



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: CPA201800003 – Pantops Master Plan	Staff: Cameron Langille, Senior Planner
Planning Commission Work Session: December 11, 2018	Board of Supervisors Work Session: February 6, 2019 (tentative)
Owner: multiple	Applicant: N/A (County-initiated CPA)
TMP: multiple Acreage: ~1,500 acres	Comprehensive Plan Amendment: Update of the Pantops Master Plan
Magisterial District: Rivanna	Future Land Use: Multiple
School Districts: Stone Robinson – Elementary, Stony Point Elementary, Burley – Middle, and Monticello – High	
DA (Development Area): Neighborhood 3 - Pantops	Requested # of Dwelling Units/Lots: N/A
Proposal: Consideration of proposed amendments to the “Chapter 2: Vision Statement and Guiding Principles,” “Chapter 4: Land Use & Places,” “Chapter 5: Green Infrastructure,” “Chapter 6: Transportation,” and “Chapter 9: Implementation” sections of the Pantops Master Plan, following the recent endorsement of the proposed updates by the Pantops Community Advisory Committee (CAC) on October 22, 2018 and November 19, 2018.	
Recommendation: Staff recommends that the Commission review and discuss the proposed (draft) amendments to the Pantops Master Plan, and provide direction to staff.	

STAFF CONTACT:

Cameron Langille, Senior Planner

PLANNING COMMISSION:

December 11, 2018 (Work Session)

PROJECT BACKGROUND AND PURPOSE OF THE WORK SESSION:

Pantops was designated as a Development Area within Albemarle County with the adoption of the first Comprehensive Plan in 1971. It measures approximately 1,500 acres and is bounded to the east by the Southwest Mountains, on the south by Interstate 64, on the west by the Rivanna River. The northern boundary of the development area begins just north of Darden Towe Park and extends eastward along the southern boundary of Rural Area 2.

The Pantops Master Plan was originally adopted on March 17, 2008 and has been amended twice in 2011 and 2015 to reflect the adoption of amendments to the County's Comprehensive Plan. However, the contents of the Pantops Master Plan have not been revised since 2008 and it is currently the oldest of the County's five adopted Master Plans. The Board of Supervisors designated the Pantops Master Plan update as one of the eight highest priority strategic objectives in the Albemarle County Fiscal Year 17-19 Strategic Plan. The Strategic Plan identifies June 2019 as the target date for adoption of a revised Pantops Master Plan.

Beginning in January 2018, a series of public meetings have been held on a monthly basis to gather feedback from citizens regarding necessary revisions to the Master Plan. Staff from the Albemarle County Department of Community Development (CDD), Department of Parks and Recreation, Economic Development Office, and partner agencies such as the Virginia Department of Transportation (VDOT) have been involved throughout the process. Input has been received from property owners, business representatives, and residents of Pantops on this matter.

There are two purposes of this work session: provide Planning Commission members who have not been directly involved in the update process an explanation of the proposed changes to the master Plan, and to receive feedback from the Commission on proposed revisions that have not had consensus within the Pantops community.

PROCESS:

The CPA process will include two work sessions and a public hearing with the Planning Commission, as well as a work session and a public hearing with the Board of Supervisors. Coordination is ongoing with regards to the sequence and dates of these activities; at this time, the BOS work session is (tentatively) scheduled for February 6, 2019. Additional public engagement activity will also occur, likely through the monthly Pantops CAC meetings and online.

SUMMARY OF PUBLIC FEEDBACK AND MASTER PLAN REVISIONS:

Chapter 2: Vision Statement and Guiding Principles

At the direction of the Pantops CAC, staff revisited the six guiding principles and overall vision statement from Chapter 2 of the 2008 Pantops Master Plan. Attachment A contains a table with the six guiding principles from the 2008 plan, and the proposed revisions. The proposed revisions are expressed as concepts, with final text to be drafted later.

Chapter 4: Land Use & Places

This chapter establishes the future land use classifications of all properties within the development area. Attachment B contains a detailed explanation of proposed changes to the land use Chapter, most of which have had consensus with the public and CAC. This includes changes to the future land use classifications of specific properties in Pantops. Attachment C is a comparison map between the 2008 land use plan and the revised land use plan.

Several general revisions that will apply throughout the updated Chapter 4 have had widespread consensus throughout the public input process. These changes can be summarized as follows:

- Reclassification of the future land use types that are possible in the Pantops Master Plan to similar classifications contained in more recently adopted County Master Plans. Moving forward, this will create more consistency between the Master Plans regarding the possible land use classifications.
 - See Attachment B for a table explaining which land use types will be reclassified (renamed), elimination and addition of general use categories permitted under each classification, and changes to performance standards such as minimum and maximum square footage permitted for certain uses.
- Make future land use classifications consistent with the existing Zoning District and/or developments on numerous parcels throughout the development area.
- Identify the areas that are most suitable and desirable for redevelopment as mixed-use projects that can serve as community centers and transit nodes within Pantops
- Make the **Parks & Green Systems** land use classification follow natural features more closely on multiple properties throughout the development area.
- Update Chapter 4 to explain new **Center** and **District** typologies shown on Land Use Plan:
 - Urban Centers (“U”) – Pantops Shopping Center and Rivanna Ridge Shopping Center
 - Neighborhood Centers (“N”)
 - Employment Districts (“ED”) – Peter Jefferson Parkway and Martha Jefferson area
 - Recreational Districts (“RD”) – Darden Towe Park

Chapter 5: Green Infrastructure

The community has identified the preservation of greenspace and providing recreational amenities as two of the most important objectives of the Pantops Master Plan. This chapter contains recommendations related to protection of open space, preservation of existing environmental features, and locations of public parks and other recreational opportunities throughout Pantops. Numerous revisions have been made to the Parks & Green Systems Plan (Attachment D) as follows:

Trails:

- Identification of existing and preferred access points to the Old Mills Trail
- Realignment of recommended trail locations near Pantops Shopping Center
- Realignment of northbound trail connections from the Rivanna River to a proposed public park along Rolkin Road
- Retain recommended greenway trail routes in all areas north of Route 250 as shown on the 2008 plan.

Parks and Recreation:

- Recommend acquisition of the land south of Rolkin Road behind the Rivanna Ridge Shopping Center to create a new public park.
- Continue to build a greenway along the Rivanna River with a focus on areas south and east of Martha Jefferson Hospital.

Chapter 6: Transportation

Consistent with the 2008 plan, transportation has been identified as the highest priority issue in Pantops. Public feedback has focused on identifying ways to reduce traffic congestion along the two major thoroughfares that run through Pantops: Route 250 (Richmond Road) and Route 20 (Stony Point Road). Specific road and intersection improvement projects that can address these concerns are mentioned later in the summary of Chapter 9.

Community members have also expressed a desire to expand pedestrian, bicycle, and transit opportunities throughout the development area. This includes enhancing pedestrian and bicycle safety, providing interconnectivity between sidewalk and trail systems, and improving transit service and facilities.

Chapter 6 will contain two separate transportation maps: an updated street network and intersection improvement map that identifies recommended streets and improvements that will complete the overall road network throughout Pantops (Attachment E). A second map will focus on pedestrian connectivity and will identify recommended sidewalks, public trails, and possible private trail connections (Attachment F).

Chapter 9: Implementation

The implementation chapter lists the projects that can be undertaken to implement the goals of the master plan. The recommended projects are organized into two categories: transportation and roadway projects, and parks, trails, and greenway projects. Funding may come from the County through the Capital Improvement Program (CIP) or the Neighborhood Improvement Financing Initiative (NIFI). Other projects may be funded through private development. The updated implementation project list including descriptions, timing for completion, and possible funding sources (Attachment G) received endorsement from the Pantops CAC at their November 19, 2018 meeting. Attachment H includes a map illustrating project locations.

STAFF QUESTIONS FOR THE COMMISSION:

As stated earlier, the purpose of the work session is for the Commission to provide guidance on specific changes recommended by staff that have not had CAC consensus. Below are the questions for which answers are requested. These three questions all pertain to the land use chapter of the Master Plan. Staff has provided comments to help guide the Commission's understanding before weighing in.

Q1: Should the "Office/R&D/Flex" future land use classification also allow for light industrial "LI" uses?

The 2008 plan recommends "Employment Mixed Use" and "Employment District" as the future land use classifications for several large properties along Peter Jefferson Parkway and State Farm Boulevard. The 2008 plan identifies this overall area as an "Employment Neighborhood", meaning that it is the most suitable location for large-scale employers and employment generating uses in Pantops.

The Southern & Western Neighborhoods and Places29 Master Plans feature a land use classification called "Office/R&D/Flex/Light Industrial" which is similar in nature to "Employment Mixed Use" and "Employment

District.” Staff has proposed reclassifying “Employment Mixed Use” and Employment District” to “Office/R&D/Flex/Light Industrial” so that the updated Pantops Master Plan contains future land use classifications that are consistent with those in more recently adopted Master Plans.

There has been no public opposition to reclassifying “Employment Mixed Use” and Employment District” to a different land use category that is consistent with other Master Plans. However, some community members have expressed reservations about allowing “Light Industrial” uses under this classification. At the October 22, 2018 Pantops CAC meeting, the CAC voted 4:6 to eliminate “Light Industrial” from the Office/R&D/Flex land use type.

Staff believes that retaining “Light Industrial” is appropriate because it would allow for further expansion of employment opportunities in an area of Pantops already occupied by large professional office buildings, Martha Jefferson Hospital, and the State Farm property. The light industrial category excludes heavy industrial uses that would generate noise, pollution, and otherwise be inconsistent in character with nearby properties. Light industrial uses would still need to comply with the performance standards in the County Zoning Ordinance.

- The Plan can include language to limit impacts of LI uses. For instance, the Southern & Western Neighborhoods Master Plan states that light industrial uses “must be combined with office/R&D/flex uses and must have few impacts on surrounding uses.”
- The Zoning Ordinance currently allows “Manufacturing/Processing/Assembly/Fabrication and Recycling” uses up to approximately 4,000 square feet in all Commercial zoning districts. This use is permitted by-right in C-1 and HC Zoning Districts, and by Special Use Permit in the CO Zoning District. So, a rezoning to a commercial zoning district for an office use would still permit limited light industrial uses on a secondary scale.
- Examples of light industrial uses include light manufacturing, fabrication, and distribution that produce little to no noise, fumes, or vibrations. Specific examples of light manufacturing uses that would be permitted include the following:
 - Light manufacturing and assembly of jewelry, musical instruments, surgical, medical, and dental instruments and supplies
 - pharmaceutical manufacturing;
 - information technology research, development, and manufacturing;
 - accessory storage and distribution facilities that may be enclosed or in rear yards;
- Under the County Zoning Ordinance, light industrial uses do not include the following examples:
 - Asphalt mixing plants.
 - cement manufacturing or processing;
 - foundries;
 - inorganic fertilizer manufacturing or processing;
 - petroleum and petroleum by product processing facilities;
 - pulp and paper manufacturing/processing;
 - manufacture of certain products and chemicals such as acid, ammonia, chlorine, paints, varnish, shellac, explosives, fireworks.

Q2: Should the developable portions of properties owned by Martha Jefferson Hospital at the intersection of S. Pantops Drive and State Farm Boulevard be reclassified from Public Parks and Urban Mixed Use to Office/Flex/R&D?

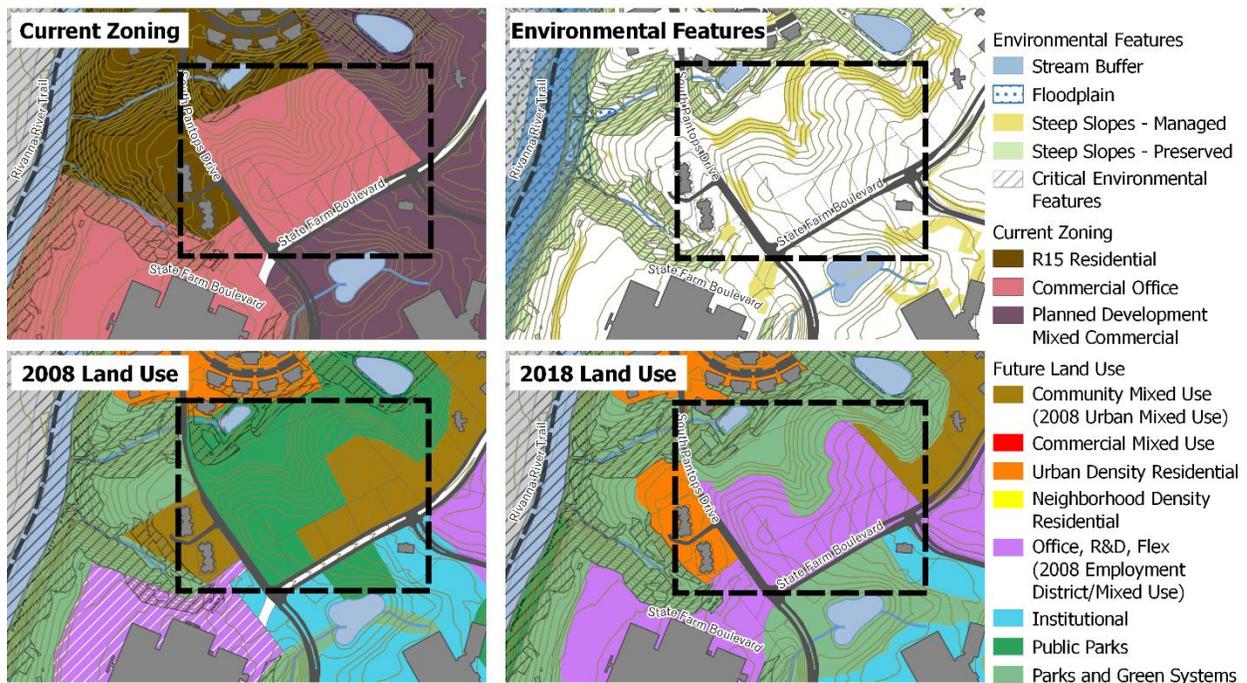
There are six properties located at the northwest corner of the intersection between S. Pantops Drive and State Farm Boulevard that are owned by Martha Jefferson Hospital and are currently undeveloped. The property is approximately 22 acres and approximately half of it's acreage is wooded and within the Managed Steep Slopes Overlay Zoning District.

The 2008 plan recommended Public Parks as the future land use classification on three of the six properties, with the remaining portions designated as Urban Mixed Use. At the October 22, 2018 meeting, two options were presented to the Pantops CAC for endorsement of changes to the land use classifications which resulted in a 5:5 split vote:

1. Re-designate to **Office, R&D, Flex and Parks & Green Systems** (staff recommendation)
2. Re-designate to **Community Mixed Use and Parks & Green Systems**

This resulted in a split vote of 5:5.

The Community Mixed Use designation would allow for uses that are nearly identical to those permitted under the Urban Mixed Use category recommended in the 2008 plan. Some CAC members felt that this is a more appropriate category because residential developments are located immediately south of the properties across S. Pantops Blvd. However, staff has recommended reclassifying the developable land to Office/R&D/Flex since these parcels are near the Employment District along Peter Jefferson Parkway. This classification would still allow for residential uses as secondary uses within the Office/R&D/Flex category, so mixed-use opportunities would still be possible with the change. The remainder of the acreage would become Parks & Green Systems and this would contain the existing tree cover and Managed Steep Slopes.



Q3: What land use classification should be assigned to the Overlook Condominiums property and the adjacent parcel?

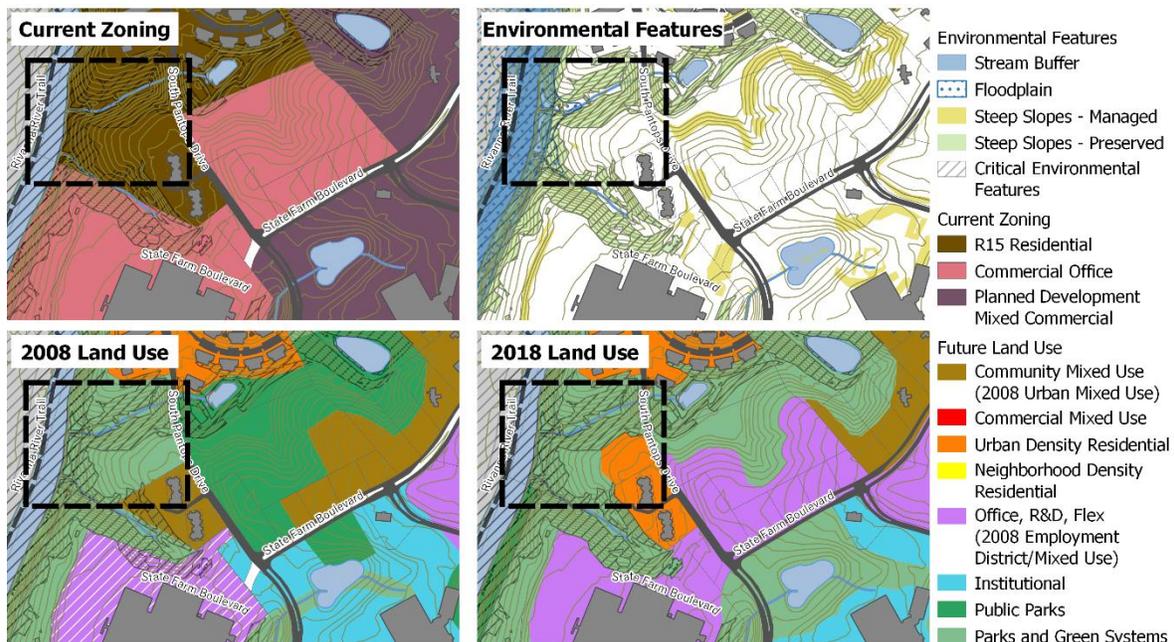
The Overlook Condominiums property (Tax Map Parcel 78-20L) consists of two buildings containing 40 attached single family dwelling units which are under ownership as condominiums. The property measures 4.66 acres and is zoned R-15 Residential. The 2008 Plan recommends the future use of the property as Urban Mixed Use.

The adjacent parcel, TMP 78-20, is currently undeveloped with dense tree cover. It measures 13.11 acres and is zoned R-15 Residential. Large portions lie within the Flood Hazard Overlay District, and the Managed and Preserved Steep Slopes Overlay District. The 2008 plan recommends the future land use as Greenspace over the entire property, but approximately 3 acres is developable and does not contain sensitive environmental features. A final site plan is currently under review for a by-right apartment complex proposing 144 dwelling units with a density of 10.82 du/acre.

At the October 22, 2018 meeting, two options were presented to the Pantops CAC for endorsement of changes to the land use classifications which resulted in a 5:5 split vote:

1. Retain the **Community Mixed Use** designation on the Overlook Condominiums property.
2. Re-designate Overlook Condominiums to **Urban Density Residential** to reflect the existing density of residential units currently on the property and re-designate portions of TMP 78-20 from **Greenspace** to **Urban Density Residential** to reflect the proposed residential densities of by-right development applications currently under review.

Staff recommended option 2 because the change to UDR on the developable portion of TMP 78-20 would be consistent with the proposed density of residential units that can be constructed by-right on based on the existing R-15 zoning. The remainder of TMP 78-20 would be designated as Parks & Green Systems and would include the sensitive environmental features that cannot be built upon. Option 2 is consistent with the overall goal of making the future land use recommendations in the Pantops Master Plan consistent with existing zoning and development potential.



Attachments:

Attach.A: [Proposed Revisions to Guiding Principles](#)

Attach.B: [Future Land Use Classification Revisions](#)

Attach.C: [Draft Land Use & Center Changes Map](#)

Attach.D: [Draft Parks & Green Systems Plan](#)

Attach.E: [Draft Street Network & Intersection Improvements Map](#)

Attach.F: [Draft Pedestrian Connectivity Improvements Map](#)

Attach.G: [Draft Implementation Project List & Descriptions](#)

Attach.H: [Draft Implementation Project Map](#)