

**PROGRAMMATIC AGREEMENT BETWEEN
THE TOWN OF GATE CITY AND
THE VIRGINIA STATE HISTORIC PRESERVATION OFFICE
REGARDING THE
GATE CITY DOWNTOWN REVITALIZATION PROJECT
SCOTT COUNTY**

WHEREAS, the Town of Gate City, in the County of Scott, Virginia (Town) has applied for and shall receive a Community Development Block Grant (CDBG) to address the elimination of blight and blighting influences in the business district of Downtown Gate City for the purpose of economic revitalization and taking advantage of Gate City's location on The Crooked Road; and

WHEREAS, Congress amended the Housing and Community Development Act of 1974 (HCD Act) in 1981 to give each State the opportunity to administer CDBG funds for non-entitlement areas; and

WHEREAS, in the Commonwealth of Virginia the Department of Housing and Community Development (DHCD) administers CDBG funds from the U.S. Department of Housing and Urban Development under the HCD Act; and

WHEREAS, pursuant to 24 CFR Part 58, states administering the CDBG program have the responsibility of ensuring that recipient communities comply with applicable State and Federal laws and requirements, including the National Historic Preservation Act (16 U.S.C. 470f) (NHPA) and, therefore, DHCD has been invited and has participated in consultation towards this Agreement; and

WHEREAS, CDBG funds shall be used for the Gate City Downtown Revitalization Project, which consists of façade improvements, new concrete sidewalks, demolition of existing sidewalk and pavement, new concrete curb and gutter, new storm drains, ornamental streetlights, new street furniture, and downtown signage (Undertaking); and

WHEREAS, the Town, in consultation with the Virginia Department of Historic Resources, the Virginia State Historic Preservation Office (SHPO), has established the Undertaking's Area of Potential Effect (APE), shown in Appendix 1, includes portions of the Gate City Historic District (Historic District), a district that is potentially eligible for inclusion in the National Register of Historic Places (NRHP); and

WHEREAS, the Town has determined in consultation with the SHPO that the Undertaking may have an effect on historic properties, per 36 CFR Part 800.4 of the regulations implementing Section 106 of the NHPA; and

WHEREAS, the SHPO and the Town have agreed, per 36 CFR Part 800 (g), to compress the steps of the Section 106 process in order to expedite consultation; and

WHEREAS, the Town has provided notification to the Advisory Council on Historic Preservation (ACHP) per 36 CFR Part 800.6(a)(1); and the ACHP has elected not to participate in consultation; and

WHEREAS, pursuant to 36 CFR Part 800.3(f), the Town has invited the Scott County Historical Society to participate in consultation in developing this Agreement and to sign as a concurring party; and they have accepted; and

WHEREAS, the definitions given in Appendix 2 are applicable throughout this Agreement.

NOW, THEREFORE, the Town and the SHPO, agree that the Undertaking shall be implemented in accordance with the following stipulations to take into account the Undertaking's effects on historic properties.

STIPULATIONS

The Town shall ensure that the following stipulations are met:

I. Guiding Principles

A. The Town shall form a storefront advisory committee within six (6) months of execution of this Agreement, which shall review projects covered under this Agreement and shall monitor project work. A representative from the Scott County Historical Society shall be a member of the advisory committee. The representative shall have a familiarity with the *Secretary of the Interior's Standards for Rehabilitation* and the architectural heritage of Downtown Gate City and bring that knowledge and to bear upon review of projects involving contributing buildings within the Historic District. The Committee shall be responsible for the identification, evaluation and treatment of historic properties involving the expenditure of federal assistance from HUD.

B. In consultation with the SHPO the Town shall attempt to meet, when feasible, the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Appendix 3) for all projects related to this Undertaking that affect a contributing property within the Historic District.

C. The Town shall ensure, when feasible, that all CDBG-funded new construction, within the Historic District is compatible with the historic character of the Historic District.

D. The Town and the SHPO in order to streamline the Section 106 review process shall emphasize the treatment of exteriors that contribute to the property's eligibility for the National Register; may exempt categories of routine activities; and may develop treatment and design protocols for rehabilitation and new construction.

II. Coordination of Review

A. When the Town identifies a property that will be affected by the Undertaking, the Town shall submit the following documentation to the SHPO for review and comment. If the Town disagrees with the SHPO's comments, consultation shall continue until an agreement is reached. If an agreement cannot be reached, consultation will continue pursuant to Stipulation X, Dispute Resolution.

1. A Project Review Application Form (Appendix 4).
2. A copy of the map in Appendix 1 showing the precise location of the property.
3. Photographs, digital or print, of the building(s)' exterior(s) from the front, back and sides. For new construction projects, photographs of the site and neighboring streetscape.
4. A determination of whether the property contributes to the Historic District as defined by the boundaries on the map (Appendix 1).

B. If any portion of the Undertaking shall result in a cumulative ground disturbance of one (1) acre or greater, the Town shall consult with the SHPO per Stipulation VI.

C. If the Town determines that a property does not contribute to the potentially eligible Historic District then the Town may proceed with rehabilitation activities on that property, but shall continue to consult with the SHPO, per Stipulation II(D), on any new construction at that location.

D. If the Town determines that a property contributes to the potentially eligible Historic District, then it must be treated as an historic property for the purposes of Section 106 and the effects of the Undertaking on that property must be assessed. The Town shall prepare the following information based on the type of activity anticipated.

1. Rehabilitation

- a. Detailed scope of work.
- b. Plans and drawings, if applicable.
- c. Material specifications, if applicable.
- d. Description and photos of architectural features to be repaired or replaced.

2. Demolition

- a. An explanation of the reasons for demolition.
- b. Any code enforcement documents that support the necessity of demolition, if applicable.
- c. A structural evaluation and documentation of the building that supports the necessity of demolition, if applicable.
- d. Adequate background documentation to demonstrate that rehabilitation is not economically or structurally feasible or that retention of the property would jeopardize the implementation of an affordable housing project.

3. New Construction

- a. Identification of the lot proposed for new construction, including street address and map.
- b. Plans for exterior elevations.
- c. Exterior materials specifications.
- d. Site plan, including the boundaries of the lot and adjacent lots and the proposed footprint of the new construction.

E. For all rehabilitation and demolition projects on properties considered contributing to the potentially eligible Historic District and all new construction within the Historic District carried out under this Agreement, the Town shall submit to the SHPO for review and comment the following information.

1. All documentation prepared pursuant to Stipulation II(A).
2. All necessary documentation prepared pursuant to Stipulation II(D).
3. A determination of whether the proposed treatment meets the Standards or a detailed statement as to why the Standards cannot be met. A form should be completed for all new construction and rehabilitation projects (Appendix 5).
4. A Finding of Effect (No Adverse Effect or Adverse Effect) based on an application of the Standards and the guidance in 36 CFR Part 800.5.

III. Mitigation

A. If adverse effects are identified during the course of the project, the Town shall consult with the SHPO, the Scott County Historical Society, and other consulting parties, as applicable, to consider possible ways to avoid or minimize the adverse effects. The Town shall provide the opportunity for the interested public to express their views on the proposed mitigation measures pursuant to Stipulation IX (B). If the effects cannot be avoided the Town shall consult with the SHPO, the Scott County Historical Society, and other consulting parties about appropriate mitigation which shall be determined based on the degree of the adverse effect and the level of significance of the resource. The agreed upon mitigation shall be submitted to the SHPO for review and approval before construction or demolition begins.

B. All mitigation documentation prepared pursuant to this Agreement shall be prepared by a professional in the appropriate discipline who meets the *Secretary of the Interior's Professional Qualification Standards* (36 CFR Part 61).

IV. Emergency Situations

Should a building collapse, be largely destroyed by fire, be substantially damaged by a storm and/or be on the verge of collapse, the Town may, per 36 CFR Part 800.12, declare an Emergency Situation and, acting in the interest of public health and safety, propose demolition of a historic property. Upon issuance of the order, the Town shall, to the extent possible, document the building and notify the SHPO as soon as possible.

V. Archaeology

A. The Town may proceed without archaeological consultation with the SHPO for the following ground-disturbing activities:

1. Any individual activity requiring less than one acre of ground disturbance. The area of potential effect for individual activities shall include all land-disturbing actions associated with site preparation, construction, associated access roads, temporary construction easements, equipment storage areas, staging areas, below ground utilities, etc.
2. The installation of utilities, such as sewer, storm, electrical, gas, steam, compressed air, leach lines, and septic tanks in road rights-of-way, existing utility corridors, or other areas previously disturbed by these activities.

B. Any projects involving ground-disturbing activities within existing archaeological sites or not otherwise exempted under Stipulation V (A), above, shall be submitted to the SHPO, for review and comment through the completion of a Project Review Application Form (Appendix 4).

C. Should the Town determine, in consultation with the SPHO, that further archeological identification is needed, the Town shall prepare and implement a program to identify and evaluate archeological resources.

D. Should the Town, as a result of its survey efforts and in consultation with the SHPO, determine that an eligible archeological site will be affected; a plan for its avoidance, protection, or recovery of data shall be submitted to the SHPO and other consulting parties, if any, for review and approval. The Town shall consider all comments received in preparing the final treatment plan and will then implement the plan.

E. All archaeological studies, resulting from this Agreement including data recovery plan(s), shall be performed by an archaeologist meeting the *Secretary of the Interior's Professional Qualifications Standards* (36 CFR Part 61) and in accordance with *The Secretary of the Interior's Standards and Guidelines for Archeological Documentation* (48 FR 44734-37), and the SHPO's *Guidelines for Conducting Cultural Resource Survey in Virginia: Additional Guidance for the Implementation of the Federal Standards Entitled Archaeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines* (48 FR 44742, September 29, 1983) (1999, rev. 2003), and shall take into account the ACHP's publications, *Consulting About Archeology Under Section 106* (1990), *Recommended Approach for Consultation on Recovery of Significant Information from Archeological Sites* (1999), and *Section 106 Archaeology Guidance* (June 2007) or subsequent revisions.

VI. Review of Documentation

The SHPO and other consulting parties agree to review documentation submitted pursuant to this Agreement within thirty (30) days after confirmed receipt of complete documentation. If the SHPO or other consulting party fails to comment, the Town may

assume the non-responding party has no comments.

VII. Post Review Discoveries

The Town shall ensure that construction documents contain the following provisions for the treatment of unexpected discoveries:

A. In the event that a previously unidentified archaeological resource is discovered during ground disturbing activities, the Town shall immediately notify the SHPO. All construction work involving subsurface disturbance shall be halted in the area of the resource and in the surrounding area where further subsurface remains can reasonably be expected to occur. The Town and an archaeologist, meeting *The Secretary of the Interior's Professional Qualifications Standards* (36 CFR Part 61), immediately shall inspect the work site and determine the area and the nature of the affected archaeological property. Construction work may then continue in the project area outside the site area. Within two (2) business days of the original notification of discovery, the Town, in consultation with the SHPO, shall determine the National Register eligibility of the resource.

B. Potentially eligible historic properties shall be evaluated using the National Register Criteria for Evaluation in accordance with 36 CFR Part 800.4(c). If the Town determines that the resource meets the National Register Criteria for Evaluation (36 CFR Part 60.6), the Town shall ensure compliance with 36 CFR Part 800.13(b)(3) of the ACHP's Regulations. The SHPO and other consulting parties agree to provide comments on any treatment plan submitted within two (2) business days of receipt. If the SHPO or other consulting party fails to comment, the Town may assume the non-responding party has no comments. The Town shall take into consideration all comments received within the review period and the implement the final plan. Work in the affected area shall not proceed until the development of an appropriate treatment plan; or the determination is made that the located resource is not eligible for inclusion on the National Register.

VIII. Human Remains

The Town shall make all reasonable efforts to avoid disturbing gravesites, including those containing Native American human remains and associated funerary artifacts. The Town shall treat all human remains and associated funerary artifacts in a manner consistent with the ACHP "Policy Statement Regarding Treatment of Burial Sites, Human Remains and Funerary Objects" (February 23, 2007; <https://www.achp.gov/docs/hrpolicy0207.pdf>).

A. Human remains and associated funerary objects encountered during the course of actions taken as a result of this Agreement shall be treated in the manner consistent with the provisions of the *Virginia Antiquities Act*, Section 10.1-2305 of the *Code of Virginia*, and with the final regulations adopted by the Virginia Board of Historic Resources and published in the Virginia Register of July 15, 1991. Copies of the above-listed law and regulations are included as Appendix 6.

B. In the event that the human remains encountered are likely to be of Native American origin, whether prehistoric or historic, the Town will immediately notify the Virginia Council on Indians (VCI) and the following Federally recognized tribes which may have cultural interests in ancestral homelands in Virginia: Catawba Nation, Cherokee Nation, Eastern Band of the Cherokee Indians of North Carolina, Shawnee Tribe, Eastern Shawnee Tribe of Oklahoma, and Tuscarora Nation of New York). The treatment of Native American human remains and associated funerary objects will be determined in consultation with the VCI and the appropriate tribal leaders. All reasonable efforts will be made to avoid disturbing Native American gravesites and associated artifacts. To the extent possible, the Town will ensure that the general public is excluded from viewing any Native American gravesites and associated artifacts. No photographs of any Native American gravesites and/or associated funerary objects will be released to the press or to the general public.

C. The Town may obtain a permit from the SHPO for the removal of human remains in accordance with the regulations stated above. In reviewing a permit involving removal of Native American human remains, the SHPO will notify and consult with the VCI and the appropriate tribal leaders as required by the regulations stated above.

IX. Public Participation

A. The Town shall afford the interested public an opportunity to comment in accordance with the public participation plan approved by DHCD as part of the CDBG grant process.

B. When a finding of adverse effect is made, the Town shall solicit public comment regarding the proposed impact to historic properties and provide copies of those comments to the SHPO.

X. Dispute Resolution

A. Should any party to this Agreement object in writing to the Town regarding any action carried out or proposed with respect to the undertaking or implementation of this Agreement, the Town shall consult with the objecting party to resolve the objection. If after initiating such consultation the Town determines that the objection cannot be resolved through consultation, the Town shall forward all documentation relevant to the objection to the ACHP, including the Town's proposed response to the objection. Within thirty (30) days after receipt of all pertinent documentation, the ACHP shall exercise one of the following options

1. Advise the Town that the ACHP concurs in the Town's proposed response to the objection, whereupon the agency will respond to the objection accordingly;
2. Provide the Town with recommendations, which the Town shall take into account in reaching a final decision regarding its response to the objection; or
3. Notify the Town that the objection will be referred for comment pursuant to 36 CFR Part 800.7(a)(4), and proceed to refer the objection and comment. The Town

shall take the resulting comment into account in accordance with 36 CFR Part 800.7(c)(4) and Section 110(l) of NHPA.

Should the ACHP not exercise one of the above options within thirty (30) days after receipt of all pertinent documentation, the Town may assume the ACHP's concurrence in its proposed response to the objection.

The Town shall take into account any ACHP recommendation or comment provided in accordance with this stipulation with reference only to the subject of the objection; the Town's responsibility to carry out all actions under this Agreement that are not the subjects of the objection shall remain unchanged.

B. At any time during implementation of the measures stipulated in this Agreement, should an objection pertaining to this Agreement or the effect of any individual project on historic properties be raised by a member of the public, the Town shall notify the parties to this Agreement and take the objection into account, consulting with the objector and, should the objector so request, with any of the parties to this Agreement to resolve the objection.

XI. Amendment and Termination

A. Any signatory to this Agreement may request that it be amended, whereupon the signatories shall consult in accordance with 36 CFR Part 800. to consider such an amendment. All signatories to this Agreement must agree to the proposed amendment in accordance with 36 CFR 800.6(c)(7). The amendment will be effective on the date a copy signed by all the signatories is filed with the ACHP.

B. If the Town determines that it cannot implement the terms of this Agreement, or if the SHPO determines that the Agreement is not being properly implemented the Town or the SHPO may propose to the other parties that it be terminated.

C. Termination shall include the submission of any outstanding documentation on any work done up to and including the date of termination.

D. A party proposing to terminate this Agreement shall so notify all parties to the Agreement, explaining the reasons for termination and affording them at least thirty (30) days to consult and seek alternatives to termination. The parties shall then consult.

E. Should such consultation fail and the Agreement be terminated, the Town shall comply with 36 CFR Parts 800.3 through 800.6 with regard to the individual projects covered by this Agreement.

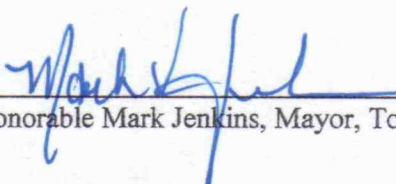
XII. Duration of the Agreement

This Agreement shall continue in full force and effect until five (5) years after the date of the last signature. At any time in the sixth-month period prior to such date, the Town may


request the SHPO and the ACHP to consider an extension or modification of this Agreement. No extension or modification shall be effective unless all parties to the Agreement have agreed with it in writing.

Execution of this Programmatic Agreement and implementation of the provisions herein shall be evidence that the Town and the Federal and State agencies have satisfied their Section 106 responsibilities for all individual projects subject to the review of this Agreement.

SIGNATORIES

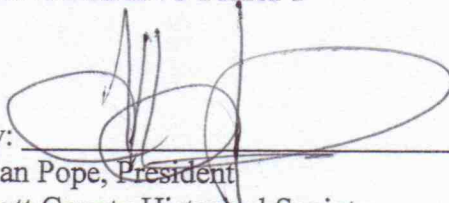
By: 
The Honorable Mark Jenkins, Mayor, Town of Gate City, Virginia

Date: 12-22-08

By: 
Kathleen S. Kilpatrick, Director, Virginia Department of Historic Resources
and Virginia State Historic Preservation Office

Date: 12-22-08

CONCURRING PARTY

By: 
Alan Pope, President
Scott County Historical Society

Date: 12-22-08

APPENDICES

Appendix 1: Map of the Project Area and APE

Appendix 2: Definitions

Appendix 3: Secretary of the Interior's Standards for Rehabilitation

Appendix 4: Project Review Application Form

Appendix 5: Standards Checklist

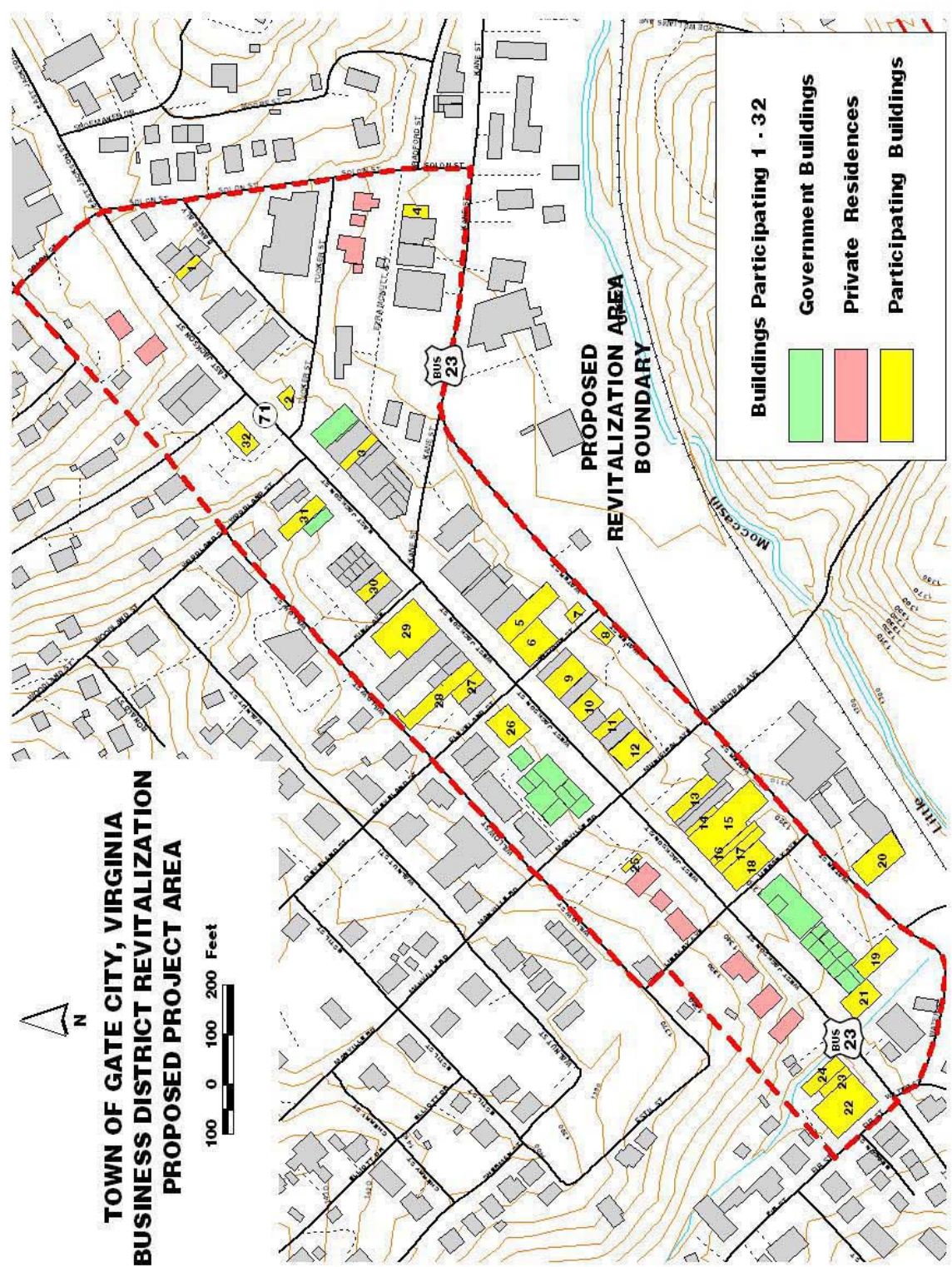
Appendix 6: Virginia Laws and Regulations Governing the Treatment of Human Remains

Appendix I




MAP OF THE PROJECT AREA AND APE

- Town of Gate City, Virginia Business District Revitalization Proposed Project Area Map
- Map Key
- Gate City Downtown Revitalization Project Participating Buildings: November 2008 Photos
- Gate City Downtown Revitalization Project Participating Buildings: March 2008 Photos
- *A Downtown Revitalization Plan for Gate City, Virginia* (Prepared by Arnett Muldrow & Associates, Ltd. March 2007)

**TOWN OF GATE CITY, VIRGINIA
BUSINESS DISTRICT REVITALIZATION
PROPOSED PROJECT AREA**



Buildings Participating 1 - 32

	Government Buildings
	Private Residences
	Participating Buildings

Map Key

	Business Name	Address	Year Built
1.	Allstate Insurance Agency	244 East Jackson Street	1953
2.	East End Barber Shop/Vacant	180 East Jackson Street	1968
3.	Charles Bridwell, CPA Jackson Street Properties	146 East Jackson Street	1961
4.	Git R Done	Corner of Solon and Kane St.	??
5.	Apostolic Church	149 West Jackson Street	1931
6.	Seishin-Kai Karate School	153 West Jackson Street	1931
7.	Vacant	137 Water Street	
8.	UnCommon Goods	138 Antique Street	
9.	WGAT Radion Station/HJS Quik Signs/Vacant/2 apartments	173 West Jackson Street	1928
10.	Kelly's Floral and Gifts	185 West Jackson Street	1918
11.	Kilgore Law Office/Thomas W. Baker/Delegate Terry Kilgore	197 West Jackson Street	1923
12.	Coleman and St. Martin Law George C. Maddox Law Daughtery-Kane Insurance James M. Shull Law Office Dan Paul Closet Retail	209 West Jackson Street	1953
13.	Quillen Hardware	239 West Jackson Street	1923
14.	Salon on Jackson Beauty Shop	251 West Jackson Street	1956
15.	Scott County Virginia Star	255 West Jackson Street	1918
16.	Sherry Lee Wilson, Attorney	263 West Jackson Street	1918
17.	Vacant/Old Gate City Theater	267 West Jackson Street	1900
18.	Jakes Family Recreation	West Jackson Street	1908
19.	Rental—Broadwater Trading	390 West Jackson Street	1947
20.	Egan Construction & Home Center	345 Water Street	1948
21.	Chapman Construction	341 West Jackson Street	1953
22.	Vacant/Starnes Building	372 West Jackson Street	1924
23.	Vacant/Little Store	362 West Jackson Street	1923
24.	Battery Depot	323 West Jackson Street	1928
25.	Vacant	342 West Jackson Street	
26.	Qualls and Moore Attorneys Eola's Beauty Shop	170 West Jackson Street	1911
27.	Jenkins School of Dance Michelle Jenkins Law	148 West Jackson Street	1907
28.	Scott Jewelers/Janet Metz Law	142 West Jackson Street	1907
29.	Chris' Department Store	114 West Jackson Street	1906
30.	Michael F. McClellan Carrico, PC	101 East Jackson Street	1933
31.	Vacant/Old ABC Store	178 East Jackson Street	1952
32.	Bank of Scott County	181 East Jackson Street	1983



**Gate City Downtown Revitalization Project
Participating Buildings**

November 2008 Photos

Photos by Chris Starnes, LENOWISCO PDC
cstarnes@lenowisco.org



Downtown Gate City Aerial Photo (2005)



Downtown Gate City – Jackson and Kane Intersection



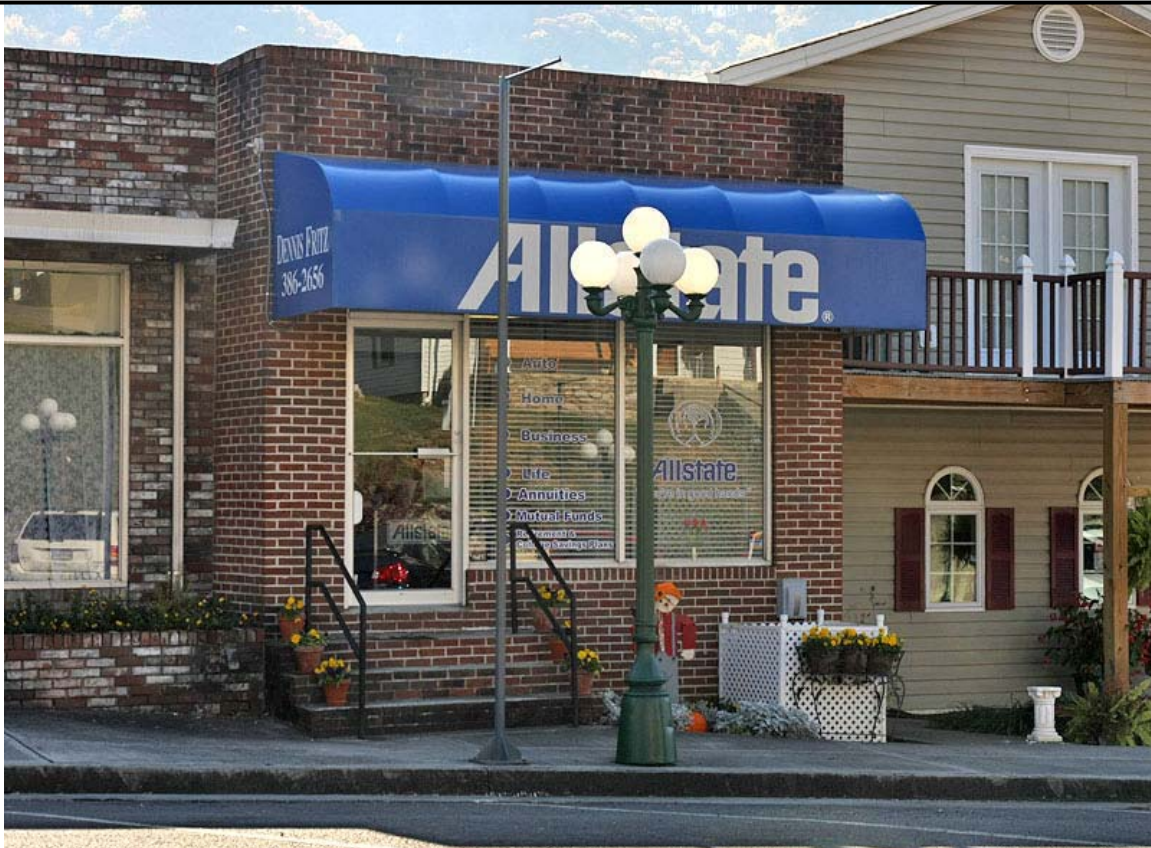
Downtown Gate City



Water Street



Kane Street (looking northwest toward Downtown)



Building I



Building 2



Building 3



Building 4



Building 5



Building 6



Building 7



Building 8



Building 9



Building 10



Building 11



Building 12



Building 13



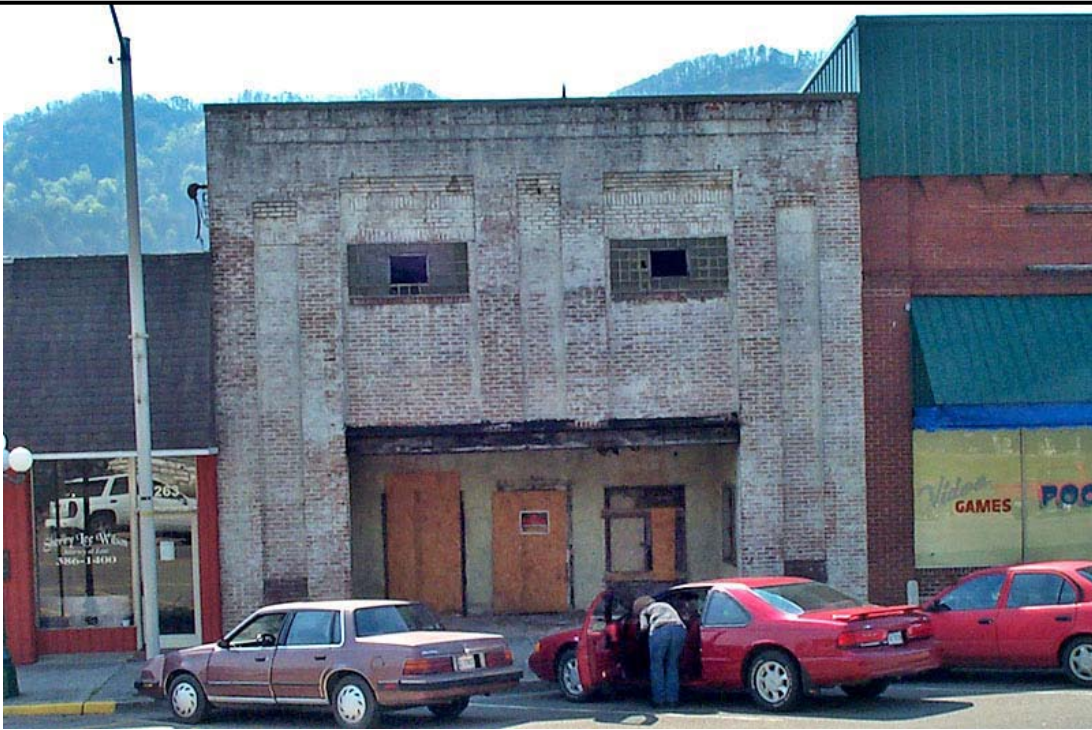
Building 14



Building 15



Building 16



Building 17



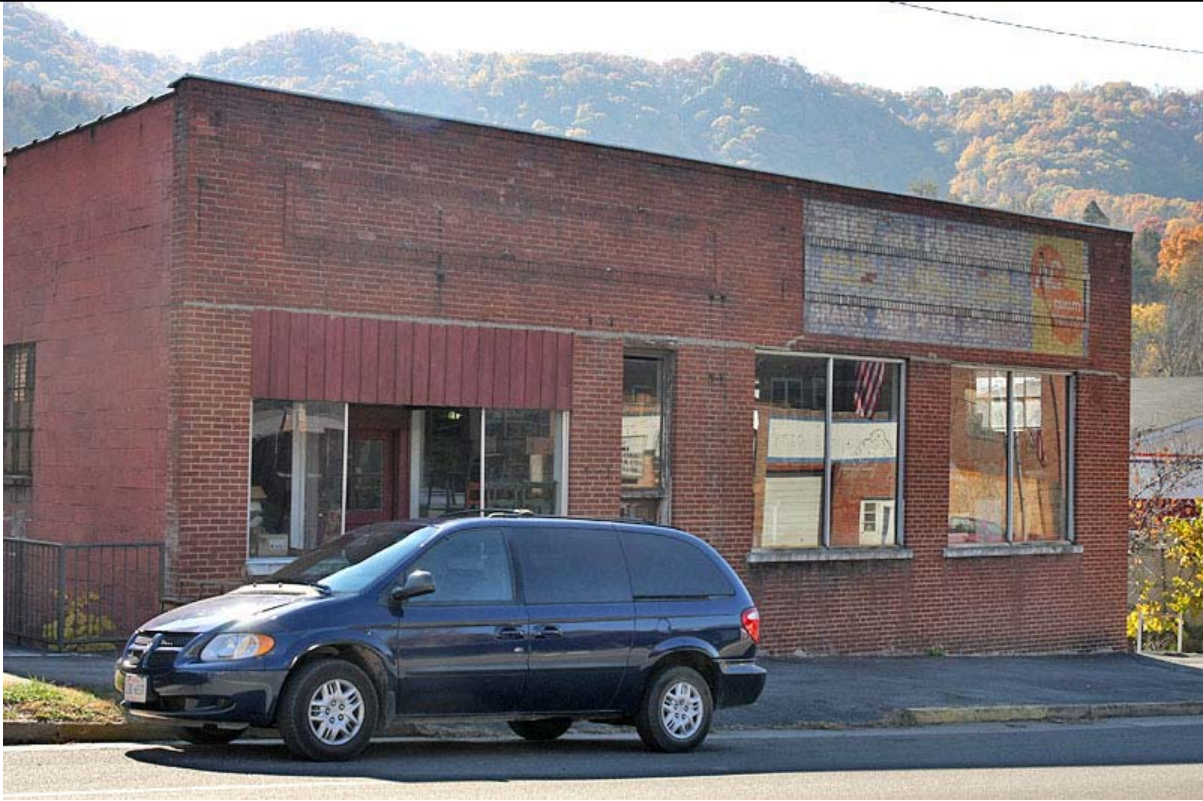
Building 18



Building 19



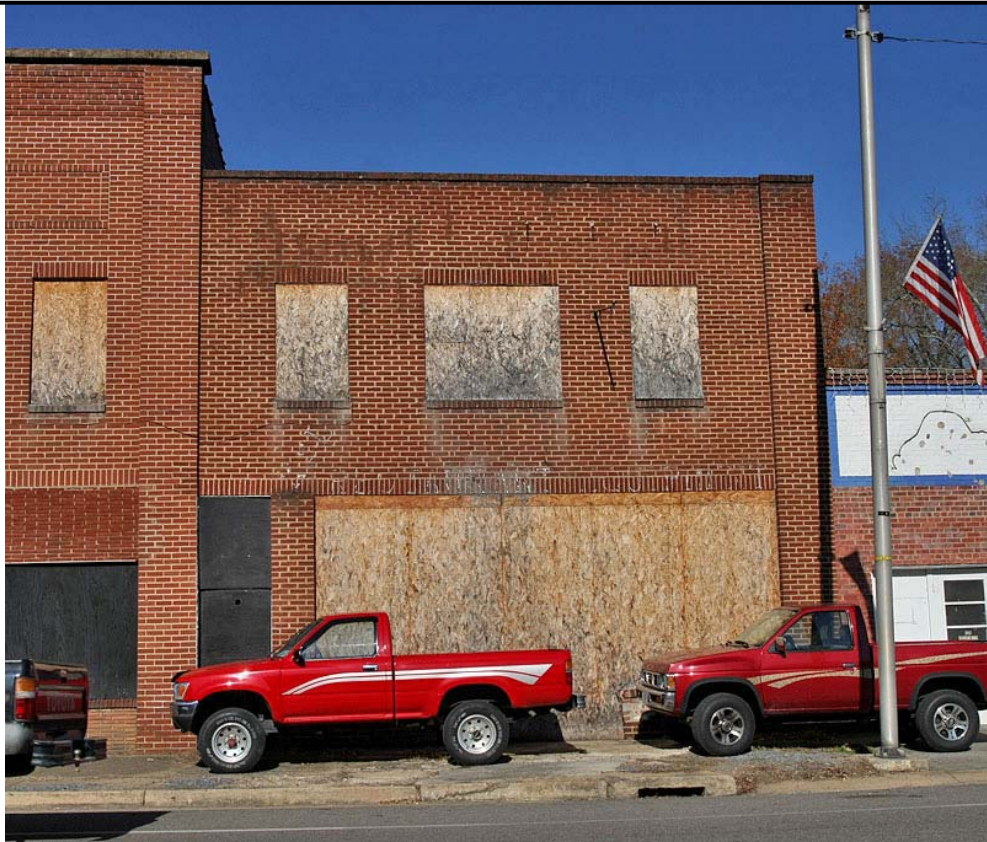
Building 20



Building 21



Building 22



Building 23



Building 24



Building 25



Building 26



Building 27



Building 28



Building 29 (photo 1)



Building 29 (photo 2)



Building 30



Building 31



Building 32

Photos by Chris Starnes
LENOWISCO Planning District Commission – 11.04.08
cstarnes@lenowisco.org - 276.431-2206



**Gate City Downtown Revitalization Project
Participating Buildings**

March 2008 Photos

Photos by Kalena Porter, LENOWISCO PDC



#1 Allstate Insurance Agency, front view from opposite side of Jackson Street



#2 East End Barber Shop/Vacant, front view from opposite side of Jackson Street



#2 East End Barber Shop, Side View



#2 East End Barber Shop, Side View



#3 Charles Bridwell, CPA/Jackson Street Properties, front view from opposite side of Jackson Street



#4 Git R Done, front view from opposite side of Kane Street



#4 Git R Done, side view from Solon Street



#5 Apostolic Church, front view from opposite side of Jackson Street



#6 Seishin-Kai Karate School, front view from opposite side of Jackson Street



#6 Side View of Karate School, taken from corner of Jackson and Cleveland Streets



Rear View of #5 Karate School, #6 Apostolic Church, and Side View of #7 Vacant taken from Water Street



#7 Vacant, Front View taken from Antique Street



#7 Vacant, Side View taken from Water Street



#8 UnCommon Goods, Front and Side View taken from intersection of Antique and Water Streets



#8 UnCommon Goods, Side View taken from Water Street



#9 WGAT Radio Station/HJS Quik Signs, front view from opposite side of Jackson Street



#10 Kelly's Floral and Gifts, front view from opposite side of Jackson Street (building w/ green roof)



#11 Kilgore Law Office/Thomas W. Baker/Delegate Terry Kilgore, front view opposite side of Jackson Street (building with wood around windows)



#12 Coleman Law Office, front view from opposite side of Jackson Street



#12 Coleman Law Office/Dan Paul Closet Retail, side view from opposite side of Jackson Street



#12 Coleman Law/Dan Paul Closet Retail, Side and Back View from corner of Moccasin Ave. and Water St.



Rear View of #9, #10, #11, and #12 from Water Street



#13 Quillen Hardware, Side View from opposite side of Jackson Street



#13 Quillen Hardware, front view from opposite side of Jackson Street



#13 Quillen Hardware, rear view from Water Street



#14 Salon on Jackson Beauty Shop, Front View from opposite side of Jackson Street (red store front)



#15 Scott County Virginia Star, front view from opposite side of Jackson Street



#16 Sherry Lee Wilson, Attorney at Law (last red store front), front view from opposite side of Jackson St.



#17 Vacant/Old Gate City Theater, front view from opposite side of Jackson Street (white building)



#18 Jake's Family Recreation, front view from opposite side of Jackson Street



#18 Jakes Family Recreation, Side View from Jackson Street



Rear View of #18, #17, #16, #15, from left to right, view from Water Street



#19 Rental to Broadwater Trading, front view from Water Street



#19 Rental to Broadwater Trading, Side View from Municipal Parking Lot on Water Street



#20 Egan Construction and Home Center, front view from opposite side of Water Street



#20 Egan Construction, side view from opposite side of Water Street



#20 Egan Construction, side view from parking area on Water Street



#21 Vacant/ Old Chapman Construction, front view from opposite side of Jackson Street



#21 Vacant/Old Chapman Construction Building, side view from Jackson Street



#22 Vacant Starnes Building, side view from opposite side of Jackson Street



#22, #23 Vacant, Starnes Building and Little Store, front view from opposite side of Jackson Street



#24 Battery Depot, front view from opposite side of Jackson Street



#24 Battery Depot, side view from parking Lot, Jackson Street



#24 Battery Depot, side view from opposite side of Jackson Street



#25 Vacant/Old Montgomery Law Office, front/side view from Jackson Street



#25 Vacant/Old Montgomery Hines Building, front view from opposite side of Jackson Street



#25 Parking Lot Side View/Old Montgomery Hines Building



#25 Parking Lot Side View/Old Montgomery Hines Building



#26 Qualls and Moore Attorneys, Side view from Jackson Street



#26 Qualls and Moore Attorneys, front view from opposite side of Jackson Street



#26 Qualls and Moore, Eola's Beauty, front view from opposite side of Jackson Street



#26 Eola's Beauty Shop, Front/Side view from opposite side of Jackson Street



From Left to right, #27 Michelle Jenkins Law Office/Jenkins School of Dance, #28 Janet Metz Attorney



28. Scott Jewelers/Janet Metz Law Office, front view from opposite side of Jackson Street



29. Chris' Department Store, front view from opposite side of Jackson Street



#29 Chris' Department Store, front and side view from opposite side of Jackson Street



#30 Michael F. McClellan Carrico, PC, front view from opposite side of Jackson Street



#30, Carrico PC, front view from opposite side of Jackson Street



#31 Vacant/Old ABC Store, front and side view from opposite side of Jackson Street



#31 Vacant/Old ABC Store, front view from opposite side of Jackson Street



#31 Vacant/Old ABC Store, front and side view from opposite side of Jackson Street



#32 Bank of Scott County, front view from opposite side of Jackson Street

A Downtown Revitalization Plan for

Gate City, Virginia

Prepared by:

*Arnett Muldrow & Associates, Ltd.
Greenville, SC*

In conjunction with:

*Mahan Rykiel Associates, Inc.
Baltimore, MD*

*Mattern & Craig, Inc.
Kingsport, TN*

March 14, 2007

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Gate City, Virginia

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March 14, 2007

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1.0 Introduction

1.1 Background and Purpose

Gate City, Virginia is a community of about 2,070 residents located in the mountain region of the southwest corner of Virginia and is the county seat of Scott County. The community is strategically positioned as a true “gateway” community from the urban Tri-Cities to the more rural and bucolic region of Southwest Virginia. Gate City has a rich history with its music, Native American, natural, and pioneer heritage. The town has a picturesque downtown environment with locally owned shops, quaint restaurants, and historic buildings - all nestled against a back drop the Appalachian Mountains range.

Realizing the importance of a vibrant downtown to economic development and overall quality of life, the Town of Gate city has been facilitating downtown revitalization in cooperation with the Virginia Department of Housing and Community Development (DHCD). The process has been a collaborative effort between the local government, business owners, and concerned citizens. The relationship began in 2005 with a community wide effort to document buildings, evaluate businesses, conduct customer surveys, and conduct public meetings to discuss the future of Gate City. This phase culminated in December of 2005, when Arnett Muldrow & Associates was hired to develop a brief vision document that would summarize the goals and objectives of the community’s revitalization effort.

In 2006, the Town continued its revitalization efforts by securing a DHCD planning grant to create a economic restructuring plan and physical improvement strategy for downtown. These two planning components make up this Downtown Revitalization Plan for Gate City outlining a roadmap for downtown revitalization. This planning process continues the spirit of and builds upon the goals set in the earlier visioning process, including:

- **Physical Improvements:** Downtown Gate City will get a facelift including clean streets, attractive streetscape, and renovated buildings.
- **Economic Restructuring:** Gate City’s downtown will become a regional shopping district for the area offering specialty shops, dining, and events.
- **Marketing & Promotion:** Gate City will have a clear marketing vision promoting its musical heritage, its strategic location, and its rich historical ties.
- **Organization:** Downtown allies will be active partners with the Town to promote, recruit and enhance downtown Gate City.

The vision statements above, and each of the recommendations outlined in this reports are based on the Main Street four point methodology for downtown revitalization. These techniques are proven mechanisms aimed and building vibrant, attractive, and economically stable communities. Similarly, this Downtown Revitalization Plan specifically targets the Community Development Block Grant objectives including preventing and eliminating physical and economic blight, particular as it relates to business district revitalization.

1.2 Report Format

This plan report is designed to present the findings of the Downtown Revitalization Plan in a brief and easy to understand format. It begins with two important assessment chapters. The economic restructuring chapter is a detailed market assessment of Gate City that provides the economic framework under which the plan is presented. It looks at the private sector commercial and residential opportunities that exist for the business district. The physical assessment chapter examines the various infrastructure improvements needed to support private investments. These assessments are then categorized into four strategies for the future of downtown Gate City along with detailed implementation tactics. These implementation steps are presented as short, medium and, where necessary, long-term improvements.

The report concludes with an implementation strategy and action plan designed to outline the steps needed to begin implementation. This strategy is summarized in a “Strategy Board” which distills all of the recommendations of the Downtown Revitalization Plan into a one-sheet document. This strategy board builds off of the strategic framework outlined in the original visioning process for downtown Gate City.

1.3 Acknowledgments

The master planning process has continued a community wide planning effort begun many months ago. The successful revitalization efforts of the past, as well as this plan report, would not have been possible without the guidance of the management team and the participation of concerned citizens and businesses of Gate City, all of whom are volunteers. Other stakeholders included in the process included private sector property owners, Scott County and its Economic Development Authority, the Town of Gate City, and various other community and business leaders. This plan is a result of the participants hard work and reflects the community’s own goals for downtown revitalization and economic development.

1.4 Downtown Planning Area

For the purposes of this planning process, the study area identified in the image below represents a *general planning area* for the Downtown Revitalization Plan. This area was used in particular to guide the physical assessment and planning components of this document. It is important to note however, that many of the recommendations included in the document occur outside this boundary.

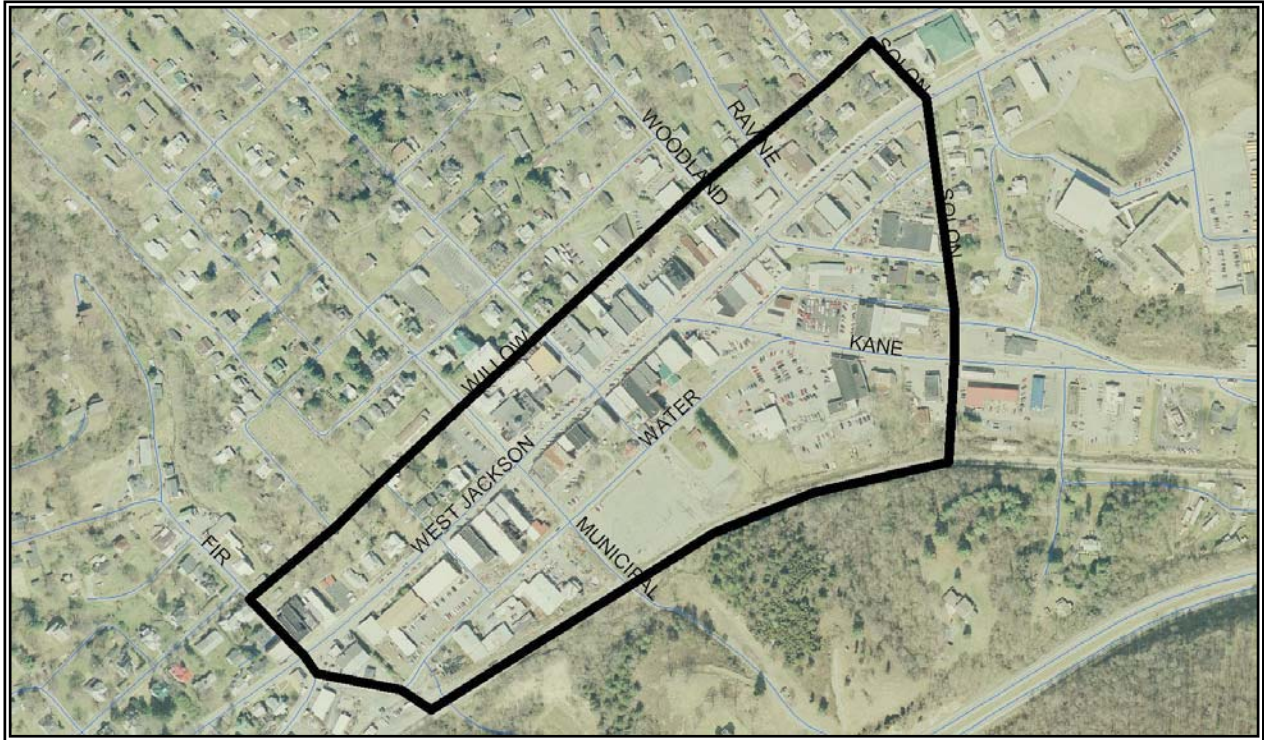


Figure 1: Downtown Revitalization Study Area: Aerial Imagery © 2002 Commonwealth of Virginia.

2.0 Economic Restructuring Assessment

2.1 Introduction

This chapter presents the findings of the retail market analysis for downtown Gate City, and builds the case for the economic restructuring recommendations laid out later in the report. The Town of Gate City as well as other economic development entities should use the data shown here to recruit new businesses to downtown, as well as to help existing businesses recognize opportunities to expand their retail offerings. The market definition section of this report provides a glimpse into the geography of downtown's existing customer base, while presenting specific consumer buying characteristics and marketing strategies. It should be noted that the initial market definition exercise focused on downtown, but that the market analysis itself provides data and presents retail opportunities that are relevant to the entire local market for Gate City. Ultimately, the data shown here will be used to develop specific marketing strategies in the following sections.

The market definition methodology is designed to provide a snapshot of retail trade patterns in the community. From these supply side analyses, a number of conclusions can be made. Because it is a snapshot of the downtown as a whole, this study does not necessarily reflect the exact trade patterns that each individual business might see through the course of the year and does not substitute for thorough market research for any specific business. For instance, a downtown restaurant would have distinct overall market characteristics different from hardware store catering primarily to locals. However, the information provided does offer valuable insight into the overall patterns, retail trade areas, and visitor traffic for downtown Gate City as a whole. In the analysis of this data, a number of conclusions can be drawn that will become valuable to the various agencies conducting marketing and economic development activities including the Town of Gate City, Scott County, Chamber of Commerce, Scott County Economic Development Authority as well as individual merchants and property owners.

This chapter is divided into three parts. The first describes the zip code survey analysis and definition of the market. The second section provides two retail analyses; retail leakage and retail shares. A third section examines the housing market for the central business district. Each section concludes with some key findings.

2.2 Market Definition

During the week of September 28th through October 6th 2006, eleven downtown Gate City businesses participated in a zip code survey of their customers. The purpose of the zip code survey is threefold. First, it allows us to effectively define the nature of downtown's local, regional, and visitor markets by establishing exactly where customers are coming from. Secondly, it provides the background data for establishing true geographies for downtown's local trade areas. This data is critical to the remainder of the market analysis. Finally, the survey engages local merchants in a simple exercise in tracking their customers and understanding their market. Quite often, individual merchants have never attempted to define what their true customer base happens to be outside of mailing lists. It is not uncommon for merchants to continue to track customers after this exercise has been completed.

All merchants were provided with a form to record customer zip codes and asked to keep the log for all customers during this one-week period. Surveyors were asked to stop either at two hundred recorded zip codes or the end of the week, whichever came first. In all, 1313 individual visits were recorded during the one-week period.

A variety of retail businesses participated in the Gate City survey. These businesses, listed below, represent the general mix of retail offerings in downtown including locally oriented business, service related, and those who may appeal to a broader regional market such as restaurants and antiques.

- Athletics Unlimited
- Mark's Hardware
- Jenkins School of Dance
- Uncommon Goods (antiques)
- Chris' Department Store
- Mustard Seed Café.
- Ivy Cottage (antiques)
- Quillen Hardware
- Dollar General
- Raymond's Odds & Ends
- Mustard Seed Antiques

Several other businesses had participated in the survey, but either their data was incomplete, or they failed to facilitate the survey, and therefore were not tallied. All of the market definition results below are based off of the participating businesses listed above. It is important to note that the local customer base would be consistent no matter how many businesses conduct the survey. These local customers represent the local trade areas and the baseline data for the detailed market analysis. However, the characteristics of the visitor and regional market would be better defined with a broader base of businesses conducting surveys. This will be discussed in more detail in the following sections.

2.2.1 Zip Code Results

The results of the survey are listed below:

- During the one-week period, businesses recorded customers from 89 unique zip codes with a total of 1313 customer visits recorded.
- 16 states including Virginia were recorded:
 - 77.8% from Virginia (1021 visits)
 - 20.2% from Tennessee (266 visits)
 - 2.0% from the rest of the country (25 visits from PA, DE, DC, MD, WV, SC, GA, FL, AL, KY, OH, MI, IL, TX)
 - 1 visit from Canada

The charts below show how downtown Gate City compares to other communities where this exercise has been performed.

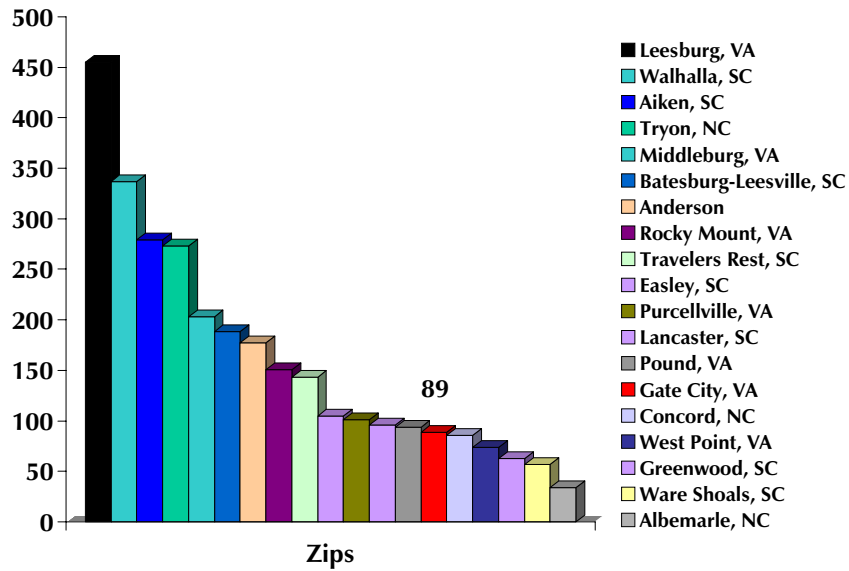


Figure 2: Unique Zip Codes from Comparison Zip Code Surveys

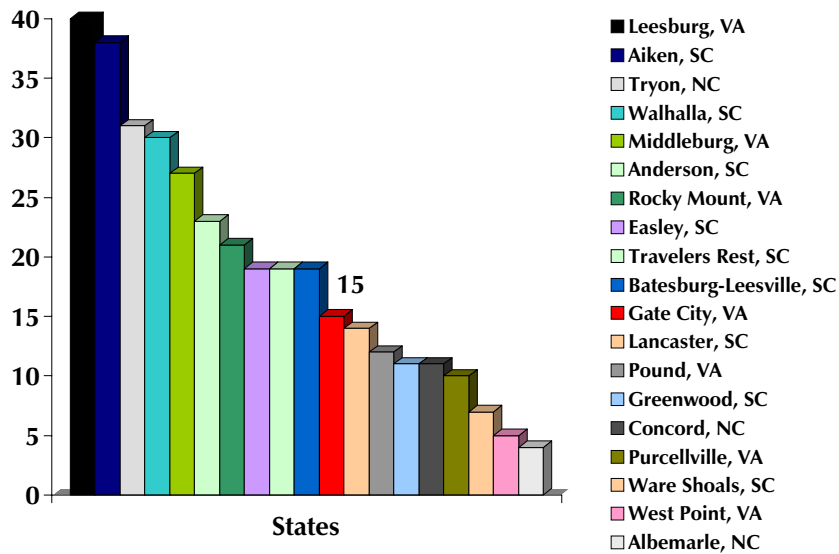


Figure 3: Unique States from Comparison Zip Code Surveys

In general, the left side of both charts represents communities with a higher level of visitor traffic (Leesburg, VA and Aiken, SC) and the right side shows communities that have a more locally oriented market (such as Albemarle, NC and West Point, VA). This information is by no means scientific as each community had a different number and variety of businesses participate, and were often taken at different times of the retail season. Still, the comparison does provide a first look at the local versus visitor orientation of each community's market. It can be seen from the chart that downtown Gate City, with 89 unique zip codes, is performing more along the lines of a community with a local oriented market base. In terms of unique states, Gate City is performing in the mid-range between

visitor & local oriented markets. This is likely partially due to the regional position of this section of southwest Virginia.

The charts below provide a more detailed examination into the breakdown of customer visits to the participating stores.

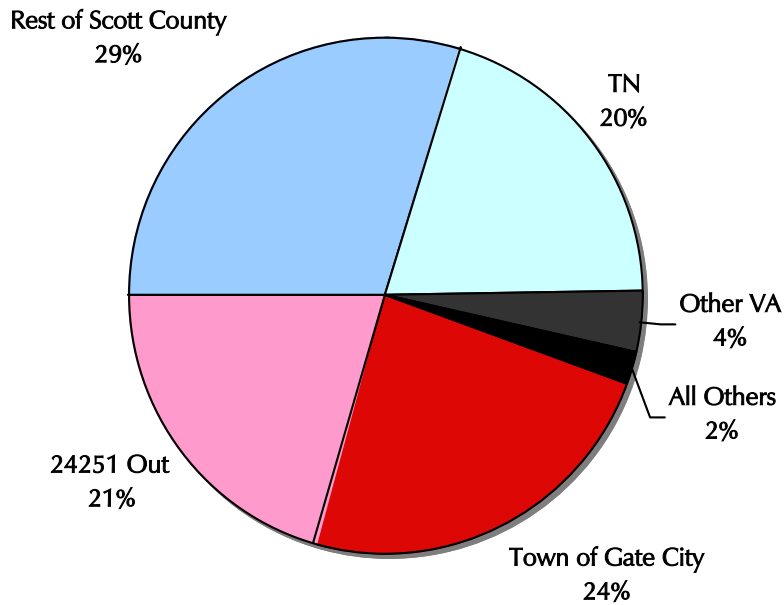


Figure 4: Customer Visits

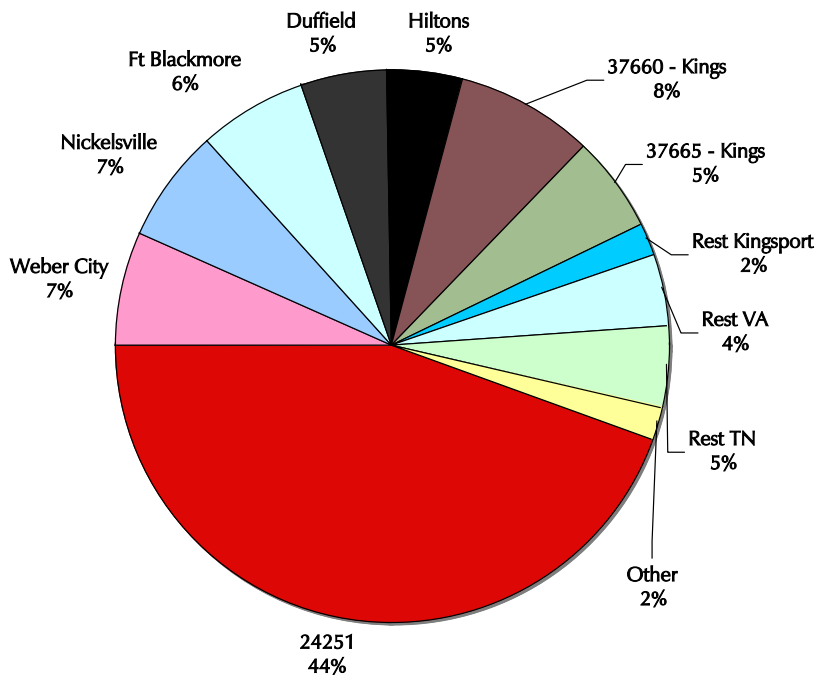


Figure 5: Customer Visits. A Closer Look

- Approximately 44.5% of the customers came from the primary Gate City zip code (24251). Of course, 24251 is a rather large zip code and the Town of Gate City represents a small portion of its overall geography. Considering the majority of customers are coming from this zip code, it was broken down further. In conducting the zip code survey, customers who live in this zip code were then asked whether they lived *inside* or *outside* the municipal limits of Gate City:
 - 23.8% of all customers came from within the Town of Gate City.
 - 20.6% were from the 24251 zip, but from outside of the town limits.
 - Another 0.1% of respondents were recorded as being from 24251 with no differentiation of whether they lived in or out of town.
 - Individual businesses varied from having 5% to 53% of their total business coming from the town.
 - Individual businesses ranged from 26% to 64% of their customers residing in the 24251 zip code.
- Approximately 74% of all downtown Gate City customers lived within Scott County. Individual businesses varied from having 49% to 93.8% of their total customer base living in Scott County.
- Approximately one-fifth of Gate City’s customer base came from Tennessee zip codes representing a very significant portion of the overall market. Of this, 15.6% came from Kingsport zips.
- The 37660 Kingsport zip code represented 8.1% of the overall Gate City market. This is the largest single portion of the market outside of the primary Gate City zip code.
- Weber City, between Gate City and Kingsport, made up 7% of the overall market. This number could be higher, but considering the retail market pull to the south from Kingsport, downtown Gate City still serves Weber City customers fairly well.
- 89% of customers came from the immediate region (Gate City, Scott County, and the Tennessee zip codes directly adjacent to the south). Customers from the local region then, represent over 9 out of 10 customers to downtown, suggesting a highly locally oriented market.

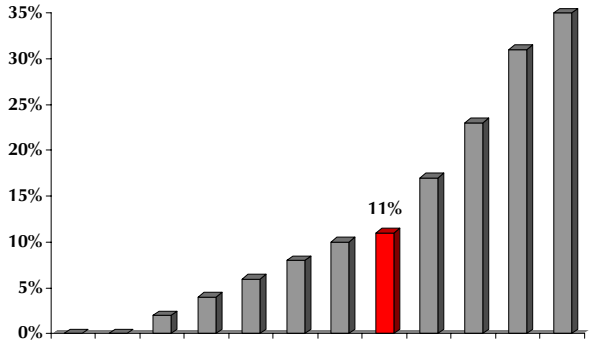


Figure 6: Percent Visitor by Business

- Only about 11% of customers could be considered true visitors. These customers reside outside the counties of Scott County and the Tennessee Zip codes adjacent to Gate City.
- Although the overall market is local oriented, some businesses do reach out to a visitor market. Individual businesses ranged from 0% to 35% visitor. The higher visitor numbers are for specialty retail such as antiques & gifts.

- Kingsport is the only part of the Tri-Cities that factors into Gate City’s market. Johnson City and Bristol, TN had only two and seven visits during the week and represented only 0.7% of the overall market.

2.2.2 Trade Area Definitions

Since zip codes each have different populations, customer visits are most accurately tracked on the number of visits in relation to the population. For example, during the week surveyed, there were 88 visits from Weber City and 106 from the 37660 Kingsport zip. This may seem to suggest that downtown Gate City has a stronger customer base from Kingsport, but the 37660 zip code is much larger in size and nearly twenty times as big as Weber City’s in population. Therefore, the market penetration into Kingsport 37660 is actually much smaller. The table below shows customer visits per 1,000 population for each of the highest representative visits.

Zip	Town	Population	Visits	Visits/1000
24251	Gate City VA	7778	584	75.08
24250	Ft Blackmore VA	1,316	83	63.07
24290	Weber City VA	2,039	88	43.16
24271	Nickelsville VA	2,886	86	29.80
24258	Hiltons VA	2,785	60	21.54
37665	Kingsport TN	4,509	71	15.75
24244	Duffield VA	5,419	66	12.18
24245	Dungannon VA	1172	4	3.41
37660	Kingsport TN	40,022	106	2.65
	All Kingsport TN	84,785	205	2.42
24221	Blackwater VA	1008	2	1.98
37642	Church Hill TN	14,610	14	0.96
37663	Kingsport TN	14,469	11	0.76
37664	Kingsport TN	25,785	17	0.66
	Johnson City TN	52,700	2	0.04
24251 IN	Gate City VA	2,070	313	151.21
24251 OUT	Gate City VA	5,708	270	47.30

Figure 7: Primary & Secondary Trade Areas

When comparing visits per thousand population for the various zip codes, we look for specific breaks to determine the Primary and Secondary Trade areas. The Primary Trade Area (PTA) represents the most loyal customer base. The people who live in the PTA are those who likely think of Gate City as their home and are therefore connected more to the retail offerings of downtown. The Secondary Trade Area (STA) represents another local base, but one in which customers are also close to other retail centers and have more choice in terms of where to spend their retail dollar.

By this measure, downtown Gate City’s primary retail trade area (PTA) is defined as the following three areas: 24251 Gate City, 24250 Ft Blackmore, and 24290 Weber City. These zip codes had over 43.16 customer visits per thousand residents in each area. Customers from these zip codes represented approximately 57% of the total visits during the survey period.

Four additional zip codes listed in the preceding table had over 12.18 visits per thousand residents. These geographies represent downtown's secondary trade area (STA) and include 24271 Nickelsville, 24258 Hiltons, 37665 Kingsport, and 24244 Duffield. 22% of all customers came from these two zip codes. In all, approximately 79% of all downtown customers come from the primary and secondary trade areas.

The map below illustrates the primary and secondary trade areas for Gate City. The PTA is shown in orange and the STA in purple.

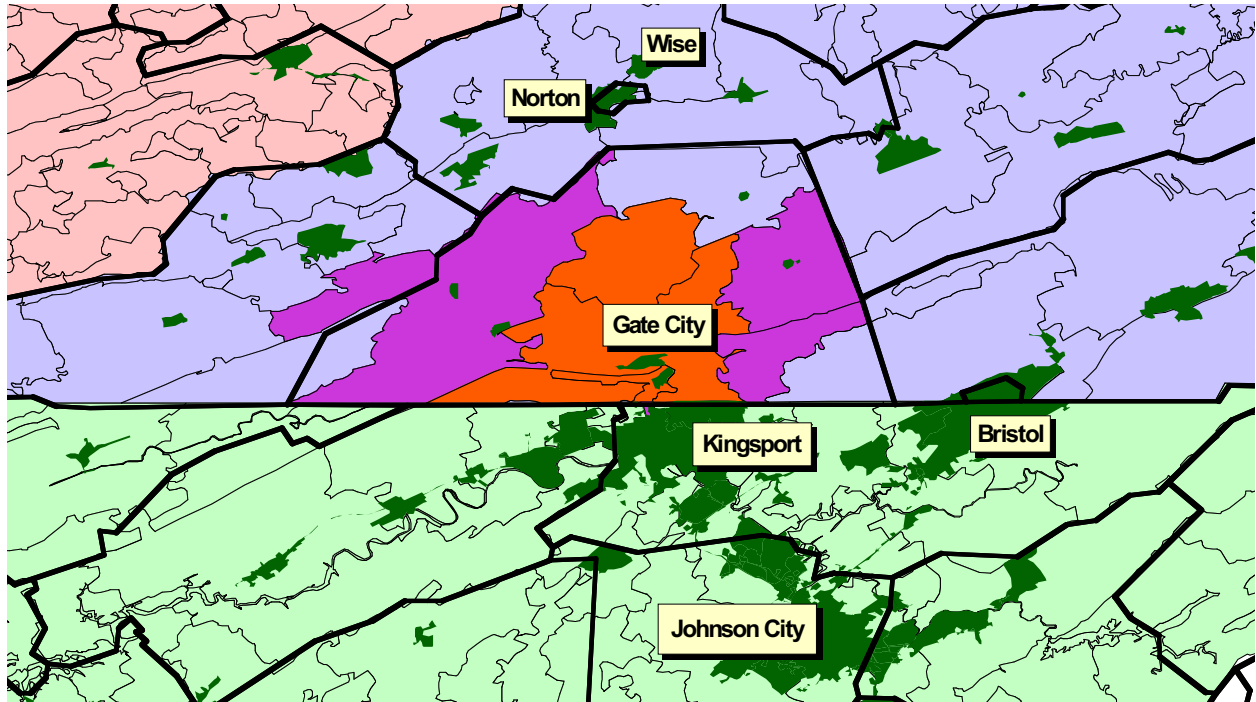


Figure 8: Downtown Gate City Trade Areas

2.2.3 Trade Area Demographics

Any examination of the local market is aided by an understanding of the local demographics. The charts below show population growth between the past two census years of 1990 and 2000, as well as estimated growth from 2000 to 2006.

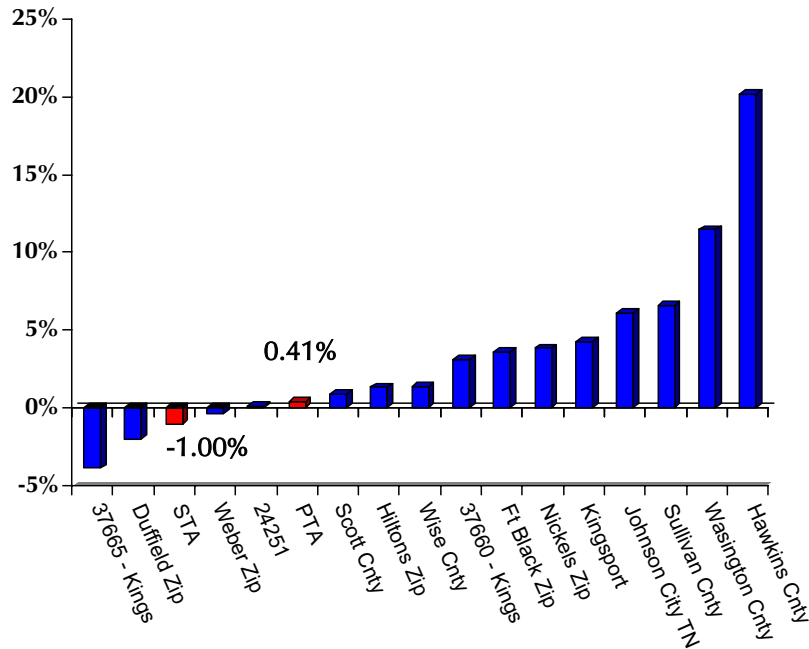


Figure 9: Regional Population Change 1990-2000

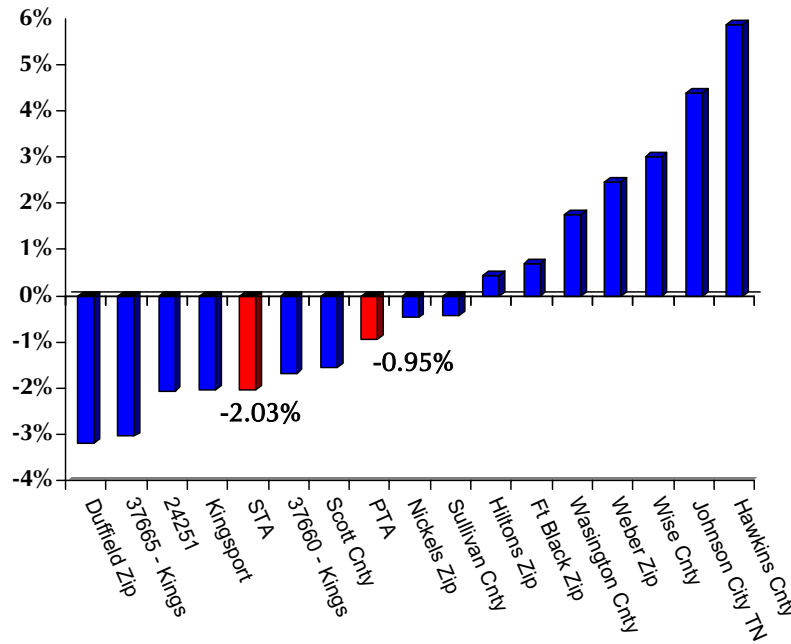


Figure 10: Estimated Population Change 2000-2006

The next table looks at income characteristics of the region.

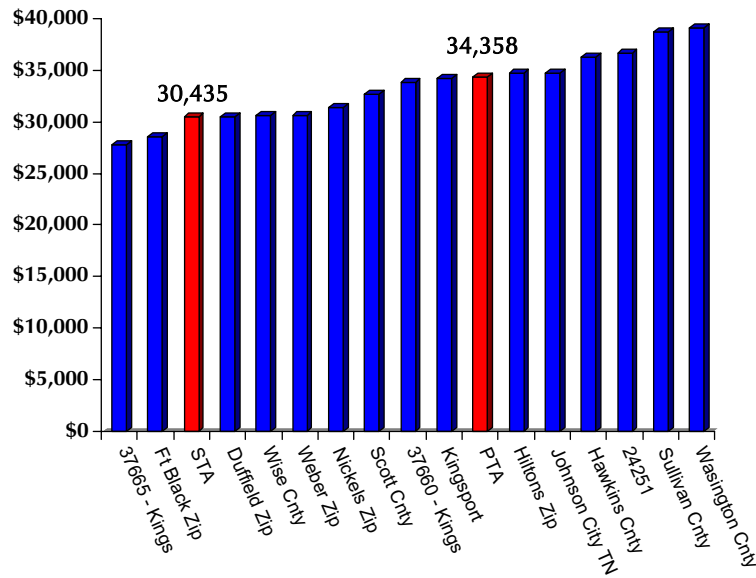


Figure 11: Regional Median Household Income 2006

Demographic Conclusions

- Population growth in the region varies. Between the previous two censuses, the PTA grew slightly at a rate of 0.41%. During the same time frame, the STA declined by nearly 1.0%. The highest population growth occurred in the Tri-Cities area to the south and Washington County VA to the east. Hawkins County grew the fastest during this tip period at a rate of over 20%.
- Estimated growth between 2000 and 2006 show a similar trend, but with Gate City's local trade areas beginning to decline more in population. The PTA is estimate to have declined by 0.95% in the past six years while the STA declined by 2.03%. Johnson City, Hawkins County, and Wise County, VA saw the highest levels of growth since 2000.
- Overall, the area is showing an increase in population, but the localized market is declining. Existing trends and the growth of the Tri-Cities area point to Scott County and Gate City reversing the current trend and growth potential.
- In terms of income levels, the highest regional median household income figures are in Washington and Sullivan Counties. Unlike population numbers, the Primary Trade area exists in the upper half of regional income levels.

2.2.4 Market Definition Conclusions

- Gate City has strong local market base (45% of the customers are from the 24251, 74% Scott County). About 89% of the total customer base comes from Scott County and adjacent zip codes.
- In general, the local trade areas for downtown Gate City are pulling away from Kingsport, TN and into rural Scott County. Both the primary and secondary trade areas are almost wholly contained within the County limits.
- Very few visitors are coming to Gate City from other places. With eleven businesses participating in the zip code survey, visitor data is limited. Stronger conclusion may be drawn if more businesses were brought into the process.
- Whenever there is a highly unique zip code (one from another state or far outside of the region), that shopper can be tracked from shop to shop to determine if there is any evidence of browsing occurring. In downtowns in particular, customers are generally more likely to go from shop to shop. This is due in part to the downtown shopping environment, access to multiple shops in a small area, and the overall retail mix common in downtowns. In Gate City, there is not enough visitor traffic to determine browsing patterns, but of the visitors that were recorded, there were two instances of visitor browsing. Both of these cases were from one antique store to another. It should be noted, however, that it is impossible to track local shoppers. These shoppers, while less likely to browse, may be visiting multiple shops.
- When looking at the customer visits per 1000 population, folks living in the Town of Gate City are much more loyal to downtown businesses than those who live in the Gate City zip, but outside of town. More customers came from outside of town, but when we look at visits per 1000 population, we come up with 151.21 visits/1000 INSIDE and 47.30 visits/1000 OUTSIDE. Therefore, the outer portions of the zip code, while still loyal to downtown businesses, are also doing shopping in other locales. While this is not unusual for peer communities, this gap is more significant than most.
- Downtown Gate City has good penetration into the Kingsport area, particularly the two zip codes directly adjacent to the state line. Kingsport zips represent over 15% of the overall market and Tennessee is at 20%. On the other hand, there is virtually no penetration into Johnson City and Bristol.

2.3 Retail Market Analysis

Downtown Gate City serves the local and regional markets as defined in the previous section. In this section, the Gate City market will be examined to identify potential opportunities for new or expanded retail uses. This section will look at retail in Gate City in two key studies:

1. A retail leakage analysis that will look at the primary and secondary trade areas to see how much money is “leaking” from the area to stores in other areas. From this, a “capture scenario” will be developed to illustrate how much retail space could potentially be brought back into Gate City based on the demand in the market.
2. A retail shares analysis that examines performance of retail stores in Gate City’s primary trade area as a benchmark of the greater region.

2.3.1 Retail Leakage

“Retail Leakage” refers to the difference between the retail expenditures by residents living in a particular area and the retail sales produced by the stores located in the same area. If desired products are not available within that area, consumers will travel to other places or use different methods to obtain those products. Consequently, the dollars spent outside of the area are said to be “leaking”. If a community is a major retail center with a variety of stores it will be “attracting” rather than “leaking” retail sales. Even large communities may see leakage in certain retail categories.

Stores in the primary trade area (PTA) for downtown Gate City sold \$157.7 million in merchandise while consumers living in the PTA spent \$172.5 million dollars in stores of similar type. The retail leakage analysis of the primary trade area suggests that Gate City is *leaking* sales to the in the amount of \$14.8 million dollars annually. This leakage figure is actually somewhat low compared to peer communities, particularly since Gate City is located adjacent to the more urban retail center of Kingsport and Johnson City. On first glance, this suggests that supply is near to demand in the primary trade area at least. A detailed look into the individual retail categories suggests otherwise and will be presented below.

An analysis looking at the secondary trade area (STA) reveals a different pattern. STA stores sold \$63.4 million dollars while consumers living in the STA spent \$226.8. Like the PTA, this secondary trade area is leaking, but the figure is much more dramatic at \$163.4 million. Again, peer communities typically see leakage, but generally not quite as much as this study shows. This is due simply to the fact that there is very little retail establishments in the STA zip codes including Hiltons, Nickelsville, Duffield, and 37665 Kingsport.

The Chart below represents sales and expenditures for Gate City's primary and secondary trade areas separated by individual retail category.

Opportunity Gap - Retail Stores

	PRIMARY TRADE AREA			SECONDARY TRADE AREA		
	(Consumer Expenditures)	(Retail Sales)	Leakage (Inflow)	(Consumer Expenditures)	(Retail Sales)	Leakage (Inflow)
Total Retail Sales Incl Eating and Drinking Places	172,569,918	157,706,640	14,863,278	226,816,122	63,416,990	163,399,132
Motor Vehicle and Parts Dealers-441	39,312,756	20,658,508	18,654,248	52,188,772	6,992,795	45,195,977
Automotive Dealers-4411	33,814,741	18,484,827	15,329,914	44,976,923	5,505,405	39,471,518
Other Motor Vehicle Dealers-4412	2,479,522		2,479,522	3,192,277	224,825	2,967,452
Automotive Parts/Access, Tire Stores-4413	3,018,493	2,173,681	844,812	4,019,572	1,262,565	2,757,007
Furniture and Home Furnishings Stores-442	4,025,112	1,986,200	2,038,912	5,026,018	702,564	4,323,454
Furniture Stores-4421	2,180,738	1,472,001	708,737	2,745,640	0	2,745,640
Home Furnishing Stores-4422	1,844,374	514,199	1,330,175	2,280,378	702,564	1,577,814
Electronics and Appliance Stores-443	3,521,110	4,118,003	(596,893)	4,469,972	189,715	4,280,257
Appliances, TVs, Electronics Stores-44311	2,684,782	4,092,001	(1,407,219)	3,434,263	173,807	3,260,456
Household Appliances Stores-443111	693,832		693,832	896,289	173,807	722,482
Radio, Television, Electronics Stores-443112	1,990,950	4,092,001	(2,101,051)	2,537,974	0	2,537,974
Computer and Software Stores-44312	709,134	26,002	683,132	877,181	15,908	861,273
Camera and Photographic Equipment Stores-44313	127,194		127,194	158,528	0	158,528
Building Material, Garden Equip Stores -444	19,013,606	12,587,350	6,426,256	24,429,185	4,584,558	19,844,627
Building Material and Supply Dealers-4441	17,378,792	10,100,851	7,277,941	22,334,814	3,825,059	18,509,755
Home Centers-44411	6,678,785		6,678,785	8,547,591	0	8,547,591
Paint and Wallpaper Stores-44412	438,420		438,420	541,430	0	541,430
Hardware Stores-44413	1,270,223	2,486,855	(1,216,632)	1,636,744	3,825,059	(2,188,315)
Other Building Materials Dealers-44419	8,991,364	7,613,996	1,377,368	11,609,049	0	11,609,049
Building Materials, Lumberyards-444191	2,984,504	2,596,460	388,044	3,797,265	0	3,797,265
Lawn, Garden Equipment, Supplies Stores-4442	1,634,814	2,486,499	(851,685)	2,094,371	759,499	1,334,872
Outdoor Power Equipment Stores-44421	274,193	759,499	(485,306)	354,506	759,499	(404,993)
Nursery and Garden Centers-44422	1,360,621	1,727,000	(366,379)	1,739,865	0	1,739,865
Food and Beverage Stores-445	20,921,225	37,757,633	(16,836,408)	28,166,386	6,451,147	21,715,239
Grocery Stores-4451	19,200,075	35,695,526	(16,495,451)	25,881,911	6,247,198	19,634,713
Supermarkets, Grocery (Ex Conv) Stores-44511	18,212,426	33,018,527	(14,806,101)	24,543,551	6,247,198	18,296,353

Convenience Stores-44512	987,649	2,676,999	(1,689,350)	1,338,360	0	1,338,360
Specialty Food Stores-4452	623,118	61,107	562,011	844,468	43,034	801,434
Beer, Wine and Liquor Stores-4453	1,098,032	2,001,000	(902,968)	1,440,007	160,915	1,279,092
Health and Personal Care Stores-446	10,270,734	12,960,904	(2,690,170)	13,325,320	748,489	12,576,831
Pharmacies and Drug Stores-44611	8,950,954	12,624,890	(3,673,936)	11,629,579	631,243	10,998,336
Cosmetics, Beauty Supplies, Perfume Stores	384,676	153,999	230,677	497,514	0	497,514
Optical Goods Stores-44613	254,264	71,999	182,265	312,657	0	312,657
Other Health and Personal Care Stores-44619	680,840	110,016	570,824	885,570	117,246	768,324
Gasoline Stations-447	19,736,327	44,610,520	(24,874,193)	26,869,806	25,824,837	1,044,969
Gasoline Stations With Conv Stores-44711	14,829,875	34,719,749	(19,889,874)	20,197,878	18,571,604	1,626,274
Other Gasoline Stations-44719	4,906,452	9,890,771	(4,984,319)	6,671,928	7,253,233	(581,305)
Clothing and Clothing Accessories Stores-448	6,080,632	1,145,599	4,935,033	7,714,389	684,681	7,029,708
Clothing Stores-4481	4,458,057	285,601	4,172,456	5,722,348	614,834	5,107,514
Men's Clothing Stores-44811	306,281		306,281	399,132	33,763	365,369
Women's Clothing Stores-44812	1,053,861	138,001	915,860	1,322,933	513,516	809,417
Childrens, Infants Clothing Stores-44813	270,646		270,646	373,880	66,387	307,493
Family Clothing Stores-44814	2,440,258		2,440,258	3,140,496	0	3,140,496
Clothing Accessories Stores-44815	95,052		95,052	113,510	1,168	112,342
Other Clothing Stores-44819	291,959	147,600	144,359	372,397	0	372,397
Shoe Stores-4482	859,806	847,999	11,807	1,147,223	0	1,147,223
Jewelry, Luggage, Leather Goods Stores-4483	762,769	11,999	750,770	844,818	69,847	774,971
Jewelry Stores-44831	694,731	11,999	682,732	765,266	69,847	695,419
Luggage and Leather Goods Stores-44832	68,038		68,038	79,552	0	79,552
Sporting Goods, Hobby, Book, Music Stores-451	2,668,698	1,291,001	1,377,697	3,372,300	209,021	3,163,279
Sporting Goods, Hobby, Musical Inst Stores-4511	1,998,068	717,001	1,281,067	2,517,870	147,000	2,370,870
Sporting Goods Stores-45111	1,009,588	560,003	449,585	1,261,507	0	1,261,507
Hobby, Toys and Games Stores-45112	647,326		647,326	822,739	0	822,739
Sew/Needlework/Piece Goods Stores-45113	185,230		185,230	235,632	147,000	88,632
Musical Instrument and Supplies Stores-45114	155,924	156,998	(1,074)	197,992	0	197,992
Book, Periodical and Music Stores-4512	670,630	574,000	96,630	854,430	62,021	792,409
Book Stores and News Dealers-45121	456,698		456,698	578,690	0	578,690
Book Stores-451211	421,877		421,877	533,969	0	533,969
News Dealers and Newsstands-451212	34,821		34,821	44,721	0	44,721
Prerecorded Tapes, CDs, Record Stores-45122	213,932	574,000	(360,068)	275,740	62,021	213,719

General Merchandise Stores-452	20,033,788	8,281,005	11,752,783	26,169,330	6,881,768	19,287,562
Department Stores Excl Leased Depts-4521	8,928,896		8,928,896	11,492,906	56,221	11,436,685
Other General Merchandise Stores-4529	11,104,892	8,281,005	2,823,887	14,676,424	6,825,547	7,850,877
Warehouse Clubs and Super Stores-45291	9,606,158		9,606,158	12,755,473	6,825,547	5,929,926
All Other General Merchandise Stores-45299	1,498,734	8,281,005	(6,782,271)	1,920,951	0	1,920,951
Miscellaneous Store Retailers-453	4,428,430	2,395,357	2,033,073	5,735,536	883,702	4,851,834
Florists-4531	316,168	339,081	(22,913)	395,141	265,861	129,280
Office Supplies, Stationery, Gift Stores-4532	1,709,830		1,709,830	2,180,584	23,864	2,156,720
Office Supplies and Stationery Stores-45321	978,413		978,413	1,248,599	0	1,248,599
Gift, Novelty and Souvenir Stores-45322	731,417		731,417	931,985	23,864	908,121
Used Merchandise Stores-4533	322,797	357,273	(34,476)	410,531	65,011	345,520
Other Miscellaneous Store Retailers-4539	2,079,635	1,699,003	380,632	2,749,280	528,966	2,220,314
Non-Store Retailers-454	9,681,840	3,278,404	6,403,436	12,423,218	1,248,914	11,174,304
Electronic Shopping, Mail-Order Houses-4541	6,601,995		6,601,995	8,351,149	0	8,351,149
Vending Machine Operators-4542	432,629		432,629	585,073	0	585,073
Direct Selling Establishments-4543	2,647,216	3,278,404	(631,188)	3,486,996	1,248,914	2,238,082
Foodservice and Drinking Places-722	12,875,660	6,636,156	6,239,504	16,925,890	8,014,799	8,911,091
Full-Service Restaurants-7221	5,744,604	3,055,001	2,689,603	7,537,302	4,160,000	3,377,302
Limited-Service Eating Places-7222	5,521,286	3,581,155	1,940,131	7,293,066	3,663,799	3,629,267
Special Foodservices-7223	1,110,135		1,110,135	1,463,936	191,000	1,272,936
Drinking Places -Alcoholic Beverages-7224	499,635		499,635	631,586	0	631,586
GAFO *	38,039,170	16,821,808	21,217,362	48,932,593	8,691,613	40,240,980
General Merchandise Stores-452	20,033,788	8,281,005	11,752,783	26,169,330	6,881,768	19,287,562
Clothing and Clothing Accessories Stores-448	6,080,632	1,145,599	4,935,033	7,714,389	684,681	7,029,708
Furniture and Home Furnishings Stores-442	4,025,112	1,986,200	2,038,912	5,026,018	702,564	4,323,454
Electronics and Appliance Stores-443	3,521,110	4,118,003	(596,893)	4,469,972	189,715	4,280,257
Sporting Goods, Hobby, Book, Music Stores-451	2,668,698	1,291,001	1,377,697	3,372,300	209,021	3,163,279
Office Supplies, Stationery, Gift Stores-4532	1,709,830		1,709,830	2,180,584	23,864	2,156,720

Figure 12: Gate City Retail Gap Analysis, Source: Claritas

The table above provides leakage by individual retail category. In general, the primary trade area is gaining in some specific categories including:

- Hardware/ Lawn & Garden – about \$2 million combined. This makes sense considering the businesses located in the community right now.
- Grocery – about \$16 million a year. This is a tremendous amount of gain considering there are only a couple of stores in the trade area (Gate City, Weber City, Ft Blackmore).
- Drug Stores - \$2.7 million a year.
- Gas/Service Station - \$24 million a year. This category includes convenience.
- Used Merchandise – about \$34,000 per year. While this gain is slight, it provides a first glance at some data related to Gate City’s position as an antiques destination. The community is pulling in shoppers from outside the local trade areas.
- Electronics & Appliance – about \$500,000.

For the most part, these figures are quite typical for a community like Gate City – the retail center of a larger rural area. When you look at rural Scott County, which has very little retail, these residents are coming into Gate City to get their basic goods and services (groceries, convenience, pharmacies, etc). Virtually every other category is leaking to other areas. In fact if you remove grocery and gas/convenience from the equation, the remaining uses are actually leaking closer to \$55 million per year (rather than \$14.8 million for all retailing in the chart above).

There is likely another reason for this gain, and that is its proximity to Tennessee and the favorable sales tax structure in Virginia. It is a safe bet that many nearby Tennessee residents are purchasing their groceries in Gate City and Weber City.

While most categories are leaking, the biggest leakage includes:

- Building Materials/Supply – This includes Home Centers and likely folks are going to Kingsport for this.
- Apparel – virtually every subcategory but particularly family & women.
- All specialty categories.
- Home Furnishings
- Restaurants – both fast food and sit down-type dining

All of this leakage translates to specific opportunities for retail growth based off of existing demand indicators.

2.3.2 Market Potential Analysis

Gate City cannot reasonably expect to capture all of the leaking sales from retail categories however, so we must look at a potential capture scenario that might illustrate the potential for additional downtown retail should some of the lost revenues be captured.

The table below illustrates the new or expanded retail space that could be supported in Gate City by capturing these sales under a scenario where 20% of leakage from the primary trade area is captured and 10% of the leakage from the secondary trade area is captured. The sales per square foot for retail store types have been obtained from Dollars and Cents of Shopping Centers, published by the Urban Land Institute.

Retail Stores	20% of PTA Outflow	10% of STA Outflow	Potential Capture	Sales per Square Foot	Calculated Capture
Selected Retail Categories Below	2,195,604	8,730,273	10,925,877		82,126
Furniture Stores	141,747	137,282	279,029	141.84	1,967
Home Furnishing Stores	266,035	157,781	423,816	167.75	2,526
Household Appliances Stores	138,766	72,248	211,015	245.44	860
Radio, Television, Electronics Stores	(420,210)	253,797		207.17	0
Computer and Software Stores	136,626	86,127	222,754	207.17	1,075
Camera and Photographic Equipment Stores	25,439	15,853	41,292	542.63	76
Building Material and Supply Dealers	1,455,588	1,850,976	3,306,564	142.38	23,224
Hardware Stores	(243,326)	(218,832)		121.08	0
Grocery Stores	(3,299,090)	1,963,471		371.79	0
Health and Personal Care Stores	(538,034)	1,257,683	719,649	247.29	2,910
Clothing and Clothing Accessories Stores	834,491	510,751	1,345,243	164.60	8,173
Women's Accessory & Specialty	28,872	37,240	66,112	164.60	402
Shoe Stores	2,361	114,722	117,084	158.81	737
Jewelry Stores	136,546	69,542	206,088	263.92	781
Luggage and Leather Goods Stores	13,608	7,955	21,563	198.82	108
Sporting Goods Stores	89,917	126,151	216,068	153.46	1,408
Hobby, Toys and Games Stores	129,465	82,274	211,739	146.28	1,447
Sew/Needlework/Piece Goods Stores	37,046	8,863	45,909	74.91	613
Book Stores	84,375	57,869	142,244	161.16	883
General Merchandise Stores	1,785,779	1,143,669	2,929,448	133.90	21,878
Florists	(4,583)	12,928		149.82	0
Gift, Novelty and Souvenir Stores	146,283	90,812	237,096	168.55	1,407
Foodservice and Drinking Places	1,147,974	827,951	1,975,924	201.63	9,800
Drinking Places -Alcoholic Beverages	99,927	63,159	163,086	88.07	1,852

Figure 13: Capture Scenario - 20% of PTA and 10% of STA, Arnett Muldrow & Associates and Claritas Inc

Based on the capture scenario above, Gate City could support 82,126 square feet of additional retail space. This is only based on the existing trade areas and does not relate to the first analysis of market definition, which suggested expanding the trade area potential to other nearby communities. These numbers suggest the potential for new stores as well as expansion of existing retailers. Additionally, several other demand indicators might help existing businesses expand their merchandise mix to attract shoppers who are otherwise going somewhere else to buy these products.

This 80,000-plus demand potential is directly related to the tremendous amount of leaking retail. While Gate City is fortunate to be adjacent to a growing urban area and large potential market, it also will continue to face a challenge of the magnet effects of the tremendous amount of retail in Kingsport and the Tri-Cities. Therefore, some of the opportunities listed above (like general merchandising and building materials/supply) are unlikely candidates for retail growth in Gate City. On the other hand, there are other important and more feasible retail opportunities:

- **Household Categories:**

- *Furniture & Home Furnishings* - these stores can take on a variety of formats from mom-and-pop accessory stores, to locally crafted furniture. They can have a broad trading area and fit in well with complementary stores such as antiques.
- *Building Materials/Supply* – Gate City could not compete with Home Depots and Lowe’s, but smaller building oriented related uses would be possible and would also complement the existing hardware stores, which are currently gainers.

- **Apparel:**
 - *Men's & Women's:* There are a few successful clothing stores in Gate City's trade areas including Chris' Department Store. Still there is a slight demand for additional clothing sales in these store types, pointing primarily to the opportunity for expansion of existing uses.
 - *Family & Children:* There are currently no family and children clothing operations in the trade area and the majority of the apparel related opportunity lies in this category. A new store geared to families and children could have a broad appeal to the immediate trade areas.
- **Dining:**
 - *Limited-service:* About \$5 million is leaking in "limited service" or fast food restaurants. Considering a McDonald's may average \$1.5 million per year, this points to a potential for at least three new limited service restaurants.
 - *Full-service restaurants:* Over \$6 million is leaking in full-service restaurants. These uses range from sit-down chain restaurants (like Applebee's), to small mom and pop establishments commonly found in downtowns. This represents a huge opportunity for Gate City to expand its retail offerings not only to meet the demands of a market that is currently underserved, but also creating an vibrant atmosphere downtown. Restaurants have a broad appeal to local as well as visitor markets, and quite often are on the leading edge of downtown revitalization.

2.4 Retail Shares Analysis

Retail shares analysis places Gate City's primary trade area businesses as a proportion of the larger region. This, in turn, is used to benchmark selected retail categories to determine if particular retail types are underperforming (representing an opportunity for expansion) or performing exceptionally well (representing an opportunity for clustering additional related businesses around a strength).

Businesses located in Gate City's primary trade area account for 3.4% of all retail within a region as shown below. The region was selected to include all of Scott County, as well as the adjacent counties of Wise, Lee, Washington, and Russell in Virginia, and Sullivan and Hawkins Counties in northern Tennessee. This region includes the competitive markets of Kingsport and Bristol to the south, and Norton and Wise to the north. The map below shows how Gate City's primary and secondary trade areas are in the geographic center of the study region. The primary trade area is shown in orange and the secondary trade area in purple. The shares region is identified in yellow.

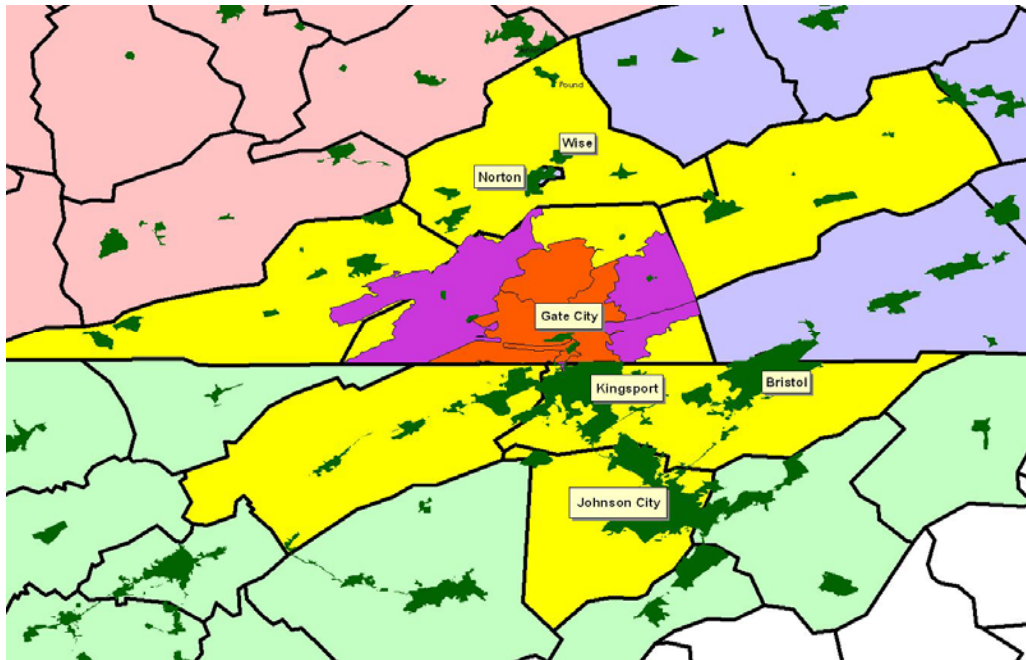


Figure 14: Gate City Shares Region

Retail Shares Analysis	RETAIL SALES			SHARE	
	Primary	Secondary	Region	PTA	STA
Total Retail Sales	157,706,640	63,416,990	4,604,750,928	3.4%	1.4%
Furniture Stores	1,472,001		30,488,996	4.8%	0.0%
Home Furnishing Stores	514,199	702,564	30,019,020	1.7%	2.3%
Appliances, TVs, Electronics Stores	4,092,001	173,807	46,426,978	8.8%	0.4%
Camera and Photographic Stores			2,335,003	0.0%	0.0%
Hardware Stores	2,486,855	3,825,059	18,718,987	13.3%	20.4%
Outdoor Power Equipment Stores	759,499	759,499	5,911,001	12.8%	12.8%
Supermarkets, Grocery	33,018,527	6,247,198	518,812,992	6.4%	1.2%
Specialty Food Stores	61,107	43,034	2,913,001	2.1%	1.5%
Beer, Wine and Liquor Stores	2,001,000	160,915	14,228,991	14.1%	1.1%
Optical Goods Stores	71,999		5,436,996	1.3%	0.0%
Gasoline Stations	44,610,520	25,824,837	777,829,009	5.7%	3.3%
Clothing Stores	285,601	614,834	80,550,979	0.4%	0.8%
Shoe Stores	847,999		11,494,000	7.4%	0.0%
Jewelry Stores	11,999	69,847	3,181,904	0.4%	2.2%
Luggage and Leather Goods Stores			19,999	0.0%	0.0%
Hobby, Toys and Games Stores			4,451,997	0.0%	0.0%
Sew/Needlework/Piece Goods Stores		147,000	1,122,999	0.0%	13.1%
Book Stores and News Dealers			9,003,990	0.0%	0.0%
General Merchandise Stores	8,281,005	6,881,768	797,021,059	1.0%	0.9%
Florists	339,081	265,861	7,065,997	4.8%	3.8%
Office Supplies and Stationery Stores			10,901,997	0.0%	0.0%
Gift, Novelty and Souvenir Stores		23,864	7,536,984	0.0%	0.3%
Used Merchandise Stores	357,273	65,011	4,389,979	8.1%	1.5%
Full-Service Restaurants	3,055,001	4,160,000	125,152,018	2.4%	3.3%
Limited-Service Eating Places	3,581,155	3,663,799	185,056,995	1.9%	2.0%

Figure 15: Retail Shares

The table above tallies the key results of the shares analysis. The purpose of this study is to not only identify clustering opportunities but also to provide support data for the previous retail leakage study.

A category with a share percentage much higher than the benchmark 3.4% of all retail sales would represent a potential retail cluster. When comparing Gate City's primary trade area to the larger region, a few clustering opportunities are evident.

- **Hardware stores:** At 13.3% share of the region, represent a large share of the overall market, but is not the type of use to build a cluster around. Instead, Gate City should work with the downtown hardware store owners to promote the existing businesses rather than recruit others. The Leakage study shows no additional demand for hardware.
- **Grocery stores, food stores** – Because of its proximity to Tennessee and its sales tax, Gate City enjoys a larger share of the regional sales in grocery stores. Grocery stores are not a typical cluster group, but considering the locational and tax advantages, specialty grocery and foods including bakeries, meat, fruit & vegetable have potential in downtown Gate City. The shares data suggests the potential for a wine shop or similar establishments as well.
- **Used merchandise** – Perhaps the biggest cluster opportunity lies with antique stores. There are already several quality antique stores located in downtown Gate City, which is likely a reason for the 8.1% share of the regional used merchandising sales. This suggests that Gate City has become a destination for antiques shopping within the larger region. Gate City should recruit additional antiques and gifts stores to its downtown while also promoting the existing businesses through cooperative advertising and themed events.

The remainder of the categories have a share number much smaller than the benchmark of 3.4%. These numbers support the retail leakage data and suggest a lack of supply for the specific categories identified in red in the table above.

2.5 Residential Market Study

As part of the economic restructuring plan, a snapshot of the residential market was taken to determine whether there are opportunities for residential growth in the business district. Residential development has become a keystone for revitalizing commercial districts across the country and can be an important component of the success of downtown.

2.5.1 Residential Supply

There were an estimated 4,956 occupied housing units in Gate City's primary trade area in 2006. Of these, 76.98% of them are owner occupied housing units with the average length of residency being sixteen years. This represents a very stable market where there is little residential turnover. Of these housing units, 75% are single-family detached and 18.37% are mobile homes. This also represents a stable housing market that is dominated by single-family detached units. Only 6.5% of the units are multi-family type products. Over 78% of the housing stock is owner-occupied.

The 2006 estimated median housing value for Gate City's Primary Trade Area is \$90,416 which is slightly higher than the Secondary Trade Area (Nickelsville, Kingsport, Hiltons and Duffield) who's value is \$82,229. This figure lags the median housing value for Virginia which is \$212,000 and the United States, which is \$167,500. Admittedly, Gate City lies within a rural region that is somewhat economically distressed. Still, the US median housing unit value is nearly twice that of the PTA.

2.5.2 Residential Demand

Since 2000, Gate City's population is estimated to have declined at a rate of 4.12%. This trend is projected to continue through 2011 with an estimated decrease in population of an additional 2.9%. On the other hand, when looking at the Gate City primary trade area (24251, 24250, 24290) There suggests a slight increase in housing units. In fact, 442 new housing units have been added to the existing stock since 1999. In the five years prior to 1999 another 264 units were added to the stock. This represents 12.3% of the housing units dating from 1995. While it is uncertain, this data may suggest that household size is declining but units are increasing as people are "upgrading" their housing with newer units.

One factor that may contribute to the slightly increasing demand in Gate City's housing market is its proximity to the growing Tri-City area. The Tri City (Kingsport, Johnson City and Bristol) has grown steadily between 1990 and 2000. While this growth has slowed, is still expected to experience as slight population growth through 2011. The increasing population may drive new residents toward Gate City and may in turn bring increased residential development. We estimate somewhere between 50 and 60 units per year could be added to the Gate City Primary Trade Area over the next few years due to the present trends. Most likely, these units would be single-family detached.

However, the market for apartments and second-floor condominium units in downtowns has emerged as a trend in recent years in communities large and small. Considering Gate City's position adjacent to a growing urban area, the increase in housing units in its primary trade area, and its desire to become a destination downtown, Gate City does have the capacity to absorb a small part of the housing unit growth within downtown itself.

In an area of slow or no growth like this part of southwest Virginia, it is difficult to project demand for housing, much less different housing types. Still, through marketing, recruitment, and partnerships with private investors, it would seem that a limited number of units could be supported in downtown Gate City. These units would need to be targeted to the very limited market that exists for a for-rent attached product in the market.

3.0 Physical Assessment

3.1 Introduction

Many of the physical recommendations in this report are based on the team's assessment of the physical condition of the Town in addition to input from stakeholders. The Town was assessed in terms of overall character, districts the downtown core, gateways, physical infrastructure including streetscape and public spaces, architectural resources and natural features. *Refer to Map A, Gate City Physical Analysis; Map B, Gate City Downtown Core; and Figures 16 and 17.*

3.2 Natural Setting

With its location within the Appalachians, Gate City is blessed with outstanding natural features and resources. Most distinct are the hills and mountains that surround the city. In addition, the river stretches the length of the community. While it is not a highly visible water source, the vegetation along its banks defines it as a "green" corridor through Gate City. The surrounding hills around Gate City contain a significant amount of exposed rock which adds to the character of the community.

3.3 Distinct Gateway Areas

Nestled in the valley below the Route 23 Bypass, Gate City has a distinct "sense of place" within the region. The downtown is visible from the bypass and has two distinct gateway points – one to the south at the intersection with Kane Street and one to the north with the intersection of West Jackson Street. At both gateways, it is quite apparent to first time visitors that one is "arriving someplace." The southern gateway is defined by a large retaining wall and existing gateway feature just below the high school. The northern gateway is defined by an interchange with significant topography, rock outcroppings, groups of trees and dramatic views down the valley toward Gate City. While the surrounding environment provides for a distinct gateway, additional and more distinct signage that capitalizes on Gate City's unique character would be helpful in announcing one's arrival to the town.

3.4 Kane Street Corridor

The Kane Street corridor is an important gateway connection to downtown Gate City. Like most communities, the character of the Kane Street corridor is comprised mainly of individual strip commercial businesses, some of which are well-maintained while others are not. While sidewalks are provided along some stretches of this corridor, for the most part it is not pedestrian friendly. The overall image of Kane Street is not a positive one, especially when compared with the historic character of downtown.

3.5 Distinct and Authentic Downtown Core/Emerging Districts

The downtown core, centered along East and West Jackson Streets, is the most distinct area within Gate City. The street has an almost continuous façade of historic architecture and distinct arrival points from the east, west and from Kane Street. The nearby hills form a backdrop to the downtown contributing to its strong sense of place. In addition to the Jackson Street core area, there is an “emerging” district centered on Water Street with several active businesses and opportunities for new businesses. There is a challenge of a significant grade change, however, which separates this area from Jackson Street. Similarly, but less defined, is the area centered on Tucker Street to the east. It is a transition area between the residential areas and downtown and offers the potential to be a complementary district to downtown.

In addition to having a strong physical structure, downtown Gate City has an authentic “feel”. During the day, a lot of people appear to do their business downtown, whether associated with the courthouse, the restaurants, shops or other businesses. The result is a fairly active downtown during the day. Gate City also has a significant amount of public parking resources. Most spaces are located in the large lot south of Water Street. While there are plenty of spaces, the grade change between Jackson Street and this parking resource may prevent many people from using it. In addition, it is not well-signed and visitors are not directed to it as a resource.

3.6 Downtown Streetscape and Public Realm

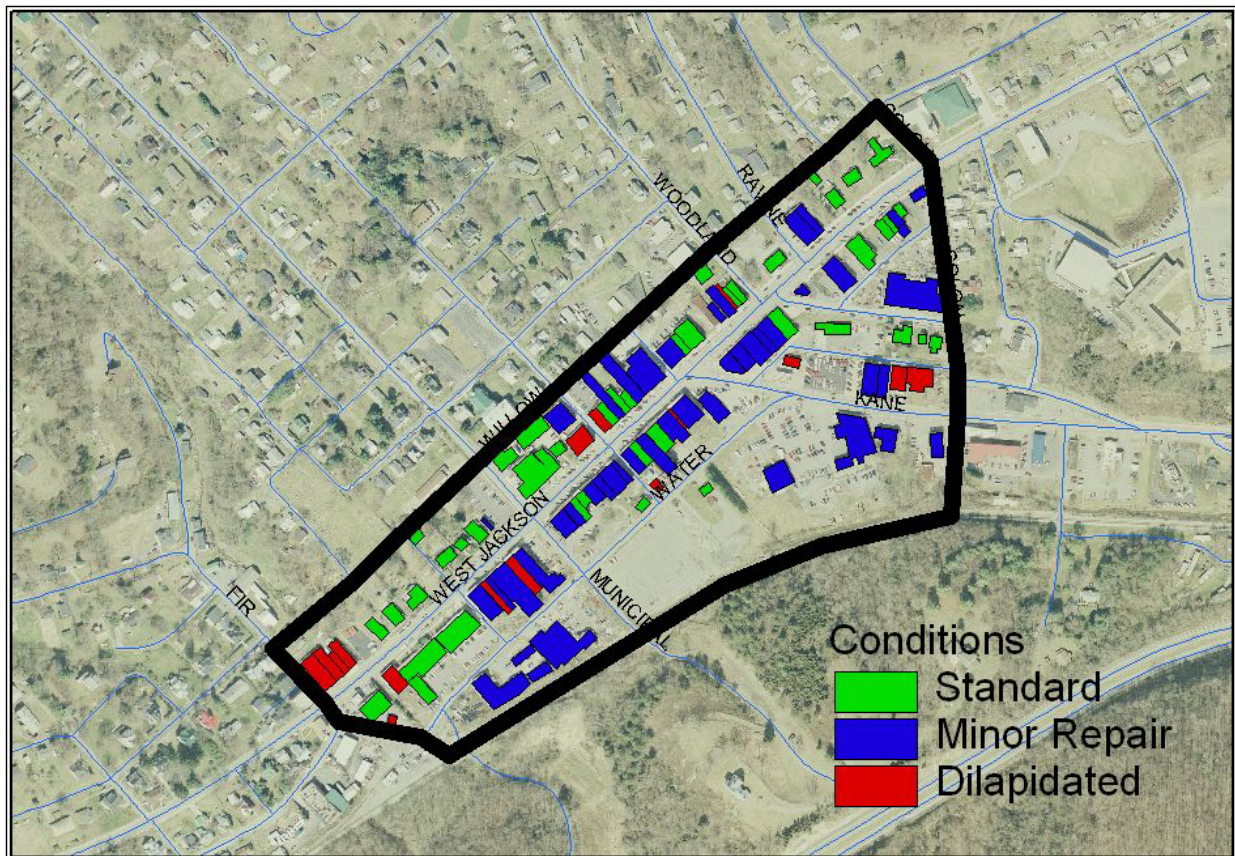
Significant streetscape improvements were implemented in Gate City within the past 20 years along Jackson Street and, for the most part, the streetscape has held up well. The streetscape consists of concrete sidewalks, ornamental light posts and tree pits for trees. Unfortunately, the tree pits are quite small and very few trees remain. In addition, the trees that do remain are inappropriate as they are low branching and interfere with pedestrian movement. The sidewalk areas are in need of shade, however, to provide relief during the hot summer months. While the light fixtures are attractive, they are too closely spaced. This can actually be a benefit, however, as some could be removed and used to extend the streetscape beyond the core area. Many of the shop owners have created outdoor displays along the Jackson Street sidewalk which helps enliven the pedestrian experience. This should continue to be encouraged and expanded. More recently, a new sidewalk has been provided along Park Street which connects the downtown area to Grogan Park, which will soon be expanding.

3.7 Architectural Resources

While lights, pavement, trees and sidewalk displays help to create a pleasing pedestrian experience, the most positive contributing factor to the downtown is the architecture. For several blocks of Jackson Street, the buildings form a continuous façade. Varied heights, building materials and colors, create a colorful composition for the downtown. Unfortunately, several buildings are vacant and/or in poor repair, with no means of protection.

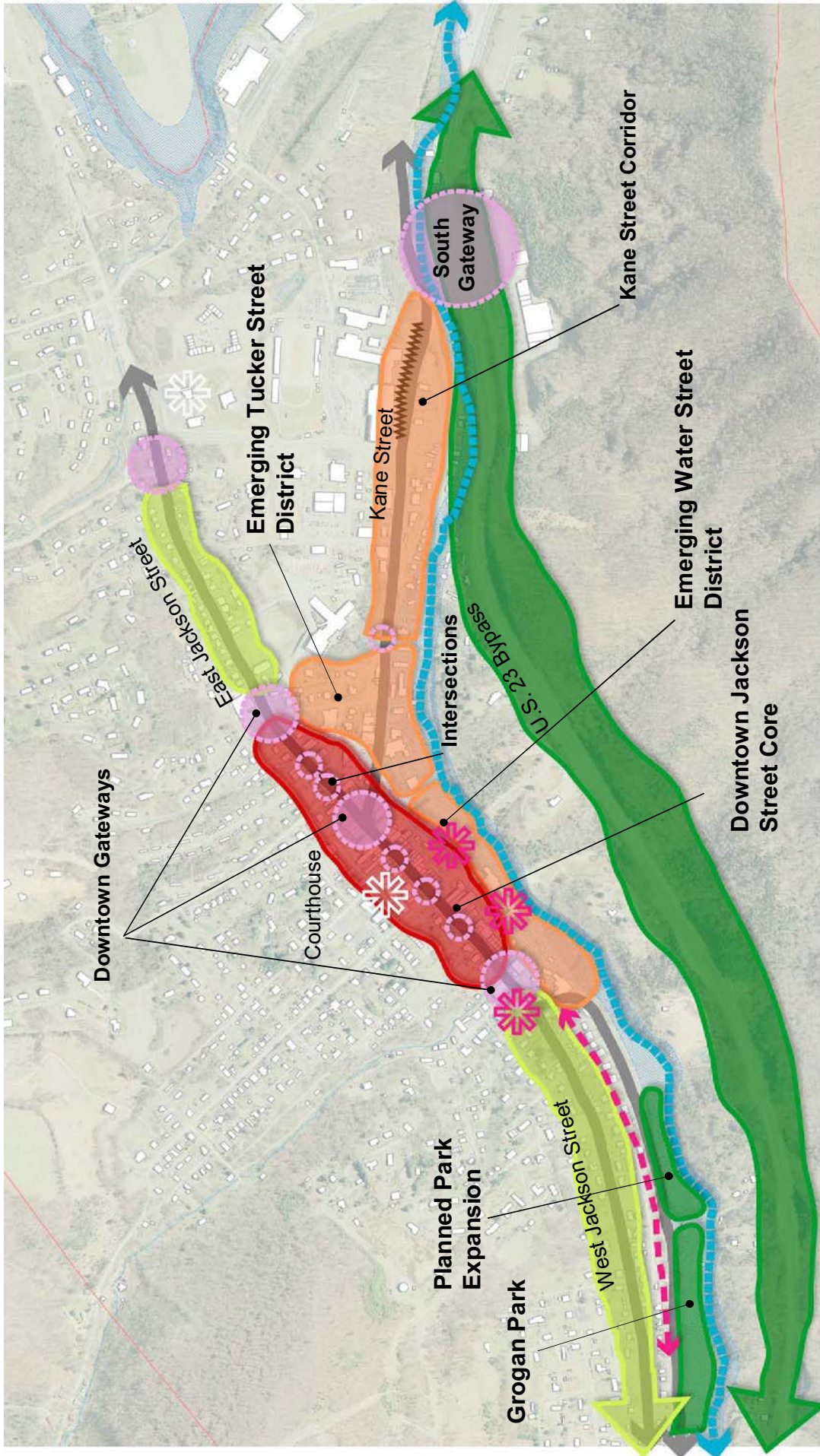
On the other hand, the majority of the issues with the individual buildings in downtown is cosmetic and could be corrected over time. The primary problems are overall maintenance and architectural changes that have compromised the historic character of the structure. While these conditions may exist on a building that is in good structural shape, they detract from the quaint historic environment of downtown Gate City. These appearance issues create a blighting impact on the rest of the town. A windshield survey of all of the structures in downtown was conducted assessing the buildings in various classifications. This survey built off of previous work from the Town of Gate City and management team that produced a comprehensive inventory of each building in downtown and its physical characteristics. The survey classified each structure as one of three conditions. The first is a building that is in “standard” condition. A **standard building** requires little to no maintenance or upkeep other than minor cosmetic appearance issues. A **minor repair building** exhibits some signs of decline or lack of maintenance. This can range from peeling paint, new roof, some brick pointing, and some window repair. Or, it could be a building that has been so drastically altered, that its historic qualities are altered to the degree that it creates a gap in Gate City’s downtown streetscape. A **dilapidated building** exhibits serious repair needs ranging from sagging roof, cracked brick, broken windows, extreme wear, and major cosmetic improvements.

The map below documents the building conditions in the core area of Gate City. Nearly 58% of the 104 buildings are in substandard condition with 15% in dilapidated condition. Despite these conditions, downtown Gate City has a great stock of historic commercial architecture that could be rehabilitated and preserved.

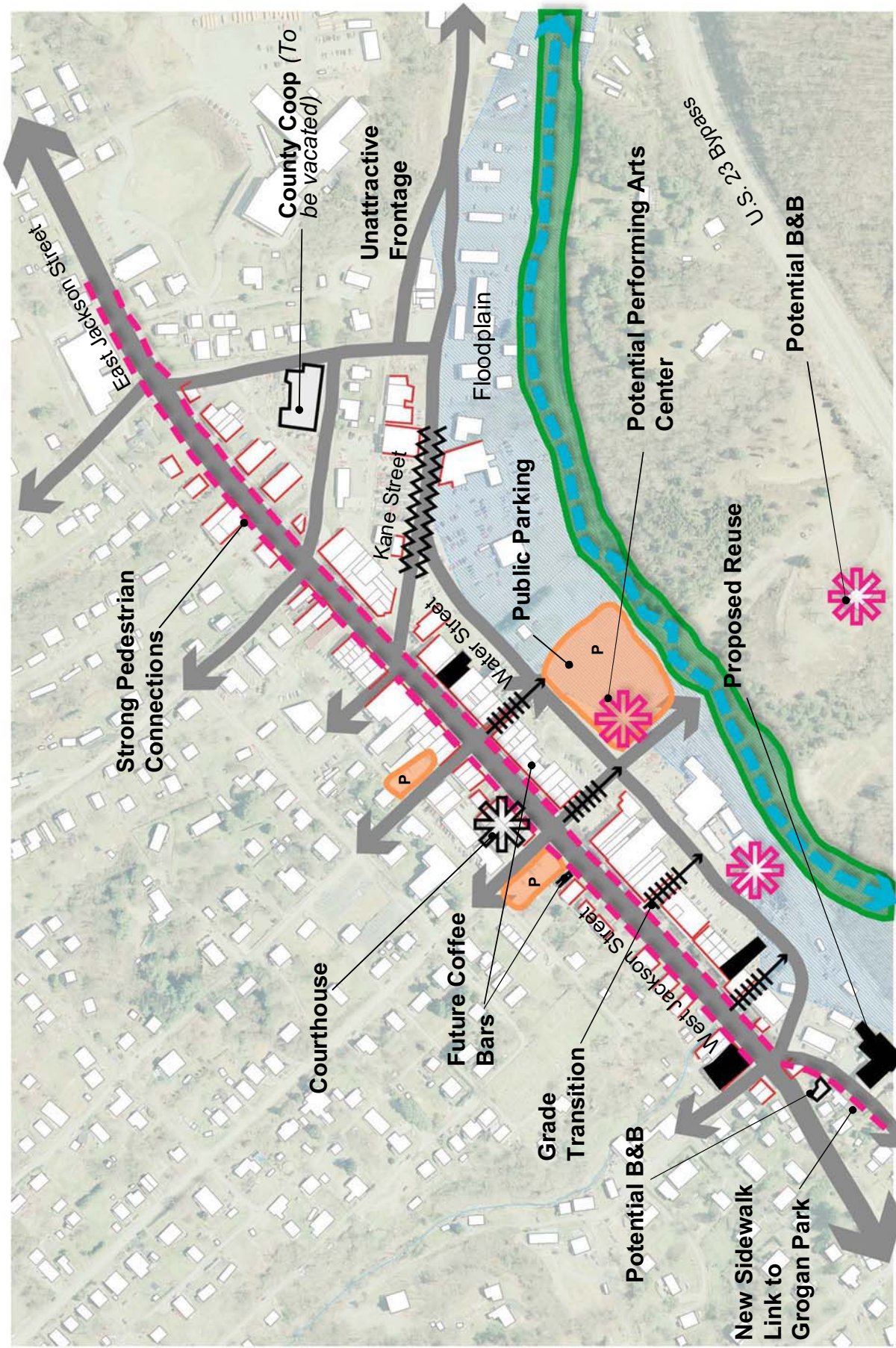


3.8 Conclusions

There are many physical characteristics that contribute to a town's image and quality of life. Some are a result of location and geography, which means there is little one can do to change them, while others are the result of manmade influences and the built environment. Gate City is blessed with a premier natural environment of mountains, hills, valleys, rivers and lush vegetation that is the foundation for the community and has shaped how it has developed. This results in an extremely positive identity and quality of life. Many of the manmade influences, however, detract from these positive characteristics primarily because of the challenges of keeping the infrastructure maintained and in good repair. The good news is that these are all things that can, over time, be "fixed". The recommendations found later in this report focus on how revitalization efforts can focus on a few specific physical improvement projects which will not only improve the "curb appeal" and quality of life downtown, but will also support the economic and marketing objectives for Gate City.



Map A: Gate City Physical Analysis



Map B: Gate City Downtown Core



Gateways to Gate City are quite distinct. From the north at Route 23 and West Jackson Street (above left), a strong sense of nature prevails with panoramic views to the hills. From the south at Route 23 and Kane Street (above right), the embankment and retaining wall present opportunities to enhance the gateway experience.



Kane Street is an unattractive approach to the Jackson Street core of downtown and reveals little about the architecturally rich and attractive downtown (above left). Unique and attractive light fixtures line Jackson Street, however, they are too densely spaced along the street.



Downtown has a distinct “sense of place” (above right) and enjoys a significant amount of activity during the day. Outdoor displays at various shops help to animate the pedestrian experience.

Figure 16: Existing Character Images



Beyond the Jackson Street core, along Water Street, is a variety of active businesses that should be retained as well as underutilized property that could be redeveloped. The existing public parking lot (above right) provides plenty of parking as well as significant redevelopment potential.



In spite of the resources described above, Water Street is “separated” from Jackson Street by significant changes in grade, making use of the parking lot undesirable for many. Yet, Antique Street (above) provides a wonderful opportunity to become an attractive pedestrian friendly connection between Water Street and Jackson Street.



Existing litter receptacles demonstrate community pride in keeping Gate City clean. Several significant buildings remain vacant in the downtown. These buildings, or at least their front facades, need to be preserved to maintain the historic integrity and character of the community (above center). Vacant lots between buildings along East Jackson Street are underutilized as surface parking and should be looked at as expansion opportunities for existing or new businesses.

Figure 17: Existing Character Images

4.0 Four Strategies for Downtown Gate City

4.1 Revitalization: Physical Improvement Strategy

4.1.1 Background

The physical structure of the downtown core results in a distinct “sense of place” and shopping environment for both residents and visitors. While streetscape improvements have occurred in the Jackson Street core area of downtown, there remain opportunities to enhance the streetscape environment by improving facades, eliminating some of the pole “clutter”, adding shade and extending improvements beyond the core area. Enhancements to the streetscape environments will also support opportunities for public and private investment in the Jackson Street core area of downtown as well as surrounding emerging “districts”. Gateway enhancements will welcome visitors to downtown. *Refer to Map C, Downtown Gate City Illustrative Master Plan.*

4.1.2 Goal

Residents and visitors to downtown Gate City will be greeted with a friendly, comfortable and appealing physical environment with improved infrastructure and dynamic mix of uses, making it a destination for residents and visitors.

4.1.3 Action Strategies

First Steps – 2007

- *Prepare inventory of buildings in preparation for National Register Designation for downtown, including Jackson Street Core, Water Street District and Tucker Street District.* Working with the property owners, local historians, and the Virginia State Historic Preservation Office, Gate City should complete an architectural survey of its historic architecture in downtown. It is important to document historic resources not only to increase awareness and appreciation of preservation, but also as a precursor to any historic district designation, national or local. A study area boundary would encompass area roughly defined by Solon Street to the east, Willow Street to the north, Water Street to the West and the river to the south. (Figures 18 and 19).
- *Virginia Landmarks Register and National Register Nominations.* The Virginia Landmarks Register and National Register of Historic Places are both facilitated by the Virginia Department of Historic Resources and represent an official list of properties and districts important to state and federal history and therefore worthy of honor and preservation. Neither program restricts the use or requires any improvements to designated properties, but does come with significant incentives for historic preservation which are discussed below.
- *Prepare design guidelines for Jackson Street Historic Core, Water Street District and Tucker Street District.* Design guidelines will need to be prepared to protect buildings within the National Register Designation area and slightly beyond. In addition, these design guidelines will provide guidance for new infill development that is compatible to historic existing development.

- Boundary to extend beyond the eastern, western and southern boundaries of the National Register District. In particular, it is important for the design district to extend along Kane Street to the South Gateway at Route 23 (*Figures 18 and 19*).
- Design document to include guidelines for site planning, architectural treatments, signage and landscape treatments. Emphasis should be placed on placing buildings close to the street to reinforce historic street edge and encourage walkability, with parking located to the sides and rear of development (*Figure 20*).
- ***Initial Grant Application Project:*** *Continue to enhance the downtown environment by focusing initial streetscape enhancements along the Jackson Street core.* While the condition of streetscapes needs to be addressed throughout Gate City, the focus should be the Jackson Street core area of downtown where shoppers are already browsing and to encourage additional browsing. Since downtown represents the heart of the community, the investment here will make the most positive impact. This recommendation includes the following:
 - Focus area should be from the intersection of Library Avenue and West Jackson Street to the west to the intersection of Solon Street and East Jackson Street to the east (*Figures 21, 21-A and 22*). If funding allows, streetscape improvements along Jackson Street should extend to Water Street to the west and Shoemaker Drive to the east.
 - Improvements should be simple and straightforward and durable. Because streetscape improvements have already been implemented along Jackson Street fairly recently, new pavement will not be necessary in most areas. For the areas between Solon Street and Library Avenue only, some concrete patching may be required. If funding allows for streetscape improvement for the area between Library Avenue and Water Street, and the area between Salon Street and Shoemaker Avenue, new concrete sidewalk should be considered.
 - New and/or repaired paving should be scored poured in place concrete with concrete curb and gutter. Width will vary from 5-12' depending on adjacent condition and topography. Where possible, grade changes in the sidewalk should be eliminated, however, this will not be possible in most locations without major reconstruction.
 - For the core area between Library Avenue and Solon Street, every other light fixture should be removed as there are too many.
 - Using light fixtures removed as described above, extend lighting along East and West Jackson Street to Water Street and Shoemaker Avenue (if funding allows) and along Water Street-Section 1 as described below.
 - *Develop well-marked crosswalks along Jackson Street.* Well delineated crosswalks not only provide logical places for pedestrians to cross, but they also provide strong visual cues for motorists to slow down. Marked crosswalks should be a minimum of 12' wide. If permissible by VDOT, consideration should be given to utilizing stamped colored asphalt (brick pattern) to distinguish crosswalks (*Figure 23*).
 - As an option if funding allows, consideration should be given to providing curb extensions at some or all crosswalk locations along Jackson Street (*Figures 23 and 24*). The extensions may result in the loss of a few on-street parking spaces, however, the majority of the curb extensions can occur within areas currently striped and unavailable for parking. The curb extensions would shorten the distance that pedestrians have to cross and provide "traffic-

calming” as well as planting areas for street trees and/or annual flowers. If curb extensions cannot be added as part of the initial streetscape project, they should be considered for future additions as funding becomes available.

- If the curb extension option is used, shade trees should be provided in planting islands located within the extended sidewalk area. A grouping of shade trees located at the intersections could make a significant impact (providing shade and visual interest) without placing regularly spaced street trees along the entire streetscape (*Figure 22*).
- *Develop branded wayfinding system for Gate City.* A hierarchical system of signage should be implemented directing residents to civic, cultural, natural, and parking resources. Downtown Hinesville’s wayfinding system will utilize the Gate City brand image to create a seamless experience for the visitor in line the marketing material also being produced. A comprehensive system would include:

Primary Gateways- These gateways are the primary intersection points and main entry ways to Gate City. They need to be highly visible and introduce the brand.

Trailblazers- Trailblazers are the directing signs leading motorists to the main attractions in the area. These should have between three and four locations per sign and should carry motorists from gateways to parking lots. Signs can be used to distinguish between different districts and can become smaller as the scale and speed of the roadway decreases.

Street Banners- Banners are very popular by adding color and movement to the lanes of travel. They act as a speed control adding the perception of increased activity along the roadway. Here the use of banners aid in the identification of different shopping districts.

Building Markers- The markers can be either wall mounted or monument style and denote important landmarks in the downtown district.

Historic Markers- These markers take on the traditional brown attraction sign look, but use the brand to establish the identity of the historic district.

Parking Signage- Identifying parking areas is important in creating a parking system in downtown. Visitors are more likely to walk a block or two to shop if the signage system effectively leads them to a public parking lot and tells them where to access the district most easily. The parking markers can be by themselves or as attachments to trailblazer signs.

Informational Kiosk- Informational kiosks serve as the transition point for vehicular traffic to pedestrian traffic. These kiosks should be located at major public parking lots and should include an area map and the shopping & dining guide, along with the walking tour brochures. These can be self standing or wall mounted.



Figure 26: Gate City Wayfinding System

- *Landscape attractive gateways to town at each entryway from Route 23.* Gateways help to establish visitors' first impressions of a community and help to instill community pride for its residents. Each gateway into Gate City should include landscape treatment that is appropriate to the scale and surroundings of the gateway (*Figure 27*). This recommendation includes the following:

- The South Gateway at Highway 23 and Kane Street should include gateway elements on the hillside where the existing gateway element is located. A gateway sign utilizing the new branding as described above should replace the existing sign. Bold simple masses of shrubs, wildflowers or groundcovers with seasonal interest should be planted on the hillside as it is highly visible. Evergreen trees should be planted behind the sign panel to provide a strong backdrop. Consideration might also be given to utilizing the existing and highly visible retaining wall as a backdrop for a mural as part of the gateway treatment (*Figures 28 and 29*).



- The North Gateway at Highway 23 and West Jackson Street should highlight the natural characteristics of the setting. A gateway sign utilizing the new branding as described above should be placed to welcome and direct visitors to Gate City. Large sweeps of wildflowers and meadow grasses should be planted within the interchange area to provide a bold visual statement. In addition, groupings of shade trees and evergreen trees should be used to enhance this gateway. If funds do not allow for all of the above, either the tree planting or the wildflower/meadow treatment could be utilized (*Figure 30*).
- Downtown Gateways might also be considered at the entrance to the Jackson Street core area of downtown. These gateways would consist primarily of the branding gateway signs described above at East Jackson Street near Solon Street, West Jackson Street near Water Street and Kane Street near the intersection with Water Street (*Figure 27*).
- *Begin laying the groundwork for Water Street and Tucker Street Districts.* There is a tremendous opportunity to extend the downtown beyond the Jackson Street core by taking advantage of development and redevelopment opportunities in adjacent areas, primarily along Water Street and between Water Street and the river and in the area centered on Tucker Street, defined by Solon Street, East Jackson Street and Ezra McNutt Alley (*Figure 31*).
- Work with property owners to garner support for a shared vision for how these districts redevelop. It is particularly important for property owners to understand that if the areas are developed cohesively, there are more opportunities for creating greater efficiencies and function in circulation, parking and development yields.

Identify properties that may be assembled for coordinated redevelopment. Acquisition by the City of the County Coop property along Tucker Street would present opportunities for a shared

parking resource so that vacant lots along East Jackson Street could be developed with new uses or used for expansion of existing adjacent businesses. Similarly, coordination with those interested in developing a performing arts center will result in better use of existing property and greater opportunities to create strong linkages between Water Street and Jackson Street.

- ***Initial Grant Application Project:*** *Initiate streetscape design and implementation for Water Street-Section 1.* By building on the initial streetscape improvements for Jackson Street outlined above, there is an opportunity to support new development and redevelopment in the Water Street District by initiating design and implementation for streetscape improvements along Water Street (*Figures 21-A and 33*). This recommendation includes the following:
 - Design scope to extend from Kane Street to Manville Road.
 - Design to include new scored concrete sidewalks, concrete curb and gutter, storm drains, crosswalks, regularly spaced street trees and pedestrian scaled street lights (relocated from Jackson Street).
 - Design to be coordinated with development of Performing Arts Center, described below.
- ***Develop and Begin Implementing Façade Master Plan.*** Several communities in South Carolina have pursued grant funding that has helped fund a “façade master plan.” Unlike a traditional façade grant program, this is a comprehensive rehabilitation of many downtown buildings at once. The property owner gives the Town or a comparable entity a temporary easement (usually five to seven years) on the façade of their building allowing the local government to spend funds on its improvement. In exchange for this temporary easement, the Town administers 100% grant funds that will pay for a façade improvement program. The advantages of this type of program are several:
 1. It allows for a single source of project management, a single source of design, and a single source for construction that makes the project run more efficiently while creating a design that preserves the overall appearance of the community.
 2. It allows for a dramatic makeover of a number of façades at once unlike traditional grant programs that rely on the property owner to become motivated to participate.
 3. It allows the funding to be allocated in the most efficient way possible. An allocation of \$7000 per building will allow flexibility. Some buildings will require only \$2000 of improvements while others will require \$10,000.
 4. When used in conjunction with a major grant source like CDBG funds, the façade enhancements are realized with no costs to the building owner or tenant allowing them to concentrate on interior upfit, marketing, or other efforts.

Process:

1. Apply for and receive grant funding for design and construction.
2. Develop guidelines for the administration of the grant funds including a selection process for façade grant recipients. For Gate City, we are recommending an initial grant funding of \$150,000 that would allocate \$7500 per façade for 20 façades. This will allow some façades to receive less and others more. Gate City may wish to further screen applicants based on investments they may be making on the interiors of buildings. Some buildings in Gate City, particularly those that back up to Water Street, may need multiple grant funds for both their Jackson Street and Water Street façades.
3. Solicit RFQ for design professionals to develop the façade enhancement designs.
4. Negotiate and hire design professional.

5. Design professional photographs subject properties and interviews each property owner/tenant to ascertain appropriate enhancement approach.
6. Design professional develops renderings and technical recommendations for each facade.
7. Administrative party and design professional develop specifications and bid documents.
8. Prospective contractors pre-qualified.
9. Bid package submitted to pre-qualified contractors.
10. Negotiate with and hire low bidder.
11. Construction commences with oversight by administrative party and design professional.
12. Punch list and project close out.



Figure 32: Union, SC Facade Master Plan

Next Steps – 2008-2009

- *Work with property owners to take advantage of historic tax credits.* The use of historic preservation tax credits to rehabilitate historic structures has been a key component in the successful revitalization of downtowns throughout the country. Once downtown becomes a National Register District, contributing historic structures with certified rehabilitation projects can receive significant tax credits to the tune of up to 40% of their total cost. Quite often, property owners are either unaware or reluctant of pursuing these credits, although they have been so successful in other communities. With the ability to apply these credits along with the local façade master plan, more property owners will be willing to reinvest in their buildings.
- *Work with regional banks to develop a loan program for restoration* Loan pools have been successful tools in helping communities do creative projects, fund business start-ups, and create investment in revitalization. For Gate City, we are recommending a start up fund of \$100,000 for a loan pool program that can be housed with the Town or through a cooperative effort of the local banks and the town.
- *Initiate performing arts/mixed use center design.* There is interest in developing a performing arts center in Gate City which could be a tremendous catalyst for new business development as well as support for existing businesses. The existing surface parking lot south of Water Street is an ideal location for such a facility. Because much of the site is in the floodplain, a facility could be

constructed above parking which would allow the Town to keep a public/shared parking resource. A significant development such as this in such a central location would help to support businesses and restaurants along Jackson Street. In addition, it would help to stimulate additional development in vacant properties on Jackson Street and along Water Street. The master plan illustrates a facility approximately 45,000 SF in size; however, there is flexibility for a smaller or larger facility. Specific considerations include:

- Coordination with adjacent property owners is critical. Because of significant grade changes between Jackson Street and Water Street, there may be an opportunity to make a connection from the rear of a structure on Jackson Street to an upper level of the performing arts center, through new infill development along Water Street (*Figure 33*).
- Commission design plans for design of performing arts center.
- Design should include a public parking facility that will support events at the arts center as well as surrounding businesses. It is important that all of the necessary parking not be located immediately adjacent to the arts center. By depending on parking facilities located elsewhere nearby in Town or on-street parking, there will be more opportunities for restaurants and shops to benefit from foot traffic. It is therefore important that adequate pedestrian connections be provided between the arts center and Jackson Street. In particular, include streetscape improvements along Manville Road and Antique Street to provide better connections.
- The entrance to the arts center should be visible from Jackson Street along Manville Road and the center should also be visible from Antique Street.
- Consider infill development opportunities across Water Street. The arts center upper levels could then be linked across Water Street to a building(s) on Jackson Street.
- *Facilitate development of Tucker Street district by developing public parking resource on site of existing Coop building. (Figure 34).*
 - Acquire County Coop building and replace with temporary surface lot, yielding approximately 70 parking spaces. Surface parking could then support infill development along East Jackson Street as described below.

Coordinate with property owners along East Jackson Street to encourage infill development in vacant lots adjacent to existing buildings. Because of topographic changes, these lots could be developed with parking or service underneath with active uses at grade with Jackson Street. They could accommodate new uses or provide expansion opportunities for adjacent businesses. New buildings should be a minimum of 2 floors above the grade of Jackson Street to be respectful of the historic commercial scale of the street while providing maximum development potential.

Final Steps – 2010-2015

- *Initiate streetscape design for Kane Street corridor and Implement initial phase.* Once the Jackson Street streetscape is enhanced, it will be important to begin developing design solutions for the Kane Street streetscape to support private investment along Kane Street and to improve the appearance and property values along this important gateway to downtown. Specific recommendations include:
 - Project scope to extend from Jackson Street to the South Gateway at Route 23. The initial phase should extend from Jackson Street to Solon Street.

- Provide scored concrete sidewalk along each side of Kane Street to connect properties. Where possible, sidewalk should be 6' in width but no less than 5'. Where multiple curb cuts exist, the sidewalk material and pattern should extend across driveways to emphasize pedestrian access over vehicular access (*Figure 23*).
- Provide street trees (regularly spaced or where feasible) to provide shade for pedestrians and overhead canopy to reduce the scale of the street.
- Provide ornamental pedestrian light fixtures.
- Use hedges or low walls to screen parking areas adjacent to sidewalk area.
- *Construct the performing arts center taking into consideration the design objectives described earlier.*
- *Design and install Water Street-Section 2 streetscape in conjunction with the arts center development (Figures 21 and 33). Specific recommendations to include:*
 - Project scope to extend from Manville Road to Park Street.
 - New concrete curb and gutter
 - Concrete sidewalk both sides, with connection to sidewalk along Park Street.
 - Regularly spaced street trees.
 - Ornamental pedestrian lighting.
- *Strengthen pedestrian connections between Jackson Street and Water Street with streetscape enhancements along Manville Road and Antique Street:* Because of significant grade changes between Jackson Street and Water Street, it will be important to create attractive pedestrian connections between the two. There is a tremendous opportunity to create an “arts alley” along Antique Street, taking advantage of its central location and narrow scale (*Figures 17 and 33*). Specific recommendations include:
 - Project scope to extend between Water Street and Jackson Street.
 - New concrete curb and gutter along Manville Road.
 - New sidewalk steps or step/ramp along Antique Street.
 - Wall-mounted ornamental lighting on Antique Street and ornamental street lights on Manville Road.
 - Coordination with local artists and art community to consider mural or public art along Antique Street.

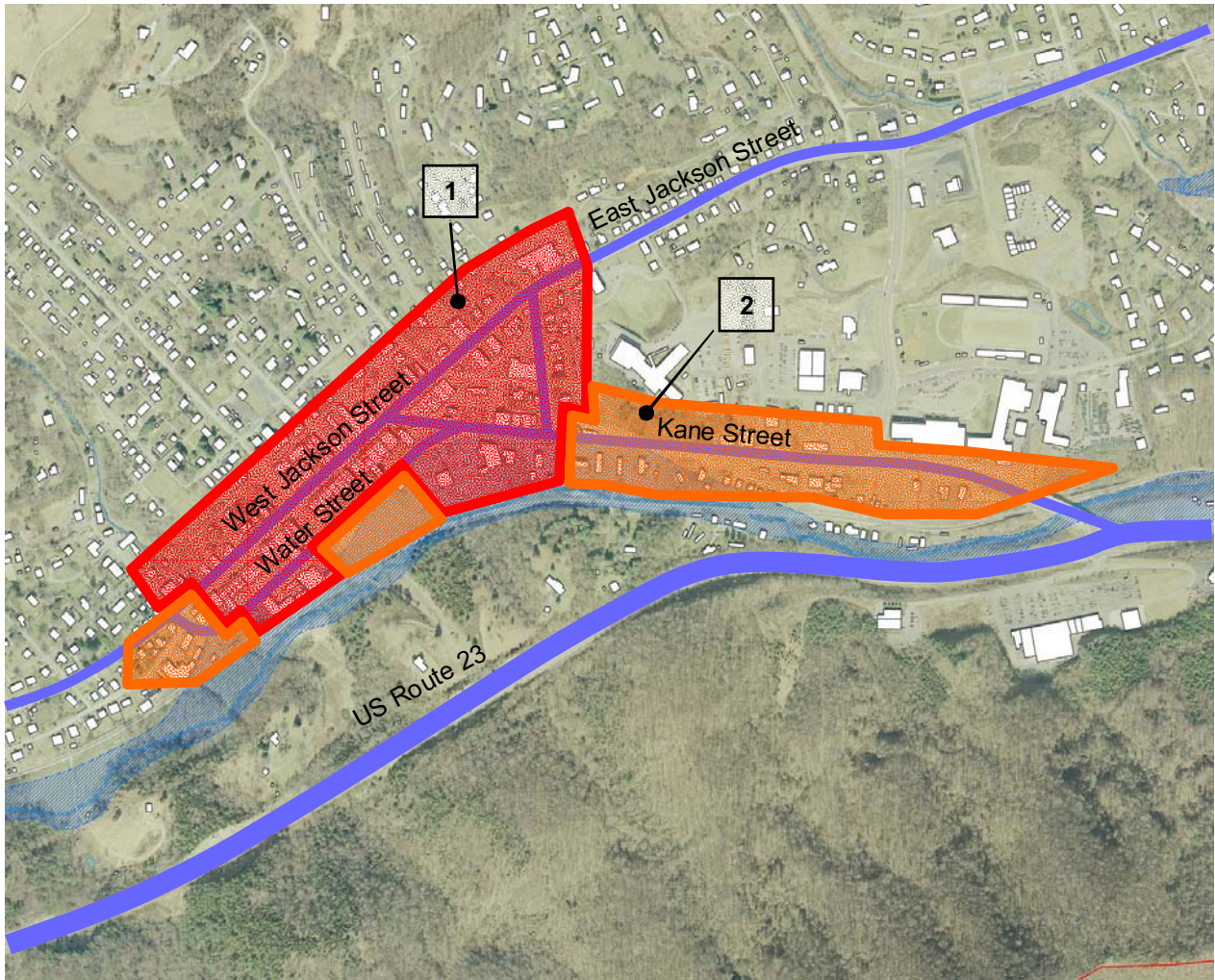
Work with property owners to provide infill development in Tucker Street district (Figure 35): Because of changes in grade from Jackson Street to the corner of Tucker Street and Solon Street, there may be an opportunity to create development above the surface parking lot constructed in earlier phases. The development could yield approximately 15,000 SF per floor and could be office or residential development. There is also an opportunity to partner with one of the property owners along Jackson Street to develop one of the infill parcels at the same time as new development over the parking lot. The two properties could then be connected at the Jackson Street grade and the entire development would have a Jackson Street address.

Legend

1. Vacant Buildings – Priority reuse opportunities
2. Revitalized Theater – Renovations should include rear connection to Water Street and new performing arts center
3. Proposed Performing Arts/Mixed Use Center and Public Parking – 45,000 SF Center, 100 parking spaces/level
4. Infill (or Expansion) Opportunity – 11,000 SF (2 floors), 25 parking below
5. Infill Opportunity – 18,000 SF (2 floors), 35 parking spaces below and upper level connection to Jackson Street and Performing Arts Center
6. Infill Opportunity – 6,000 SF (2 floors), Integrated with 2 levels of deck parking behind (50 spaces)
7. Infill Opportunity – 8,000 SF (2 floors)
8. Infill Opportunity – 30,000 SF, 100 parking spaces on top (or at grade with building above)
9. Infill Opportunity – 10,000 SF (2 floors), 15 parking spaces below
10. Infill Opportunity – 10,000 SF (2 floors), 20 parking spaces below
11. Shared Public Parking Lot
12. New Public Parking Lot - 70 spaces (potential future development of 15,000 SF above)
13. Jackson Street Streetscape Improvements
14. Water Street Streetscape Improvements
15. Kane Street Streetscape Improvements
16. Route 23 North and South Gateways (not shown on map)



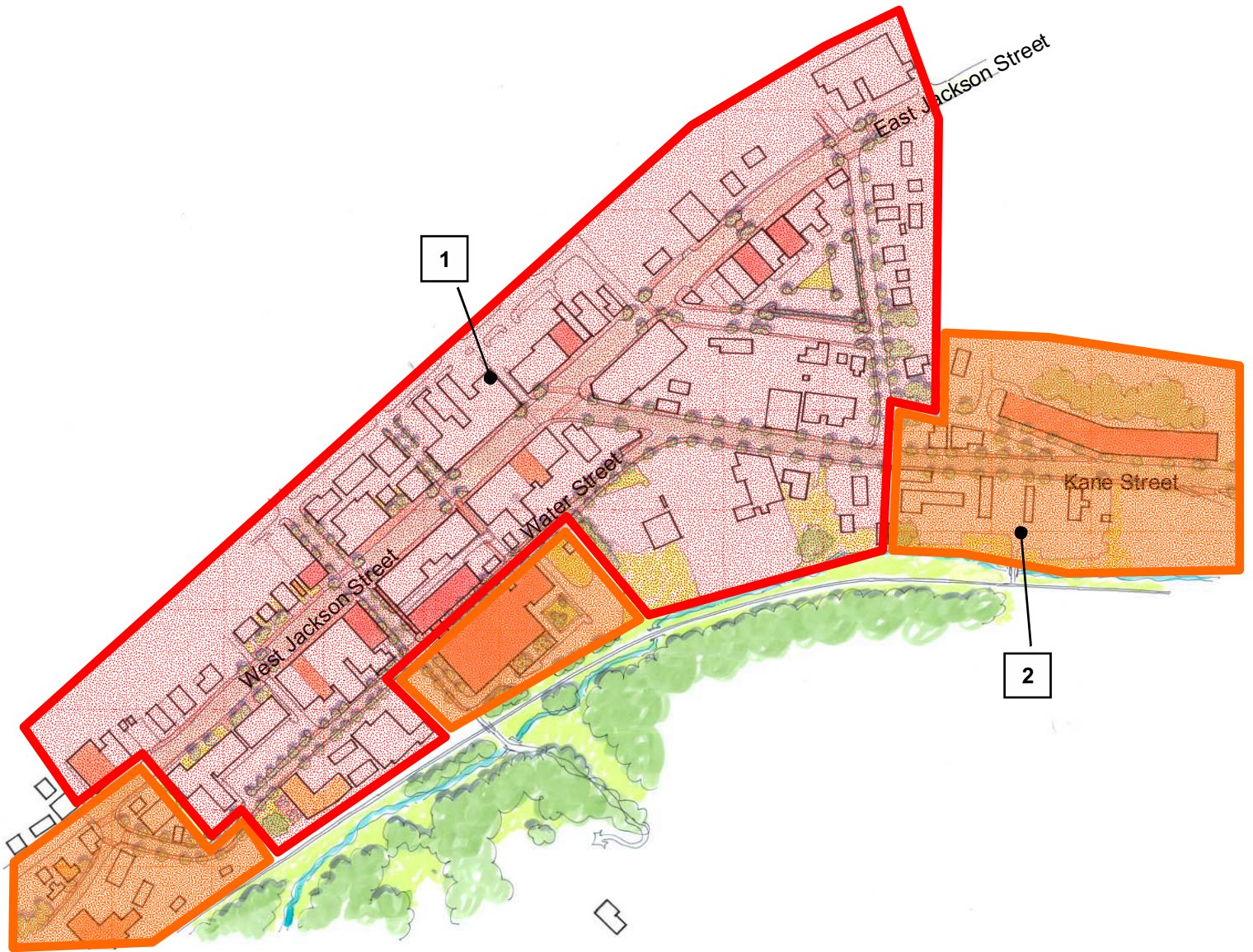
Map C : Gate City, Virginia Downtown Illustrative Master Plan



Legend

1. Proposed National Register and Design Guideline District designation (approximate boundary)
2. Proposed Design Guideline District designation only (approximate boundary)

Figure 18: National Register and Design Guideline Districts



Legend

1. Proposed National Register and Design Guideline District designation (approximate boundary)
2. Proposed Design Guideline District designation only (approximate boundary)

***Figure 19: Proposed National Register and Design Guideline Districts
Downtown Detail***



Example of how new infill commercial development can be compatible with older commercial district buildings by respecting architectural massing, scale and relationship to sidewalk.

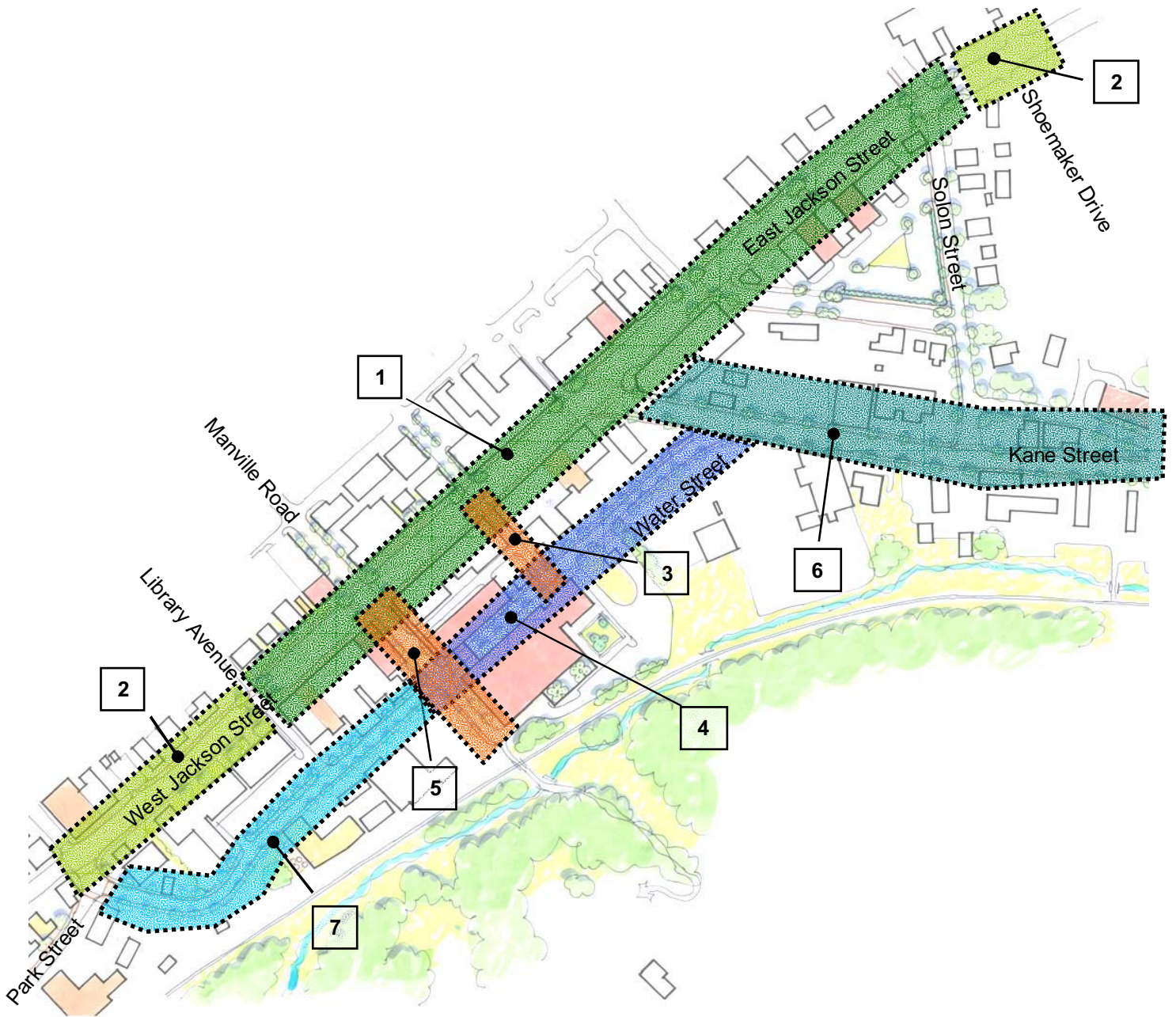


Example of how structured parking and big box retail such as a supermarket can reinforce street edges.



Examples of new residential development that is oriented to streets and respectful of historic context of surrounding community.

Figure 20: Potential Design Guideline Criteria



Streetscape Enhancement Projects

1. Jackson Street: Core
2. Jackson Street: Extensions
3. Antique Street
4. Water Street: Section 1
5. Manville Road
6. Kane Street
7. Water Street: Section 2

Figure 21: Streetscape Enhancements



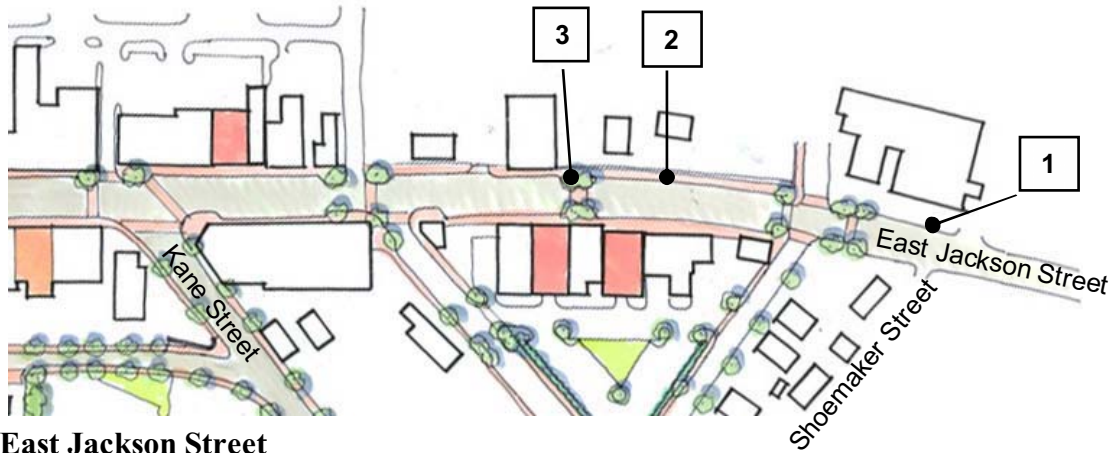
Priority Streetscape Enhancement Projects

1. Jackson Street Streetscape Core
2. Jackson Street Extension (Future or if funding allows)
3. Water Street Section 1

Figure 21-A: Initial Grant Application Projects



West Jackson Street



East Jackson Street

Streetscape Enhancement Projects

1. Full streetscape improvements in end blocks to include concrete sidewalks, new concrete curb and gutter as necessary, ornamental light posts (relocated from other blocks) and crosswalks.
2. Improvements in most areas to include removal of every other ornamental light, sidewalk repair (as necessary), crosswalks, shade trees, site furniture and filling of existing tree wells with brick pavers.
3. Curb extensions at intersections (if funding allows) to include crosswalks, low planting beds, large canopy shade trees and additional site furniture (benches and trash receptacles).

Figure 22: Jackson Street Streetscape Enhancements

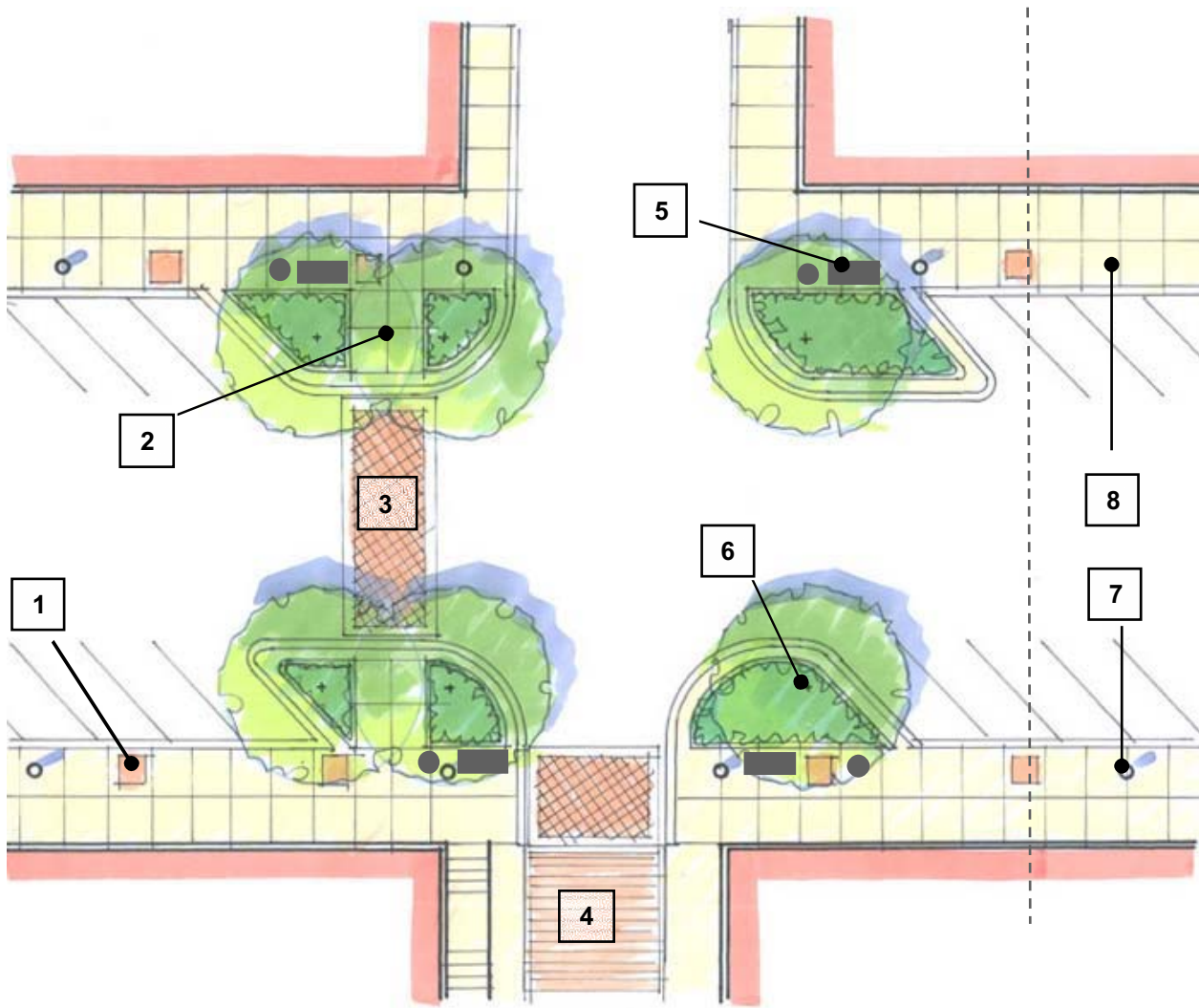


Examples of how paving can emphasize pedestrian areas in vehicular areas (above right and left). This treatment would be appropriate along Kane Street. Images below show how curb extensions and stamped asphalt can highlight pedestrian crossing areas.



Curb extensions provide safer and more attractive pedestrian crossing zones

Figure 23: Streetscape Enhancements – Pedestrian Crossings



Jackson Street Streetscape Core Improvements

1. Infill existing tree pits with brick pavers
2. Curb extensions for crosswalks – (optional if funding allows), 6 – 7 intersections
3. New crosswalks (12' wide, stamped asphalt or concrete), 6 – 7 intersections
4. Antique alley paving (stamped asphalt or concrete)
5. Uniform benches and trash receptacles
6. Large shade trees limited to curb extension areas with larger planting bed
7. Every other ornamental light to be removed and relocated to other blocks of Jackson St.
8. Existing concrete paving to remain (patched and repaired as needed)

Figure 24: Streetscape Enhancement – Typical Curb Extension

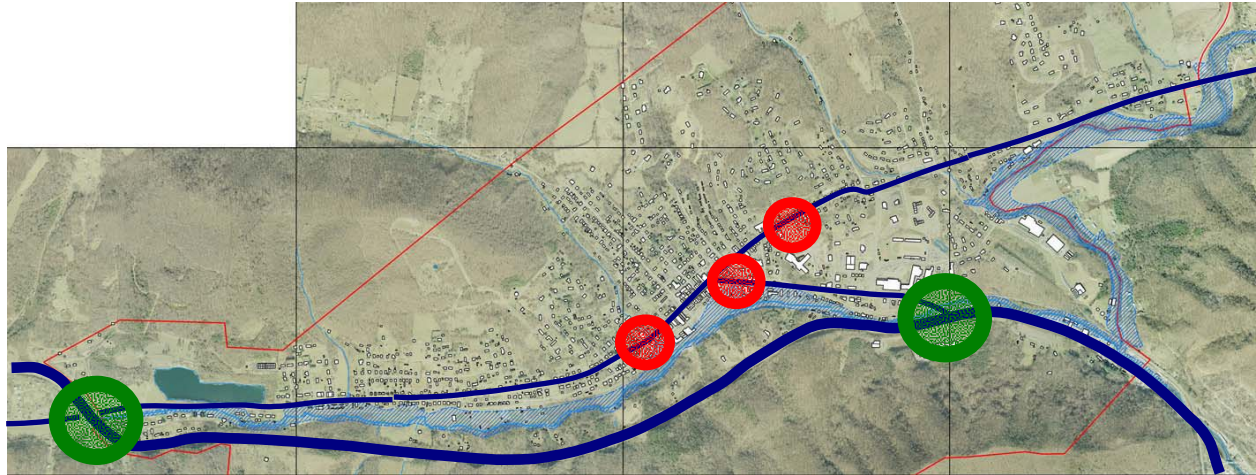


Examples of benches and trash receptacles that might be used within the downtown area. Actual designs should be selected during the detailed streetscape design process.

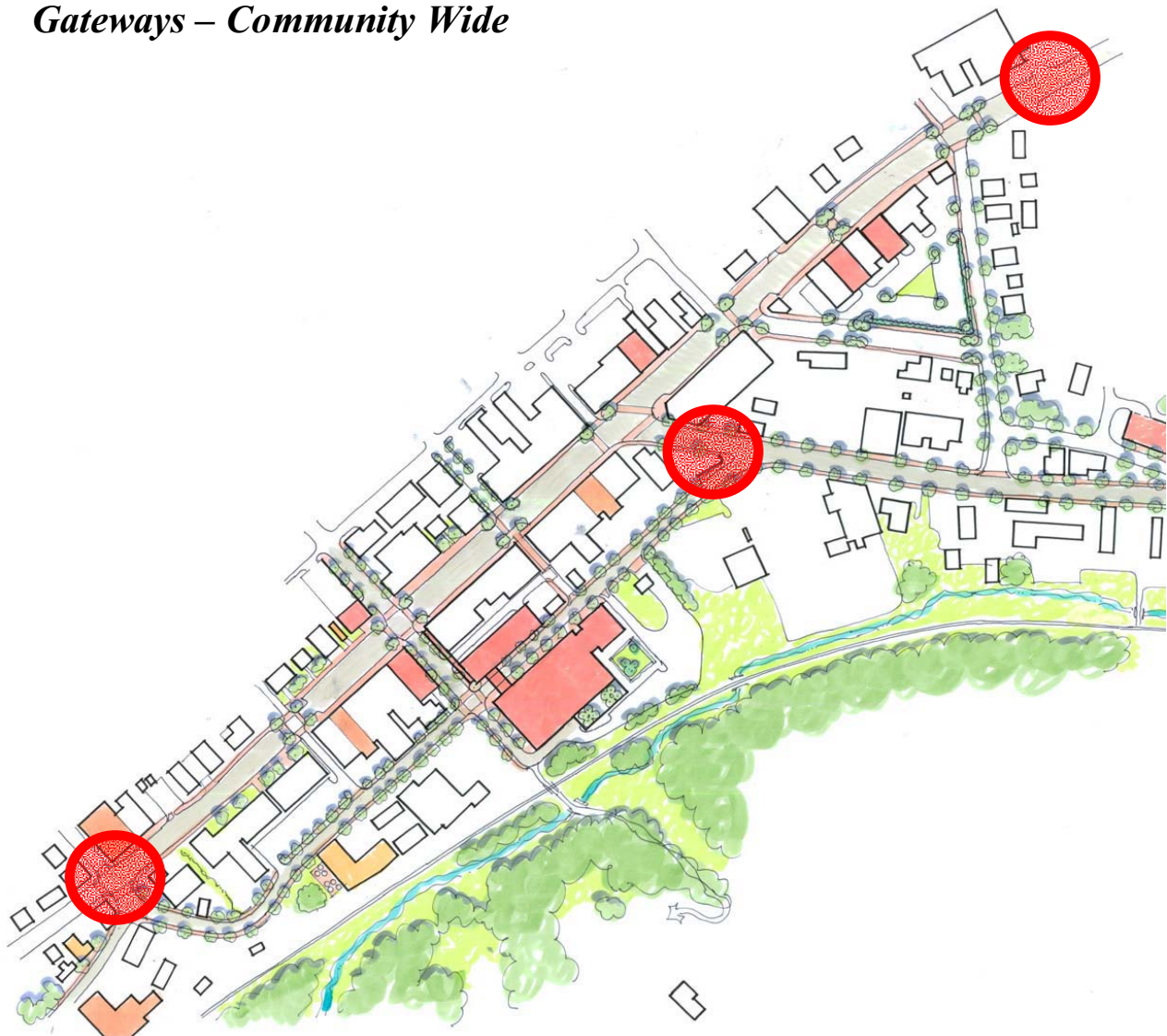


Examples of fairly unobtrusive bike racks that might be considered for key areas in the downtown. Actual designs should be selected during the detailed streetscape design process.

Figure 25: Streetscape Enhancements – Street Furniture

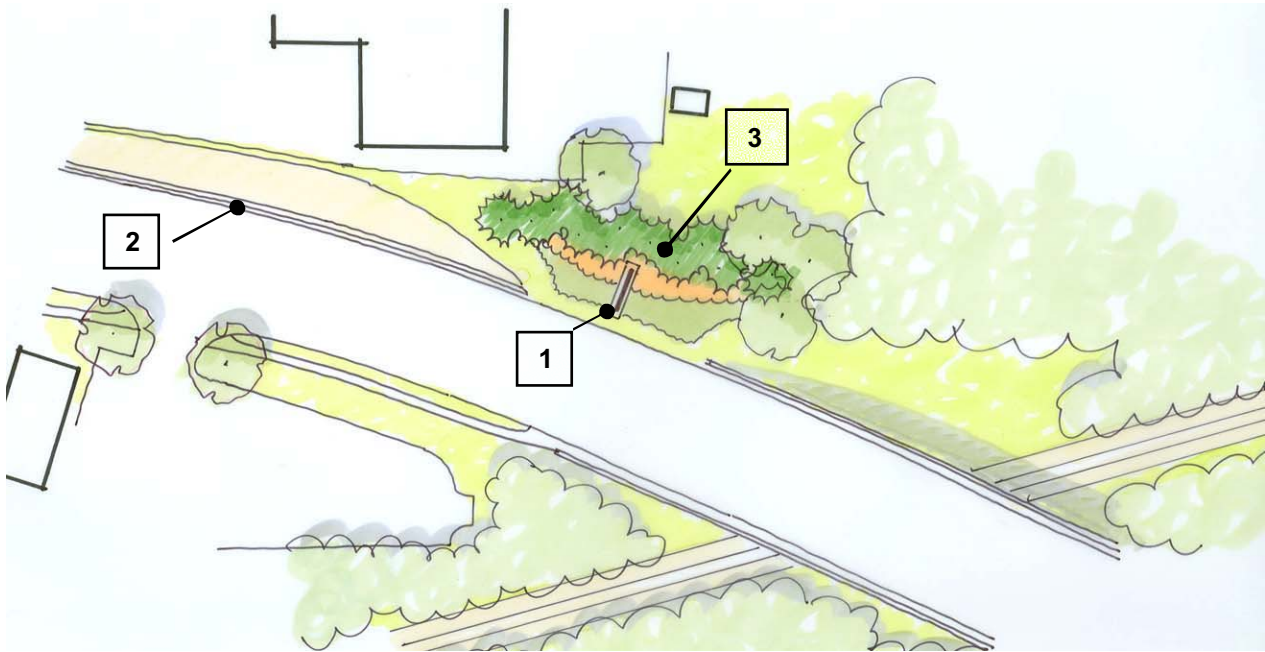


Gateways – Community Wide



Gateways - Downtown

Figure 27: Gateway Enhancements

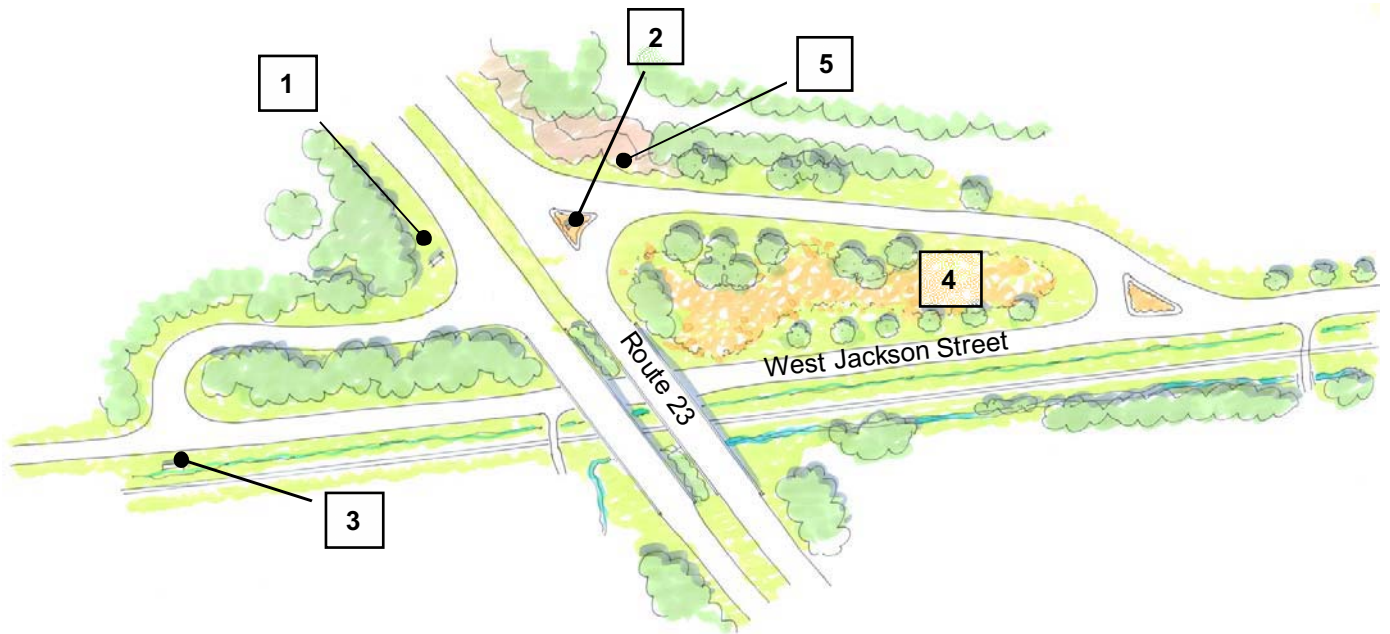


The southern gateway to Gate City at Route 23 and Kane Street is well-defined and very visible. The hillside and blank retaining walls provide outstanding opportunities to create a dynamic gateway image for the community.

Typical Gateway Improvements

1. New gateway sign
2. Potential mural on retaining wall (could occur at a later date)
3. Bold, simple masses of shrubs, groundcovers, perennials and evergreen trees.
Avoid “spotty” planting of many individual plant types. Large masses of a fewer species are more effective.

Figure 28: Gateway Enhancements – South Gateway

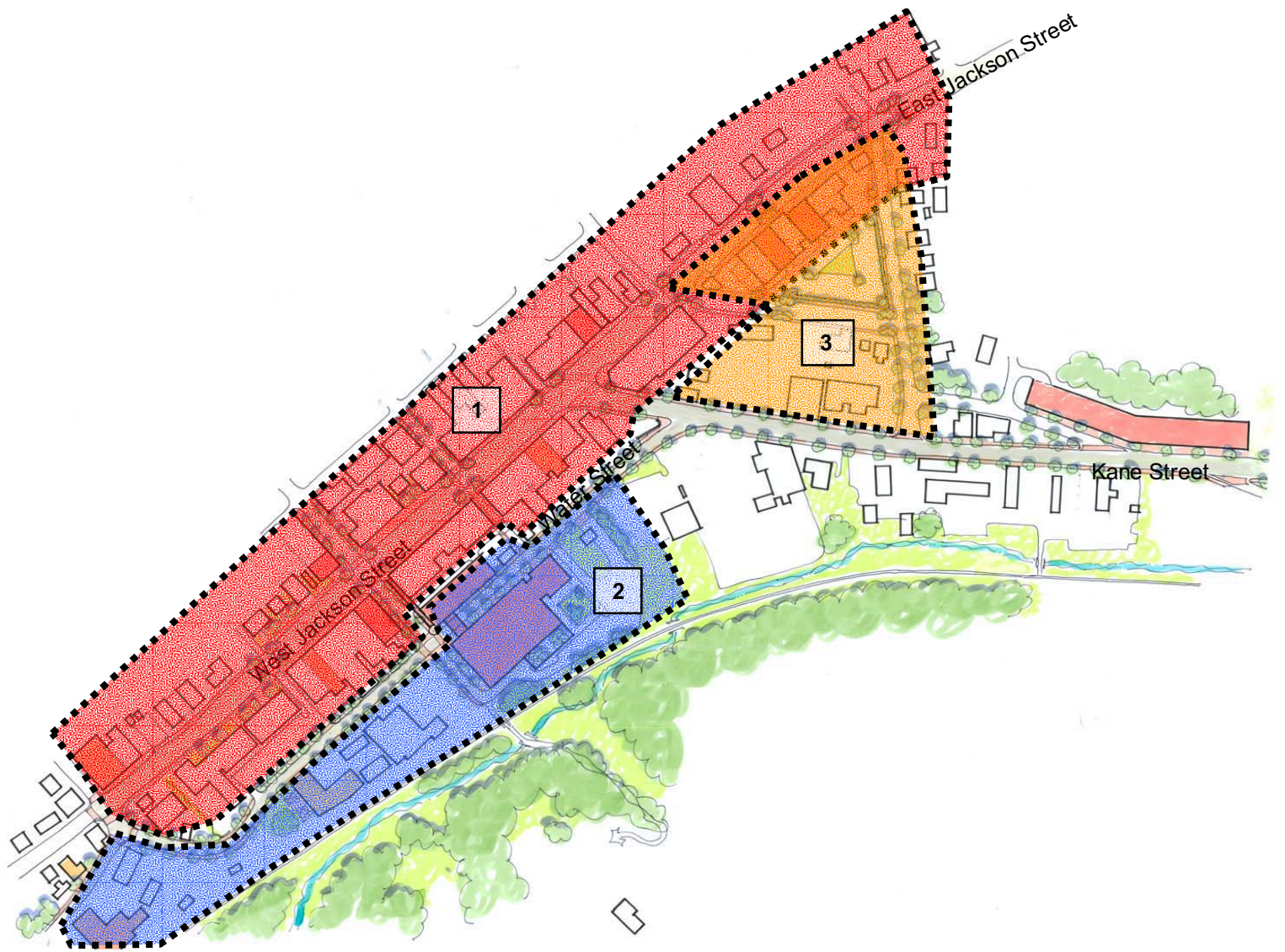


If funding is available, the large open area within the interchange could be planted with wildflowers and grasses as illustrated above right to create a colorful foreground to the mountain views, above left..

Typical Gateway Improvements

1. Gateway identity sign for visitors coming from the north on Route 23
2. Additional gateway sign if budget allows for northbound traffic (this sign is not as critical because motorists would have had the opportunity to exit for Gate City at Kane Street)
3. Wayfinding sign directing visitors to Gate City
4. Potential meadow grasses, wildflowers and large shade trees
5. Existing rock outcropping

Figure 30: Gateway Enhancements – North Gateway



Legend

- 1. Jackson Street Core
- 2. Water Street District
- 3. Tucker Street District

Figure 31: Emerging Downtown Physical Districts



Water Street District and Performing Arts Center

1. Potential performing arts/mixed-use center (45,000 SF) and public parking resource (100 spaces per level)
2. Building reuse
3. Water Street streetscape improvements with sidewalk connection to Park Street and Grogan Park
4. Proposed bed and breakfast
5. Potential infill development. Grade change allows opportunity to provide parking underneath and to use infill development to provide an at grade connection from Jackson Street to the arts center
6. Streetscape enhancements along Manville Road to provide better pedestrian connection to the arts center.
7. Streetscape enhancements to Antique Street to provide better pedestrian connection to Water Street District from Jackson Street. Potential “Art Alley”
8. Potential green space/gathering space associated with arts center



Example of how a steep sloped alley connection could become an exciting pedestrian environment along Antique Street.

Figure 33: Water Street District



Tucker Street District

1. Potential infill development (or expansion opportunities for adjacent businesses)
2. Potential 70 space public parking lot (and placeholder for potential future development) in place of existing County Coop facility.
3. Tucker Street streetscape improvements in conjunction with adjacent redevelopment. Streetscape to include new sidewalk, pedestrian scaled lighting, curb extensions with on street parallel parking and shade trees (at curb extensions).
4. Sidewalk connection along Solon Street to East Jackson Street.

Figure 34: Tucker Street District – Short Term



Tucker Street District

1. Potential infill development (or expansion opportunities for adjacent businesses)
2. Potential 70 space public parking lot below new development (15,000 SF).
3. Tucker Street streetscape improvements in conjunction with adjacent redevelopment. Streetscape to include new sidewalk, pedestrian scaled lighting, curb extensions with on street parallel parking and shade trees (at curb extensions).
4. Sidewalk connection along Solon Street to East Jackson Street.

Figure 35: Tucker Street District – Long Term

Insert Map C and Figures 18-35 Here

4.2 Building the Market: Economic Development Strategy

4.2.1 Background

Downtown revitalization is certainly not a “build it and they will come” situation. Investment made on public improvements without an attempt to recruit and promote private development is a poor use of public dollars. This is why the economic restructuring component to this master planning process looks at the overall market for downtown, and then determines specific retail growth opportunities. In this section, we lay out a framework for an economic development strategy that will help Gate City strengthen the existing retail base while also recruiting new uses and investment. Economic development goes hand-in-hand with the physical improvement strategy as well as marketing and promoting downtown to expand the overall market. These three components together make up the economic restructuring plan for Gate City.

The market analysis for Gate City suggests that there is demand for over 80,000 square feet of supportable retail space. While these numbers specifically relate to the entire Gate City trade area, much of this new retail could be supported downtown, particularly with restaurants, antiques, and specialty shopping. The market analysis opportunities are based solely on the demand in the local trade areas, so these opportunities are compounded when we look at Gate City’s region position adjacent to the growing Tri-cities area.

The current retail mix in downtown Gate City represents a variety of retail uses that generally support the local population base including hardware, florists, clothing, sporting goods, and appliance stores. On the other hand, there are a number of visitor-oriented uses that exist in downtown such as antiques and gift shops. In other words, the current mix supports the basic needs of the local population, but also has a few destination type retail uses that may draw from a regional base. Currently however, there is not enough critical mass of retail to make downtown a true destination for the local, regional, or visitor market.

Whether it is recruiting new retail or building a residential market supporting the Tri-cities employment base, Gate City has the opportunity to define it’s own niche its market with is both rural and urban. Many of the recommendations below point to the Town of Gate City performing economic development tasks by assembling information, marketing sites for development, and recruiting business.

4.2.2 Goal

Gate City’s downtown will become a regional specialty shopping district offering specialty shops, dining, and events both for its immediate rural trade area, as well as the growing Tri-Cities region of Tennessee and Virginia.

First Steps – 2007

- *Focus initial efforts on business retention.* As mentioned in the previous section, many downtown buildings are in need of façade improvements. The current state of the physical environment hides the fact that downtown Gate City has a very high quality of retail offerings. Prior to any

recruitment of new retail, Gate City should focus on the development and retention of the existing businesses.

- *Partner with VA Small Business Development Center for entrepreneurial training.* The regional Small Business Development Center (SBDC) is located at Mountain Empire College in Big Stone Gap. SBDCs are an incredible resource for small businesses looking to start up, as well as existing businesses. The MECC SBDC offers a wide range of business development opportunities including:
 - Business planning, - assisting potential and existing entrepreneurs with strategic planning.
 - Training – workshops on business planning, financial advice, management, growth, marketing, & networking, as well as understanding customer needs.
 - Technical assistance – training in e-commerce, website design, and Quickbooks financial software.

Much of this is done on site at MECC campus or the Pioneer Center in Duffield, but the town of Gate City and the Economic Development Authority can partner to promote these services and have SBDC tailor workshops specifically to the needs of local businesses. Quite often, local mom & pops and start up businesses do not know these services even exist.

- *Incorporate Scott County's facilities needs and master plan expansion into downtown revitalization strategy.* Scott County is currently beginning a master planning process of its own to plan for future expansion of its offices and services. It is working with a consultant on a facilities need study to determine the amount of space needed for future growth within downtown. Once the results of this study are complete, it will be important to partner with the county to incorporate their plan into this downtown revitalization plan. County and other public services are an important part of the revitalization equation as they are an employment base, create daytime activity, and represent a segment of the overall market for downtown businesses.
- *Implement a parking management plan.* One of the main issues in downtown Gate City is access to parking. Notwithstanding the parking related recommendations of the physical strategy in the previous section, Gate City should partner with Scott County and the private sector to complete a parking management and master plan. A parking management plan will at cooperatively developing new parking resources and negotiating shared access for existing parking.
- *Continue acquisition & codes enforcement of key properties.* Gate City has been successful at identifying and pursuing the acquisition of key properties and codes enforcement on problem sites. There still remain a number of vacant and substandard properties in downtown. Gate City should select key properties for acquisition with the goal of working with the private sector to redevelop, rather than demolish.
- *Create an available properties database.* The Town of Gate City should create a simple database of property available for development in downtown. The data could include zoning, existing land use, available square footage, amenities, infrastructure, pricing, ownership records, and contact information. The data could be supplemented with photographs and made available in individual property sheets, or on the Town web site, or initially on the EDC website. Ultimately, the town may even help property owners market these development sites and buildings.
- *Implement Broadband service in Gate City.* Scott County Telephone Coop (SCTC) received a grant from the VA Tobacco Commission to upgrade broadband in Gate City. Construction has begun and should be completed in June 2007. See attachment. At the same time, LENOWISCO

is working on an effort to bring Broadband service to population centers outside of core areas in Scott County.

Next Steps – 2008-2009

- *Recruit destination retail uses.* Use the market analysis to direct the recruitment of targeted retail uses. Key destination type uses such as restaurant, specialty foods, gift shops, and other specialty shopping. Gate City should target successful regional and Tri-City retailers and encouraging them to expand by opening a new location in downtown. Initially, retail recruitment should be done by the Chamber of Commerce, with this and other economic development tasks shifting to the Town in the future.
- *Consider small business incentives to help fill vacant and underutilized retail space.* Ultimately, Gate City may want to employ incentives such as business license abatement, marketing grants, sign grants, or rent subsidies to help recruit the businesses identified in the market analysis. Small grants of up to \$500 for these purposes can be quite successful in recruiting small business.
- *Build antiques cluster in downtown.* One of the key opportunities for Gate City is to cultivate an antiques cluster. The antiques shopper will travel great distances and spend a great deal of money on quality antiques. Typically they shop in areas where there are concentrations of antiques uses and often stay local bed's & breakfast. Gate City has a number of high quality antiques business who are pulling visitors in from far outside the community. By recruiting additional shops, downtown Gate City can become an antiques destination.
- *Recruit bed & breakfast use.* Currently, there are no lodging uses in Gate City. Tourists and business travelers currently have to stay in Kingsport to the south. While Gate City wouldn't be able to support a hotel currently, a bed & breakfast use could absorb a small portion of the need for lodging, but also would complement and enhance a destination based downtown.

Final Steps – 2010-2015

- *Issue RFPs for development of key properties.* After acquiring key sites, the Town should issue request for proposals for their redevelopment. Any RFP should be written with development criteria based on both the desired use of the site as well as overall quality of design.
- *Recruit hotel space.* This economic restructuring plan did not address the need for lodging space in the Gate City area. Many stakeholders did however state the desire for hotel rooms to serve Gate City and Scott County. Ultimately, a feasibility study for hotels and lodging should be completed, followed by the recruitment of the appropriate use.
- *Recruit residential units downtown.* As stated in the section on residential demand, Gate City could likely support a small number of residential units in its downtown as infill, or "above-shop" rental units. After other economic development tasks are well underway, a longer-term goal would be to encourage local property owners to develop residential units downtown. Small grants and incentives could be applied similar to earlier tasks for new retail, or a streamlined permitting process could be developed to help owners meet zoning and building codes.

4.3 Market Positioning: Promoting Downtown & Gate City

4.3.1 Background

A key component of any economic restructuring plan is marketing and promoting the downtown. Strategically marketing a community can serve many purposes such as expanding a customer base, promoting tourism, recruiting business and development, instilling citizen pride, and encouraging new residential, among others.

Very little marketing activities are done in the Gate City community. There are a number of regional tourism initiatives such as the Crooked Road Trail or Daniel Boone Wilderness Trail. There are also some specific regional destinations that market themselves – Natural Tunnel State Park, Carter Family Fold. More locally, a few entities do a good job of marketing and promotion. The Scott County Economic Development Authority markets the county as business location. The Tourism Board promotes the various county visitor destinations. On the other hand, there are currently no entities or individuals promoting downtown Gate City as a destination. The only people that really do any marketing in downtown are a few select businesses. Of course, with its rich history, musical heritage, regional tourism opportunities, and its proximity to a major population center, Gate City's opportunities to market itself seem endless.

4.3.2 Goal

The Town of Gate City, Scott County, and the business community will cooperatively promote downtown, the Gate City community, and the entire County by promoting its musical heritage, its strategic location, and its rich historical ties.

4.3.3 Action Strategies

First Steps – 2007

- *Develop a marketing brand for Gate City.* Developing a brand for downtown is the very first step in creating a seamless marketing campaign. Such a unified “brand” will help reinforce a positive image for the community. The Gate City brand's composition is based off of its history, imagery, and community values:

History – Chartered as Estillville in 1834, Gate City is the county seat. It truly is a “gateway” community from Tennessee to the coalfields and mountains of southwest Virginia. It was originally frontier-like and native American. It was settled by independently minded Scots-Irish people on their way westward along the same trail that Daniel Boone followed.

Imagery – The County Courthouse is a strong architectural icon. There is a great stock of downtown buildings and architecture following a linear street with a backdrop of the mountains creating a picturesque scene. The overall structure and topography of the town has a “western” feel to it – like Flagstaff Arizona or Carson City Nevada.

Community Values – The original Scots-Irish independent values still exist today. There is still a presence of the rich, Appalachian musical heritage and culture. There are cultural and natural assets everywhere – Crooked Road, Daniel Boone Trail, Natural Tunnel, Rivers, etc.



Figure 36: The Gate City Brand

The proposed Gate City brand above begins by building off of a “western” composition. Gate City western feel is not horses and wagons, but instead wilderness, nature and independence. The town name is set in an old time font against an ornate backdrop weathered with a wooden pattern. The prominent cupola of the Scott County courthouse centers the composition. Behind the backdrop lies wilderness imagery with the trees. The three-color composition is made up of the primary green symbolizing the wilderness, with accents of antique yellow and black. Overall, it is a very soft western imagery focusing on the wilderness.

- *Focus on marketing to local trade areas.* Scott County and adjacent zip codes make up over 90% of downtown Gate City’s customer base. While expanding the customer base is ultimately important, this bread-and-butter market cannot be ignored. These people are not only the easiest to reach, but also the most affordable. Build local loyalty and awareness of downtown by encouraging shopping and activity through wayfinding mentioned earlier, as well as programming of events, and cooperative advertising of existing downtown businesses. Often, communities accomplish this by applying a branded message to a community website.
- *Develop a musical event series focusing on building a recurring activity in downtown.* Hosting a regular event series in downtown targeting local residents is quite often more effective in building a broad market base in a downtown than the large annual or semi-annual festivals. A small, recurring music event focusing on Gate City’s musical heritage would be ideal. Other communities have had great success with musical events, Saturday farmer’s markets, and other activities. For instance, the Pickin’ Parlor in Weber City has jam sessions which has been very successful. Ultimately, the event could evolve to a more regional appeal and perhaps be tied to the Crooked Road Trail.

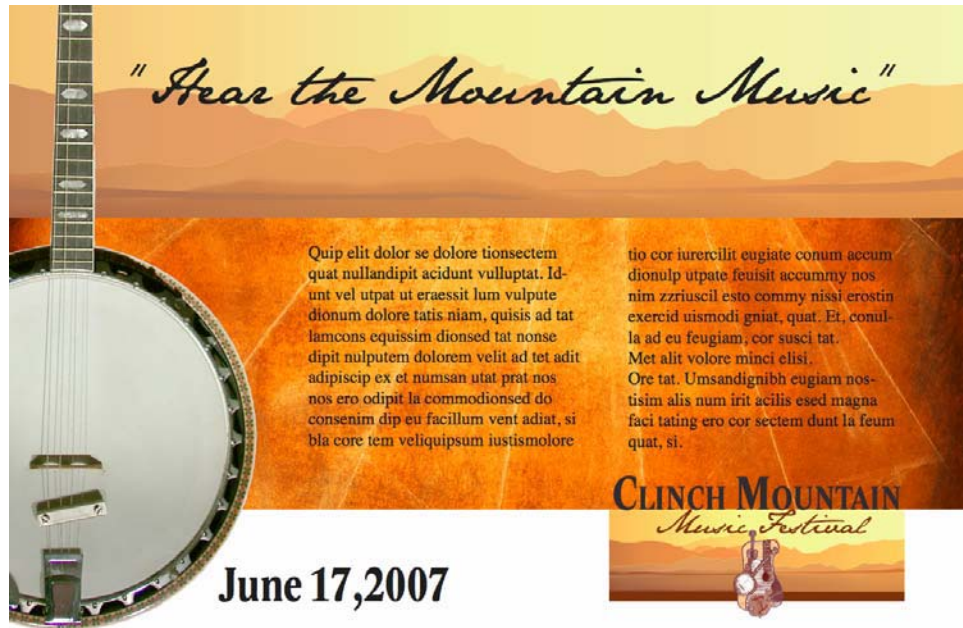


Figure 37: Clinch Mountain Music Festival Poster Concept

- *Develop permanent performance space downtown highlighting local music heritage.* Currently Gate City does not have a performance space for such an event. Initially, this space could be a covered outdoor structure in the municipal parking lot down on Water Street. Such a structure could be used for the existing flea market, a farmers market, or for events. Ultimately, an indoor venue for musical performances would be preferable.

Next Steps – 2008-2009

- *Develop regional marketing strategy to recruit shoppers to downtown from the Tri-Cities and far Southwest Virginia area.* Eventually, downtown will need to broaden it's net to target regional populations. 20% of downtown Gate City's market base comes from Tennessee with 15% coming from Kingsport alone. Cooperative marketing pieces should tap into the regional market by promoting downtown in local publications and periodicals, as well as regional radio and television media. An effective cooperative effort would be coordinated by the merchants association discussed in the following section. The local antiques stores have already had a certain level of success cooperatively marketing Gate City as an antique destination.
- *Look for alternatives to flea market in municipal parking area.* The current flea market in the municipal is an inadequate use of that space. It is true that the event is a fundraiser for the volunteer fire department and does succeed in creating downtown activity. On the other hand, an event tailored towards the mix of downtown retail could not only be more successful, profitable for the fire department, and would have a broader regional reach. A farmer's market, outdoor antique market, or crafts market, are types of uses that would be a preferred use of this space. Any physical improvements or public investment to the parking lot should be tied to new private investment.



Figure 38: Event Logo Variations

- *Develop cultural venue downtown.* Gate City should develop a performing arts facility or other cultural venue in downtown, most likely adjacent to the municipal parking lot. Outside of musical destinations like the Carter Fold, Scott County has few cultural facilities. A performing arts facility would help Gate City become a cultural center for Scott County.



Figure 39: Performing Arts Center Ad/Logo

- *Develop antiques and shopping guide.* One of the key promotional opportunities for downtown is the cluster of antiques businesses. Gate City should develop a branded shopping guide geared specifically to the antiques market in order to promote downtown as a regional antiques destination.

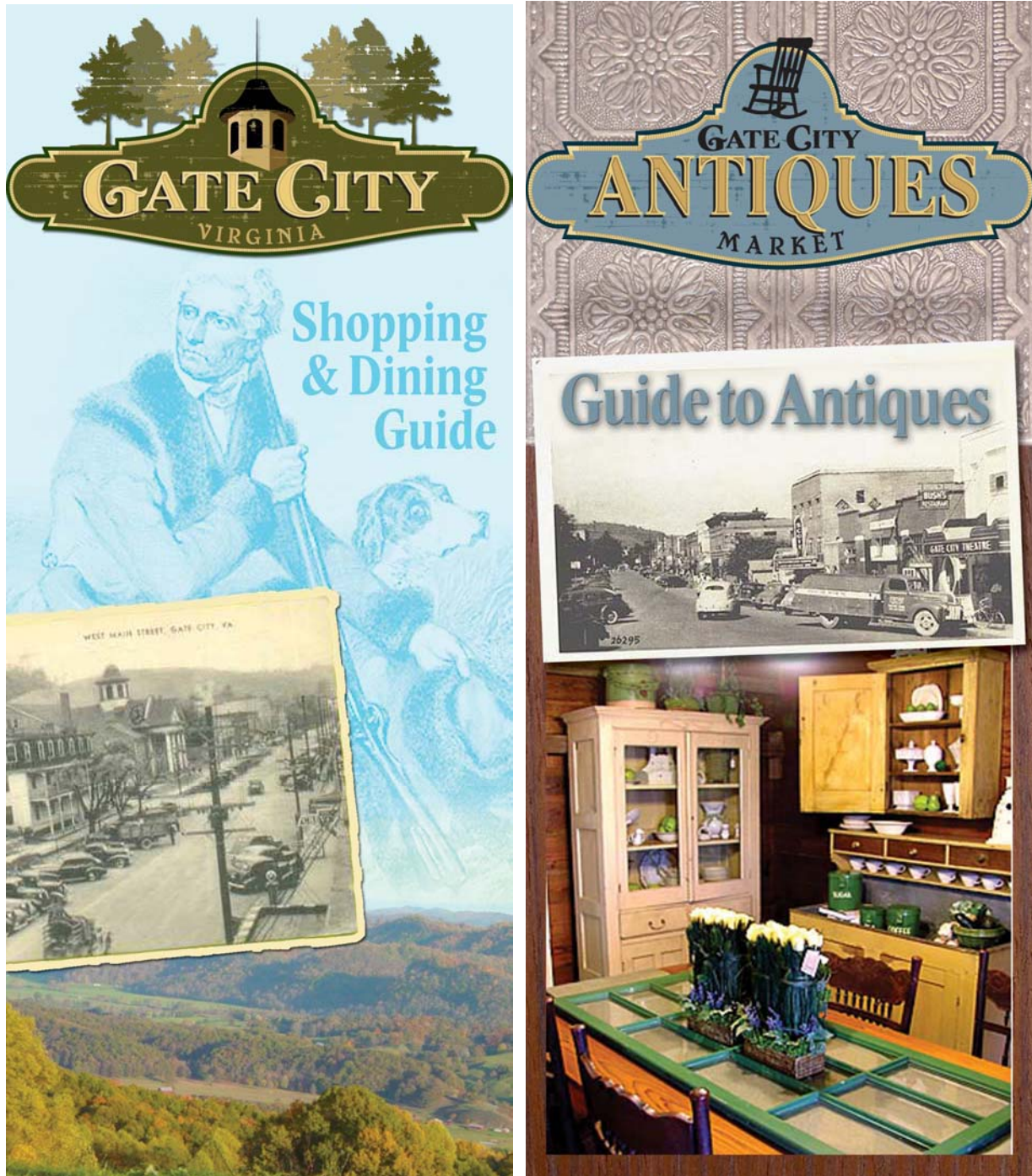


Figure 40: Shopping & Dining - Guide to Antiques

Final Steps – 2010-2015

- *Take advantage of existing regional marketing efforts bringing folks into the community.* Once the local and regional markets have been addressed, long-term marketing focus should shift to building a visitor and tourism market. By this point, economic development efforts will have broadened downtown’s retail offerings and will have made downtown a visitor destination. Gate City should tap into the successful marketing efforts of others to promote Gate City as a “base camp” for regional cultural and natural resources including: Crooked Road, Daniel Boone Trail, Carter Fold, Natural Tunnel, Homeplace, High Knob, horse events, and musical heritage. The logo below would cross brand Gate City as the Daniel Boone Trail traverses through downtown.



Figure 41: Daniel Boone Wilderness Trail Logo

- *Gate City Visitor’s Center* – A location for a Gate City visitor’s center should be identified downtown. The center could be planned in conjunction with and to complement the Daniel Boone Visitor and Exposition Center in Duffield and should be a local repository for visitor and tourism information for Gate City and Scott County.
- *Create a business recruitment package.* Ultimately, the available property base, local small business incentives, SBDC and business incubator opportunities, and rehabilitation tax credit opportunities, should be packaged into a branded marketing piece aimed and recruiting new small retail businesses into the community.

4.4 Cooperation: Implementation Strategy

4.4.1 Background

Each of the strategies above is based on three of the four points of the Main Street approach to revitalization. In the case of Gate City, the fourth point – organization – will be the most important component of economic development in downtown. Among other things, this includes cooperation, coordination, leadership, and financial resources.

Gate City has a number of capable and successful implementation organizations including the Town, Scott County, the Economic Development Authority, and even newer entities like the Southwest Virginia Community Foundation. In the past, these groups have typically worked independently from each other rather than coordinating efforts towards a common goal. Similarly, there have been few private sector leaders to engage local government leadership and partner to improve the community. Business owners in the past have tried to organize, but were never able to build momentum. These trends have continued throughout the downtown revitalization process. Initially, in the visioning sessions of December 2005, there was a significant amount of stakeholder and public participation that help the community draft a consensus vision. Through the planning phase, however, private sector and public participation left a little to be desired. Fortunately, a slight momentum built towards the end of the process to where all government entities, business owners, private investors, and the general public began to attend meetings. This is important because at this point, the various stakeholders have been introduced to and understand the overall vision and the steps to lead to revitalization.

Of course, we are now at a critical stage as we move towards implementation. This project is a plan for downtown and the Town of Gate City, but it will be impossible for the wide-ranging recommendations of the revitalization plan to be completed by the Town alone. This is the case in any community. In Gate City, a creative solution to partnership, organization, and implementation is necessary to rise above the inertia of the past. Fortunately, the infrastructure of such a solution is beginning to materialize.

4.4.2 Goal

Downtown allies will be active partners with the Town to promote, recruit and enhance downtown Gate City.

4.4.3 Action Strategies

First Steps – 2007

- *Town completes CBDG construction grant application.* The first task will be to use the economic restructuring and physical improvement plan to apply for a community improvement grant through the DHCD. This plan is a prerequisite to application and its recommendations & the cost estimates in the appendix can be used to secure business district revitalization funds.

- *Secure Broadband grant.* The Town should apply for a broadband grant to fund technology infrastructure connections into the fiber optics line along both the Jackson and Kane Street corridors. Broadband is a key economic development strategy and will be important to recruiting retail, office, and residential uses into downtown.
- *Management Team hosts leadership roundtable.* A downtown revitalization management team has been leading this process from the visioning phase through the planning stage. At this point, the management team should host a leadership roundtable to share the recommendations and goals of this plan, as well as to get all potential partners to the table to discuss how they can be involved. It is at this point that the various tasks of the strategy board can be assigned to specific implementation agencies and individuals.
- *Form the “Gate City Revitalization Partners” economic development implementation team.* A new implementation organization should be formed specifically to facilitate the work plan identified in this report. It is important that this group be independent from other governmental agencies, but have equal representation. It should be a 15-member partnership including members from:
 - (1) Downtown Management Team
 - (1) Scott County Government
 - (1) Gate City Economic Development Comm.
 - (2) Downtown Property Owners
 - (1) Southwest Virginia Community Foundation
 - (2) At Large Members from Private Sector
 - (2) Town of Gate City
 - (1) Economic Development Authority
 - (1) County Tourism Board
 - (2) Downtown Merchants
 - (1) LENOWISCO

The Partnership would have an official structure, rules of procedure, elect a chair & vice chair, and adopt this revitalization plan as its work plan. This organization would be the “owner” of this plan, responsible for its implementation (with the partner organizations), as well as its regular evaluation.

The group’s work plan could be divided into four subcommittees based off of the four strategic areas of this plan. Physical Improvement, Business Development, Marketing & Promotion, and Implementation.

- *Form a downtown business organization.* While merchant’s groups have had limited success in the past, the business community should form a similar group made up not only of retailers, but business owners and property owners. This group would have two primary goals: Be a voice for private sector concerns in downtown, and coordinate cooperative marketing functions.

Next Steps – 2008-2009

- *Identify and lobby for additional public funding streams.* It is important to note that, while this plan is part of a DHCD directed process leading to CBDG community improvement monies, it's broad recommendations would require the location of additional funding sources. In fact, the plan was put together with the understanding that future funding strategies would be required such as individual private investments, general fund appropriations, tax increment financing, and other public grants.
- *Formalize structure of Gate City Revitalization.* Initially the group would be an implementation arm, but ultimately could evolve into an economic development corporation that would be more directly involved in developing property through furthering public/private partnerships. At that point, it would have operational and administration needs including the need for an executive director – much like a true Main Street organization.
- *Form an antiques guild.* Antiques businesses have different needs and networking possibilities than other downtown retailers. As Gate City begins to build a cluster around antiques. An antiques guild organization should be formed to cooperatively market antiques, plan specific antiques related events, etc.

Final Steps – 2010-2015

- *Continue to host annual "progress summits" on revitalization with the public and various stakeholder group.* Each year, the Gate City Revitalization Partners should host a progress summit of all stakeholders group to evaluate progress of this plan, celebrate individual successes, reprioritize goals, and add new tasks and projects as they are needed.

5.0 Implementation Strategy and Action Plan

5.1 The Strategy Board

5.1.1 Projects and Initiatives

The attached “Strategy Board” summarizes all of the projects and recommendations included in this report. The board is intended to be used as working document for benchmarking and ongoing evaluation of the implementation process. Each recommendation that is presented in brief on the strategy board is supported in this report document.

5.1.2 Strategies and Visions

Each of the plan strategies and visions are outlined in the strategy board. It is important to remember the ultimate marketing and development strategies that each project supports. Each of these strategies is linked with one another, but failure to achieve one goal does not negate the ability to achieve others.

5.1.3 Responsibilities

The strategy board presents the partner organizations. The Town of Gate City should foster an ongoing discussion with various partners to see which responsibilities each will take the lead on. Each partner is color-coded and can identified next to each strategy. As the plan progresses, these responsibilities should be reevaluated to determine where roles should change or shift.

5.1.4 Time Frames

The projects are divided into three time frames. The first series of projects are demonstration projects that should begin immediately. For the most part, these are simple projects that will be highly visible, have significant impact and should be completed within the first year after the plan is adopted. The second set of projects is labeled “mid term” or next step projects. Some of these are more advanced projects while others are continuations of projects that began during the demonstration period. The next step projects should be completed within the following two years. The final series of projects are long-term or plan completion projects. Many of the projects begun in the next steps phase will not be completed until after 2011. Over time this category will continue to fill as priorities evolve.

The strategy board and its recommendations represent a “living document”. As time goes by and implementation proceeds, some priorities will shift while other ones will arise. The implementation strategy board should be evaluated periodically, no less than annually. This evaluation process will allow for finished tasks to be indicated on the board, for responsibilities to be shifted between parties, and for time frames to be adjusted for individual projects.

Town of Gate City, Virginia – Downtown Revitalization Plan

The task items listed below represent the Town of Gate City’s plan for revitalization of its downtown. These vision statements are the result of a publicly driven planning process conducted by Arnett Muldrow & Associates. The tasks are presented below in four key strategic areas. Each vision is accompanied by short, medium, and long task items necessary to reach the vision.

Strategies	First Steps: 2007	Next Steps: 2008-2009	Final Steps: 2010 – 2015	Vision
<p>Revitalization: Physical Improvement Strategy</p>	<ul style="list-style-type: none"> ▶ Prepare inventory of buildings in preparation for National Register Designation for downtown district ▶ Virginia Landmarks/National Register Nomination ▶ Complete façade master plan ▶ Design guidelines for Jackson Street, Water Street and Tucker Street. ▶ Initial Streetscape on Jackson Street core ▶ Branded wayfinding system ▶ Install primary gateways on 23 ▶ Layout for Water & Tucker Streets 	<ul style="list-style-type: none"> ▶ Work with property owners to take advantage of historic tax credits ▶ Work with regional banks to develop a loan program for restoration ▶ Establish local Historic District & Design Guidelines to protect buildings ▶ Streetscape for Water Street ▶ Design Performing Arts/mixed use center ▶ Public parking resource in Tucker Street district 	<ul style="list-style-type: none"> ▶ Streetscape design on Kane Street. ▶ Construct Performing Arts Center ▶ Install Water Street streetscape ▶ Improve pedestrian connections from Jackson & Water along Antique & Manville ▶ Work with property owners for infill development along Tucker Street 	<p>Residents and visitors to downtown Gate City will be greeted with a friendly, comfortable and appealing physical environment with improved infrastructure and dynamic mix of uses, making it a destination for residents and visitors.</p>
<p>Building the Market: An Economic Development Strategy</p>	<ul style="list-style-type: none"> ▶ Focus initial efforts on business retention ▶ Partner with the MECC SBDC for business development & entrepreneurial training ▶ Incorporate Scott Counties facilities needs into downtown revitalization plan ▶ Implement a parking management plan ▶ Continue acquisition & codes enforcement ▶ Create an available properties database 	<ul style="list-style-type: none"> ▶ Recruit destination retail uses ▶ Use small business incentives to fill vacant spaces ▶ Cultivate antiques cluster downtown and make Gate City a regional antiques destination ▶ Recruit Bed & Breakfast use 	<ul style="list-style-type: none"> ▶ Issue request for proposal for key development sites. ▶ Recruit hotel space to Gate City ▶ Recruit residential units to locate above shops or as infill in downtown. 	<p>Gate City’s downtown will become a regional specialty shopping district offering specialty shops, dining, and events both for its immediate rural trade area, as well as the growing Tri-Cities region of Tennessee and Virginia.</p>
<p>Market Positioning: Promoting Downtown</p>	<ul style="list-style-type: none"> ▶ Develop a marketing brand for Gate City ▶ Focus marketing efforts on instilling loyalty from local trade areas ▶ Develop a musical event series focusing on building a recurring activity in downtown ▶ Develop permanent performance space downtown highlighting local music 	<ul style="list-style-type: none"> ▶ Develop regional marketing strategy focusing on Tri-Cities ▶ Look for alternatives to flea market in municipal parking area ▶ Develop cultural venue downtown ▶ Produce antiques and shopping guide 	<ul style="list-style-type: none"> ▶ Tap into existing regional tourism destinations’ marketing efforts ▶ Develop Gate City visitor’s center ▶ Create a business recruitment package 	<p>The Town, County, & business community will cooperatively promote downtown, the Gate City community, and entire County by promoting its musical heritage, its strategic location, and rich history.</p>
<p>Organizing for Success: The Implementation Strategy</p>	<ul style="list-style-type: none"> ▶ Host a leadership roundtable to share economic development efforts ▶ Complete CBDG community improvement grant application ▶ Secure broadband grant for technology infrastructure ▶ Form Gate City Revitalization Partners ▶ Form downtown business association 	<ul style="list-style-type: none"> ▶ Identify and lobby for public funding streams to for downtown revitalization including building renovation & streetscape improvements ▶ Formalize structure of Gate City Revitalization Partners ▶ Form an antiques guild 	<ul style="list-style-type: none"> ▶ Continue to host annual “progress summits” on revitalization with the public and various stakeholder groups 	<p>Downtown allies will be active partners with the Town to promote, recruit and enhance downtown Gate City</p>

5.2 Funding Strategy and Cost Estimates

Description	Construction	Design/Cont.	Project Budget	Considerations
Revitalization: A Physical Improvement Strategy				
<i>First Steps - 2007</i>				
Virginia Landmarks Register & National Register Nomination		\$7,000	\$7,000	Includes securing preservation consultant to complete survey.
Design Guidelines for Downtown (Includes consultant time for preparation of design guideline document)	\$15,000	\$4,500 (30%)	\$19,500	
Jackson Street Streetscape Core Area and Extensions -Initial Grant Application Project	See Attached Detailed Estimate	See Attached Detailed Estimate	See Attached Detailed Estimate	To be coordinated with DHCD Construction Grant
Water Street-Section 1 Streetscape: Initial Grant Application Project	See Attached Detailed Estimate	See Attached Detailed Estimate	See Attached Detailed Estimate	To be coordinated with DHCD Construction Grant
Facade Master Plan: Initial Grant Application Project	\$125,000	\$25,000 (20%)	\$150,000	This includes 20 facade renovation in downtown including design costs. DHCD Grant
Optional Curb Extensions Along Jackson Street (Includes concrete curb and gutter, sidewalk extension to crosswalk, planting bed, shade trees, benches and trash receptacles. Total of 7 locations).	\$700,000	\$210,000 (30%)	\$910,000	Coordination with VDOT will be important. Does not include major changes to storm drain.
Branded Wayfinding System (Includes comprehensive signage system, parking, trailblazers, kiosks, etc for about 20 signs) Excludes gateways	\$25,000	\$ 5,000 (30%)	\$30,000	Signs will have to be coordinated with VDOT. On average, signs cost \$1,200 - \$1,500 per unit.
North and South Gateways at Highway 23 (Includes gateway sign, trees, landscape and meadow/wildflower planting, and mural on south gateway).	\$70,000	\$21,000 (30%)	\$91,000	Includes both gateways. At a minimum, the gateway sign with branded image should be provided. Assume \$15,000 per gateway sign.
Downtown Gateways (Includes gateway signs and seasonal flowers for 3 gateway areas)	\$30,000	\$9,000 (30%)	\$39,000	

Description	Construction	Design/Cont.	Project Budget	Considerations
<i>Next Steps – 2008-2009</i>				
Loan Program for Restoration	\$100,000		\$100,000	Partnership with local banks
Initiate Design of Performing Arts Center	N/A	N/A	N/A	Assume design cost included in project budget below
Tucker Street District Public Parking Lot (Includes asphalt paving, concrete curb and gutter and landscaping for 70 space lot)	\$140,000	\$42,000 (30%)	\$182,000	Does not include acquisition and building demolition costs.
<i>Final Steps – 2010 - 2015</i>				
Kane Street Streetscape Design and Phase I Implementation (Includes concrete sidewalks, concrete curb and gutter, ornamental lighting and street trees for area between Jackson and Solon)	\$225,000	\$67,500 (30%)	\$292,500	
Kane Street Streetscape Completion (Includes completion from Solon Street to Route 23)	\$678,000	\$203,500 (30%)	\$881,500	
Construct Performing Arts Center (Assumes 45,000 SF facility and site work. Parking below)	-	-	\$25-40 Million	Program and size requirements need to be determined to get accurate budget.
Water Street-Section 2 Streetscape Design and Implementation (Includes new concrete sidewalk, concrete curb and gutter, street trees, pedestrian lighting from Manville Road to Park Street.)	\$207,300	\$62,190 (30%)	\$269,490	Does not include any roadway paving, utilities or storm drainage. Extent of this work would need to be determined prior to design.

Description	Construction	Design	Project Budget	Considerations
Manville Road and Antique Street Streetscape Design and Implementation	\$290,000	\$87,000 (30%)	\$377,000	Assume roughly half of the budget for each street. Assume Manville would extend beyond Water Street along arts center.
Infill Development Over Tucker Street Parking Lot (Includes streetscape improvements to Tucker Street)	\$80,000	\$24,000 (30%)	\$104,000	Includes improvements to public streetscape only. Development costs would be by private entity.

Description	Implementation	Design	Project Budget	Considerations
Building the Market: An Economic Development Strategy				
<i>First Steps – 2007</i>				
Complete a Parking Management Plan	\$10,000		\$10,000	Planning process coordinated between Town of Gate City and Scott County during County's facilities master planning process
Continue Property Acquisition and Codes Enforcement	N/A			Costs depend on site locations of key or problem properties
<i>Next Steps – 2008 – 2009</i>				
Create Small Business Incentive Package (Could include sign grants, business license abatement, rental subsidies, etc. – Funding for up to 20 projects.	\$10,000		\$10,000	Small \$500 to \$1,000 matching grants tied to desired retail uses. Partner with Scott County EDA & Southwest Virginia Community Foundation
<i>Final Steps – 2010 – 2015</i>				
Residential Recruitment	N/A			Similar matching grant program for upper floor housing

Description	Implementation	Design	Project Budget	Considerations
Market Positioning: Promoting Downtown & Gate City				
<i>First Steps – 2007</i>				
Develop a musical events series	\$5,000		\$5,000	Should consider private sector sponsorships to underwrite the event series.
Create permanent performance space downtown (potentially covered structure in Municipal Parking area)	N/A			Depends on design, future planning of performing arts facility
<i>Next Steps – 2008 – 2009</i>				
Develop regional Marketing Strategy (Cooperative marketing between Town, Merchants Association, Antiques Guild)			\$5,000	This could be a matching grant program where merchants marketing budgets could be met with contributions from an association.
Develop Cultural Venue (performing Arts Center)	N/A			Depends on design, future planning of performing arts facility
Develop Downtown Shopping and Dining Guide	\$4,000	\$1,000	\$5,000	Includes design and printing of 2000 brochures.
Develop Guide to Antiques	\$4,000	\$1,000	\$5,000	Includes design and printing of 2000 brochures.
Cooperation: An Implementation Strategy				
<i>Next Steps – 2008-2009</i>				
Formalize structure of Gate City Revitalization Partners	N/A			Depending on structure, may involve executive director position/ shared admin costs/ operating costs. Could also require capital campaign to secure funding for operation/implementation.

5.3 Detailed Core Area Streetscape Cost Estimates

Jackson Street Streetscape-Core

*Preliminary Estimate of Probable Construction Costs – Initial Grant Application Project
Mahan Rykiel Associates Input*

March 13, 2007

Description	Qty.	Unit Cost	Total Cost
Jackson Street Streetscape Core Scope: This project includes streetscape improvements to the section of Jackson Street between Library Avenue and Solon Street.			
Removal of every other pedestrian light pole between Library Avenue and Solon Street. Includes sealing of connection and repairing concrete where pole was removed.	70	\$500	\$35,000
Remove freestanding banner poles between Library Avenue and Solon Streets.	144	\$10 EA	\$1,444
Fill existing 3' x 3' tree pits (144) with brick paving.	1300 SF	\$16 / SF	\$20,800
Crosswalks with stamped colored asphalt at 6 intersections. Includes 10, 600 SF crosswalks and 8, 360 SF crosswalks.	8,800 SF	\$10 / SF	\$88,000
New metal trash receptacles	12	\$1,000 EA	\$12,000
New metal benches	6	\$1,200 EA	\$7,200
Subtotal			\$164,400
Design/Construction/Administration – 30%			\$49,300
Total Project			\$213,700

Note: Estimates of probable construction costs are for establishing master plan level budgets and are not based on detailed surveys or existing conditions, detailed design plans nor examination of subsurface conditions. If cost reductions are necessary, consideration should be given to eliminating benches and trash receptacles and using striping for crosswalks in place of stamped asphalt.

Water Street Streetscape Section I: Kane Street to Manville Road

Preliminary Estimate of Probable Construction Costs

Mahan Rykiel Associates Input

March 13, 2007

Description	Quantity	Unit Cost	Total Cost
Water Street Section 1 Streetscape Scope: This project includes streetscape improvements for Water Street from Kane Street to Manville Road.			
Demolition of portion of existing pavement in sidewalk areas	830 SY	\$4 SY	\$3,300
New concrete curb and gutter	1,500 LF	\$22 LF	\$33,000
New concrete sidewalks	7,500 SF	\$4 SF	\$30,000
Crosswalks with stamped colored asphalt (5 segments)	2,000 SF	\$10 SF	\$20,000
Relocation of pedestrian scaled ornamental lighting from Jackson Street. Includes, pole footing, wiring and drop boxes.	26	\$1,000 EA	\$26,000
Conduit for lighting	1,500 LF	\$10 LF	\$15,000
New street trees (40-50' spacing)	35	\$500	\$17,500
Subtotal			\$144,800
Drop inlets	12	\$2,500 EA	\$30,000
Storm drain pipe	1,700 LF	\$40 LF	\$68,000
Subtotal			\$98,000
Total			\$242,800
Design/Construction/Administration – 30%			\$72,800
Total Project			\$315,600

Note: Estimates of probable construction costs are for establishing master plan level budgets and are not based on detailed surveys or existing conditions, detailed design plans nor examination of subsurface conditions. If cost reductions are necessary, consideration should be given to eliminating benches and trash receptacles and using striping for crosswalks in place of stamped asphalt.

Jackson Street Streetscape Extension

*Preliminary Estimate of Probable Construction Costs Initial Grant Application Project (If Funding Allows)
Mahan Rykiel Associates Input March 13, 2007*

Description	Qty.	Unit Cost	Total Cost
Jackson Street Streetscape Scope: This project scope includes extension of the existing Jackson Street streetscape to the east from Solon Street to Shoemaker Drive and to the west from Library Avenue to Water Street.			
Relocation of light poles between Water Street and Library Avenue. Includes light pole footing, wiring, conduit and service drop.	20	\$1,000	\$20,000
Provide conduit for relocated street lights between Water Street and Library Avenue.	1000 LF	\$10 LF	\$10,000
Relocation of light poles between Solon Street and Shoemaker Drive. Includes light pole footing, wiring, conduit and service drop.	8	\$1,000	\$8,000
Provide conduit for relocated street lights between Solon Street and Shoemaker Drive.	400 LF	\$10 LF	\$4,000
Crosswalks with stamped colored asphalt at 2 intersections. Includes 4, 600 SF crosswalks and 2, 360 SF crosswalks.	3,120 SF	\$10 / SF	\$31,200
Demolition of portion of existing pavement/walkways between Library Avenue and Water Street	890 SY	\$4 / SY	\$3,560
Demolition of portion of existing pavement/walkways between Shoemaker Drive and Solon Street	360 SY	\$4 / SY	\$1,440
Replace concrete sidewalk paving between Library Avenue and Water Street.	8,000 SF	\$6 / SF	\$48,000
Replace/provide concrete curb and gutter between Library Avenue and Water Street.	1,000 LF	\$30 LF	\$30,000
Replace concrete sidewalk paving between Solon Street and Shoemaker Drive.	3,200 SF	\$6 / SF	\$19,200
Replace/provide concrete curb and gutter between Solon Street and Shoemaker Drive.	400 LF	\$30 LF	\$12,000
New metal trash receptacles	4	\$1,000 EA	\$4,000
New metal benches	2	\$1,200 EA	\$2,400
Subtotal			\$193,800
Design/Construction/Administration – 30%			\$58,100
Total Project			\$251,900

Note: Estimates of probable construction costs are for establishing master plan level budgets and are not based on detailed surveys or existing conditions, detailed design plans nor examination of subsurface conditions. If cost reductions are necessary, consideration should be given to eliminating benches and trash receptacles and using striping for crosswalks in place of stamped asphalt.



March 1, 2007

Ms. Rita Tipton, Vice Mayor
Gate City Town Hall
176 E. Jackson Street
Gate City, VA 24251

Dear Rita,

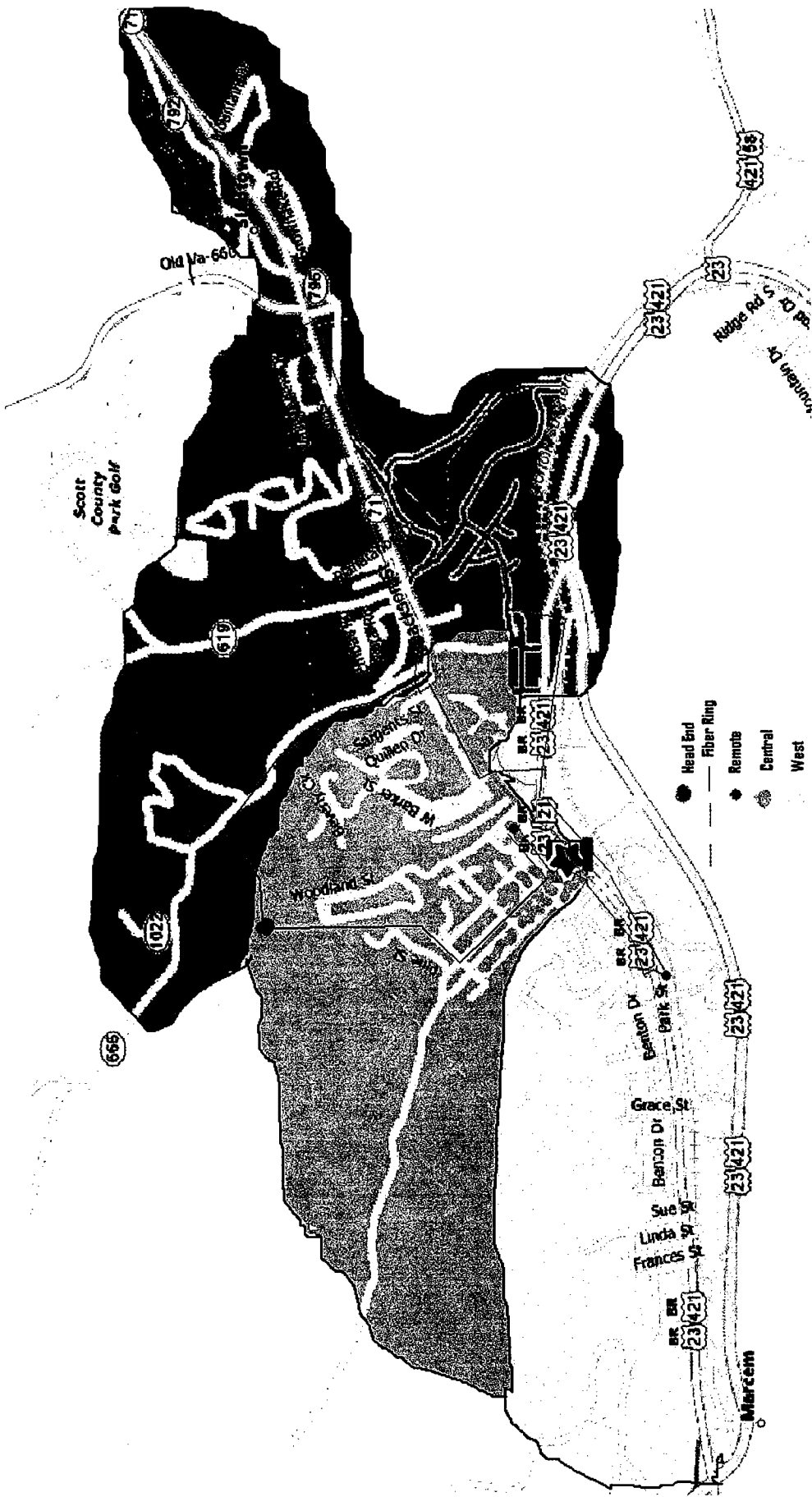
Scott County Telephone Cooperative (SCTC) received a grant from the Virginia Tobacco Commission to upgrade the network in Gate City, Virginia. Outside construction on this project began on February 1, 2007 and will be completed by June 15, 2007. After the outside construction is completed, SCTC will begin to install the electronics and wiring at the premises. This project will be available to approximately 800 residences and businesses in Gate City, Virginia. The attached map shows that the yellow and blue area is presently being constructed and the green area indicates future customers. SCTC is in the process of applying for additional funding for the area in green.

If you need additional information or have any further questions, please do not hesitate to give me a call at 276-452-7370.

Sincerely,

SCOTT COUNTY TELEPHONE COOPERATIVE

Greg D. Hood
STE Operations Manager



GATE CITY FTTP "WIRE CENTERS"

APPENDIX 2

DEFINITIONS

AREA OF POTENTIAL EFFECTS – The geographic area or areas within which an undertaking may cause changes in the character or use of historic properties, if any such properties exist there. This always includes the actual site of the undertaking, and may also include other areas where the undertaking will cause changes in land use, traffic patterns, or other aspects that could affect historic properties.

ACTIVITY – Work to be performed as an undertaking, specifically defined as one or more of the following:

- **Acquisition.** The purchase of a property all or in part with federal funds that will trigger all subsequent activities as undertakings.
- **Demolition.** The removal of the majority of an existing building's structure to either the foundation or to property grade.
- **New Construction.** The construction of a new building on a vacant lot or site currently occupied by a building. New construction does not attempt to directly replicate buildings that stood on the site and/or incorporate the original building footprint.
- **Rehabilitation.** The re-use of an existing historic property that will maintain the majority of the historic features of a building, including such elements: framing, roof structure, doors and door openings, windows and window openings, partition, trim chimneys, mantels, and doors in a manner consistent with *The Secretary of the Interior's Standards for Rehabilitation* (1995).
- **Reconstruction.** The construction of a new building that replaces a demolished building, follows the majority of the original building footprint, and rebuilds the majority of distinguishing features of the building; or the retention of a minority of an existing buildings' features (such as the façade and foundation) and incorporating these features into a new structure.

CONCURRENCE - A response from the SHPO, in which the SHPO agrees with the determination of the responsible entity.

EFFECT – A determination by the Town and SHPO as to the extent an undertaking will impact a historic property or historic properties. It will include one of the following:

- **No Effect on Historic Properties.** There are no historic properties that will be directly or indirectly impacted by the undertaking.
- **No Adverse Effect on Historic Properties.** The undertaking impacts a historic property or properties in such a way that the historic character is left intact.
- **Adverse Effect on Historic Properties.** The undertaking changes the historic property or properties in such a way that the character of the property is diminished. Demolition of a historic property will constitute an adverse effect. Other activities may or may not constitute an adverse effect depending on their impact on historic properties, a historic property, or historic features.

FEASIBLE - The degree to which a historic property or historic property feature can be successfully preserved. Whether or not something is feasible is essential in the *Standards for the Treatment of Historic Properties* (1995). One or more of the following elements shall be documented and shall be given reasonable consideration by the Town and SHPO in determining whether or not something is feasible:

- The physical condition of a building or building elements;
- The project scope or design constraints; the significance and integrity of the building or building elements;

- The location and setting of the historic property, or economic constraints including rehabilitation costs and market value for resale of a completed project.

HISTORIC PROPERTY – Any property that falls in one or more of the following categories:

- It is a contributing property in a **historic area eligible for listing** in the National Register of Historic Places.
- It is a contributing property in a **historic district listed** in the National Register of Historic Places.
- It is **individually eligible** for listing or is individually listed in the National Register of Historic Places.

NON-HISTORIC PROPERTY – Any property that falls in one or more of the following categories:

- Is a **non-contributing property** located in an historic area that is either eligible for listing in the National Register of Historic Places, or is listed in the National Register of Historic Places.
- Is not located within an historic district either eligible for listing or listed on the National Register of Historic Places and is not **individually listed on or eligible for listing** on the National Register of Historic Places.

OBJECTION – a disagreement by the SHPO or a member of the Public with a determination made by the Town on its determination of effect, conditions, or mitigation measures.

MITIGATION - Action to minimize, ameliorate, or compensate for the degradation and/or loss of those characteristics of a property that make it eligible for the National Register.

NATIONAL HISTORIC LANDMARK - A historic property that the Secretary of the Interior has designated a National Historic Landmark.

NATIONAL REGISTER – The National Register of Historic Places maintained by the Secretary of the Interior.

NATIONAL REGISTER CRITERIA FOR EVALUATION – The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting materials, workmanship, feeling, and association. The criteria established by the Secretary of the Interior for use in evaluating the eligibility of properties for the National Register (36CFR Part 60). These criteria are used by the Town, SHPO, and Keeper of the National Register to evaluate properties (other than areas of the National Park System and National Historic Landmarks) for the National Register. These criteria are worded in a manner to provide for a wide diversity of resources. The following are the actual National Register Criteria for Evaluation.

Criterion A: Properties that are associated with events that have made a significant contribution to the broad patterns of our history.

Criterion B: Properties that are associated with the lives of persons significant in our past:

Criterion C: Properties that embody the distinctive characteristics of a type, period, or method of construction, that represent the work of a master, or that possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction;

Criterion D: Properties that have yielded, or may be likely to yield, information important in prehistory or history.

Criteria consideration: Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original location, reconstructed historic buildings, properties primarily

commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties shall qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life, or
- d. a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- e. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived, or
- f. a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance, or
- g. a property achieving significance within the past 50 years if it is of exceptional importance.

SECRETARY - The Secretary of the Interior.

STATE HISTORIC PRESERVATION OFFICER – The official appointed or designated pursuant to Section 101 (b)(1) of the Act to administer the State Historic Preservation program or a representative designated to act for the State Historic Preservation Office. For purposes of this Agreement, the State Historic Preservation Officer shall refer to the Director and staff of the Virginia Department of Historic Resources.

UNDERTAKING – a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; and those requiring a Federal permit, license or approval.

APPENDIX 3

SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

REHABILITATION IS DEFINED AS the act or process of making possible a compatible use for a property through repair, alteration, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character or a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

REHABILITATION AS A TREATMENT. When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment.

From the National Park Service website, <http://www2.cr.nps.gov/tps/secstan1.htm>

APPENDIX 4

Project Review Application Form

This application must be completed for all projects that will be federally funded, licensed, or permitted, or that are subject to state review. Please allow 30 days from receipt for the review of a project. All information must be completed before review of a project can begin and incomplete forms will be returned for completion.

I. GENERAL PROJECT INFORMATION

1. Has this project been previously reviewed by DHR?	YES	<input checked="" type="checkbox"/>	NO	<input type="checkbox"/>	DHR File #	2007-0572
2. Project Name	Town of Gate City Downtown Revitalization					
3. Project Location	Gate City, Virginia			Wise		
	City	Town	County			

4. Specify Federal and State agencies involved in project (providing funding, assistance, license or permit). Refer to the list of agencies and abbreviations in the instructions.

Lead Federal Agency	Housing and Urban Development
Other Federal Agency	N/A
State Agency	Dept of Housing and Community Development

5. Lead Agency Contact Information

Contact Person	Joy Rumley		
Mailing Address	468 E. Main St. Suite 300B		
Phone Number	(276) 676-5471	Fax Number	(276) 676-5469
Email Address	Joy.Rumley@dhcd.virginia.gov		

6. Applicant Contact Information

Contact Person	Steve Templeton, Town Manager		
Mailing Address	156 East Jackson Street, Gate City, VA 24251		
Phone Number	(276) 386-3831	Fax Number	(276) 386-7789
Email Address	stempleton@townofgatecity.com		

II. PROJECT LOCATION AND DESCRIPTION

7. USGS Quadrangle Name	Gate City Quadrangle
8. Number of acres included in the project	

9. Have any architectural or archaeological surveys of the area been conducted?

YES
NO

If yes, list author, title, and date of report here. Indicate if a copy is on file at DHR.

10. Are any structures 50 years old or older within or adjacent to the project area?

YES
NO

If yes, give date(s) of construction and provide photographs.

11. Does the project involve the rehabilitation, alteration, removal, or demolition of any structure, building, designed site (e.g. park, cemetery), or district that is 50 years or older? If yes, this must be explained fully in the project description.

YES
NO

12. Does the project involve any ground disturbance (e.g. excavating for footings, installing sewer or water lines or utilities, grading roads, etc.)? If yes, this must be explained fully in the project description.

YES
NO

13. **DESCRIPTION:** Attach a complete description of the project. Refer to the instructions for the required information.

To the best of my knowledge, I have accurately described the proposed project and its likely impacts.

Signature of Applicant/Agent

Date

The following information **must** be attached to this form:

- _____ Completed DHR Archives search
- _____ USGS map with APE shown
- _____ Complete project description
- _____ Any required photographs and plans

- _____ No historic properties affected _____ No adverse effect
- _____ Additional information is needed in order to complete our review.
- _____ We have previously reviewed this project. A copy of our correspondence is attached.

Comments: _____

Signature _____ Date _____

Phone number _____ DHR File # _____

This Space For Department Of Historic Resources Use Only

APPENDIX 5

STANDARDS CHECKLIST FORM

Work Write-up and Secretary of the Interior's Standards Check List

for Rehabilitation and New Construction Projects:

Attachment to the Department of Historic Resources

Project Review Application

Please read the following instructions completely. If incomplete or inaccurate information is provided with your application, delays in review will result.

This form is to be used to indicate whether work to be carried out as part of a proposed project involving preservation, rehabilitation, restoration, or reconstruction will meet the Secretary of the Interior's *Standards for the Treatment of Historic Properties*. It is also to be used for projects involving new construction, to indicate whether the new construction will be compatible with historic properties that it might affect. Please fill out the form in its entirety. If you check "Modification" under the Proposed Treatment column, you must provide a complete explanation of what that modification will be and why it is the chosen course of action. If that modification does not meet the Standards, you must provide a complete explanation (and, if appropriate, a financial justification) of the economic or design constraints that preclude the project from meeting the Standards. The Advisory Council on Historic Preservation has issued a *Policy Statement on Affordable Housing and Historic Preservation* which allows for some flexibility on a case by case basis in the application of the Standards to affordable housing projects. See the Advisory Council's website (www.achp.gov) for the text of the Policy Statement. Attach additional pages as necessary.

This form *must* be accompanied by a completed Project Review Application form. Incomplete information on the Project Review Application or this form will delay our review process and may result in return of the application. A work write-up or scope of work may be provided as well, but cannot be substituted for the attached form. Architectural drawings, showing exterior elevations for new construction and exterior and interior details for rehabilitation, are also required. Please see the instructions accompanying the Project Review Application for additional information. If you have questions about what to submit, please contact the Office of Review and Compliance at (804) 367-2323.

The Secretary of the Interior's *Standards for Rehabilitation* are summarized on the following page. For more information on the Standards and their application, see the web site at <http://www2.cr.nps.gov/tps/standguide/index.htm>. To meet the Standards, work on historic properties must follow guidance in the series of technical information publications prepared by the National Park Service, known as the Preservation Brief series. The Preservation Briefs, listed on Page 3, can be downloaded from the Internet at <http://www.cr.nps.gov/hps/tps/briefs/presbhom.htm>. If Internet access is not available, copies of Preservation Briefs can be obtained from the Department of Historic Resources, by calling 804-367-2323 (please specify which publication is needed, or what topic is being addressed).

Some communities may, in consultation with DHR, develop alternative rehabilitation and/or new construction guidelines for certain historic districts. If DHR has approved the use of alternate guidelines for your community, please make a note on the form which guidelines are being followed and it will be understood that reference to the Standards on the following form will refer to the approved alternate guidelines in place.

Please note that rehabilitation projects may also qualify for federal and/or state historic rehabilitation tax credit programs. For additional information, contact DHR at 804-367-2323, ext. 100, or by e-mail at Kyle.Meyer@dhr.virginia.gov.

MAIL THIS FORM WITH THE PROJECT REVIEW APPLICATION TO:

Virginia Department of Historic Resources
Attention: Project Review
2801 Kensington Avenue, Richmond, VA 23221

NATIONAL PARK SERVICE'S PRESERVATION BRIEFS

The following is a list of the Preservation Briefs. Each Preservation brief can be accessed online at the National Park Service's website: <http://www2.cr.nps.gov/tps/briefs/presbhom.htm>. If Internet access is not available, copies of Preservation Briefs can be obtained from the Department of Historic Resources, and printed versions may be purchased from the United States Government Printing Office.

- 01: The Cleaning and Waterproof Coating of Masonry Buildings
- 02: Repointing Mortar Joints in Historic Masonry Buildings
- 03: Conserving Energy in Historic Buildings
- 04: Roofing for Historic Buildings
- 05: The Preservation of Historic Adobe Buildings
- 06: Dangers of Abrasive Cleaning to Historic Buildings
- 07: The Preservation of Historic Glazed Architectural Terra-Cotta
- 08: Aluminum and Vinyl Siding on Historic Buildings: The Appropriateness of Substitute Materials for Resurfacing Historic Wood Frame Buildings
- 09: The Repair of Historic Wooden Windows
- 10: Exterior Paint Problems on Historic Woodwork
- 11: Rehabilitating Historic Storefronts
- 12: The Preservation of Historic Pigmented Structural Glass (Vitrolite and Carrara Glass)
- 13: The Repair and Thermal Upgrading of Historic Steel Windows
- 14: New Exterior Additions to Historic Buildings: Preservation Concerns
- 15: Preservation of Historic Concrete: Problems and General Approaches
- 16: The Use of Substitute Materials on Historic Building Exteriors
- 17: Architectural Character - Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character
- 18: Rehabilitating Interiors in Historic Buildings - Identifying Character-Defining Elements
- 19: The Repair and Replacement of Historic Wooden Shingle Roofs
- 20: The Preservation of Historic Barns
- 21: Repairing Historic Flat Plaster - Walls and Ceilings
- 22: The Preservation and Repair of Historic Stucco
- 23: Preserving Historic Ornamental Plaster
- 24: Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches
- 25: The Preservation of Historic Signs
- 26: The Preservation and Repair of Historic Log Buildings
- 27: The Maintenance and Repair of Architectural Cast Iron
- 28: Painting Historic Interiors
- 29: The Repair, Replacement, and Maintenance of Historic Slate Roofs
- 30: The Preservation and Repair of Historic Clay Tile Roofs
- 31: Mothballing Historic Buildings
- 32: Making Historic Properties Accessible
- 33: The Preservation and Repair of Historic Stained and Leaded Glass
- 34: Applied Decoration for Historic Interiors: Preserving Historic Composition Ornament
- 35: Understanding Old Buildings: The Process of Architectural Investigation
- 36: Protecting Cultural Landscapes: Planning, Treatment, and Management of Historic Landscapes
- 37: Appropriate Methods of Reducing Lead-Paint Hazards in Historic Housing
- 38: Removing Graffiti from Historic Masonry
- 39: Holding the Line: Controlling Unwanted Moisture in Historic Buildings
- 40: Preserving Historic Ceramic Tile Floors
- 41: The Seismic Retrofit of Historic Buildings: Keeping Preservation in the Forefront
- 42: The Maintenance, Repair, and Replacement of Historic Cast Stone

Property Address : _____

Lead Agency/Contact Person: _____

Program Name: _____

EXTERIOR (FOR BOTH NEW CONSTRUCTION AND REHABILITATION)

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Roof	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Exterior cladding	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Windows	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Doors	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch roof	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch ceiling	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch floor	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch posts	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Porch railing	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch steps	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Porch other: (descibe) _____	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Chimney	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Cornice	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Soffit	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Other exterior trim: (describe) _____	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

INTERIOR (FOR REHABILITATION PROJECTS ONLY)

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Floorplan	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Walls	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Floors	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Ceilings	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Stairs	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Door/window trim	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Baseboard trim	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Other trim: (describe) <hr/>	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Mantels	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Paneling	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Other interior architectural detail: (describe) _____	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Mechanical systems (HVAC, plumbing, electrical, etc.)	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Other: (describe) _____	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

SITE WORK (FOR BOTH NEW CONSTRUCTION AND REHABILITATION)

Property component	Proposed treatment		Does proposed treatment meet the Standards?
	Impact	Description of Modification	
Fences/walls	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Paving (sidewalks, parking, etc.)	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Landscaping	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No
Other: (describe) _____	<input type="checkbox"/> No impact <input type="checkbox"/> Repair <input type="checkbox"/> Replace in kind <input type="checkbox"/> Modification		<input type="checkbox"/> Yes <input type="checkbox"/> No

APPENDIX 6

VIRGINIA LAWS AND REGULATIONS GOVERNING THE TREATMENT OF HUMAN REMAINS

Virginia Antiquities Act, Section 10.1-2305 of the Code of Virginia

§ [10.1-2305](#). Permit required for the archaeological excavation of human remains.

A. It shall be unlawful for any person to conduct any type of archaeological field investigation involving the removal of human skeletal remains or associated artifacts from any unmarked human burial regardless of age of an archaeological site and regardless of ownership without first receiving a permit from the Director.

B. Where unmarked burials are not part of a legally chartered cemetery, archaeological excavation of such burials pursuant to a permit from the Director shall be exempt from the requirements of §§ [57-38.1](#) and [57-39](#). However, such exemption shall not apply in the case of human burials within formally chartered cemeteries that have been abandoned.

C. The Department shall be considered an interested party in court proceedings considering the abandonment of legally constituted cemeteries or family graveyards with historic significance. A permit from the Director is required if archaeological investigations are undertaken as a part of a court-approved removal of a cemetery.

D. The Board shall promulgate regulations implementing this section that provide for appropriate public notice prior to issuance of a permit, provide for appropriate treatment of excavated remains, the scientific quality of the research conducted on the remains, and the appropriate disposition of the remains upon completion of the research. The Department may carry out such excavations and research without a permit, provided that it has complied with the substantive requirements of the regulations promulgated pursuant to this section.

E. Any interested party may appeal the Director's decision to issue a permit or to act directly to excavate human remains to the local circuit court. Such appeal must be filed within fourteen days of the Director's decision.

(1989, c. 656.)

Final Regulations Adopted by the Virginia Board of Historic Resources and Published in the Virginia Register of July 15, 1991.

17VAC5-20-30. General provisions

Any person conducting any field investigation involving the removal of human remains or associated artifacts from any unmarked human burial on an archaeological site shall first obtain a permit from the director.

1. No field investigation involving the removal of human remains or associated artifacts from any unmarked human burial on an archaeological site shall be conducted without a permit.
2. In cases where a field investigation may reasonably be anticipated to involve the excavation and removal of human remains or associated artifact, the person conducting such investigation may obtain a permit prior to the actual discovery of human burials.

3. In any case where human remains are encountered in a field investigation without having received a permit, all work on the burial or burials shall cease until a permit has been obtained.
4. No filed investigation involving the removal of human remains or associated artifacts from any unmarked human burial on an archaeological site shall be performed except under the supervision and control of an archaeologist meeting the qualifications stated in 17VAC5-20-40.
5. Any human remains removed in the course of field investigations shall be examined by a skeletal biologist or other specialist meeting the qualifications stated in 17VAC5-20-40.
6. Any approved filed investigation shall include an interim progress report summarizing the field portion of the permitted investigation within 60 days of completion of the removal of all human remains and associated artifacts. Reports indicating progress on analysis and report preparation shall be submitted to the department at 90-day intervals until the final report and disposition are accomplished.
7. The applicant shall make the site and laboratory available to the department for purposes of monitoring progress and compliance with this chapter as requested by the department.
8. A copy of the final report including the analysis of materials removed from the burial shall be delivered to the director according to the timetable described in the application.
9. Documentation of final disposition as required by the permit shall be delivered to the department within 15 days of such disposition.
10. Work conducted under a permit will not be considered complete until all reports and documentation have been submitted to and reviewed by the department to meet all conditions cited in this chapter or specified as part of an approved permit.

Failure to complete the conditions of the permit within the permitted time limit may result in revocation of the permit and constitute grounds for denial of future applications.

11. The applicant may apply for an extension or change to the conditions of the permit, including changes in research design, principal personnel or disposition, for good cause. Granting such an extension or alteration will be at the discretion of the director, after consultation with interested parties.

Statutory Authority §§[10.1-2202](#) and [10.1-2300](#) et seq. of the Code of Virginia.

Historical Notes. Derived from VR390-01-02 §3, eff. August 14, 1991.