of existing historic structures or significant archaeological sites.

**OBJECTIVE 2** – Improve and maintain the entrance corridors leading into and through the Town to provide visitors, residents and business people a favorable impression of Scottsville and demonstrate community pride.

**STRATEGY 1** – Control development within the entrance corridors to the Town. Encourage businesses to conform to the historic nature of Scottsville.

**STRATEGY 2** – Future development or redevelopment within entrance corridors should follow the natural topography and be as unobtrusive as possible in the less developed areas, and should conform to the traditional design patterns already evident in the downtown. Parking areas should be located at the rear of buildings or be attractively screened from view.

**STRATEGY 3** – All signs should be in character with existing structures and be appropriate for the entrance to a small, historic town.

**STRATEGY 4** – Within entrance corridors, existing vegetation should be preserved and appropriate landscaping and plantings should be encouraged.

**STRATEGY 5** – As soon as possible, eliminate grandfathered non-conforming uses in the Route 20 north entrance corridor.

**GOAL 2 – Protect the Town's scenic and natural resources as essential to its small-town character, economic strength and quality of life.**

**OBJECTIVE 1** – Protect areas of particular scenic beauty, including the James River, Scottsville Lake and surrounding Van Clief Nature Area, Mink Creek, and significant public and semi-public places, such as churches, arts venues, and historical attractions.

**STRATEGY 1** – Protect important natural resources in more rural areas including soils, riparian areas, native vegetation and mature tree growth by:

- a. Encouraging maintaining 100-foot riparian buffers on all streams to prevent soil erosion, manage storm water runoff, and ensure water quality.
- b. Preserving the quality soil basins and incorporating soil basins into the development design.
- c. Preserving mature trees and meadowlands and incorporating them into the development design to ensure preservation of the character of the land.

**STRATEGY 2** – Encourage improved access to the James River and a well-maintained and attractively landscaped riverfront for recreational purposes and as a tourist attraction.

**STRATEGY 3** – Continue to restrict development within the Flood Hazard District, as laid out in the Scottsville Zoning Ordinance. Restrict construction, grading and cutting of trees along the banks of the James River.

**STRATEGY 4** – For new development occurring adjacent to or in close proximity to areas or places of particular scenic beauty –particularly the Van Clief Nature Area – prohibit incompatible uses and require appropriate buffers and landscaping. New development should conform to the existing topography and preserve existing vegetation to the extent feasible.

**STRATEGY 5** – Preserve the existing rural areas of the Town, including the dark night sky, fresh air, and country quietness through use of subtle lighting, and retention of preexisting trees and grasses for landscaping, and buffering of development with mature woodlands and native vegetation.

**STRATEGY 6** – In the tire plant redevelopment, guide planning with emphasis on river views and access, water quality, green space, and a mix of uses sensitive to the land, understanding a clear link between environmental and economic sustainability.

### **GOAL 3 – Protect the Town’s natural resources**

**OBJECTIVE 1** – Protect the Town’s drinking water and the health of streams and river.

**STRATEGY 1** – Work with County and other agencies to ensure safe and clean drinking water from Totier Creek.

**STRATEGY 2** – Encourage the planting of stream side buffers along Mink Creek to filter pollutants from storm water runoff and to stabilize stream banks, especially as the creek runs through the Town.

**STRATEGY 3** – Recommend the planting of trees and plants that are native to our bioregion.

**STRATEGY 4** – Discourage use of pesticides in parks to protect our children and pets and discourage use of pesticides near streams to protect our amphibious, aquatic life and water quality.

**OBJECTIVE 2** – Protect local residents, property, businesses and the natural environment from damage by implementing long-term goals to reduce the impacts of natural hazards.

**STRATEGY 1** – Continue to bury utilities underground.

## **D. Economic Development**

### **1. Summary Statement**

A strong local economy is important for two reasons. First, a stable economic base provides retail goods and services, as well as employment, for the Town's residents. Second, a strong economic base, both commercial and industrial, generates tax revenues that help pay for services benefiting all Town citizens. It is important to both maintain and support the existing economic base and to build on this base with new, but compatible, businesses and industry. Economic development should serve the purpose of maintaining or improving the local quality of life rather than becoming, of itself, the purpose for such planning.

### **2. Goals, Objectives and Implementation Strategies**

**GOAL 1** – Support commercial and retail economic development that complements the Town's existing commercial and retail base and is compatible with Scottsville's small-town character.

**OBJECTIVE 1** – Only compatible small-scale commercial development should be located within the downtown area of Scottsville, with more intensive commercial development in the Uptown Commercial Center.

**STRATEGY 1** – Support commercial and retail establishments in the downtown area such as offices and banks; small-scale retail sales such as clothing stores, shoe stores, specialty shops, food markets, restaurants, drugstores; and medical, optometric, and dental clinics. Mixed commercial and residential uses also are appropriate in the downtown area.

**STRATEGY 2** – Strive to retain or attract essential community services and offices (such as postal, medical, optometric, dental, pharmaceutical, and library) within the heart of downtown, enabling area residents to walk to them. These services also serve as anchors to ensure the continuation of a vibrant core area within the Town.

**STRATEGY 3** – Before significant expansion of existing industry or introduction of new industry is allowed, provisions must assure the residential nature of the Town and the health and welfare of residents will not be adversely impacted. The Town should encourage modest, restrained, and harmonious commercial development in the Downtown area.

**STRATEGY 4** – Support additional commercial and retail development in the Uptown Commercial Center. This may include, but not necessarily be limited to, selected highway commercial establishments and neighborhood-scale shopping centers. Large volume and large square footage commercial establishments of a type known as “big box stores” are inappropriate.

**OBJECTIVE 2** – Encourage the development of appropriate businesses.

**STRATEGY 1** – Continue implementation of branding and economic development strategy, based on Scottsville’s position as a “unique rivertown experience” and its historic heritage. Focus on instilling loyalty from local trade areas.

**STRATEGY 2** – Seek funding and expertise toward commercial revitalization and implement programs to enhance economic sustainability.

**STRATEGY 3** – Ensure that commercial uses in new, large-scale developments would enhance the health of existing downtown and uptown commercial enterprises, particularly convenience and specialty retail shops and restaurants.

**STRATEGY 4** – Encourage alternative uses, such as artisan’s shops and studios in the Historic District.

**OBJECTIVE 3** – Continue operation of the seasonal Scottsville Farmers’ Market at the market square, and increase the number of customers and visitors to market and downtown Scottsville.

**STRATEGY 1** – Expand the number of vendors and performers, as appropriate to the mission of the Farmers’ Market.

**STRATEGY 2** – Continue promotion of the market throughout the region through website, social media, and public events.

**STRATEGY 3** – Connect the Farmers’ Market to the broader downtown, thereby generating traffic for downtown businesses.

**GOAL 2** – Support compatible, light industry to broaden employment base and increase tax base benefiting all Town citizens.

**OBJECTIVE 1** – Encourage and support light industry in near proximity to existing industrial uses, provided adequate highway access is obtained.

**OBJECTIVE 2** – Consider appropriate light industrial uses within the higher intensity commercial district in the Uptown Commercial Center.

**STRATEGY 1** – Ensure that new light industrial development is contingent upon adequate water, sewer and roadway access.

**STRATEGY 2** – Support light industry that does not detract from the surrounding area and does not significantly degrade air and water quality, neighborhood traffic patterns, ambient noise levels, or the dark night sky.

**STRATEGY 3** – Proposals for suitable light industry in the Uptown area should receive favorable consideration.

**GOAL 3 – Draw upon Scottsville’s historic and scenic attractions to establish tourism as a means of economic development.**

**OBJECTIVE 1** – Develop tourism strategies that place an emphasis on the historic attributes of the Town and on convenient river accessibility.

**STRATEGY 1** – Encourage and promote greater development of the hospitality industry through quality restaurants, bed and breakfast establishments, country inns and the like.

**STRATEGY 2** – Create tourist opportunities through existing historic and recreation programs, including, but not limited to, anniversary celebrations of historic events, Fourth of July festivities, batteau festivals, and programs sponsored by the Charlottesville Albemarle Convention and Visitors Bureau, state and local tourism commissions, Monticello, Ash Lawn-Highland, Pine Knot, and the Civil War Trail. Encourage development of tourist attractions that reflect Scottsville’s natural, historical, and environmental qualities.

**STRATEGY 3** – Continue to provide and improve a branded wayfinding system for the Town.

**OBJECTIVE 2** – Participate in a regional approach to tourism development drawing from regional recreational opportunities and the rich historic heritage of the region.

**STRATEGY 1** – Partner with other cities and towns along the James River to promote river-based tourism, encouraging related services and facilities in Scottsville as attractions for drawing recreational users.

**STRATEGY 2** – Designate the Mink Creek Trail/Van Clief Nature Area as a segment of the James River Heritage Trail System.

**STRATEGY 3** – Support activities of the Charlottesville Albemarle Convention and Visitors Bureau.

**OBJECTIVE 3** – Encourage attractions, events, and programs that complement Scottsville’s inherent strengths and draw visitors to the Town.

**STRATEGY 1** – Continue participating in the James River Batteau Festival and other events that highlight the Town’s river heritage.

**STRATEGY 2** – Develop public parks, walking paths and recreational and informative attractions.

**STRATEGY 3** – Encourage private development of historic buildings and sites in support of tourism, for example the Canal Basin Warehouse.

**STRATEGY 4** – Support continued operation and growth of the Scottsville Museum, a showcase for the Town’s history and important attraction for the downtown area.

**Goal 4: Strive to redevelop the former tire plant and create a mix of new opportunities in accordance with Scottsville’s small town character.**

**Objective 1** – Consider mixed use and alternative design standards to create and adopt a consensus small area plan.

**Strategy 1** – Engage the community to identify areas of focus and concern, with facilitation and planning grants as needed.

**Strategy 2** – Freeze hasty redevelopment and spot rezoning at the site.

**Strategy 3**– Study and take into account the challenge of restricting traffic within the area.

**Strategy 4**– Consider the multiple needs of the community which the site could possibly accommodate.

- a. Preserved green space and new park and recreation assets
- b. Housing of a variety of types and price points, with both rental and ownership options affordable to all kinds of families
- c. Flexible business spaces that meet community needs
- d. Reinvented light industry that meets the employment needs of the region.
- e. Ample parking, plus facilities to promote walking and cycling

**Objective 2** – Implement the adopted small area plan by aligning local and state incentives to community and developer interests.

**Strategy 1** – Apply resulting zoning from the small area plan process to the area.

**Strategy 2** – Pursue state grants and loans in support of appropriate mixed-use and mixed income redevelopment.

**Strategy 3** – Explore County partnership on funding incentives.

**Strategy 4** – Look into an expedited approval processes for phased construction consistent with the small area plan.





## **E. The Developed Community**

### **1. Summary Statement**

This portion of the *Goals, Objectives and Implementation Strategies* section discusses the Town's infrastructure – public water and sewer systems, utilities, and transportation network – and educational and recreational facilities. It also addresses the adequacy of the Town's financial structure and its financial resources. The following goals endorse water and sewer lines sufficient to support projected new growth and to remedy current deficiencies. They emphasize the need to have adequate transportation access throughout the Town, particularly as new development occurs. They also address meeting the educational, recreational and housing needs and the welfare of Town citizens.

### **2. Goals, Objectives and Implementation Strategies**

**GOAL 1** – Support improvements to, and the orderly expansion of, the Town's infrastructure, including water and sewer lines, storm water management, electrical and communication services, and other public utilities.

**OBJECTIVE 1** – Support the Albemarle County Service Authority in efforts to upgrade and expand the Town's water and sewer system.

**STRATEGY 1** – Ensure that existing water and sewer systems are adequately maintained and upgraded.

**STRATEGY 2** – Direct the orderly expansion of water and sewer systems to areas of greatest need, especially housing lacking adequate private systems. When considering future infrastructure needs, ensure the availability of adequate water and sewer to serve the area designed for planned residential development in the future land use plan.

**STRATEGY 3** – Ensure that utilities and services provided in any new development will not adversely affect the quality of services currently provided, the financial health of the Town, or the environment.

**OBJECTIVE 2** – Support developers and the Virginia Department of Transportation (VDOT) in efforts to provide and maintain appropriate storm water management systems.

**STRATEGY 1** – Ensure that all new developments and roadways include a drainage system that protects adjoining property.

**STRATEGY 2** – Encourage drainage systems that utilize natural drainage-ways and minimize the amount and rate of surface runoff. However, ensure that the Mink Creek Impoundment area is not compromised by any such drainage system.

**STRATEGY 3** – Incorporate necessary improvements to the Town’s storm water management system as part of the Capital Improvement Plan in cooperation with other responsible agencies and landowners.

**OBJECTIVE 3** – Ensure adequate availability of electrical and communication utilities and encourage that they be designed and installed so as to be as unobtrusive and aesthetically pleasing as possible, particularly in or visible from the Historic District.

**STRATEGY 1** – Encourage the installation of underground utility lines in future developments. Replace existing electrical and communication lines with underground service when economically feasible. New installations should be unobtrusive.

**OBJECTIVE 4** – Encourage the installation of state-of-the-art communications and high capacity Internet connectivity to benefit residents and businesses of the Town.

**STRATEGY 1** – Encourage communication, cable and satellite companies to provide high quality and capability service. Take advantage of state and federal initiatives that facilitate providing advanced Internet capabilities to small communities. Lines and equipment must be installed so as to meet the goals and objectives of this plan.

**GOAL 2 – Support needed improvements to the Town's transportation networks, including bikeways, walkways and its system of roads.**

**OBJECTIVE 1** – Support the development of new roads or access points to facilitate, in particular, commercial and industrial development and to provide relief on residential streets from truck and employee traffic.

**STRATEGY 1** – Consider road engineering and design strategies on West Main Street to reduce truck congestion downtown and provide multiple access to the redevelopment area.

**OBJECTIVE 2** – Identify priorities for improvements to Scottsville's existing and future roadways and convey these priorities to Albemarle County and VDOT.

**STRATEGY 1** – Encourage new or improved roadways to accommodate changes in traffic resulting from new development. Seek alternative routes/access points to ease the burden on existing roadways adjacent to new development.

**STRATEGY 2** – Participate in the annual process of establishing priorities for secondary road improvements conducted by Albemarle County and VDOT’s Resident Engineer.

**STRATEGY 3** – Improve alignment of Route 20 and Route 726 intersection with installation of a roundabout.

**STRATEGY 4** – Improve alignment of Route 20 and Route 6.

**STRATEGY 5** – Improve alignment of Route 6 and Route 726 intersection.

**STRATEGY 6** – Improve pedestrian safety at intersection of W. Main and Valley St.

**STRATEGY 7** – Improve street safety for all users by utilizing traffic calming measures, painting bike lanes or ‘sharrows,’ striping crosswalks, and improving sidewalks.

**STRATEGY 8** – Identify and improve parking options for town residents and visitors.

**OBJECTIVE 3** – Encourage the inclusion of walkways and bikeways in future road improvements and as stand-alone projects, developing an emerald necklace of paths and trails connecting parks and developed areas.

**STRATEGY 1** – Install multiuse trails connecting the downtown area to the Uptown Commercial Center with walkways and bikeways and to connecting both to residential areas.

**STRATEGY 2** – Encourage sidewalks, walkways, and bikeways in new development to promote walking and biking within the development and to other parts of Town.

**STRATEGY 3** – Encourage donation of conservation easements and/or land to expand Mink Creek Trail north to connect with existing and planned developments in the northern portions of Scottsville.

**STRATEGY 4** – Partner with the Albemarle County Public Schools and Albemarle County to install a walking and bicycling route between the Town and Scottsville Elementary School, potentially utilizing Safe Routes to School funds.

**STRATEGY 5** – Improve accessible trail surfaces within Van Clief Nature Area as the hub of a bike/pedestrian network, with a prominent downtown entry point and connections to existing and new neighborhoods.

**GOAL 3** – Provide for the educational, recreational, cultural, and housing needs and the general welfare of the Town's citizens, and ensure that the Town's lands and facilities serve all of its residents.

**OBJECTIVE 1** – Encourage a broad spectrum of local educational opportunities.

**STRATEGY 1** – Encourage Albemarle County to retain the current elementary school in Scottsville, and to enhance its programs and facilities.

**STRATEGY 2** – Promote continuing education opportunities in Scottsville.

**STRATEGY 3** – Encourage school authorities to consider the educational and community needs of Scottsville’s residents and employ contemporary educational opportunities to better serve the community.

**OBJECTIVE 2** – Consider expanding the recreational opportunities available within the Town of Scottsville for both children and adults.

**STRATEGY 1** – Continue development of Canal Basin Square in conjunction with VDOT, using enhancement funds appropriated for this project, and matching funds from grants and local funds.

**STRATEGY 2** – Become more involved with Albemarle County’s efforts to enhance Dorrier Park and the Scottsville Community Center as county recreational facilities serving all age groups.

**STRATEGY 3** –Develop the 63 acre Van Clief Nature Area in accordance with an adopted master plan to provide low impact recreational opportunities including, but not limited to, pedestrian trails, picnicking, non-motorized boating and handicapped access as part of a larger effort to preserve and utilize the area’s natural resources.

**STRATEGY 4** – Maintain recreational sites and facilities, including Bruce Park and the Levee Walk.

**STRATEGY 5** – Coordinate with Albemarle County and other agencies to plan and develop walking and biking paths connecting the Uptown Commercial Center, the Traditional Downtown (mixed), and all residential areas of the Town, along with greenways linking the Town with adjoining sites, such as the remnants of nearby canal locks.

**STRATEGY 6** – Support the Virginia Outdoors Plan and Albemarle County Greenway Plan to create a trail along the James River from Nelson County to Fluvanna County. This trail will also serve to connect Scottsville to Totier Creek Park as well as provide bicycle access to Hatton’s Ferry crossing.

**STRATEGY 7** – Actively engage with CSX Railroad and other agencies to preserve the natural and historic resources and develop recreational uses of the banks of the James River.

**STRATEGY 8** – Seek to create additional public access points to the James River.

**STRATEGY 9** – Encourage the incorporation of open space for public use in site development plans.

**OBJECTIVE 3** – Provide a rich cultural environment consistent with the community's heritage.

**STRATEGY 1** – Support the Scottsville Branch of the Jefferson-Madison Regional Library, to include the facilities, parking, inventory, and hours of operation.

**STRATEGY 2** – Encourage continued development of the Canal Basin Square, Scottsville Museum, canal locks both up and downstream of Scottsville, and other historic sites as catalysts for the study and appreciation of the area's historic heritage.

**STRATEGY 3** – Encourage the establishment and development of community facilities for the performing and visual arts, including gallery, workshop, and community events/meeting spaces.

**STRATEGY 4** – Encourage the design of future residential neighborhoods that promote the integration of the new development into the existing fabric of the Town.

**STRATEGY 5** – Encourage local organizations that promote the cultural vitality of the community.

**OBJECTIVE 4** – Address the needs of the Town's population groups, including the need for safe, decent, and affordable housing.

**STRATEGY 1** – Accommodate the needs of Scottsville's high percentage of senior citizens.

**STRATEGY 2** – Promote development that encourages affordable home ownership and single-family detached dwellings by working with the Albemarle Housing Improvement Project (AHIP), Habitat for Humanity, and the Fluvanna/Louisa Housing Foundation.

**STRATEGY 3** – Encourage regional housing organizations to develop or rehabilitate high-quality, affordable housing for residents of the Town, such as the Scottsville School Apartments. New affordable housing should be located within walking distance of services and jobs.

**STRATEGY 4** – Encourage development of affordable day care facilities.



Chester, an 1847 historic home in town

### III. Implementation Plan

#### A. Implementation Guidance

The ultimate purpose of economic and community development is to better serve the residents of the Town. Implementation of the goals and objectives should enhance the quality of life of Scottsville's citizens and preserve the Comprehensive Plan's vision for the future of Scottsville as a vibrant small town.

Prioritizing the many goals and strategies of the previous section helps make sense of a complex plan. The table below sorts top priorities by their expected cost and time frame in which can be implemented.

Top Priorities for Action in 2018-2019			
Topic	Strategy	Action	Budget Status
Land Use	Downtown zoning (2.3.1)	Revise ordinance	Staff time only
Economic Development	Bird Street Site (4.1.3)	Developer partnership	Staff time only, plus VHDA grant, no match
Economic Development	Farmers market (1.3.1)	Market renovations	\$30,000 budgeted
Developed Community	Van Clief facilities (4.2.3)	Signs and trails	\$1,500 budgeted
Developed Community	Riverfront (4.2.7)	CSX partnership	Staff time only

Top Priorities for Action in 2019-2020: Looking ahead one fiscal year			
Topic	Strategy	Action	Budget Status
Economic Development	Bird Street Site (4.2.4)	Expedited construction	Staff time only, plus possible CDBG funding
Economic Development	Trails & paths (3.3.2)	New paths	Could budget \$10,000 DCR match possible
Developed Community	Van Clief facilities (4.2.3)	Signs and trails	Could budget \$10,000 DCR match possible
Developed Community	Basin Square (4.2.1)	Exhibits and facilities	Could budget \$10,000 Agency match possible



## **B. Future Land Use Plan**

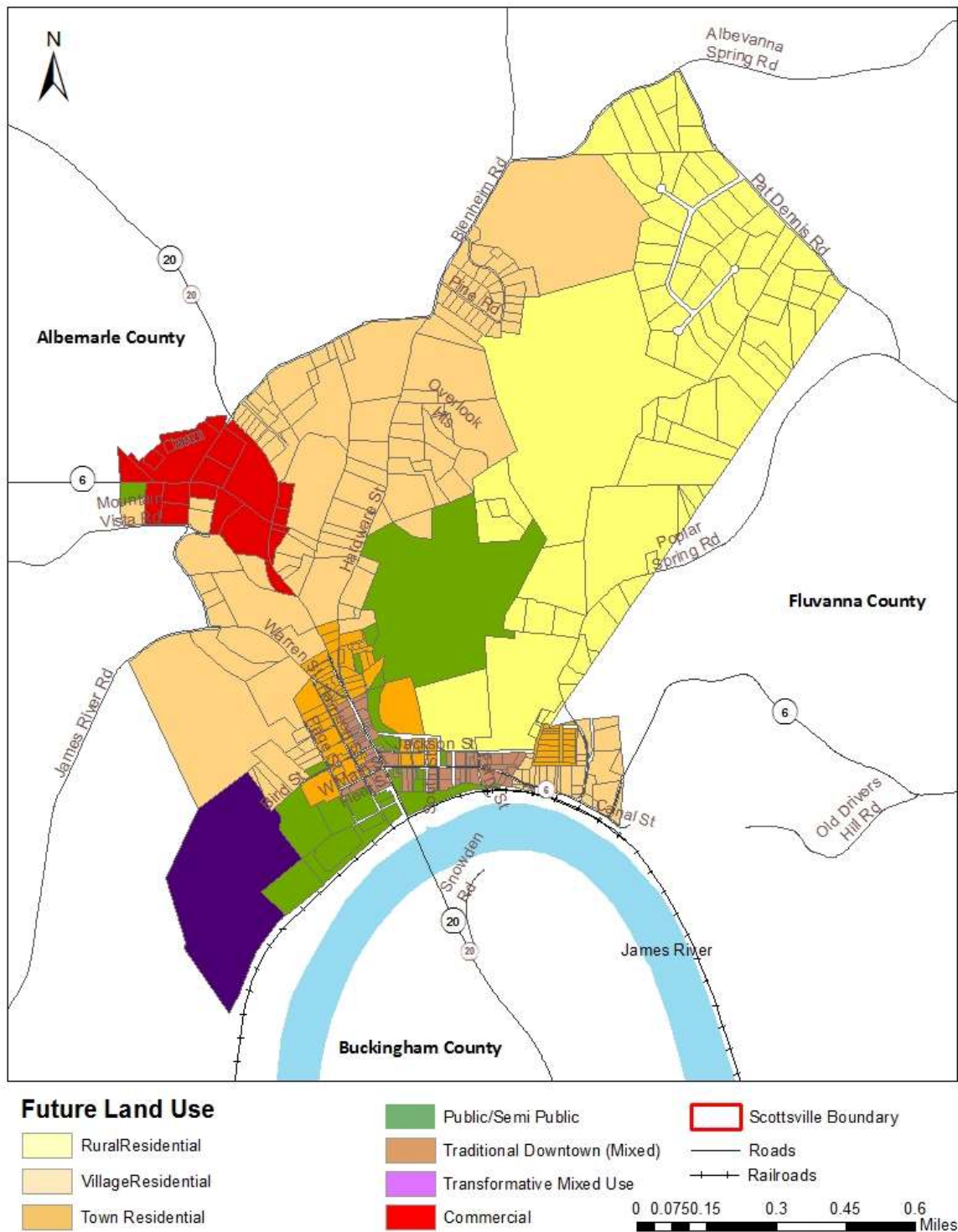
### **1. Summary Statement**

Scottsville's future land use plan includes a balance of residential, commercial and traditional mixed uses, consistent with the goals and objectives set forth in this plan. To that end, the future land uses for residential growth align the density of growth with the location within the Town, with more compact residential appropriate in areas with adequate infrastructure. The downtown area is slated for a fine-grained mixture of commercial, residential, and civic uses, consistent with downtown's historic character and pedestrian orientation. The commercial district in the uptown area is more appropriate for larger-scale and automobile-oriented commercial establishments. The 61-acre former factory site on the river requires detailed master planning and phased implementation of a mix of uses. Industry must be compatible with adjoining areas and not degrade the quality of life of neighboring residents.

The Town of Scottsville wishes to promote regional development that is harmonious and compatible with the future land use plan for Scottsville. The Town recognizes the potential impact any changes in neighboring communities will have on Scottsville, and seeks a continuing dialogue with its neighbors. Thus, the Town shall share this Comprehensive Plan and related codes and ordinances with Albemarle, Buckingham and Fluvanna counties and the Thomas Jefferson Planning District Commission, and encourage all of these entities to give due consideration to the effect of development on the Town of Scottsville.

All sections below are meant to be read in parallel with Future Land Use Map, which defines the locations to which each standard should be applied.

# 1 Future Land Use Map





## 2. Residential Standards

The plan provides for three types of residential development: Rural Residential, Village Residential, and Town Residential. It also provides for consideration of a new zoning classification and certain other alternative development plans.

The low-density *Rural Residential* areas should aid in the protection of the Mink Creek watershed and other natural resources. The overall density in these areas should be less than one dwelling per two acres. Subdivisions within the rural residential areas should be developed on internal roads, incorporating clustering of homes or other creative designs that will ensure maximum open space within the subdivision, and will protect the Mink Creek watershed and other natural resources.

The low-to medium-density *Village Residential* areas are the preferred locations for future residential growth. Allowable lot sizes may be decreased for developments that include clusters of homes and preservation of open space. Alternative development plans allow for a mixture of low, medium and higher density development on large tracts of land, subject to the availability of water and sewer and adequate access. Such plans also encourage open spaces and the preservation of the rural character of the area. Appropriate sections of Village or Rural Residential areas may be candidates for certain alternative development plans should the developer adequately address the various planning issues.

The higher-density *Town Residential* areas are in the immediate vicinity of downtown, and in some cases have direct frontage on the major corridors through the Town. This area may contain the greatest variety of housing types, including single-family detached units, townhouses, and appropriately-scaled apartments. At right is a historic mixed-use building on Main Street which could model and anchor infill construction nearby.



It should be noted that the Future Land Use Map depicts areas as Town Residential that are currently zoned as Village Residential (VR). These parcels were originally developed with lot sizes of one quarter to one half acres per dwelling unit, and are located near the center of Town. The zoning map should be reviewed to determine whether the Town would benefit from designation of a less restrictive zoning classification than Village Residential in the areas mentioned. Appropriate public hearings and comment could then be sought to determine whether rezoning should be recommended.

All residential development, regardless of classification, should preserve existing vegetation to the extent practicable and should follow the natural topography of the land. Development on slopes in excess of 25 percent is discouraged, and all homes should be on a permanent foundation.

## 3. Traditional Downtown Standards

Most of the extent of Valley Street and East Main Street through the heart of Scottsville is labeled in the Future Land Use Map as Traditional Downtown (Mixed). This area is also entirely within the Scottsville Historic District, and is defined as an entrance corridor on the Scottsville Zoning Map.

As the primary commercial and social center of the Town, this area is intended to remain compact, with a fine-grained mixture of uses, including retail, residential, office, workshops, and civic uses. All uses should be small-

scale and pedestrian oriented, matching in character and form the existing uses in the district. The buildings and site layouts should conform to a traditional small-town arrangement, including minimal set-backs, buildings heights of two to three stories, and building facades that engage pedestrians on the streets. The UVA student work of 2017 ([available here](#)) suggests a historic warehouse infill pattern along these lines. This greater intensity of activity should be supported by appropriate infrastructure investment, such as sidewalks, streetlighting and traffic calming. Parking should be predominantly supplied on-street, with potential for additional off-street spaces behind buildings.



The image at left shows an existing active and dense mix of uses in the traditional downtown pattern. The off-street parking lot supports Valley Street businesses which front the street with short setbacks. Walk-up apartments with rear entrances provide affordable workforce housing. The accessory building in the background has another studio apartment. The community celebrates these patterns of downtown activity.

The Scottsville Zoning Ordinance currently does not include a zoning classification that matches this future land use standard. The areas shown on the map are currently zoned as Commercial (C) or Residential (R3), neither of which precisely match the intent of this plan. As stated in the Land Use Goals and Objectives, the Town should adopt a new zoning district that allows greater flexibility in use while preserving the traditional historic form of the downtown area. Elements of form-based code are ideal for this goal.

#### **4. Commercial Standards**

The commercial classification is found exclusively in the uptown area, and it allows for highway-oriented and neighborhood-scale commercial establishments such as supermarkets, fast food establishments, service stations, automotive repair, banks, variety and small-scale department stores, building supply, furniture and appliance stores, recreational facilities, professional offices and medical clinics.

Businesses should be concentrated together or clustered along a common access road to minimize traffic hazards and the visual impact of commercial activity within the Town. Access points to Route 6 and 20 should be limited and shared between multiple individual commercial sites in an area, in order to improve safety and traffic flow on these major roadways. The visual impact should be further minimized through landscaping along public roads, parking lots and property lines. Commercial use adjacent to a residential dwelling should be buffered with natural landscaping. Throughout this district generally, signs should have a minimal impact on the character of the area.

#### **5. Industrial Standards**

Limited, light industry with acceptable low levels of noise, air, water and lighting pollution and impact on road use is considered appropriate for Scottsville. Research and technical manufacturing and other low impact light industry are examples of appropriate uses. Industrial development should have adequate roadway access

from a major collector or arterial roadway and should avoid traffic through residential areas. Industrial sites should be buffered from adjacent properties with appropriate setbacks and landscaping. Access to public utilities, especially water and sewer, are required for light industrial development. Heavy industry is not considered appropriate for Scottsville.

## 6. Alternative Development Plans

Certain parcels of land, within any of the above mentioned districts, may be candidates for alternative development plans, should the developer adequately address the various planning issues. Alternative development plans are intended to encourage sensitivity toward the natural characteristics of the site and toward impact on the surrounding area in land development. More specifically, this type of development is intended to promote economical and efficient land use, appropriate and harmonious physical development, and creative design consistent with the best interest of the Town and the area in which it is located.

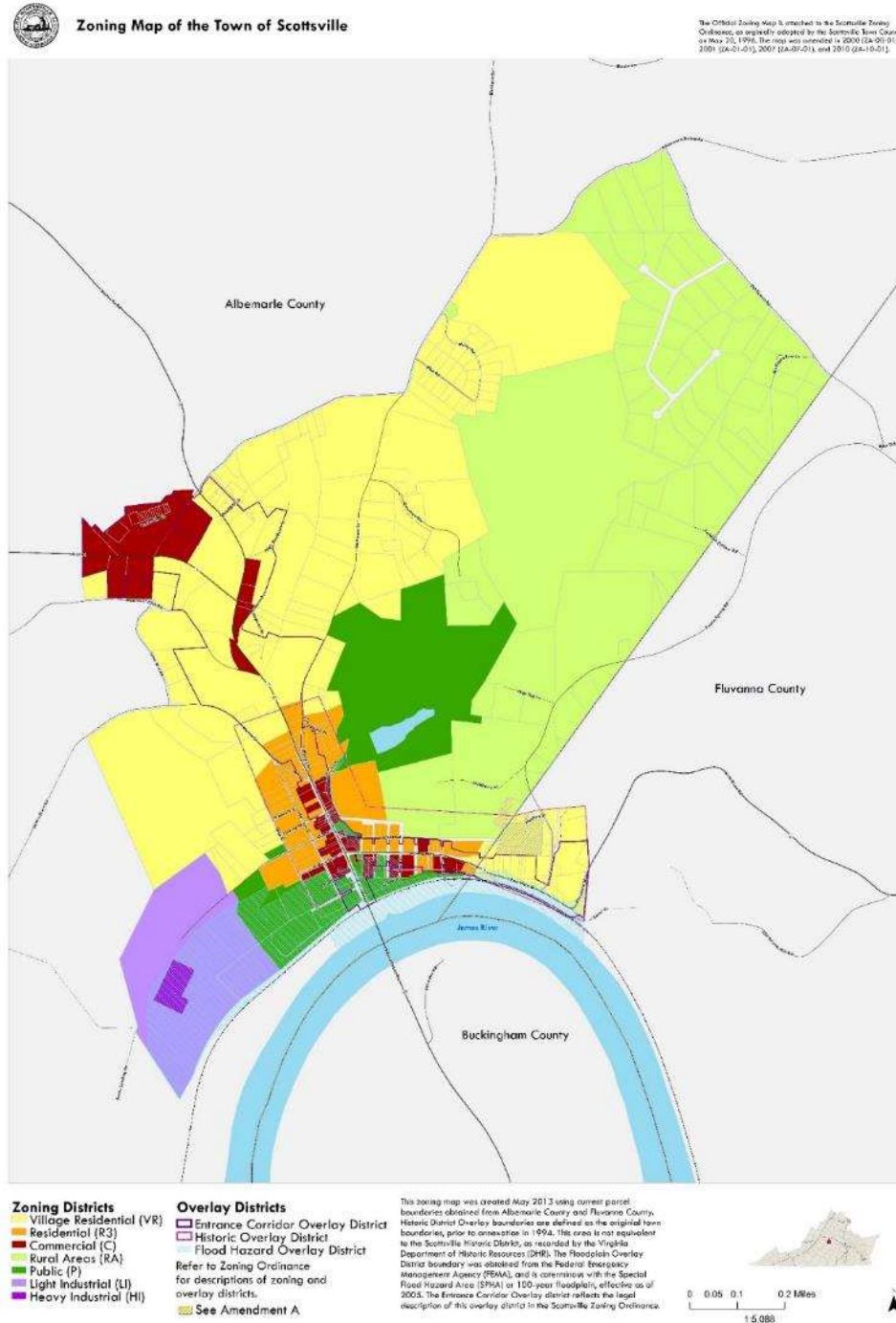
Such development should occur on internal roads to establish a sense of place and maintain safe ingress and egress to and from the development. Development should include open space for recreation, pedestrian access and protection of the rural, small-town character of Scottsville. Development should also include bikeways and walkways to recreational and commercial sites wherever practicable. A limited amount of neighborhood-scale commercial development, in keeping with the local community, will be considered within the development. Appropriate commercial development might include professional and medical offices or facilities, or conference or retirement facilities, and residences should be buffered using natural landscaping.

In particular, a transformative mixed-use redevelopment of the former factory at Bird St. would require this comprehensive approach. A 61-acre site with varied terrain and an older building needs a master plan for progress to occur. Set off some distance from the downtown area, mixed uses on the site could accommodate a variety of housing types and incomes, offices, and basic services. Ample green space would protect the floodplain, and trails could minimize the need for cars.



## Zoning Overview

The Town's zoning ordinance has the force of law and serves to improve the health and welfare of the community by regulating the use of the property in town. A zoning appendix follows at the end of this plan, and Town zoning ordinances are available at the town office and [online](#).





## **IV. Background Information**

### **A. Scottsville's Relationship to Neighboring Counties**

Scottsville recognizes the impact the Town and its neighbors have on each other, and encourages a continuing, mutually cooperative relationship with Albemarle, Fluvanna, and Buckingham counties.

Scottsville, like other incorporated towns in the Commonwealth of Virginia, remains a part of its host county – in Scottsville's case, two counties: Albemarle and Fluvanna. The portion to the northwest of the Albemarle/Fluvanna County boundary line, wholly within Albemarle County, comprises approximately 961 acres and 554 residents; the portion to the southeast of the Albemarle/Fluvanna County line that lies within Fluvanna County includes approximately 18 acres and 19 residents.

Scottsville property owners, residents, and business owners pay real estate and property taxes to that county in which their property lies at the tax rate charged throughout their respective counties. For their part, the counties are obliged to provide to Scottsville residents and property owners the same level of service provided to other county residents and property owners, including primary and secondary education, police protection (supplemental to the Town's Police Department), fire and rescue protection, social services, library services, park and recreational services, and the like.

The Code of Virginia also permits towns to collect both real estate and property taxes. Although this authorization provides a potential additional source of revenues, Scottsville ceased collecting these taxes once the boundary adjustment took effect on January 1, 1994. Scottsville derives most of its revenues from utility taxes, meals tax, business license taxes, bank franchise tax, locality share of sales taxes collected by the state, transient occupancy tax, and the sale of automobile decals to residents. These are taxes that would otherwise be collected by Albemarle County and Fluvanna County; therefore, collection of these taxes by the Town imposes no added tax burden on the taxpayers of Scottsville.

## B. Demographic Information

### 1. Population Trends and Characteristics

In 2016, the U.S. Census Bureau estimated a total population of 580 for the Town of Scottsville. The Cooper Center's 2017 estimate, a less precise measure, estimated 594 residents. The historic population trends show modest population growth of roughly 2 percent per decade occurring in the Town starting in 2000. Before this, the Town had been losing population at a rate of roughly 15% per decade. It should be noted that the Town boundary adjustment that occurred in 1994 complicates any comparisons between 1990 and 2000.

**TABLE 1**  
**Population: 1950 – 2011**  
**Town of Scottsville, Albemarle County, Fluvanna County, and Buckingham County**

	Scottsville	Fluvanna County	Albemarle County	Buckingham County
1950	396	7,121	26,662	12,288
1960	353	7,227	30,969	10,877
1970	290	7,621	37,780	10,597
1980	234	10,244	55,783	11,751
1990	239 (521*)	12,429	68,040	12,873
2000	555	20,047	79,236	15,623
2009	629	25,162	92,866	15,932
2010	533	25,308	96,633	16,874
2011**	487	25,599	97,978	17,021
2014	513	25,945	101,883	17,072
2015	546	26,014	103,108	17,068
2016	580	26,046	104,287	17,030
2017**	594*	26,467	107,697	16,957

\* based on an average growth rate of Scottsville's 2010-2016 population data from the American Community Survey, US Census

\*\*2017 population estimates are from the UVA Weldon Cooper Center for Public Service.

Source: U.S. Census American Community Survey 5-year estimates; UVA Weldon Cooper Center for Public Service.

The Virginia Code requires Comprehensive Plans to project population growth over the time horizon of the plan. The Weldon Cooper Center, the official population projection entity in the Commonwealth of Virginia, does not perform projections on Towns of less than 5,000 population. It should be noted that projections for any community the size of Scottsville are very tenuous, as any single change could have a substantial impact on growth rates.

Nevertheless, the following table depicts a simplified population projection, based on the assumption that the Town will continue to grow at the rate of growth it experienced between 2000 and 2010.

**TABLE 2: Population Projections: 2020 – 2040**  
**Town of Scottsville, Albemarle County, Fluvanna County, and Buckingham County**

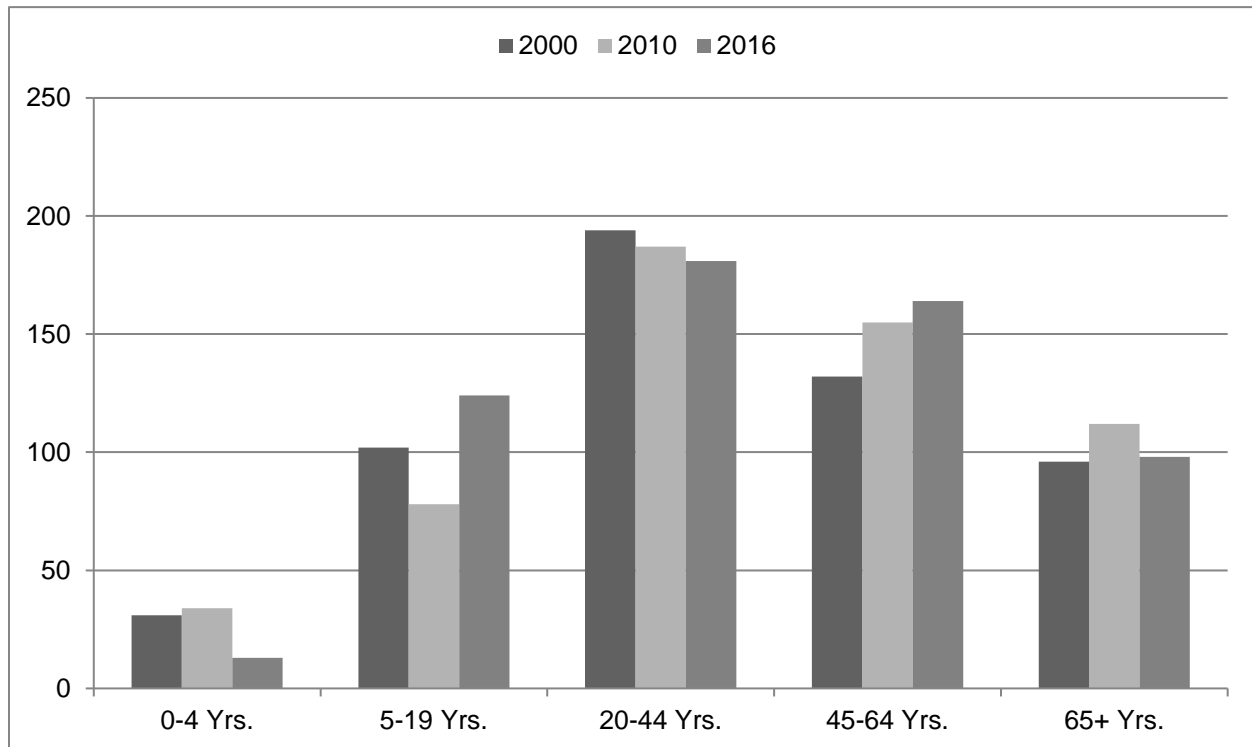
	Scottsville	Fluvanna County	Albemarle County	Buckingham County
<b>2010 Actual</b>	533	25,691	98,970	17,146
<b>2020 Projected</b>	622*	26,546	110,669	16,815
<b>2030 Projected</b>	726*	30,410	126,988	17,602
<b>2040 Projected</b>	848*	33,774	141,221	18,129

\* based on an average growth rate of Scottsville's 2010-2016 population data from the American Community Survey, US Census

Source: UVA Weldon Cooper Center for Public Service

**Population by Age.** The work-age population – ages 18 to 64 – was the largest subgroup of Scottsville's population, with 60 percent of the total population. The share of the population in this age group remained constant between 2000 and 2016 but shifted towards the older end of the cohort. The jump in school-age residents in town from 2010 to 2016 is notable. The Town of Scottsville is experiencing a demographic shift that is consistent with the region, and the nation as a whole.

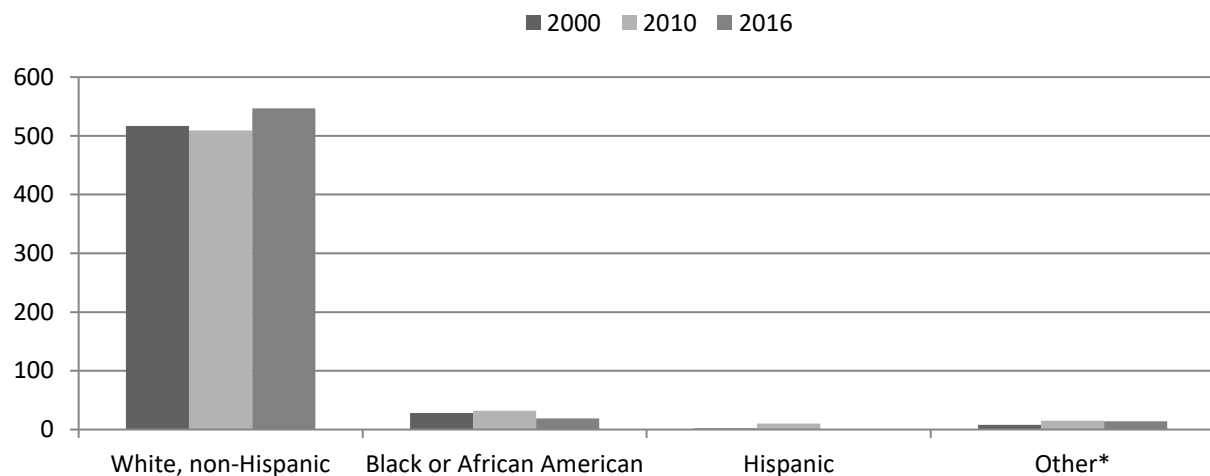
**CHART 1: Population by Age: 2000 – 2016**  
**Town of Scottsville**



Source: U.S. Census American Community Survey 5-year estimates

**Population by Race.** Scottsville residents are predominantly (90 percent) white, non-Hispanic. The proportion of non-white and Hispanic people is significantly lower than that of surrounding areas. By comparison, the 2010 percent of white, non-Hispanic residents in the tri-counties are: Albemarle –78 percent, Fluvanna – 79 percent, and Buckingham – 61 percent. The racial and ethnic characteristics of the Town remained similar between 2000 and 2010.

**CHART 2: Population by Race, 2000 – 2016**  
**Town of Scottsville**



\* includes Asian, Native Hawaiian and Other Pacific, and Two or More Races.

Source: U.S. Census American Community Survey 5-year estimates

Source: US Census Bureau

**Households.** Of the 281 households within Scottsville in 2010, 48 percent are defined as family units (two or more people related by blood, marriage, or adoption); 42 percent are the householder living alone, of which 42 percent are over 65 years in age. Some 21 percent of households have children, and 32 percent include individuals 65 years or older. There were 15 single-female households with children and 7 single-male households with children. The average family is comprised of 2.8 individuals.

Relative to the tri-county area, these statistics reflect a greater fraction of residents living alone and a somewhat older population. Between 2000 and 2010, the number of families in the Town decreased both as a proportion of all households and in absolute numbers. A greater number of households are living alone, of all ages, or with unrelated individuals.

**Education.** Between 2006 and 2011, Scottsville had 63 residents enrolled in school (pre-school through graduate school). Of these, 20 were enrolled in college or graduate school. Of residents 25 years or older, 72 percent have completed high school and 31 percent have a college degree. These percentages are comparable to those of the adjoining areas. Between 2000 and 2010, the number of High School degree holders dropped somewhat, but the number of bachelor degree holders increased.



## 2. Economy

A strong local economy is important for two basic reasons. First, an economic base provides goods, services, and employment for the Town's residents, without requiring residents to commute long distances for services and for employment. Second, a strong economic base generates tax revenues which pay for services needed by the Town's residents.

**Income of Residents.** Residents in the labor force comprise 59 percent of the total adult population. This is somewhat less than the 63 percent for all of Albemarle County and 62 percent in Fluvanna. Residents earn a median income of approximately \$40,900 – considerably less than the median incomes of \$65,900 and \$68,600 in the respective counties, but a significant improvement from the Town's median household income of \$31,000 in 2000. For HUD purposes, Albemarle's median household income is \$76,600.

Unemployment has grown in the Town of Scottsville, much as it has elsewhere in Virginia, but it remains low relative to other areas. Of all individuals in the labor force, 3.7% are unemployed, a percentage consistent with surrounding counties.

A total of 115 households receive social security income (average \$12,800), 10 receive supplemental security income (median \$11,300), and 55 receive retirement (median \$13,200), and 30 receive public assistance in the form of food stamps/SNAP benefits. Some 18 percent of families fall below the poverty level. About a quarter of all families with children are below the poverty line, as are over half of all female-headed households in the town.

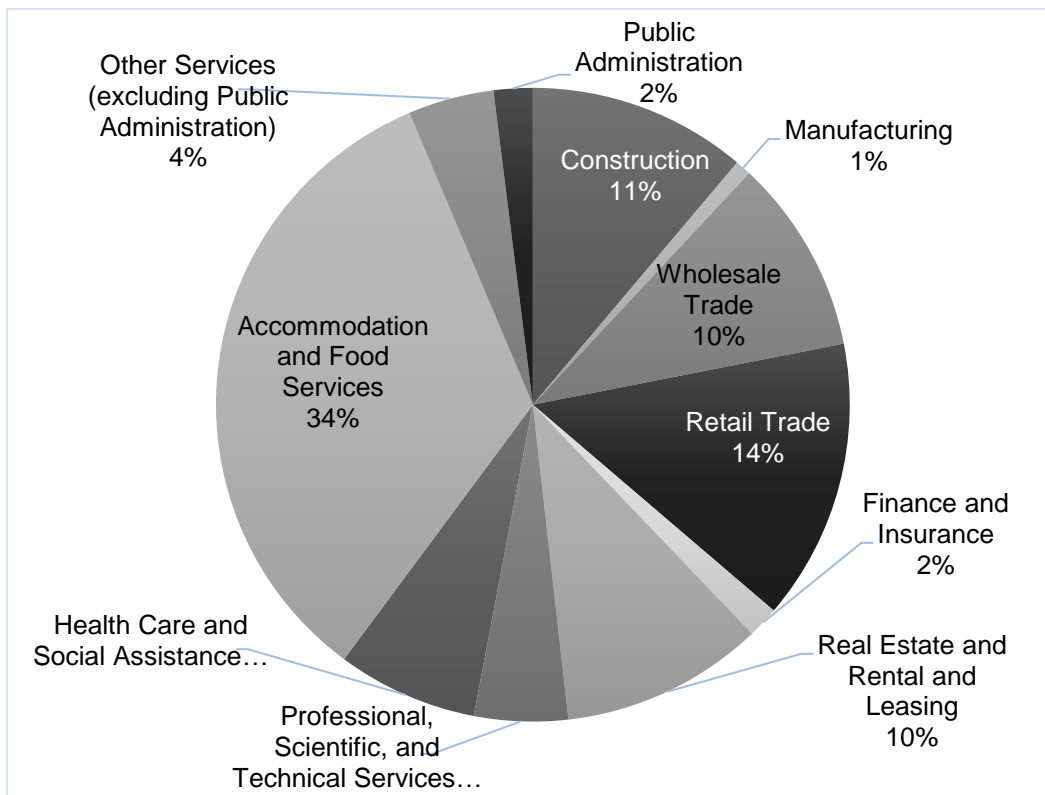
**Employment:** In 2010, the U.S. Census Bureau reported a total of 244 jobs located within the Town of Scottsville, and the number of jobs has fluctuated between the low-200s and low-300s over the last ten years. A loss of 121 manufacturing jobs occurred in 2009 with the closure of the Hyosung Tire Plant, but most other sectors have seen a growth in jobs, blunting the overall effect of this loss on the Town's employment base. A majority of the jobs are located in the downtown of Scottsville, with a secondary job cluster also appearing to the north of the intersection between Irish Road (Route 6) and Scottsville Road (Route 20).

**Employment by Industry:** Scottsville has a diverse range of employers, representing most of the major industry categories present in the region. Over the last decade, many of the employment trends that characterize the region also hold true from Scottsville. Overall, manufacturing and construction have been dropping, while retail and food service accommodations have been increasing. The service-sector industry now comprises almost half of all jobs in the Town.

**Employee Characteristics.** Town of Scottsville's workforce includes workers of all ages, but it has been getting younger over the last decade. While roughly 20% of the workforce was under the age of 29 in 2004, this has grown to 34% by 2010. The proportion of the workforce that is over 55 has stayed relatively constant at roughly 20%.

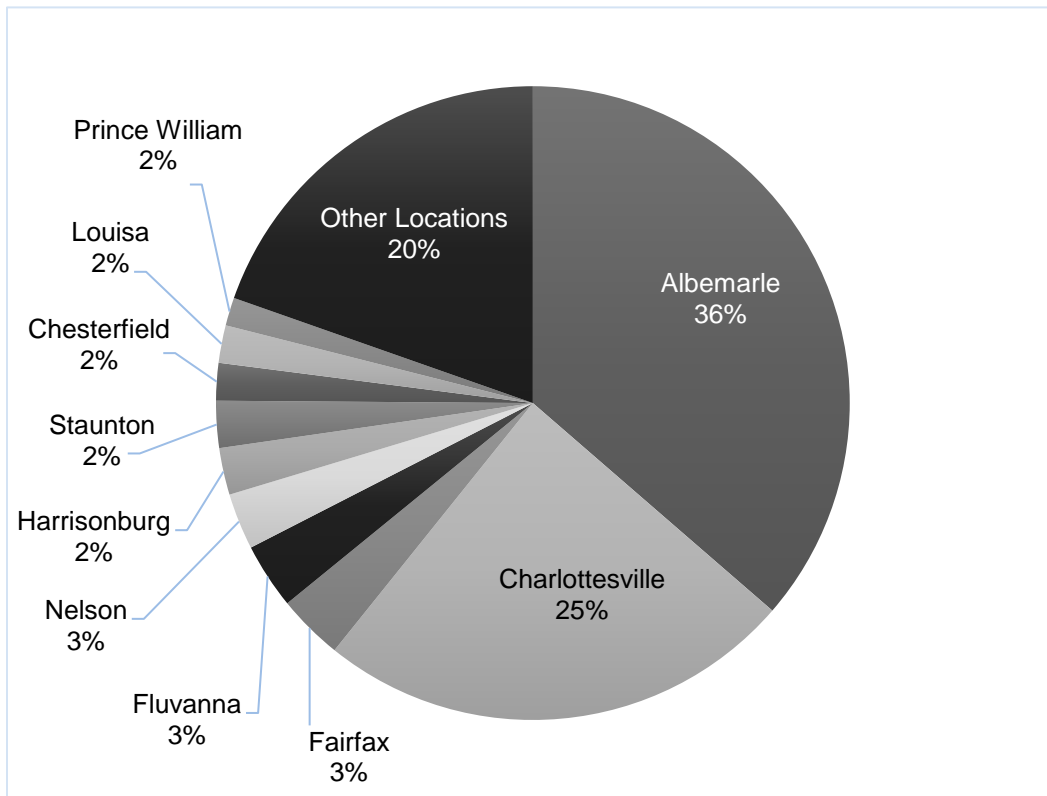
The share of jobs paying lower wages (less than \$1,250 per month) has increased over the last ten years, and now comprises almost half of the workforce. At the same time, high-wage jobs (greater than \$3,333 per month) have remained relatively constant. Middle-income positions have been in decline. The racial composition of the Town's workforce is similar to that of Town residents, with 83% of workers being White. Of all workers in the Town, 57% are female.

**CHART 3**  
**Percentage of Total Jobs in Scottsville by Industry: 2015**  
**Town of Scottsville**



**Commuting Patterns.** With two commercial centers in Scottsville – the downtown and uptown commercial centers – many Scottsville residents have the opportunity to work close to their residences. In fact, the number of people who work within the Town (244) is very similar in size the number of Town residents who work (239). However, most Town residents commute to work at a more distant location, while other non-residents commute in to work within the Town of Scottsville. In 2010, only 3.2% of Scottsville residents worked within the Town boundaries (not including those who worked from home).

**CHART 4**  
**Locality of Employment for Scottsville Residents: 2015**  
**Town of Scottsville**



The majority of residents of the Town of Scottsville commute into the Charlottesville area, including portions of Albemarle County along US 29 and Pantops along US 250.

Of all working Scottsville residents, the Census Bureau reports that 70% drive alone to work, another 15% walk to work, and 12% carpool. The regional transit service JAUNT operates a weekday commuter route that is used by Scottsville residents for daily travel into Charlottesville. As of March 2013, an average of 14 regular commuters use this transit service.

*Batteau Festival, photo credit Parker Michels-Boyce*

**Tourism.** Given Scottsville's special heritage and its many recreational resources, it is, and can continue to be, a beneficiary of the region's tourists. Scottsville's link to America's founding river should be highlighted as the James River continues to be the greatest resource of the town. With the recent completion of streetscape enhancements, the town will continue to revitalize the historic area and to enhance the natural resources of the town and surrounding areas.



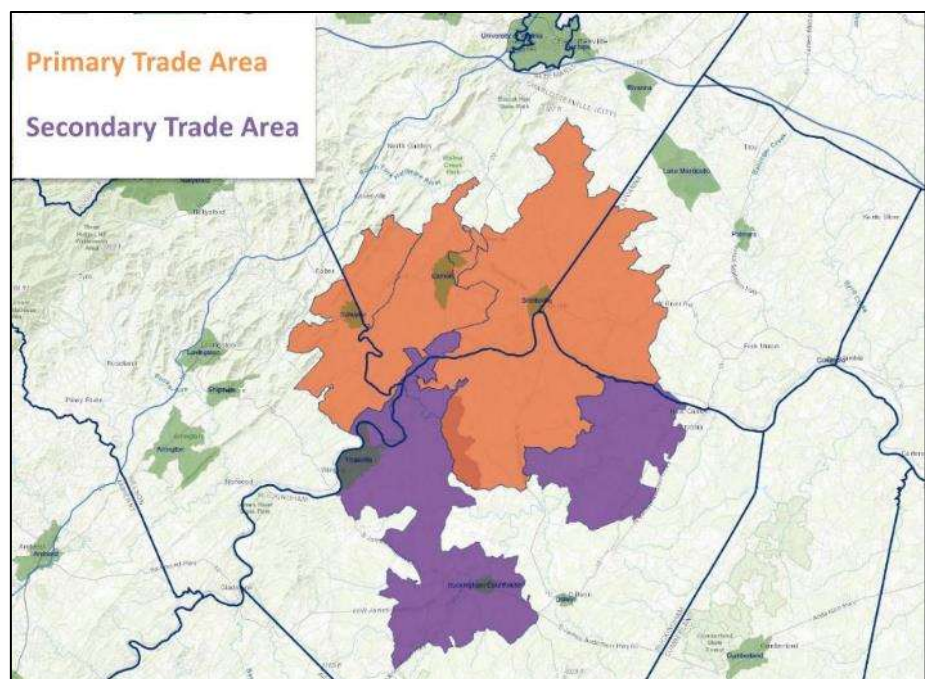
Sites such as Canal Basin Square, the Hatton Ferry, Levee Walk, Van Clief Nature Area (and developing trail system), Pine Knot, and other attractions benefit residents and tourists alike. History-based tourism develops the legacies of local historical figures important to our town and region, including: Lottie Moon, Presidents Teddy Roosevelt, Thomas Jefferson, James Madison, James Monroe, and events such as the March 1865 Union incursion in the town and events related to the Revolutionary War. The Scottsville Museum hosts many exhibits that showcase the Town's history, and a Walking Tour has been created to highlight many points of interest.

The James River is the primary destination for recreational tourists with several outfitters operating in and near the Town to provide tubes, kayaks, canoes, guided river trips, and/or offer supplies. Scottsville is a premier destination for tubing and as such offers several thousand yearly tourists a chance to both experience a fun day on the James River and a possible stop in Scottsville. A public boat launch, operated by Virginia Department of Game and Inland Fisheries (DGIF), is located near downtown Scottsville. Birding and wildlife trails are located within the Town and in the surrounding areas. Totter Creek Park and the Hardware River Wildlife Management Area are located nearby, with hiking trails and fishing access. The Hardware River (WMA) also offers hunting and a delayed trout harvest program. A few privately operated campgrounds are also nearby.

Many businesses clearly benefit from commerce with tourists. Numerous events both benefit from and attract tourists, such as the annual James River Bateau Festival; Fourth of July parade and fireworks; Farmers' Market; Scottsville Center for Arts and Nature; and other cultural events. New restaurants, the recently completed streetscape project, the James River Brewery and Thistle Gate Winery also offer a diversity of experiences for those visiting in or near the town.

**Retail and Marketing.** The Town commissioned market studies in 2007 and 2018 to understand the retail and accommodations market within Scottsville. Scottsville establishments serve a mostly local market. About half of all customers in Scottsville stores live within the ZIP code, and about 12% are visitors from beyond the nearby area. Seven of every eight Scottsville customers come from the trade area in the map below. By comparing the market potential in the region with actual sales, the study projects that Scottsville could support an additional 70,000 sq. ft. of retail: the strongest opportunities are in general retail, restaurants & bars, pharmacy & medical, and clothing stores. Scottsville has a broad and diverse market and should attempt to provide a variety of business, retail and restaurant offerings to meet the needs of its customer base.

### ***Scottsville Market***



### 3. Housing

Information on housing is useful for determining the type of housing needed by Town residents, for identifying substandard housing in need of rectification, and for guiding future residential development. A case in point for the latter is the requirement to address the housing and care facility needs of the elderly. Most of the data in this section comes from the 2012-2016 American Community Survey.

**Housing Types and Tenures:** There are 337 housing units in the Town of Scottsville, of which 256 are occupied year-round. Of all units, 74% are detached single-family homes, and the median home has 5.7 rooms, up from 5.1 rooms in 2000.

There are 147 owner-occupied homes in the Town, or 57% of all units, and 109 Renter-occupied homes. The homeownership rate has increased since 2000, when 44% of all homes were owner-occupied. Owner occupied homes have slightly more people living in each unit on average (2.44), than renter occupied homes (2.00). This is a change from the 2000 data, which showed rental households as larger: Scottsville has seen an influx of home-owning families with children.

**TABLE 3**  
**Comparative Housing Value of Owner-Occupied Units: 2016**  
(Boxes highlight most common value range in locality)

	Albemarle County	Bucking- ham County	Fluvanna County	City of Charlottes- ville	Town of Scottsville
Less than \$50K	4.1%	12.9%	3.9%	3.0%	1.4%
\$50K to \$100K	2.3%	25.6%	3.4%	2.2%	9.5%
\$100K to \$200K	5.5%	20.6%	12.9%	6.0%	10.9%
\$200K to \$300K	10.3%	18.0%	22.4%	11.0%	27.2%
\$300K to \$400K	24.9%	14.5%	30.6%	34.6%	32.0%
\$400K to \$500K	29.0%	7.0%	19.6%	28.5%	17.7%
\$500K to \$1M	18.9%	1.4%	7.0%	12.6%	1.4%
\$1M or more	5.2%	0.0%	0.2%	2.1%	0.0%

Source: U.S. Census American Community Survey 5-year estimates

**Substandard and Overcrowded Housing.** Substandard housing is traditionally measured by three factors: (1) lacking complete plumbing facilities; (2) lacking complete kitchen facilities; and (3) overcrowding. Overcrowding is defined as housing units with more than one person per room. The 2007-2011 American Community Survey recorded no substandard housing in the Town of Scottsville, by any of these measures. ARB and code enforcement ensure quality and design. For accessibility or maintenance concerns which do not reach the level of “substandard,” agencies such as AHIP support repairs and improvements.

**Housing Values and Costs:** While housing quality has improved in Scottsville over time, as it has in much of the region, the issue of housing affordability has taken its place as the dominant social housing challenge. Home values in Scottsville have increased dramatically over the past several decades, a downturn in the late-2000’s

notwithstanding. The median value of an owner-occupied home in Scottsville grew from \$99,600 in 2000 to \$202,300, as recorded in the 2012-2016 American Community Survey. Home values in Scottsville are slightly lower than those of Albemarle County and the City of Charlottesville, and roughly on par with home values in Fluvanna County. Scottsville has a notable opportunity to provide affordable housing opportunities in a strong market at a range of price points and lifestyle to assure affordability for all residents.

Of all homeowners in the Town, 29% are spending what is traditionally considered an excessive amount of their income on housing costs (more than 30% of household income). This is similar or slightly better than the surrounding counties, where over a third of homeowners have an unaffordable housing situation.

**Rents:** Rents have also increased in Scottsville over the previous decade. The median gross rent, which is the contract rent plus utilities, in 2000 was \$380 per month. By 2016, this median grew to \$763 per month. Since renters do not receive the equity benefits of this increase in the same way that homeowners do as the value of their home increases, a larger number of renters are facing difficulties affording their housing. Of all renters in the Town, 46% are spending an excessive portion of their income on housing costs.

**TABLE 4**  
**Scottsville's Gross Rents and Housing Costs as a Percentage of Household Income: 2016**

Renters' housing cost as a share of income		101 renter occupied homes	Owner occupied housing costs as a share of income		147 owner occupied homes
Less than 20.0 %		46	Less than 20.0 %		72
20.0 to 24.9 %		6	20.0 to 24.9 %		21
25.0 to 29.9 %		3	25.0 to 29.9 %		12
30.0 to 34.9 %		15	30.0 to 34.9 %		10
35.0 % or more		31	35.0 % or more		32
Not computed		8			

Source: U.S. Census American Community Survey 5-year estimates

Charlottesville and Albemarle County have a widely publicized shortage of affordable housing, often described by experts as a crisis. At this time, Charlottesville is researching and quantifying the problem and will likely identify a shortage of several thousand homes for low-income and middle-class households. Constructing these homes is a hundred-million-dollar problem. The economic effects ripple widely. We see commuting to Charlottesville from far into Amherst, Buckingham, and Madison counties, which overloads roads and, for many families, simply replaces housing cost stress with increased transport or childcare expenses. Critical employers such as Sentara Martha Jefferson Hospital and the Albemarle Police Department describe recruiting and retention problems as workers live too far from their jobs. In such a context, Scottsville has opportunities –and responsibilities –to develop a fair share of workforce housing.

Below: a historic mixed use building with workforce-affordable housing downtown.



The Thomas Jefferson Planning District Commission publishes a housing study related to its federal HUD requirements. This report has affordable housing targets useful for Scottsville. For owner-occupied homes, there is strong need and demand for three-bedroom homes priced around \$250,000. Such homes are affordable to a family of four with total income of \$61,300 (“80% AMI” per HUD). They would also tend to increase the median home value in Scottsville. For apartments, a significant need is for two-bedroom apartments with rent around \$850. Such rented homes are affordable to a family of two people with total income of \$30,650 (“50% AMI”).

**TABLE 5**  
**Comparative Gross Rents of Renter-Occupied Units: 2016**  
**(Boxes highlight most common rent range in locality)**

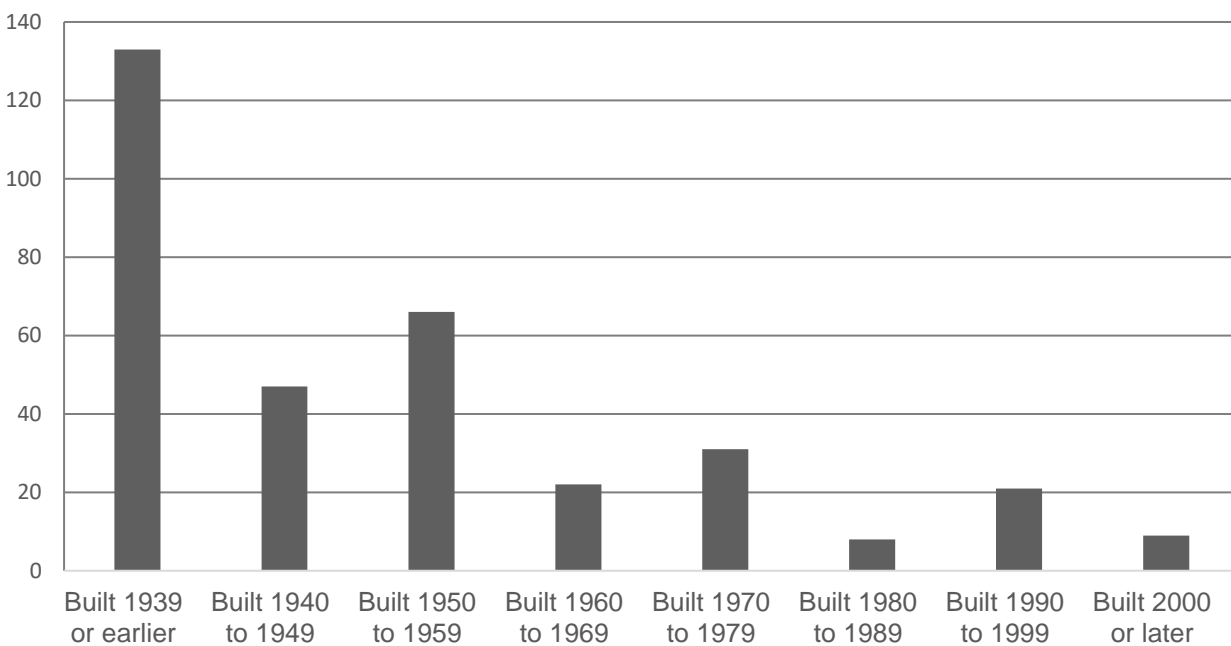
	<b>Albemarle County</b>	<b>Bucking- ham County</b>	<b>Fluvanna County</b>	<b>City of Charlottes- ville</b>	<b>Town of Scottsville</b>
<b>Less than \$500</b>	3.1%	15.3%	0.4%	7.9%	37.6%
<b>500 to \$999</b>	29.6%	65.4%	24.9%	39.5%	40.6%
<b>\$1,000 to \$1,499</b>	45.4%	17.1%	55.9%	36.3%	21.8%
<b>\$1,500 to \$1,999</b>	16.5%	0.9%	15.3%	9.4%	0.0%
<b>\$2,000 to \$2,499</b>	3.5%	0.0%	2.9%	3.3%	0.0%
<b>\$2,500 to \$2,999</b>	1.1%	0.0%	0.0%	2.2%	0.0%
<b>\$3,000 or more</b>	0.8%	1.3%	0.6%	1.4%	0.0%

Source: U.S. Census American Community Survey 5-year estimates



**Age of Structures:** The Town of Scottsville is historic in character. Despite a housing construction boom in the 1970's and another smaller one in the 1990's, most of Scottsville's current housing stock dates back prior to the 1960's.

**CHART 5**  
**Structures by Year Built: 2007-2011**  
**Town of Scottsville**



Source: U.S. Census American Community Survey 5-year estimates

Below: the 1963 century post office downtown.





## C. Existing Land Use

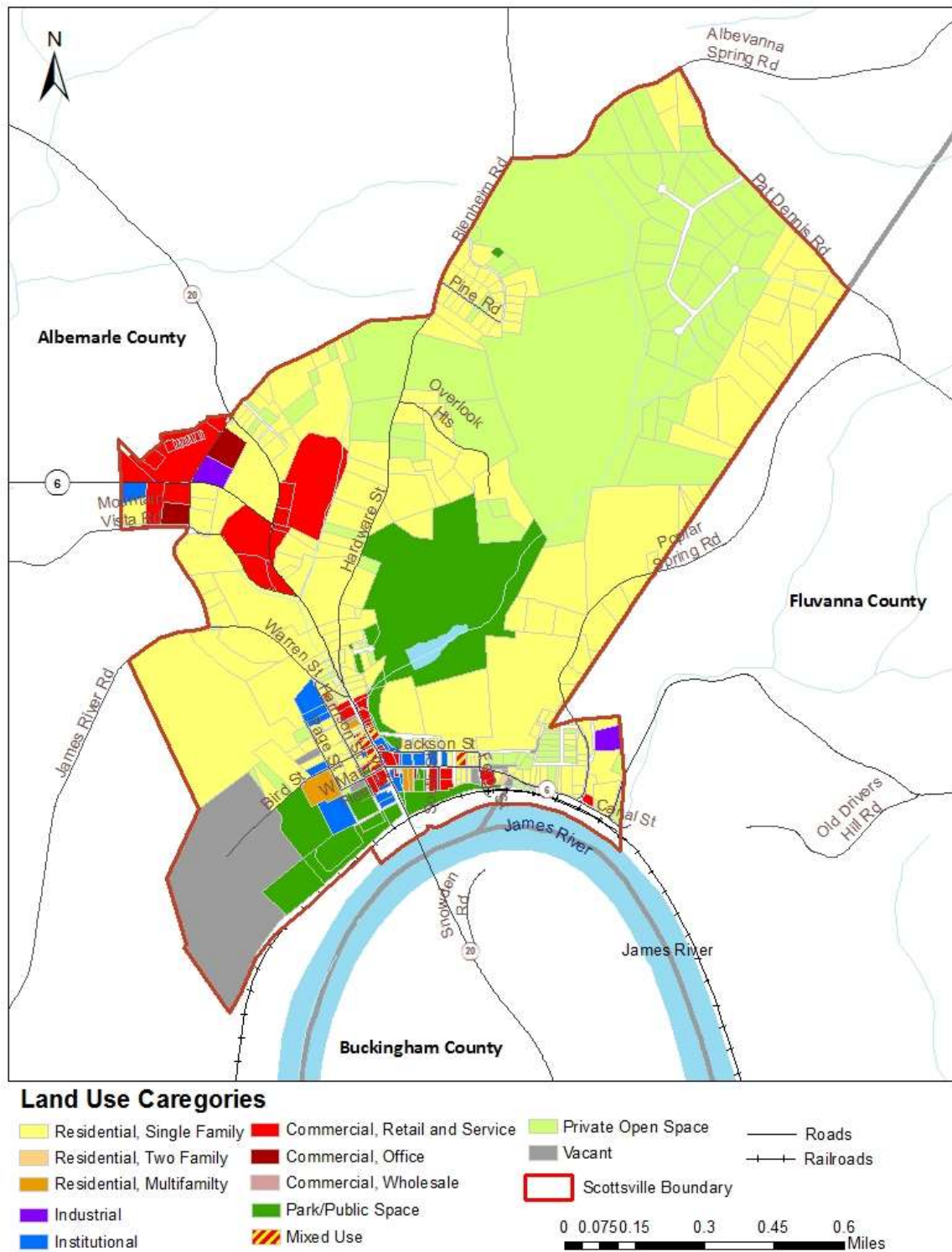
The Town of Scottsville includes 977 acres of land situated at a horseshoe bend in the James River. The natural resources of this land are detailed below in Section D. This section describes how the land is used by humans, as divided into roughly 450 parcels.

The Existing Land Use Map for the Town of Scottsville identifies the current uses of parcels of land as of April 2013. It does not necessarily relate to the zoning classification of the parcel, which sets the legal requirements that would apply for new construction or certain modifications. The existing land use classification also differs from the future land use classification, presented earlier in the plan. The former is descriptive, while the latter is prescriptive.

The Existing Land Use Map serves as the starting point to making consistent future land use decisions. If new uses are proposed, this information helps determine whether they are consistent and compatible with adjacent and nearby uses. The land use categories used are as follows:

1. **Residential**
  - a. **Single Family Residential:** Parcels with a single dwelling unit, not physically connected to any other residential or non-residential uses.
  - b. **Duplex or Attached Residential:** Parcels with physically attached dwelling units or two units on the same parcel.
  - c. **Multifamily Residential:** Parcels with three or more dwelling units.
2. **Commercial**
  - a. **Commercial Retail or Restaurant:** Parcels with primary use of selling a good or service directly to a customer, including food and lodging.
  - b. **Commercial Office:** Parcels with an office function, not primarily for providing direct service to customers.
  - c. **Commercial Wholesale:** Parcel with a use of distributing goods to retailers or other professional businesses.
3. **Industrial:** Parcels used for manufacturing, repair and servicing, equipment storage, and warehousing,
4. **Public Use**
  - a. **Institutional:** Parcels with structural use and with general public access, including schools, churches, community centers, museums.
  - b. **Park/Public Space:** Parcels with land in a predominantly natural state with public access.
5. **Mixed Use:** Parcels with a combination or categories, especially residential and commercial.
6. **Agriculture or Open Space:** Parcels in private ownership kept in a predominantly natural or agricultural state.
7. **Vacant:** Parcels that have been previously improved but are not currently being utilized.

## 2 Existing Land Use Map



### 3 Existing Land Use Map [Downtown Inset]



The following are descriptions of how each of these land use categories are currently manifest within the Town:

## **1. Residential**

The majority of Scottsville's residential uses are of single family nature. In the downtown area home lots of relatively compact, and a few small apartments or attached dwellings are interspersed throughout, organized in a traditional small town arrangement along a grid. Aside from a very few vacant lots, there is little room for additional residential development within the downtown area unless upper story space of existing commercial businesses is converted to residences.

Outside of the downtown, residences have a mostly rural character. The area west of Valley Street is primarily residential. Hardware Street (Route 795), from its intersection with Valley Street towards Albevanna Spring Road (Route 622) is primarily residential, as is James River Road (Route 726) between Hardware and Valley Streets. An additional area of residential concentration is along the Fluvanna County border, east of the downtown area.

## **2. Commercial**

Scottsville has two commercial districts: downtown, which includes the Historic District on Valley and Main Streets, and uptown, in the Irish Road/James River Road area and extending eastward to the entrance corridor of Valley Street. The downtown center has a diversity of commercial establishments, including retail stores, restaurants, and real estate sales offices. Village Square Shopping Center anchors the uptown commercial center.

## **3. Industrial**

The only major industrial site in the Town of Scottsville is currently vacant. The site is comprised of 53 acres directly to the west of downtown Scottsville. The parcel is currently zoned for light and heavy industry.

## **4. Public Use**

Public use spaces include both buildings that have a community function and parks or open land intended for public access. These include: the Victory Hall municipal building and parking lot, Scottsville Museum, Jefferson-Madison Regional Library, Canal Basin Square, Scottsville Community Center, Dorrier Park, Van Clief Nature Area, Bruce Park, a public boat landing and numerous churches.

## **5. Mixed Use**

The mixed use parcels in the Town of Scottsville are concentrated along Valley Street on the west side of the street through the heart of downtown. In most cases, commercial establishments have residences on the second-floor, following the traditional pattern for American main streets.

## **6. Agricultural/Forestal**

A substantial portion of the land in Scottsville is open land. Some is used for farming, primarily grazing pasture, some is forested and some is nonagricultural open areas. These lands lie primarily to the north and east, but others are distributed throughout the Town.

**TABLE 4**  
**Existing Land Use by Type**  
**Town of Scottsville**

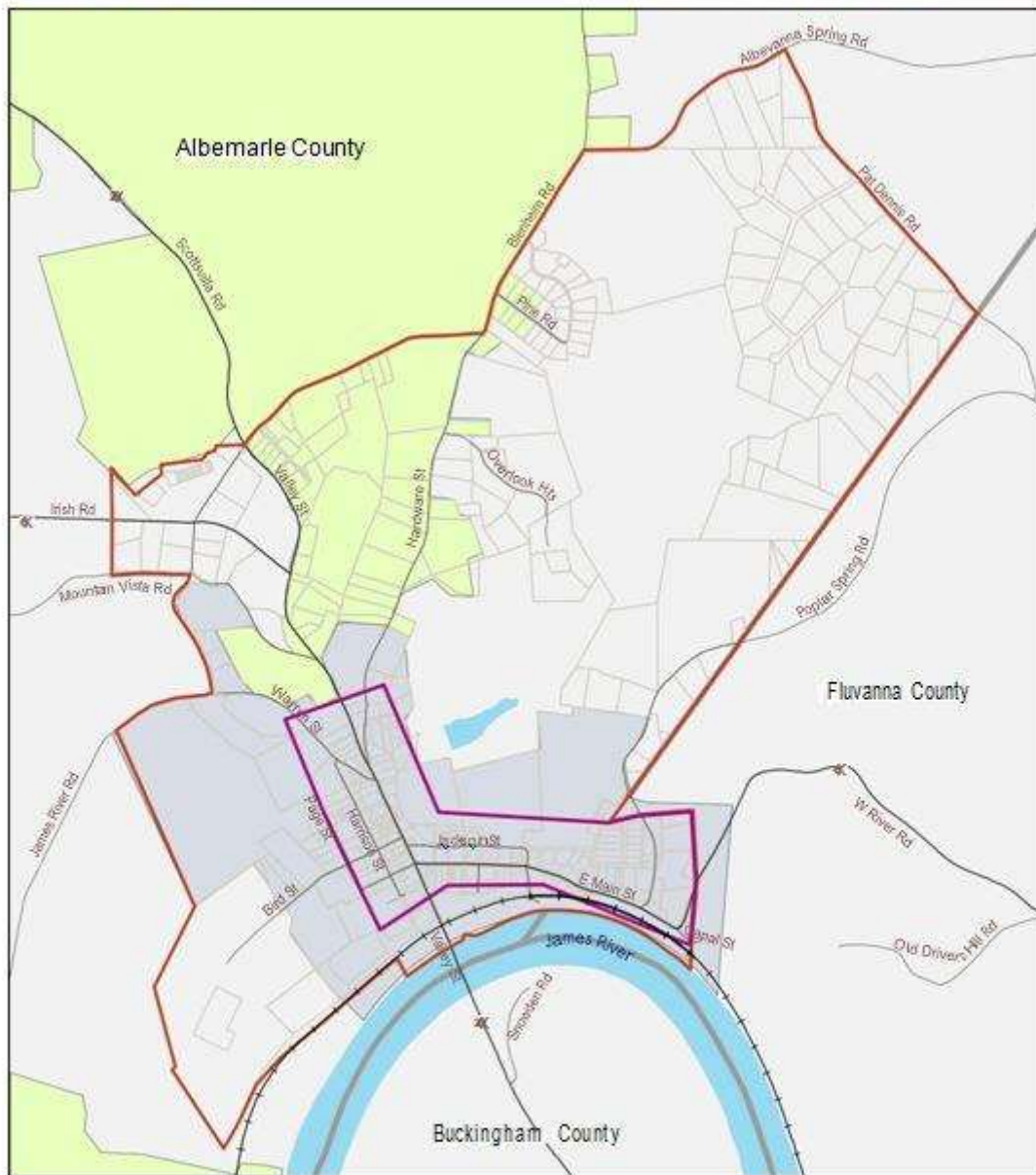
	Parcels	Acres
Residential, Single Family	227	400.5
Residential, Two Family	3	0.4
Residential, Multifamily	5	3.5
Commercial, Retail or Restaurant	48	46.2
Commercial, Office	11	5.8
Commercial, Wholesale	1	0.2
Industrial	2	4.1
Institutional	16	10.7
Park/Public Space	18	90.7
Mixed Use	10	1.6
Private Open Space	97	315.7
Vacant	5	54.0
<b>Total</b>	<b>455</b>	<b>936.5*</b>


*Source: TJPDC, Albemarle County, Fluvanna County*

\* Less than total acreage for Town because transportation rights-of-way are not included.



Town of Scottsville Comprehensive Plan 2013



-  Historic Overlay District (defined in Scottsville Zoning Ordinance)  
 Scottsville Boundary  
 Virginia Department of Historic Resources (DHR) Districts  
 Scottsville Historic District and Expansion  
 Southern Albemarle Rural Historic District

Source: TJPD, Virginia DHR

## D. Historic Resources

Scottsville is blessed with a rich heritage. More than 37 landmark historic structures, including many Federal and Greek revival buildings, are concentrated in the downtown area. The Town of Scottsville, as it existed prior to the incorporation of the expanded territory, is listed in the Virginia Landmarks Register and the National Register of Historic Places as a Historic District, and the district was subsequently expanded to include surrounding historic structures. The records for the Scottsville Historic District include 215 resources, and 153 contributing commercial, residential, religious, factory, and warehousing buildings that retain integrity. The confederate cemetery on Hardware Street is an additional, private historic site that contributes to Scottsville's historic fabric.



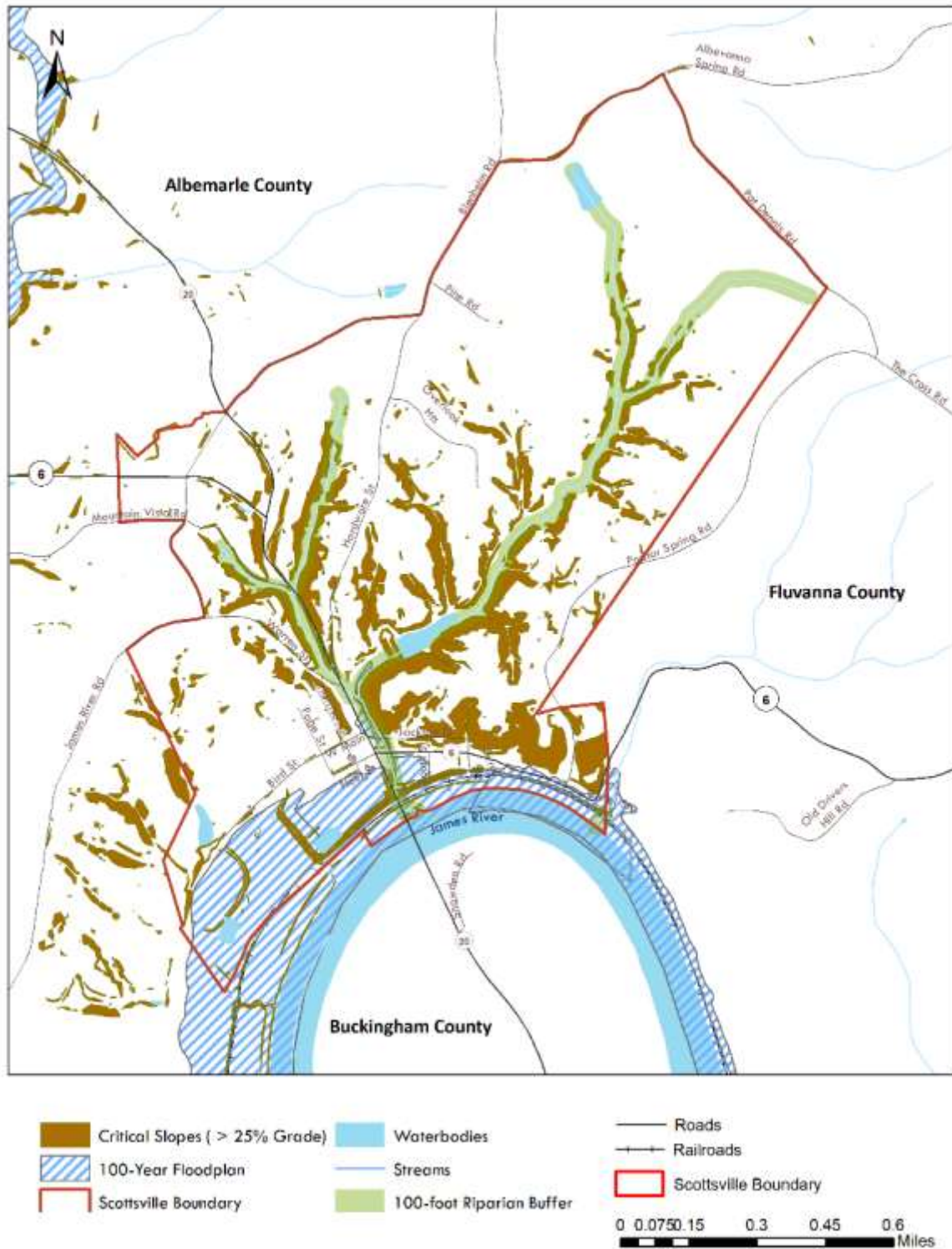
A separate historic district, as listed on the National Register of Historic Places, extends into the northern portions of the Scottsville. The Southern Albemarle Rural Historic District includes most of the land between Valley Street and Hardware Street. In addition, several structures, both within and outside the Historic District are listed individually on the Virginia Landmarks Register and the National Register of Historic Places. These include several homes: Mount Walla Wall, Cliffside, and the James W. Mason house.

It should be noted that the Historic Overlay District for the Town of Scottsville, as defined in the Scottsville Zoning Code, is not the same as the Scottsville Historic District on the national register. The overlay district encompasses the original Town boundaries, prior to the 1994 annexation. The Scottsville Historic District on the national register, on the other hand, expanded in 2004, following a 25-year year review required by law, to include additional land within the Town. The Historic Resources map in this plan clarifies the boundaries of each district and shows the incongruity. The Town should pursue individual property additions to the Historic Overlay District where there is a clear community benefit to the protect historic resources. Over time, new contributing structures may gain national register status.

It is vital to include our historical resources in this Comprehensive Plan so that they may be preserved and protected for both current and future generations and continue to be available as the Town's most precious, but fragile resource. The downtown area must continue to be protected as a Historic Overlay District, and sites worthy of preservation outside this area should also be protected. The overall historic appearance and character of the Town must also be preserved and further enhanced.

The tire factory building, originally the U.S Rubber Plant, was a wartime project built in 1944 by the Defense Plant Corporation to help the nation's war effort. This date makes the factory eligible for Historic District inclusion. The site has architectural merit and a unique place in the community history. Historic status can help with the creative visioning of redevelopment, and historic tax credits have been an exceptionally valuable financing tool for adaptive reuse, very notably in large industrial buildings on the James River in Richmond and Lynchburg.

## 5 Natural Resources Map





## **E. Natural Resources**

The focus of requirements to manage natural resources is on water quality, flood and storm water management, and soil preservation. Clean air, a quiet background, and the dark night sky also must be preserved and maintained in keeping with a small rural community. Water resources must be protected since residents on the public water system and those using individual wells rely on a good quality and quantity of water. Good flood and storm water management planning and preparation are essential in a community well known for its vulnerability to flood waters of the James River. Lastly, preservation of the area's soils must be considered in land use decisions. Soil quality directly affects the farming community, and acceptable soil percolation enables residents without access to a public sewer to have septic systems. A third soil-related consideration is prevention of erosion and sedimentation in areas with severe slopes (defined as in excess of 25 percent), imposing restrictions on grading, construction, and installation of septic drain fields.

Future land use decisions regarding growth in Scottsville should consider protection of natural resources.

### **1. Watersheds and Wetland Areas**

Watersheds are those areas in which incident rainwater drains into a creek or river. Wetlands may include a wide variety of swamps, marshes, meadows, ponds, mudflats, and bogs that commonly occur throughout the country. Wetlands have numerous valuable functions that include flood and storm damage protection, erosion control, habitat for widely diverse species of plants and wildlife, and recreation. Certain land uses may threaten watersheds or wetlands. Developers should be encouraged to explore additional water catchment systems/holding ponds, such as drainage swales, permeable paving, and constructed wetlands. State and federal watershed and wetland regulations should be strictly enforced in these areas.

### **2. Flood Plains**

The only areas identified as flood plains in the Town of Scottsville are those threatened by the James River and Mink Creek as it exits the impoundment spillway and enters the pumping station, as well as areas near the James River on the east and west sides of Town that are not protected by a levee. The factory redevelopment site includes some floodplain area. The Federal Emergency Management Agency (FEMA) publishes flood plain maps that delineate these areas within the Town and maintains policies regarding development in these areas. In 1989 the A. Raymon Thacker Levee was completed and has thus far proven to be an effective barrier against flooding and has been instrumental in the renaissance of downtown Scottsville.

The levee is built to extend 3 feet above the highest recorded elevation of floodwaters of the James River. Even though FEMA does not fully warrant its integrity, the levee clearly offers an increased level of protection. Floods in 1969, as a result of Hurricane Camille, and again in 1972 and 1985, devastated much of the Town. In 1969 part of the Town was covered by as much as 10 to 12 feet of water, with an estimated \$1.25 million in damages. The flood of 1972 brought comparable damage. The new bridge built in 1968 successfully withstood the floodwaters.

Of redevelopment note, much of the factory site lies in the designated floodplain. Master planning and engineering must respect the river and design appropriately.

The Town actively interacts with the Army Corp of Engineers, FEMA, and DEQ to monitor and maintain all flood protection facilities to current recommended specifications. See Section VI B: Scottsville Flood Protection System for details.

The Town of Scottsville encourages appropriate storm water management practices in all future development and projects.

### **3. Prime Farmland**

Prime farmlands are those areas that are particularly conducive to grazing and the growing of crops. The Town is fortunate to be surrounded by agricultural operations and forested lands. Also, a considerable fraction of land within the Town is prime farmland. These areas contribute greatly to the Town's pleasant, rural setting and are an important scenic resource, both of which are vitally important elements of the Scottsville's small-town character. Recognizing the development potential of prime farmland, preservation of Scottsville's small-town character must guide decisions concerning development proposals. Urban farming is a desirable use. The Town aims to further explore opportunities for the encouragement and accommodation of community gardens and urban agricultural uses by ensuring that public resources are made available and that zoning ordinances do not unnecessarily prohibit these practices.

### **4. Critical Slopes**

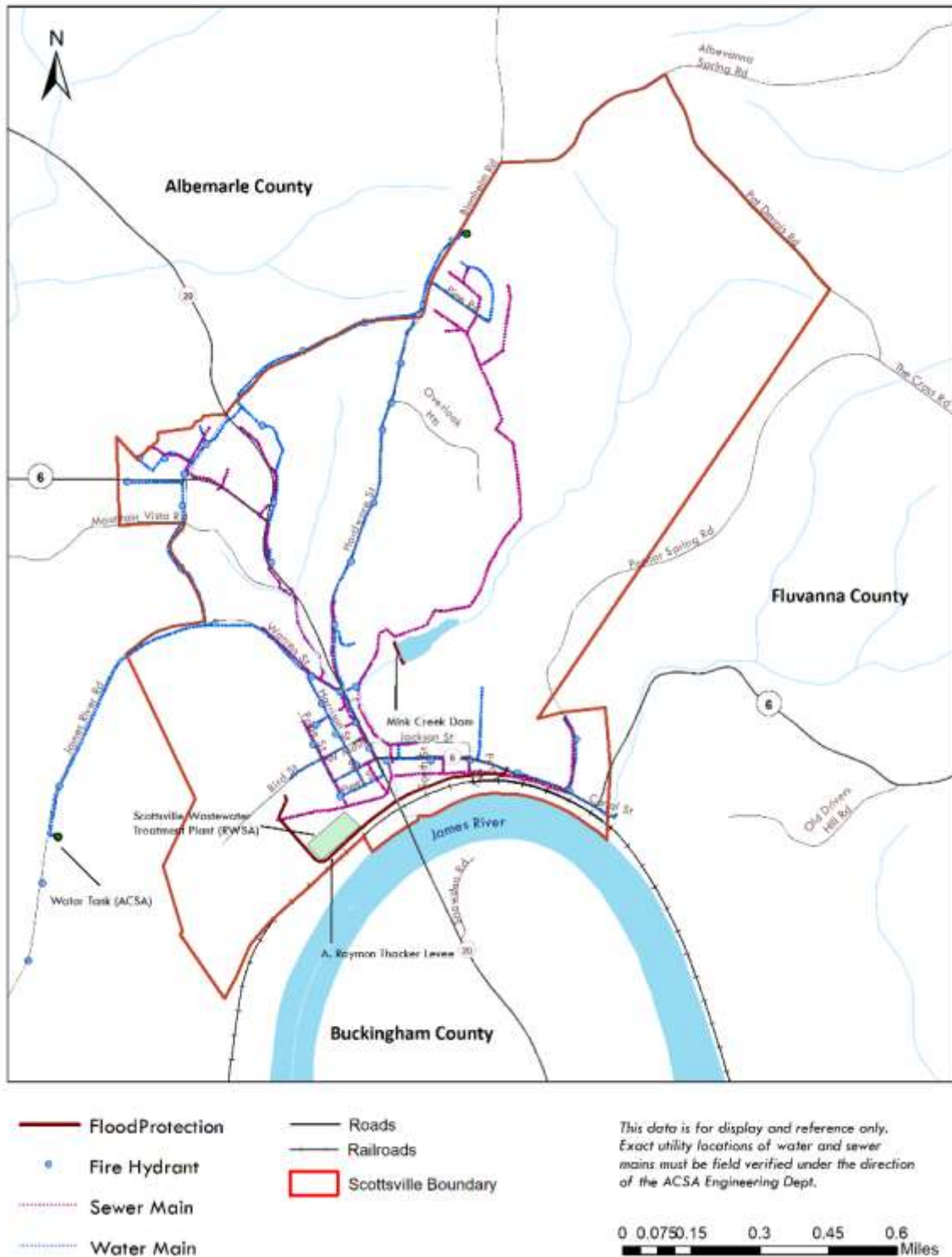
Critical slopes are defined as areas whose slope is 25 percent or greater measured by considering the rise and run of the land. A 25 percent slope, for example, rises 25 feet in every 100 feet of horizontal distance. As these fragile areas are subject to erosion and sedimentation problems, they must be protected from disturbance by development. Areas defined as critical slopes are shown on the Natural Features Map.

### **5. Septic Suitability**

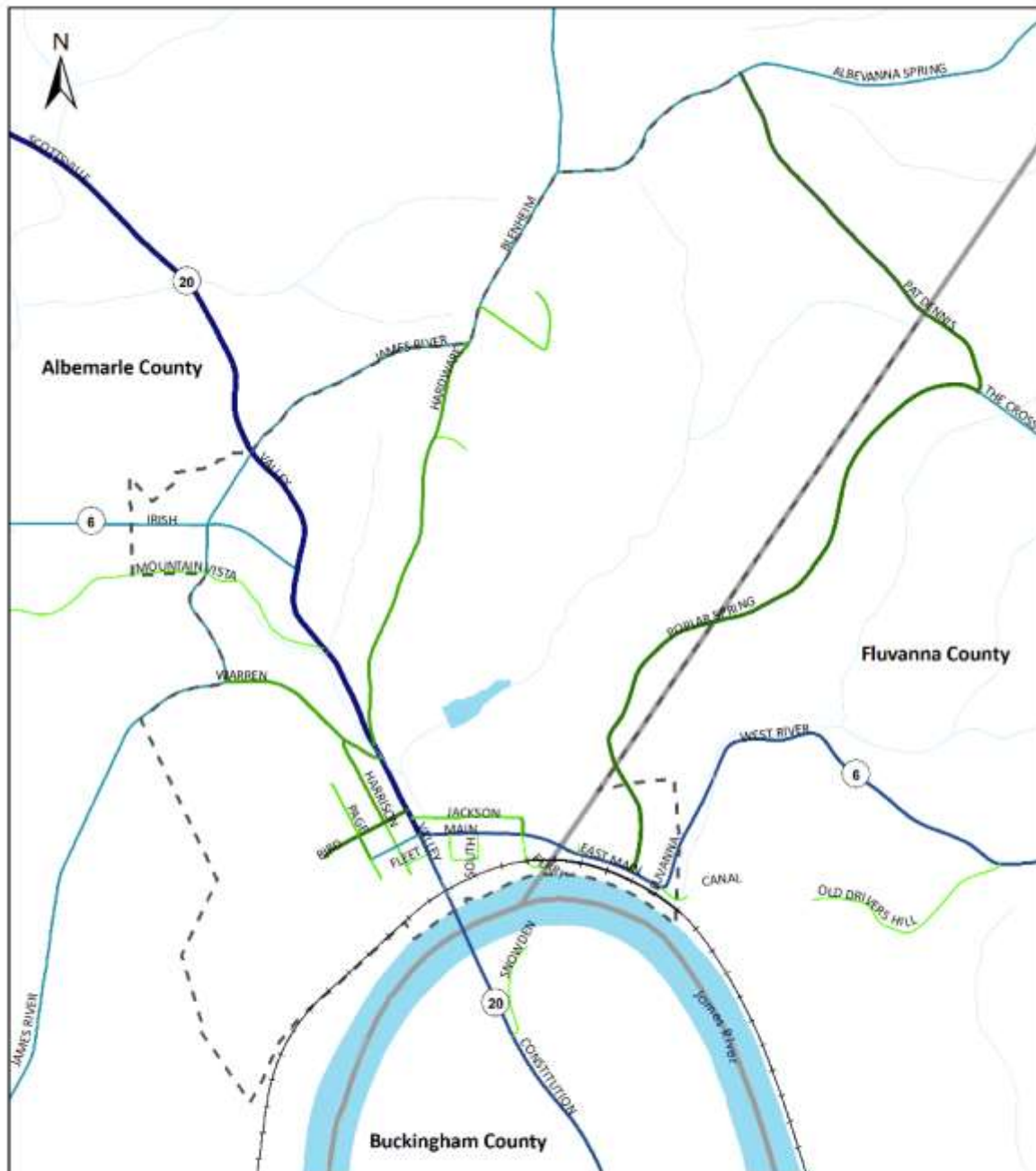
Soils inventory tests conducted by the U.S. Department of Agriculture classify soils that have moderate and severe limitations for the development of septic drain fields. This information is not site-specific: an individual parcel of land may be within an area defined as severely limited for septic systems, but may in fact be suitable, based on site-specific analysis by the Health Department.

Areas with existing public water and sewer systems are most suitable for new growth. Those areas without public sewer and with severe septic limitations are least suitable for intensive development and, ideally, should only be developed when public sewer is available.

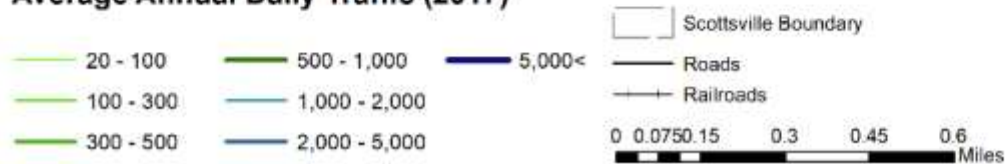
## 6 Public Infrastructure Map



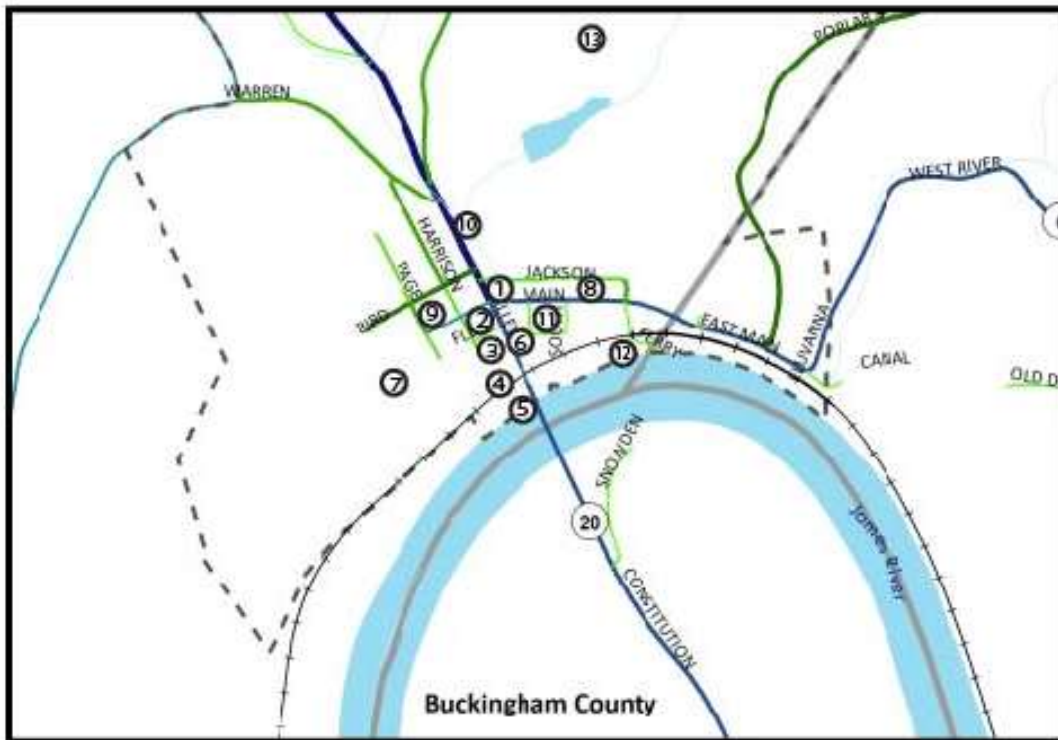
## 7 Transportation



**Average Annual Daily Traffic (2017)**



# Scottsville Public Parking



- |   |   |
|---|---|
| 1 - Town Parking: 3 Handi, 29 Reg                 | 8 - W. Main Street: 20 Reg              |
| 2 - Tavern Parking: 1 Handi, 12 Reg               | 9 - E. Main Street: 22 Reg              |
| 3 - Farmers' Market: 2 Handi, 15 Reg              | 10 - Valley Street: 24 Reg              |
| 4 - Dorrier Park: 10 Reg                          | 11 - Canal Basin Square: 1 Handi, 6 Reg |
| 5 - Bridge Parking: 10 Reg                        | 12 - Boat Access Parking: 32 Reg        |
| 6 - Police Station: 11 Reg                        | 13 - VCNA: 16 Reg                       |
| 7 - Scottsville Community Center: 4 Handi, 86 Reg |   |

## **F. The Developed Community**

The developed community has six broad categories: the Town's public water, sewer, and storm water management systems; its transportation network; public safety measures; schools; solid waste management, including recycling; and Town finances. All categories of the developed community also affect the quality of life of the Town's citizens and, as a result, are considered in this Comprehensive Plan.

### **1. Public Water and Sewer System**

Scottsville's public water and sewer systems serve the downtown area of Scottsville and areas along main corridors of the Town. The location of these water and sewer lines is identified on the accompanying map. The Albemarle County Service Authority (ACSA) owns the public water and sewer system, and any future maintenance or expansion of the systems will be undertaken in cooperation with that entity.

Water for the Town of Scottsville and surrounding areas in Albemarle County is supplied through the Totter Creek Reservoir and elevated storage tanks in a consecutive system. A 2007 study estimated that this water supply would meet current and forecasted demand during drought conditions, so no increase in supply is being recommended. The system could easily supply double the current customer base. Upcoming projects in the ACSA capital plan will replace aging water mains and repaint the main water storage tank.

The Scottsville Wastewater Treatment Plant, owned by the Rivanna Water and Sewer Authority (RWSA) and located by Dorrier Park, recently converted treatment processes to reduce the risk of exposing the nearby public uses to hazards, should an accident occur. The facility operates at less than 50% capacity, and the aeration equipment can be digitally fine-tuned to meet demand. The large sewage pond protects the system from overload in heavy rains.

Due to the potential detrimental impact of development on the present water, sewer, and storm water management systems, developers should be required to provide the Town with expert reports illustrating the feasibility of providing services to the new development, the costs associated with ensuring the systems are adequate to provide such services, and any potential impact such services would have on the services residents are currently receiving. Notably, the aging water and sewer mains around the tire plant will need to be assessed and perhaps replaced in the course of redevelopment work there.





## 2. Transportation

Scottsville's population relies predominantly on automobile transportation to and from places of employment, shopping destinations, recreation areas, and cultural events. The scale of the downtown area of Scottsville is such that pedestrian travel is appropriate; however, most people must drive to the area. Through-traffic and trucks serving local businesses and industry further increases the density of vehicles on Scottsville streets and roads.

Public parking is available in Downtown Scottsville, with Valley Street and Main Street providing 66 on street parking spaces combined. These spaces are sometimes not regulated or serve as parking for apartments and residences in Town. Scottsville does not require off-street parking for most businesses in the Downtown area. The largest public or semi-public lot in the Downtown area is at the Scottsville Community Center and contains 90 spaces. When the Downtown area is used for community events or other large festivals, such as the 4th of July Parade, access to public parks and recreation areas are served by 65 parking spaces, the majority of which are located at the Scottsville Boat Ramp. Scottsville Shopping Center meanwhile, contains 360 parking spaces for customers and visitors to the Uptown area, and there are 306 spaces Downtown showing a relatively even distribution of parking between the Town's focal points with adequate parking for the Town's residents and visitors under normal circumstances.

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. Approximately 7,400 vehicles travel on Valley St., which is about the same as the 2006 level and back up from a low of 6,500 vehicles in 2011. Commuter, delivery, and log truck activity appears to follow the overall business cycle.

<b>10 Busiest Streets: VDOT Traffic Counts in Scottsville</b>	
<b>Road Segment</b>	<b>Average Daily Traffic</b>
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. (Note that this determination is based largely on average traffic flow and may inadequately consider the considerable surges of peak hour traffic and greater impact of heavy commercial vehicles.) 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 1000 trips per day.

Route 20 and Route 6 are the roadways used most heavily by trucks and buses. Approximately 5% of all traffic on Valley Street (Route 20) is truck or bus traffic. Lacking convenient alternative routes, logging trucks and heavy equipment frequently pass through the heart of downtown, taxing the capacity of the streets and threatening safety. Similarly, morning and evening peak hour traffic passing between points north and south has a detrimental impact on the flow and safety of town residents and their vehicles.

Alternatives to driving are available to residents of and visitors to Scottsville. JAUNT operates a daily commuter bus route connecting Scottsville with Charlottesville. The bus stops each weekday at the park and ride lot near the Farmers' Market, and approximately 14 people embark and disembark here daily. The commercial areas of downtown of Scottsville have extensive sidewalk coverage, and streetscape projects improved pedestrian connectivity in recent years.

According to statistics compiled by the Virginia Department of Transportation, Valley Street (Route 20) through the Historic District of Scottsville is the most stressed roadway in the Town. It clearly serves as a connector route, as a commuter route, as a truck route and for local traffic to and from shopping centers. Future land use decisions should take into consideration the high volume of traffic on Valley Street and disruptive truck traffic through the downtown business and historic residential areas. With the pressure of development increasing from surrounding counties, it is becoming increasingly difficult to preserve Scottsville's unique resources and character. On the other hand, the town has market potential as a bedroom community to shorten the northbound commutes of new residents.

### 3. Public Safety

Volunteer fire and rescue squads serve not only the Town of Scottsville, but also portions of Albemarle, Buckingham, Fluvanna, and Nelson counties. Funding from Albemarle County and the Commonwealth of Virginia, along with donations from members of the community, provide sufficient resources for these two volunteer squads. No regular operating funds from the Town of Scottsville are required.



For police protection, Scottsville employs a Chief of Police and additional forces as determined by the Town Council from time to time. The Albemarle County Police Department and Sheriff's Office also provide law enforcement within the Town. Residents who reside in Fluvanna County are similarly assisted by Fluvanna authorities.

### 4. Schools

Albemarle and Fluvanna County Schools serve the school-age population of the Town of Scottsville. Elementary school age children (grades K - 5) living in the Albemarle section of the Town go to the Scottsville Elementary School just north of the Town on Scottsville Road (Route 20). Middle school age children (grades 6 - 8) attend Walton Middle School on Red Hill Road (Route 708), some eight miles to the north of Town. High school age children (grades 9 - 12) attend Monticello High School approximately 16 miles north of Scottsville and, as a result, have a significant school bus ride or commute for schooling and extra-curricular activities. County schools are of excellent quality, a major asset for attracting residents to Town.

School age children living in the Fluvanna section of Town attend Cunningham District Elementary School on Route 640, Fluvanna Middle School on Route 15 and Fluvanna High School on Route 649.



## **5. Solid Waste Management and Recycling**

Households and businesses in the Town of Scottsville are responsible for making arrangements for their own waste collection and recycling. The large majority of residents and businesses pay for curbside pickup of waste through private haulers. Private haulers deliver waste to one of several transfer stations in the region. At present, very little curbside recycling occurs, and most waste from Scottsville goes to nearby county landfills. Albemarle County and the Rivanna Solid Waste Authority (RSWA) offer some limited trash and recycling services, and there is a newspaper bin at the Scottsville Community Center. Residents can also take their trash and some recyclables to Ivy Materials Utilization Center at no cost. The RSWA's McIntire Recycling Center in Charlottesville is a good option for self-sorted recycling. RSWA also administers waste reduction and reuse initiatives, including household hazardous waste collection days.

Albemarle County and the Rivanna Solid Waste Authority (RSWA) offer some limited trash and recycling services. Residents can take their trash and some recyclables to Ivy Materials Utilization Center at no cost to them. The RSWA's McIntire Recycling Center in Charlottesville has good options for self-sorted recycling. RSWA also administers waste reduction and reuse initiatives, including household hazardous waste collection days.

This plan encourages the development of improved recycling in town. Recycling bins could be added to the streetscape. A convenient recycling facility in town, with services similar to McIntire's, could be an opportunity for County partnership. Additionally, the Town could contract with a hauler to collect source-separated recycling at curbside. The Town should encourage household and business recycling and publicize best practices. Community organizing around behavior changes can also reduce waste significantly: filling growlers at the brewery eliminates packaging waste, and composting efforts near community gardens make use of food waste. Finally, the walkable neighborhood focus of this plan does much to reduce personal car use, and the reduction to pollution from the pedestrian lifestyle is significant.

## **6. Other Utilities**

In addition to water and sewer, Scottsville has infrastructure for other utilities which provide convenient services to residents and businesses. None of these utilities are owned and operated by the Town, but the Town has a strategic interest in the assurance of quality services and the expansion of utility capacity to accommodate development as described elsewhere in this plan. For natural gas service, Columbia Gas has a large transmission line near town with ample capacity for homes and businesses; natural gas is often a desirable option for climate control and appliances, as well as for many commercial and light industrial applications.

Telecommunications infrastructure is rapidly changing. For cellular telephone service, multiple providers serve the area, but voice reception and data service is weak for some carriers. To improve network capacity without large towers as 5G data technology becomes available, the Town could consider updating zoning to allow small cell facilities, by right in certain districts or with conditions in more sensitive areas such as the historic district. For internet service, CenturyLink is the primary provider in town, with copper line DSL access to homes and businesses. The firm has a significant fiber line along Route 20 with potential for home and business access at very high speeds. The Town will encourage and support development of broadband internet.

## **7. Town Finances**

As a result of growth, including the 1994 Town boundary adjustment, general expenses increased for the Street Department, the Police Department, flood control, and administration. Additional infrastructure has

increased the cost of park maintenance. The Town has established a maintenance committee and hired a full-time maintenance staffer. At the same time, revenues increased, especially those from business licensing, utility and sales taxes. An increase in business-related taxes helped offset increased expenditures.

The Town budget balances at about \$600,000 annually. Although the town continues a fiscally conservative approach, with healthy funds reserves and minimal debt, additional revenue sources must be explored in the coming years to implement some of the goals of this plan. From a recycling center to maintenance of sidewalks and parks, as well as redevelopment incentives, the goals of this plan have clear capital and operating costs.

## V. Public Spaces

### A. Canal Basin Square

The residents of the Town of Scottsville, along with the Scottsville Community Chamber of Commerce, have come together to preserve history and to perpetuate the cultural heritage of their historic river town through the development of a park known as Canal Basin Square. The park depicts the transportation history of the Town and the Town's inextricable connection to the James River from the era of the Native American Monacan canoes to modern transportation systems. Special emphasis is placed on Scottsville's special role as a destination for batteau that plied the James River and the packet and freight boats that traveled the James River and Kanawha Canal.

The Town of Scottsville holds a unique place in American and Virginian history. As a river port, Scottsville played an important role in the western expansion of our country's boundaries. Scottsville was a bustling place for a half-century while the James River and Kanawha Canal was active between 1840 and 1880. Along Lumber Street, located in the middle of town, the canal widened to form a basin where canal boats were moored to exchange cargo or passengers, or to buy feed for the work animals. This important historical site is the setting for Canal Basin Square.



Scottsville's role in this colorful era is told through the many features at Canal Basin Square. A pavilion provides exhibit space as well as a place to hold cultural and educational performances. Informative displays and signs also relate to exhibits in the Scottsville Museum, which is located across the street from Canal Basin Square, so that, together, they portray for the visitor Scottsville's significance in Virginia's and America's history. Restrooms are provided for the convenience of visitors to the park and to the Town. A canal packet boat is on display. The James River was responsible for many positive things in Scottsville's history, but it also brought floodwaters to the Town. The story is told of devastating floods and how flooding now is contained by the A. Raymon Thacker Levee.

Canal Basin Square supports the Scottsville Comprehensive Plan in several ways. The Comprehensive Plan calls for the development of public parks, walking paths, and recreational and informative attractions. Canal Basin Square, as a public park, preserves and protects the historic character of Scottsville and the significant historic site of the original canal turning basin. It provides a rich cultural environment consistent with the community's cultural heritage. It makes appropriate use of land in the flood plain, while improving the appearance of Main Street, a major thoroughfare through the Town. The park's infrastructure follows guidance found in the Comprehensive Plan – burying electrical lines and using historic street lamps for lighting. Designed to attract tourists, the park supports the Town's economic base and calls attention to the recreational opportunities available on the James River.

Funding of the park construction was through the Federal Transportation Enhancement Program, local grants, and local donations. The project was approved in January 1999, and remaining exhibits were completed by 2009. Exhibit development and landscaping of the park will continue into the future.

Future Canal Basin Square projects may include:

- interior restoration of the packet boat
- exhibits focusing on the Black experience
- oral history or musical exhibits
- stationary or other public art

## **B. Victory Hall**

While the remodeling of the ground floor of the Scottsville Municipal Building as a multi-purpose auditorium and modern intimate theatre cannot replicate the venerable old Victory Hall, or Victory Theatre, it can create some semblance of a landmark that was the Town's cultural and entertainment center for almost four decades following World War I.

Increased interest and activity in the arts and an emphasis on attracting tourism have given greater feasibility and practicality to this project. With the presence of the Scottsville Center for Arts and Nature and the James River Arts Council there is clearly a greater need for venues to showcase the abundance of artistic talent in this community. Also, an attractive, modern theatre is needed to accommodate appearances by visiting professional entertainers, and occasionally a larger assembly area is needed for town meetings and other public events. To that end, the Victory Hall Theatre Committee was formed, and continues its fundraising and restoration efforts to return the downstairs of the Municipal Building to a close facsimile of its original form and function.

Victory Hall, dedicated in 1920, was to commemorate the Armistice of World War I and to serve as a showplace for local dramatic productions as well as the traveling Chautauqua and vaudeville shows that came to town each year. With the advent of movies, Victory Hall began showing silent films and, eventually, the classics and musicals of Hollywood's Golden Era, but it never gave up the opportunity to stage live events. For over thirty years, Victory Hall was the venue for Scottsville High School's senior class plays, graduation ceremonies, beauty contests and talent shows.

The theatre eventually closed due, in part, to modern transportation and the increasing popularity of television. In the early 1960s, the upper floor of the building was converted into a Municipal Building with Town offices and meeting rooms and the downstairs became a large parking bay with garage doors, first used by the volunteer fire department and later by the volunteer rescue squad for housing vehicles.

In early 1999, the stage and large area (downstairs) that once was the auditorium were vacated, and the main space has been converted into a "black box theatre" in the round, with a foyer/ticket office area. Currently, the Scottsville Center for Arts and Nature leases the theatre space from the Town. This group is utilizing the theatre to establish its programs in music, dance and drama. In addition, the center is bringing back movies and musical entertainment. The Town wishes to encourage this continuing restoration process.

The building will need further modernization and practical improvements. Increased programming will make it a more vital and vibrant community asset.

## **C. Dorrier Park/Scottsville Community Center**

In 1992, a group of local citizens formed the Scottsville Park Development Association and petitioned the Town of Scottsville and County of Albemarle to develop a recreation area for the community. In September 1993, the Town of Scottsville and Albemarle County signed an agreement allowing the County to develop the two-acre site known as Dorrier Park on land that had been donated to the Town by the late C.R. Dorrier.

From 1993 until the present, this site has seen construction of the following: a handicapped-accessible playground unit and swings, two tennis courts with fencing and an additional parking lot, an outdoor basketball court, two picnic shelters with picnic tables, two restroom facilities and water fountains, two additional baseball fields, two soccer fields, a walking path around the tennis court/playground area, and a birding and wildlife area.

Some future goals for the park include:

- Developing a position for a site supervisor
- Improving communication between the Town and County in coordinating maintenance and Police supervision of the park and facilities

The Scottsville Community Center, also known as the Old School Gym, is housed in the former Scottsville School. The Community Center also shares the building with the Scottsville School Apartments. The Center is comprised of the gym, two classrooms, restrooms, and a cafeteria, as well as the old locker rooms in the basement. The Community Center is managed and run by Albemarle County Parks and Recreation Department.

The Community Center is used by:

- Scottsville Youth Basketball
- Senior Citizen Center
- Bread of Life
- Boys and Girls Club
- School and community organizations

## **D. The Van Clief Nature Area and creating a greater Scottsville emerald necklace**

The Van Clief Nature Area (VCNA) is a 63 acre property acquired by the Town, mostly as a gift, in 1976. A portion of the site is situated within the Scottsville National Historic District directly behind the downtown and less than ½ mile from the James River and the downtown parks. The VCNA features a 6 acre lake which provides fishing and and passive recreation, as well as flood control. Most of the nature area is upland forest, with varied wildlife habitats and walking paths.

The VCNA has a perfect location to help achieve of the community's economic, environmental, and lifestyle goals. The park serves as the core of a trails program linking downtown to future residential developments at the northern town limits. Few small towns can boast such a large park, with a wilderness feel, so close to their business district. Residents and visitors can easily add a quiet stroll or adventurous trail run to their historic downtown experience.

In recent years, the Town used state grants and volunteer efforts to improve the entrances to the nature area as well and the paths and picnic areas within it. The Mink Creek and Jefferson Street access point sets a standard for quality. Trails and access roads have been gradually improved, and in 2018 the Town bought two small lots to better connect and access VCNA from Confederate Street, closer to the Uptown area. An ADA accessible dock at the lake is a master plan priority.

A park [master plan](#), completed in 2015, guides the future development of the nature area. Some amenities can come through the Town's Capital Improvement Program. A key strategy will be to seek donation of voluntary conservation easements and/or land from adjacent property owners to facilitate development of the Town's trail system. Inclusion of the VCNA as a designated segment of the James River Heritage Trail System and as a DGIF Birding and Wildlife Trail site will support future grant opportunities.

Future development should also include, but is not limited to, improvement of the Overlook Trail and Hardware Street entrance to facilitate handicapped access, more hiking trails, bridges over the creeks, and educational signs about the property's historic and natural resources. A more welcoming and formal park entrance for the Overlook Trail near Victory Hall is a high priority, as is an improved walking trail around the lake. All such facilities should be accessible to diverse park visitors.

### **Towards Creating the Scottsville and Greater Scottsville Emerald Necklace**

In 2003, the Thomas Jefferson Planning District Commission supported a study in Scottsville that recommended "a number of Proposed Bicycle and Pedestrian Additions." These additions produced a first draft of ideas and a map of a proposed network of trails and parks in, around, and nearby the town. This concept, with historical roots in best practices of planning, can be considered a Scottsville and Greater Scottsville Area Emerald Necklace.

By 2016, town council and volunteers expressed the goal for Scottsville to seek opportunities and partnerships that will allow the town to create an 'emerald necklace' in Scottsville and in the greater Scottsville area. The Emerald Necklace references the work of eminent architect Frederick Law Olmstead in Boston in 1880 and later also used in Cleveland and other American cities before the automobile era. More recently, the idea has

revived with examples of the Beltline Trail in Atlanta and the Highline Trail in New York City. The common goal is to create networks of trails and parks, as well as waterways, throughout the public space. Easy pedestrian movement brings benefits to physical, social, and environmental health.

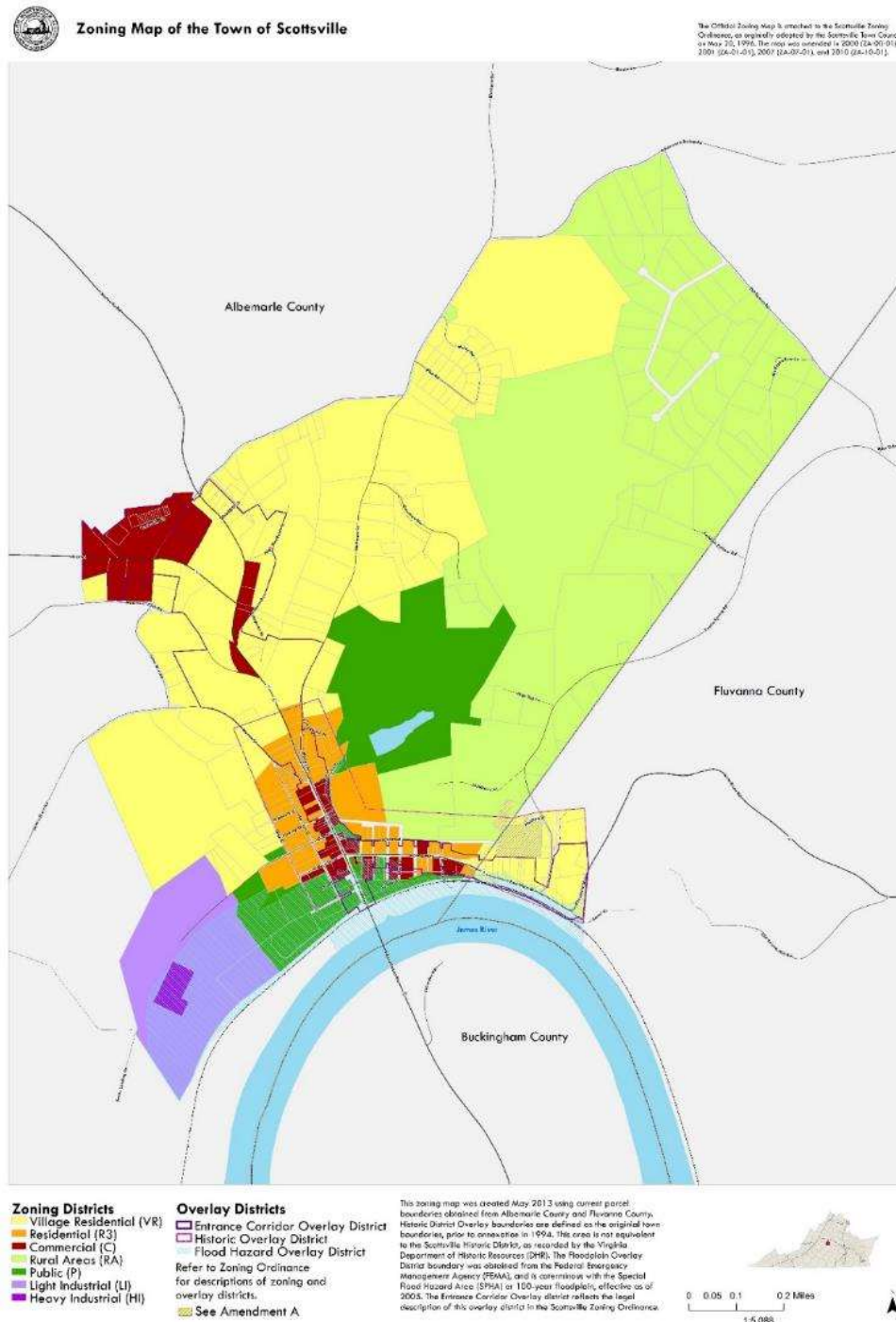
From 2014 to 2016, the Town implemented a Virginia Recreational Trails grant. Wider partnerships are key to the future of the project. The Scottsville trail networks links to the goals of Albemarle County Parks & Recreation, state agencies such as the Department of Conservation and Recreation and the Department of Game and Inland Fisheries, as well as nongovernmental organizations such as the James River Association.

Implementing this comprehensive plan will lead to plans for park and trail networks. These plans will be used to help guide the town in seeking easements, acquiring land through donations or purchases, gaining access to waterways, creating bicycle access, and working with VDOT to improve public roads for bike and pedestrian safety. Connections will be made between the Van Clief Nature Area, the center of town, and of the rest of necklace network. Destinations and waypoints along this network include the levee walk and Bruce Park downtown. A trail connection from downtown to the uptown commercial center is a priority. Beyond that, a route to Scottsville Elementary would have significant impact. Further connections should consider the southern Albemarle County parks: Totter Creek, Walnut Creek, and Biscuit Run. Pine Knot is a nearby national historic asset. State resources include the Hardware River Wildlife Management Area, James River Heritage Trail, and the James River itself, upon which Scottsville was founded.



## VI. Appendix: Zoning Summary

The tables on the following pages summarize the intent of the most important categories in the current zoning ordinance. Changes to the zoning ordinance are among the best ways of implementing comprehensive plan goals, because rezoning affects how buildings will be constructed and used in the future. So the tables also show zoning matters warranting further investigation given the goals of this plan.



### Rural Areas (RA) → Rural Residential (RR)

This district encourages low density residential uses while preserving the rural character of the existing district by allowing small scale agricultural and forestal activities. In relation to the goals of this comprehensive plan, modernizing this district would continue to discourage roadside development and will seek to cluster new development on internal roads to preserve open areas and protect the Mink Creek watershed.

Current Zoning	Zoning matter warranting further investigation
Rural Areas (RA)	Rural Residential (RR)
<p>Intent</p> <p>This district is created for the following purposes:</p> <ul style="list-style-type: none"><li>• Preservation of agricultural and forestal lands and activities;</li><li>• Water supply and flood impoundment areas protection;</li><li>• Limited service delivery to the rural areas; and</li><li>• Conservation of natural, scenic, and historic resources.</li></ul> <p>Residential development not related to preservation of agricultural and forestal lands shall be encouraged to locate in the village residential and mixed use areas as designated in the comprehensive plan where services and utilities are available.</p> <p>In regard to agricultural and forestal lands preservation, this district is intended to preserve scenic agricultural and forestal lands and lifestyle opportunities by providing lot areas consistent with this preservation.</p> <p>Roadside strip development is to be discouraged through the various design requirements contained herein.</p>	<p>Intent</p> <p>This district is created for the following purposes:</p> <ul style="list-style-type: none"><li>• <b>Low-density residential uses</b></li><li>• Preservation of agricultural and forestal lands and activities;</li><li>• Water supply and flood impoundment areas protection;</li><li>• <b>Limited service delivery to the rural areas; and</b></li><li>• Conservation of natural, scenic, and historic resources <b>and the rural character of the district.</b></li></ul> <p><b>Residential development should be limited to a density of less than one dwelling per two acres, with all subdivisions of land within the district developed on internal roads to cluster homes to ensure maximum open space as well as to preserve the Mink Creek watershed and other natural resources.</b></p> <p><b>In regard to agricultural and forestal lands preservation, this district is intended to preserve scenic agricultural and forestal lands and lifestyle opportunities by providing lot areas consistent with this preservation.</b></p> <p>Roadside strip development is to be discouraged through the various design requirements contained herein.</p>

**Village Residential (VR) → Village Residential (VR)**

In relation to the goals of this comprehensive plan, the Town intends to update the existing Village Residential district to continue to encourage the development of low-to-medium density housing in this district as the preferred site of residential growth. These updates may include the allowance of smaller lot sizes for clustering of homes, as well as protections for open space and for the preservation of the semi-rural character of the area.

<b>Current Zoning</b>	<b>Zoning matter warranting further investigation</b>
Village Residential (VR)	Village Residential (VR)
<p>Intent</p> <p>This district (hereafter referred to as VR) is created to establish a plan implementation zone that:</p> <ul style="list-style-type: none"><li>• Encourages residential development in areas of the Town designated as village areas or town area in the comprehensive plan;</li><li>• Permits a variety of housing types;</li><li>• Provides incentives for residential development by allowing variations in lot size, density and frontage requirements;</li><li>• Encourages compact development; and</li><li>• Encourages creative design which allows for filling in of vacant areas and which is compatible with the character of existing lots and buildings.</li></ul> <p>It is intended that VR districts will be located in such areas where no public water or sewerage service currently is available or in such areas partially or fully served by approved central water systems or central sewerage systems.</p>	<p>Intent</p> <p>This district (hereafter referred to as VR) is created to establish a plan implementation zone that:</p> <ul style="list-style-type: none"><li>• Encourages residential development in areas of the Town designated as village areas or town area in the comprehensive plan;</li><li>• Permits a variety of housing types;</li><li>• Provides incentives for residential development by allowing variations in lot size, density and frontage requirements;</li><li>• Encourages compact development; and</li><li>• Encourages creative design which allows for filling in of vacant areas and which is compatible with the character of existing lots and buildings.</li></ul> <p><b>It is intended that VR districts will be located in such areas where no public water or sewerage service currently is available or in such areas partially or fully served by approved central water systems or central sewerage systems.</b></p>

### Residential (R-3) → Town Residential (TR)

In relation to the goals of this comprehensive plan, the Town could create a new zoning district that could replace the existing Residential zoning. This new district would continue to allow a variety of housing types and densities while encouraging infill development in keeping with the character of the nearby historic district.

Current Zoning	Zoning matter warranting further investigation
Residential (R-3)	Town Residential (TR)
<p>Intent</p> <p>This district (hereafter referred to as R-3) is created to establish a plan implementation zone that:</p> <ul style="list-style-type: none"><li>• Provides for compact, medium-density, single-family development;</li><li>• Permits a variety of housing types; and</li><li>• Provides incentives for clustering of development.</li></ul> <p>R-3 districts may be permitted within residential and mixed land use areas as designated in the comprehensive plan.</p>	<p>Intent</p> <p>This district is created to establish a plan implementation zone that:</p> <ul style="list-style-type: none"><li>• Allows for creative infill construction that appropriately functions in relation to the nearby historic district.</li><li>• Provides for compact, <b>medium-density, single-family development; varied housing types, and diverse-density development</b></li><li>• <b>Permits a variety of housing types; and</b></li><li>• Provides incentives for clustering of development.</li></ul> <p><b>TR</b> districts may be permitted within residential and mixed land use areas as designated in the comprehensive plan.</p>

### Commercial (C) → Mixed Use (M)

In relation to the goals of this comprehensive plan, the Town could create a new Mixed Use district that would be primarily applied to the Traditional Downtown area in order to bring the zoning into alignment with the non-conforming uses. This new district would contain the same goals of the Commercial district while additionally allowing for compatible and traditional uses of a mixed-use area.

Current Zoning	Zoning matter warranting further investigation
Commercial (C)	Mixed Use (M)
<p>Intent</p> <p>It is intended that the commercial district hereby and hereafter created shall be for the purposes of providing places to conduct commerce and business as well as to provide places of employment and strengthen the local economic base. To these ends, activities involving retail, wholesale and service business shall be permitted at appropriate locations within areas designated as the uptown and downtown commercial centers in the comprehensive plan.</p> <p>A review of transportation impacts shall be a major consideration in the establishment and development of all commercial districts.</p>	<p>Intent</p> <ul style="list-style-type: none"><li>• It is intended that the commercial district hereby and hereafter created shall be for the purposes of providing places to conduct commerce and business as well as to provide places of employment and strengthen the local economic base.</li><li>• To these ends, activities involving retail, wholesale and service business shall be permitted at appropriate locations within areas designated as the <b>uptown and</b> downtown commercial center in the comprehensive plan.</li><li>• <b>In support of these aforementioned activities, appropriate residential, office, workshop, and civic uses shall be allowed when of an appropriate scale to the surrounding area.</b></li><li>• A review of transportation impacts shall be a major consideration in the establishment and development of all commercial districts.</li></ul>

**Light industrial (LI) AND Heavy Industrial (HI) → Industrial (I)**

In relation to the goals of this comprehensive plan, the Town could consolidate the two Industrial Use district into one Industrial district moving forward. This new district will retain the general intent of industrial districts, requiring specifications and details on proposed developments, and allowing Light Industrial uses while eliminating many of the Heavy Industry uses. All Industrial uses must clearly demonstrate suitability for intended uses with regard to surrounding development.

<b>Current Zoning</b>	<b>Zoning matter warranting further investigation</b>
Light industrial (LI) AND Heavy Industrial (HI)	Industrial (I)
<p>Intent (generally)</p> <p>Each future occupant of an industrial character shall submit to the Planning Commission as a part of final site development plan approval, a certified engineer's report describing the proposed operation, all machines, processes, products and by-products, stating the nature and expected levels or emission or discharge to land, air and/or water or liquid, solid or gaseous effluent and electrical impulses and noise under normal operations, and the specifications of treatment methods and mechanisms to be used to control such emission or discharge. At the request of the Town, a qualified engineer shall review the applicant's submittal and make comment and recommendation prior to final Planning Commission action on the site development plan.</p> <p>Light Industry</p> <p>LI districts are hereby created to permit industries, offices and limited commercial uses which are compatible with and do not detract from surrounding districts. It is intended that LI districts may be established in areas having all of the following characteristics:</p> <ul style="list-style-type: none"> <li>• Areas served by water and sewer facilities or if such facilities are reasonably available;</li> <li>• Areas served by major highway, rail or air service, or secondary road improved to standards approved by the Town and Virginia Department of Transportation; and</li> <li>• Areas having clearly demonstrated suitability for intended uses with regard to physical characteristics and relationship to surrounding development.</li> </ul> <p>Heavy Industry</p> <p>HI districts are hereby created to permit</p>	<p>Intent (generally)</p> <p>Each future occupant of an industrial character shall submit to the Planning Commission as a part of final site development plan approval, a certified engineer's report describing the proposed operation, all machines, processes, products and by-products, stating the nature and expected levels or emission or discharge to land, air and/or water or liquid, solid or gaseous effluent and electrical impulses and noise under normal operations, and the specifications of treatment methods and mechanisms to be used to control such emission or discharge. At the request of the Town, a qualified engineer shall review the applicant's submittal and make comment and recommendation prior to final Planning Commission action on the site development plan.</p> <p>Industry</p> <p>LI districts are hereby created to permit industries, offices and limited commercial uses which are compatible with and do not detract from surrounding districts. It is intended that LI districts may be established in areas having all of the following characteristics:</p> <ul style="list-style-type: none"> <li>• Areas served by water and sewer facilities or if such facilities are reasonably available;</li> <li>• Areas served by major highway, rail or air service, or secondary road improved to standards approved by the Town and Virginia Department of Transportation; and</li> <li>• Areas having clearly demonstrated suitability for intended uses with regard to physical characteristics and relationship to surrounding development.</li> </ul> <p>Heavy Industry</p>

<p>industries and commercial uses which have public nuisance potential and will therefore be subject to intensive review for locational impact on surrounding land uses and environment.</p> <p>It is intended that HI districts may be established in areas having all of the following characteristics:</p> <ul style="list-style-type: none"> <li>• Areas served by a major highway, rail or secondary road improved to standards approved by the Town and Virginia Department of Transportation;</li> <li>• Areas either served by public water and sewer or meeting requirements of the local office of the Virginia Department of Health; and</li> <li>• Areas having clearly demonstrated suitability for intended uses with regard to physical characteristics and relationship to surrounding development</li> </ul>	<p>HI districts are hereby created to permit industries and commercial uses which have public nuisance potential and will therefore be subject to intensive review for locational impact on surrounding land uses and environment.</p> <p>It is intended that HI districts may be established in areas having all of the following characteristics:</p> <ul style="list-style-type: none"> <li>• Areas served by a major highway, rail or secondary road improved to standards approved by the Town and Virginia Department of Transportation;</li> <li>• Areas either served by public water and sewer or meeting requirements of the local office of the Virginia Department of Health; and</li> <li>• Areas having clearly demonstrated suitability for intended uses with regard to physical characteristics and relationship to surrounding development</li> </ul>
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