

**ALBEMARLE COUNTY PLANNING**

**STAFF REPORT SUMMARY**

<b>Project Name:</b> 2019-21 Crozet Master Plan Update	<b>Staff:</b> Rachel Falkenstein, Planning Manager Michaela Accardi, Senior Planner II Tori Kanellopoulos, Senior Planner
<b>Planning Commission Work Session:</b> January 12, 2021	<b>Board of Supervisors Work Session:</b> March 3, 2021
<b>Owner:</b> Multiple	<b>Applicant:</b> N/A (County-initiated)
<b>TMP:</b> Multiple <b>Acreage:</b> ~2,914 acres	<b>Comprehensive Plan Amendment:</b> Update of the Crozet Master Plan.
<b>Magisterial District:</b> White Hall	<b>Future Land Use:</b> Multiple
<b>School Districts:</b> Brownsville & Crozet – Elementary; Henley – Middle; Western Albemarle – High	
<b>DA (Development Area):</b> Community of Crozet	<b>Topics for discussion:</b> Crozet Master Plan – draft Land Use Recommendations
<p><b>Discussion/Recommendation:</b> Staff recommends that the Commission review the attached background information, feedback summaries, and draft land use information and provide direction to staff on the questions below.</p> <p><b><u>New Land Use Tools</u></b></p> <p><b>Q1 – Middle Density Residential.</b> Does the Commission support the application of the Middle Density Residential land use designation on the draft Future Land Use Plan?</p> <p><b>Q2 – Downtown Neighborhoods Overlay.</b> Does the Commission support the Downtown Neighborhoods Overlay as proposed? If not, are changes recommended to the boundary or overlay criteria?</p> <p><b><u>Greenspace Parcels</u></b></p> <p><b>Q3:</b> What approach should be used for designating the future land use of identified “Greenspace parcels” in Crozet?</p> <p><b><u>Property Owner Requests</u></b></p> <p><b>Q4:</b> Does the Commission support the land use changes shown on the White Gate Farm properties and the addition of a Neighborhood Center on the draft Future Land Use Plan?</p> <p><b>Q5:</b> Does the Commission support the recommended Land Use Designations shown on the Railroad Ave Parcel?</p> <p><b>Q6:</b> Does the Commission support the land use changes within Old Trail shown on the draft Future Land Use Plan?</p>	

**STAFF CONTACTS:** Rachel Falkenstein, Planning Manager  
Michaela Accardi, Senior Planner II  
Tori Kanellopoulos, Senior Planner

**PLANNING COMMISSION:** January 12, 2021 (Work Session)

**PROJECT BACKGROUND:**

The Crozet Master Plan was first adopted on December 1, 2004 and last updated on October 13, 2010. The 2010 Master Plan establishes expectations for development that compliments Crozet's "small town feel" and supports Crozet's status as a designated Development Area. Site-specific recommendations for future land uses, transportation networks, parks and green systems, and implementation projects are detailed in the 2010 Plan. The Crozet community has experienced substantial growth since the 2010 Master Plan was adopted.

The Board of Supervisors directed staff to begin updating the Crozet Master Plan on September 4, 2019 through a four-phased process:

- Phase 1: Community Visioning (September – December 2019)
- Phase 2: Focus Areas & Design Strategies (January – July 2020)
- Phase 3: Plan Refinement, Endorsements & Draft (August 2020 – present)
- Phase 4: Master Plan Review and Adoption (April – Q3 2021)

During Phase 1 of the project, County staff facilitated a community visioning process that built an understanding of long-range planning and land use. Community members identified Guiding Principles and Goals for each chapter of the Master Plan through a series of in-person community workshops, with online participation options. Community members, the Planning Commission and the Board of Supervisors supported these Guiding Principles and Goals, with some minor language edits.

In Phase 2, staff hosted a series of monthly workshops and "focused conversations" to design strategies and develop recommendations that support the overarching Guiding Principles and Goals identified during Phase 1. Before Governor Northam's "stay-at-home" order, staff facilitated two of the five planned workshops in-person. These land use workshops were related to 1) identifying Crozet's centers of activity and boundaries and 2) addressing housing needs and challenges in Crozet. In response to public health recommendations related to the COVID-19 pandemic, staff revised the engagement approach to allow the project to proceed with a series of online workshops, feedback forms and virtual CCAC meetings. Three online workshops were held for: 1) Architecture and Preservation, 2) Transportation, and 3) Conservation during the summer of 2020. These online "workshops" were hosted through the Imagine Crozet community engagement hub on PublicInput.com and remain available for additional feedback.

Phase 3 of the project has continued with a series of virtual Crozet Community Advisory Committee (CCAC) meetings intended to receive feedback and refine draft design and policy recommendations. Staff held five land use workshops and two transportation workshops with the CCAC. Upcoming meetings will focus on Conservation and Implementation recommendations. While there was community and CCAC support for the draft Guiding Principles and Goals in Phases 1 and 2, there is a lack of consensus and support for draft policy and design approaches in Phase 3.

As staff proceeds with Phases 3 and 4, there will be ongoing opportunities for engagement through virtual meetings with the CCAC, online questionnaires, and upcoming Planning Commission and Board of Supervisors work sessions. These opportunities will be open to the public.

## **PURPOSE OF THE WORK SESSION:**

The purpose of this work session is to receive Planning Commission feedback on the draft Land Use recommendations related to the Crozet Master Plan update. The Commission's guidance will be used to continue to refine the draft Future Land Use Plan and supporting text recommendations that will be incorporated into the updated Master Plan. A Board of Supervisors work session is scheduled for March 2021 to discuss this content.

The draft Future Land Use Plan and text recommendations were developed using community feedback from a variety of engagement opportunities provided throughout the project's duration. Building upon the Guiding Principles and Goals that received support from the community, Commission, and Board at the completion of Phase 1, and subsequent feedback from workshops and focused conversations held in 2020, staff drafted the Future Land Use Plan and text recommendations in September 2020 (Attachment 1).

Five CCAC work sessions were held to review, discuss, and provide feedback on the draft Land Use Plan, with several members of the public in attendance, and an online feedback opportunity that mirrored the CCAC content was provided. A summary of community engagement activities and land use feedback to date is included in Attachment 3.

## **STAFF QUESTIONS FOR THE COMMISSION:**

### **Topic 1: New Land Use Tools**

The draft Future Land Use Plan applies two new land use tools that staff shared with the Commission at a September 1 work session: The Middle Density Residential land use designation and the Downtown Neighborhoods Overlay. In general, these new land use tools aim to support the draft Guiding Principles and Goals that were developed within Phase 1 of this project (Page 5 of Attachment 1).

At the September work session, the Commission was supportive of these land use tools conceptually and requested additional information about their application before providing further feedback. Attachment 1 shows the application of these tools on the draft Future Land Use Plan and the Land Use Typologies table which provides the intent, uses, and building form guidance. The text below summarizes staff's rationale for their application.

### **Q1 – Middle Density Residential. Does the Commission support the application of the Middle Density Residential land use designation on the draft Future Land Use Plan?**

The draft Future Land Use Plan includes a new land use designation: Middle Density Residential (MDR). This designation is for low to mid-density residential (6-24 dwelling units per acre) developments and small-scale non-residential uses. Staff's intent in creating the MDR designation and applying it to the areas shown on the draft Future Land Use Plan is to support the Guiding Principles and Goals established for the Land Use chapter during Phase 1. These include providing housing choice for all community members and encouraging development that is compatible in design and scale with existing neighborhoods.

The MDR category recommends housing types with smaller unit and lot sizes, including bungalow courts, accessory dwellings, and multiplexes (including single-family home conversions). Given the smaller lot and unit sizes, these housing types are naturally more affordable and intend to support the small-town identity of Crozet. The recommended housing types for MDR were selected based on input from community members during workshops in Phases 1 and 2. The MDR designation also includes a recommendation that multifamily buildings have a footprint of less than 5,000 square feet to ensure that development is an appropriate scale.

The MDR designation is applied to the draft Future Land Use Plan in every area that was previously designated Urban Density Residential (UDR) on the 2010 Land Use Plan, except for Blocks 20 and 21 in Old Trail Village. The property associated with the Old Dominion Village rezoning request (TMP's 56-67B and 56-74A) and White Gate Farm (TMPs 56-91A and 56E-2) are the only undeveloped areas or areas without previous development approvals in Crozet where the MDR designation is applied. Additional information and context about White Gate Farm is provided in the Property Owner Requests section of the report below (Question 4).

Most properties shown with the MDR designation are existing neighborhoods. Application of MDR to these properties is intended to capture the existing housing types and densities that are currently present. If infill or redevelopment projects occur in these existing neighborhoods, the MDR designation is a policy tool that can help ensure that future development is compatible in scale to adjacent housing through the legislative review process. As with all rezoning and special use permit applications, proposals would require staff review, a community meeting, and Planning Commission and Board of Supervisors public hearings and approval.

While the CCAC was generally supportive of the proposed MDR land use designation during early discussions and workshops in summer 2020, the majority of CCAC members at the November 30, 2020 CCAC meeting were opposed to the MDR application in the locations shown on the draft Future Land Use Plan (Attachment 1). The most significant and overarching concern was that the new land use category would increase potential for additional housing and density, which could impact infrastructure needs within Crozet, including school capacity, roadways and traffic.

The ability for infrastructure to keep up with the pace of growth and development, particularly at higher densities, has been the most frequent concern heard from community members throughout the master planning process. Staff plans to work with community members to identify infrastructure needs associated with the future Land Use Plan at upcoming engagement opportunities. Implementation projects, inclusive of capital and infrastructure projects, will be addressed in the Implementation Chapter of the Master Plan.

Staff is seeking the Commission's feedback on the application of MDR on the draft Future Land Use Plan and to clarify if the Commission is still supportive of the density and form guidance associated with the MDR land use designation. There is a separate question regarding its application to the White Gate Farm property later in the report (Question 4).

**Q2 – Downtown Neighborhoods Overlay: Does the Commission support the Downtown Neighborhoods Overlay as proposed? If not, are changes recommended to the boundary or overlay criteria?**

As discussed in the September 1 Planning Commission work session, staff is recommending the Downtown Neighborhoods Overlay (DNO) as a land use tool to provide additional guidance for form and density in residential areas around Crozet's downtown. As depicted in Attachment 1, the DNO is currently applied to neighborhoods adjacent to downtown within the blue overlay boundary and is applicable to areas designated Neighborhood Density Residential (NDR) within that boundary.

Properties designated NDR recommend a density of 3-6 units/acre. The DNO recommends criteria for which densities higher than 6 units/acre may be considered through a rezoning process. Recommended housing types include single family, duplex, multiplex, bungalow courts, live work units, or accessory dwellings; housing types that all received support from the community during Phase 1 workshops.

The Land Use Typologies table in Attachment 1 summarizes the draft recommendations associated with the DNO. The building and form guidance for this new land use tool state that densities greater than 6/units acre can be considered through the legislative review process for three forms of development:

1. Conversion of an existing structure into multiple units or a live work unit, thereby preserving the existing structure.

2. The addition of an accessory dwelling unit or accessory office space on a lot, and the existing main dwelling unit remains in place.
3. Infill development that adds new dwelling units (or a unit) on an undeveloped site that preserves adjacent/nearby existing housing stock.

Any proposed infill development project (category 3 above) must meet both of the following two criteria:

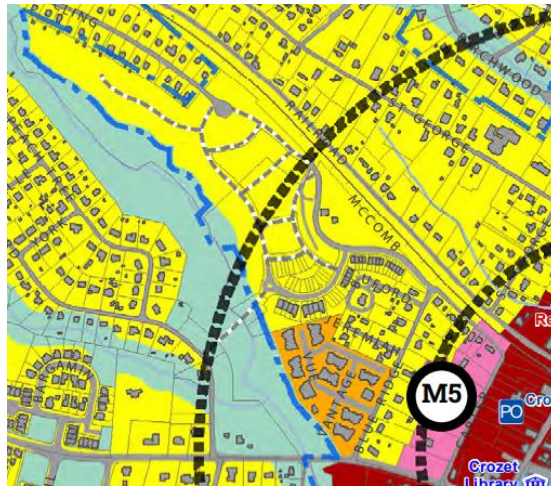
- A. The development is in keeping with the prevailing development pattern of the surrounding street; and
- B. The development provides additional affordable (60% area median income or lower) or workforce (120% area median income or lower) housing beyond what is currently expected through the legislative review process.

Staff has heard from Crozet residents, including residents living in these neighborhoods, that there is concern about the possibility of developers tearing down existing homes to construct larger and more expensive homes. The intent of the DNO is to incentivize development that would preserve existing homes and neighborhoods near downtown while also providing additional housing choices in locations that are walkable to downtown. The DNO supports the revised Guiding Principles and Goals related to providing a variety of housing options, supporting existing neighborhoods through new and infill development that is compatible in design and scale, and allowing reuse of historic buildings.

Furthermore, the Overlay includes many neighborhoods and structures that are within the Crozet National Register Historic District. National Historic Districts cannot prevent the demolition of existing structures and do not have local regulating authority. A local historic zoning district or overlay would need to be adopted to regulate the preservation of existing housing stock. It is important to note that while some residents have expressed support for historic regulations in this area, additional outreach and engagement with property owners would be needed before staff would recommend a local historic zoning district. Potential implementation steps for additional historic regulations will be considered with the Implementation Chapter of the Master Plan. The DNO could be a first step towards pursuing additional protections within the Historic District and other nearby neighborhoods.

Much of the CCAC's discussion about the DNO has centered around the inclusion of the Pleasant Green property within the DNO boundary. This property is located along Blue Ridge Avenue, starting at McComb Street. Pleasant green is designated NDR on the 2010 Future Land use Plan and the property is currently being developed by-right under existing R-6 residential zoning. Inclusion of this property in the DNO could allow the developer to request to change the existing R-6 zoning to a different zoning district that allows higher density for future phases of the development.

If development of future phases proceeds by-right in Pleasant Green, the DNO would not be used. If the property owner requests a rezoning for future phases, the DNO and its criteria would be used to analyze the rezoning application. Review of the rezoning would include the proposed scale of the development, with a recommended maximum height of three stories and scale consistent with existing adjacent neighborhoods. Review would also include whether any existing historic structures were preserved and if additional affordable or workforce housing were provided.



*Pleasant Green development within DNO*

At the November 30, 2020 CCAC meeting, members did not support the Downtown Neighborhoods Overlay as currently described and depicted, for the following reasons: the CCAC felt that Pleasant Green should not be included in the Overlay; and the CCAC felt that language regarding preservation of existing structures and infill development was not sufficient. The CCAC did support the Overlay if Pleasant Green was removed and infill development was clarified.

The work session discussion is intended to receive Commission feedback about the boundary of the DNO and the inclusion of the Pleasant Green property. In addition, staff is looking for guidance about infill development as an allowable development form within the DNO and whether further criteria should be provided for infill development.

## **Topic 2: Greenspace Parcels**

### **Q3 – What approach should be used for designating the future land use of identified “Greenspace parcels” in Crozet?**

The 2010 Future Land Use Plan included a Greenspace land use category. The 2010 Plan describes the Greenspace designation as “proposed public parks, public open space, environmental features and active park areas. It includes public greenways and park related institutional uses. It also contains important environmental features and privately owned park and recreational areas which may be active or passive.”

Several parcels in the Crozet Development Area are designated entirely as Greenspace on the 2010 Future Land Use Plan. Many of these properties are within private ownership, are not planned for future public or private parks or open spaces, and do not contain significant environmental features. Several of these “Greenspace parcels” are zoned R-1, R-2, and R-6 residential, some are zoned Rural Area, and some already have existing residential dwelling units on the property.

The 2010 Parks and Green Systems Plan (Crozet Master Plan, page 42) further details the “Greenspace” designation and identifies sub-categories within this designation: “Privately Owned Open Space”; “Parks and Public Open Space”; and “Other Open Space”. Mapped environmental features, including stream buffers and critical steep slopes are also shown separately on Parks and Green Systems Plan. The Greenspace parcels described above are all categorized as “Other Open Space”. The Other Open Space category is intended to “[represent] properties that are to be preserved in the future that are not part of environmental systems” and are not planned for recreational use. Specific recommendations include retaining vegetated buffers to “help retain a rural appearance” and remaining “rural and undeveloped to help break up the appearance of continuous development”.

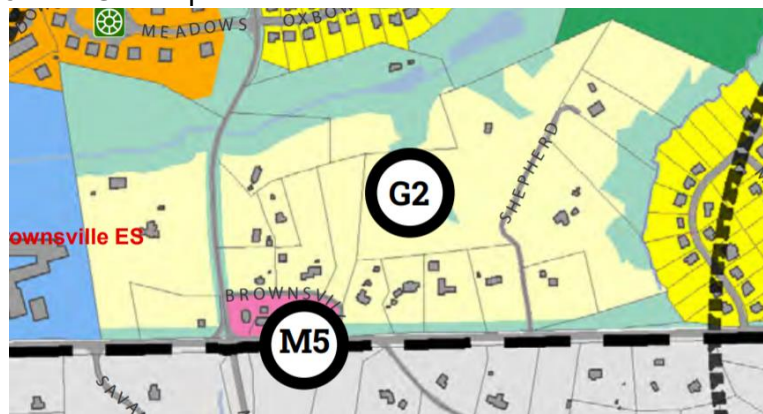
Showing entire parcels as Greenspace on the Future Land Use Plan when these properties are not planned for future parks and do not have critical environmental resources identified for protection can pose challenges regarding the redevelopment potential of these parcels. The Greenspace designation on these properties could set false expectations for existing or future property owners who may be under the assumption that adjacent Greenspace properties may not be developable, when underlying zoning may already be in place to allow development. Alternatively, existing or future property owners who own Greenspace parcels may be unaware of this designation on their property and may wish to pursue developing their property.

The usage of the Greenspace designation outside of environmental resources, privately or publicly owned open space, or identified parks, conflicts with current practice in other County Master Plans. Further, designating the entire parcel as Greenspace including areas outside of environmental resources does not align with relevant Comprehensive Plan goals, including the following Development Areas Chapter Objectives: Objective 4: “Use Development land area efficiently to prevent premature expansion of the Development Areas”; Objective 5: “Promote density within the Development Areas to help create new compact urban places” and Objective 6: “Promote infill and redevelopment that is compatible with surrounding neighborhoods and uses”. County ordinances already require private developments to incorporate private parks and other amenities within their overall plans.

For these reasons, staff recommends restricting the Parks and Green Systems designation to properties containing desired visual buffers, environmental features, and land planned for public or private open space.

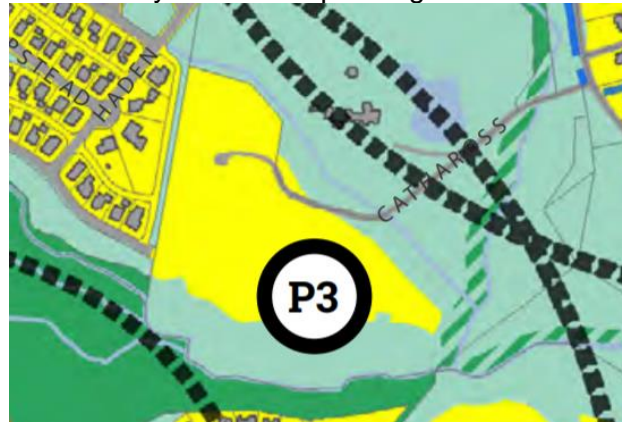
Staff has revised the draft Future Land Use Plan for several of the Greenspace parcels to reflect this approach focusing these changes on larger parcels or groups of parcels and specific property owner requests (discussed in the following section). The changes to the Greenspace parcels on the draft Future Land Use Plan are described on Attachment 2 and in more detail below:

- **Brownsville Road/Crozet Ave/Route 250 (G2)** – The 2010 Future Land Use Plan shows these parcels as a mix of Neighborhood Density Residential and Greenspace. The draft Future Land Use Plan shows these parcels as Neighborhood Density Residential-Low and Parks and Green Systems for areas of environmental features and a 50’ visual buffer along Route 250. These properties are all zoned R-1 Residential, which allows by-right development of residential uses at a density of 1 unit/acre. At least one resident in this area has expressed a preference for keeping the parcels designated “Greenspace” (now “Parks and Green Systems”). The majority of CCAC members would also prefer to keep the parcels’ current designation as “Greenspace”.



Brownsville Road/Crozet Ave/Route 250 Parcels

- **Cathaross Lane (TMP 56-13) (P3)** – This property is zoned R-2 residential and is partially within environmental features. The 2010 Crozet Master Plan shows a portion of this property designated as NDR and the rest of the property as Greenspace. Staff recommends expanding to the area of the property designated NDR to include all areas outside of environmental features. This could allow an additional (approx.) 23-46 dwelling units over the current designation. The CCAC did not vote on this change, though some committee members shared with staff that they had heard this property is in the process of being placed under conservation easement. Several members of the CCAC expressed their objection to the proposed change for this reason. Staff has reached out to local easement holders and is not currently aware of a pending easement on this property.



*Tax Map Parcel 56-13 (Cathaross Lane)*

Overall, community feedback about the changes shown to Greenspace parcels has been mixed. Staff has heard concerns from some affected property owners about the designation of entire residential parcels as Greenspace and has received requests to consider re-designating Greenspace parcels to allow appropriate development. These specific property owner requests are covered in the next section of this staff report.

Staff has also heard support for the refined approach towards greenspace designations, by differentiating between environmental features and public parks, as well as a preference from some residents to retain the current Greenspace designation in certain areas of Crozet. The main concern is that changing the designation from Greenspace to another land use category (such as Neighborhood Density Residential – Low) could encourage additional development.

At the November 30, 2020 CCAC meeting, a majority of CCAC members did not support changing the Brownsville Road Greenspace designation. The CCAC did not vote on the Cathaross Lane change, though some committee members shared with staff that they had heard this property is in the process of being placed under conservation easement. Several members of the CCAC expressed their objection to the proposed change for this reason. Staff has reached out to local easement holders and is not currently aware of a pending easement on this property.

Staff is seeking feedback from the Planning Commission regarding which of the following 3 options would be preferred regarding the parks and greenspace designation:

- updating the Greenspace designation of the areas of these other smaller parcels that are outside of environmental features and that have not been reviewed per a property owner request.
- continue to limit Greenspace designation review to larger areas and/or property owner requests.
- retain the previous land use designations shown in the 2010 master plan.

### **Topic 3:**

#### **Property Owner Requests**



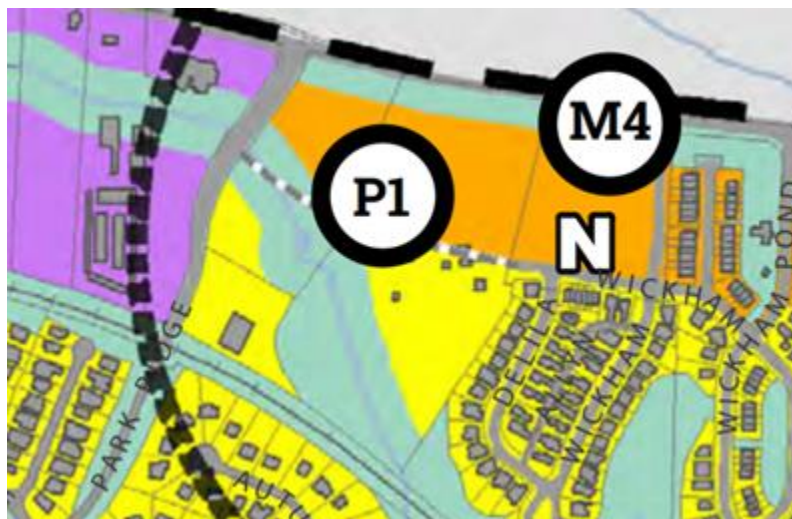
Throughout the master planning process, staff has received multiple requests from property owners to evaluate and change land use designations on specific properties. Two of those requests relate to Greenspace parcels: The White Gate Farm property (shown as P1 on Attachment 2) and The Railroad Avenue property (shown as G3 on Attachment 2).

**Q4 – Does the Commission support the land use changes shown on the White Gate Farm properties and the addition of a Neighborhood Center on the draft Future Land Use Plan?**

The “White Gate Farm” properties (Tax Map Parcels 56-91A and 56E-2) are currently designated as Greenspace and Light Industrial on the 2010 Future Land Use Plan. Further, the 2010 Master Plan includes the following language specific to Tax Map Parcel 56-91A: “[this parcel] is intended to remain rural and undeveloped to help break up the appearance of continuous development along Three Notch’d Road.”

The White Gate Farm property owner approached staff in 2018 and requested the land use designation of the property be changed to a designation that would allow development on the parcel like that of neighboring properties. In September of 2020 there was a rezoning request submitted to change the zoning on the property from Rural Areas (RA) to Neighborhood Model District (NMD). The rezoning request has been deferred to allow time for the Master Plan update.

The draft Future Land Use Plan proposed by staff shows a revised land use designation on White Gate Farm that is split between Middle Density Residential and Neighborhood Density Residential. Additionally, the draft Future Land Use Plan shows a Parks and Green Systems designation along a stream at the back of the property and along the property frontage on Route 240. This split designation would continue the land use and pattern of development from the adjacent Wickham Pond neighborhood as well as the landscaped frontage along Route 240.



White Gate Farm Properties

Staff’s proposed designation is intended to support the goal of providing additional housing options within Crozet, as identified in draft Goals from Phase 1 of the Master Plan update. This split designation would allow an increase of approximately 49-143 additional units over the 2010 Master Plan. Likewise, residential development in this area could provide housing adjacent to an area to the west which is designated for employment generating uses. Development on this property could also provide a roadway connection between Wickham Pond and Park Ridge Drive, significantly enhancing connectivity for residents in this area.

At its meeting on November 30, 2020, the majority of CCAC members were opposed to the recommended split designation of Middle Density Residential and Neighborhood Density Residential for these properties. A majority of CCAC members supported a designation of Neighborhood Density Residential-Low instead. It should be noted that feedback has varied throughout the Master Plan update process. During July and September CCAC meetings and via static, online engagement, there has been mixed support for a split Neighborhood Density Residential and Urban (now Middle) Density Residential designation. Staff has heard feedback from CCAC members that support a connection from Wickham Pond to Park Ridge Drive.

During the January 2019 in person workshop, staff introduced options for potential designations of major activity centers in Crozet. These are intended to align with the center and district typologies established in the Places29 and Pantops Master Plans and provide a consistent framework for multimodal planning within the County. Centers are defined as: *a focal point of activity serving the surrounding area. Centers can vary in size and scale and can range from neighborhood to regional serving activities and uses. Centers typically contain a mix of different land uses, have a higher intensity of uses than surrounding neighborhoods, and are served by transit.*

Staff recommends a Neighborhood Center with the center point on the adjacent undeveloped Wickham Pond parcel (shown as M4 in Attachment 2) . The White Gate Farm property would be part of the proposed Neighborhood Center and falls within the ¼ mile walkshed of the property. The Neighborhood Center designation is intended to reflect the small-scale future commercial area that was approved as part of the Wickham Pond code of development (per the approved rezoning) and to emphasize the importance of connecting this area in eastern Crozet to downtown and other activity centers within Crozet.

Neighborhood Centers are intended to provide opportunities multimodal connectivity including pedestrian and bicycle connections to nearby residential areas. This small pocket of activity and density within eastern Crozet could increase the viability of serving this area with transit. With the proposed land uses and the center designation, it could be possible that future development in this area could incorporate a future transit stop for the Crozet Connector or other future transit providers within the area.

At its meeting on November 30, 2020, the majority of CCAC members were opposed to the Neighborhood Center designation within Wickham Pond, citing concerns with potential commercial competition with downtown. However, several CCAC members mentioned the potential for enhanced walkability in the area, which could decrease vehicular traffic.

Staff is seeking feedback from the Commission regarding potential changes to the land use designations on the White Gate Farm properties.

#### **Q5 - Does the Commission support the recommended Land Use Designations shown on the Railroad Ave Parcel?**

Tax Map Parcel 55-46B is currently designated Greenspace in the 2010 Crozet Master Plan. The property is located at the northwestern edge of the Development Area along Railroad Avenue. Staff has received a request from the property owner to evaluate the designation of this parcel. The parcel is zoned Rural Area and has two existing dwelling units. A few areas of the property are within critical and preserved steep slopes, however most of the property is outside of environmental features.

Staff recommends that this parcel be designated as Neighborhood Density Residential - Low for approximately half of the property, located further from the Development Area and Rural Area boundary and from environmental features. The other portion of the property would remain Parks and Green Systems. The Parks and Green Systems designation covers the portion of the properties with slopes as well as an existing area of woods. The wooded area is currently providing a wooded buffer surrounding an RWSA water tank on the adjacent property to the north. Staff's intent with this designation is to cluster development, to retain the woods and landscape buffer, and to reflect approximate development potential based on existing Rural Area zoning.



*Tax Map Parcel 55-46B (Railroad Avenue)*

At its meeting on November 30, 2020, the majority of CCAC members did not support the Neighborhood Density - Low Designation, citing concern that a change in the land use designation could potentially encourage future development.

Staff is seeking feedback from the Commission regarding potential changes to the land use designations on this property.

#### **Q6 – Does the Commission support the land use changes within Old Trail shown on the draft Future Land Use Plan?**

Staff received a request from the developer of Old Trail Village to review and update the land use within several areas of Old Trail. The developer shared that their intent with the requested updates is to achieve consistency between the approved code of development and the Master Plan, thus preserving their investment over the past 15 years. A summary of the requested changes was submitted by the developer and is provided as part of the Feedback Summary in Attachment 3. Staff's recommended revisions are summarized below, some of which match the developers' request, though staff is not recommending several of the developer's requests at this time.

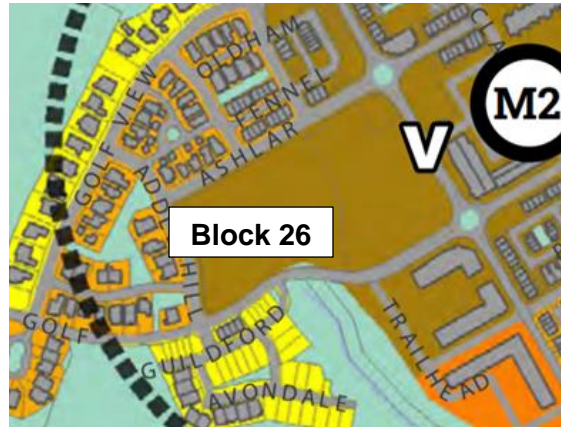
Most staff's recommended land use categories for Old Trail Village are intended to align with the approved uses and residential densities per the approved zoning and Code of Development for Old Trail. These changes include: replacing the 2010 Mixed Use designation with the updated Community Mixed Use designation; changing the designation of several blocks from NDR and UDR to MDR; and changing the designation of several Blocks from UDR to Community Mixed Use.

The draft Future Land Use Plan designates Old Trail as a Village Center, indicating that Old Trail is a distinct center in Crozet, but secondary to the downtown Center. The Community Mixed Use and Village Center designations improve alignment with other Master Plans and reflect the pedestrian-oriented scale and design of the Old Trail Village Center and the mixture of uses allowed approved zoning for Old Trail.

It is important to note that though staff's intent is to align the land use with the approved zoning, this does not change what is already permitted to be built within Old Trail. Any proposed changes to the approved zoning Application Plan or Code of Development would require a rezoning request and would require Planning Commission and Board of Supervisors public hearings and approval.

Discussion with the CCAC centered around two areas within Old Trail. The first area is Block 26 (Tax Map Parcel 55E-1-26-0; currently undeveloped). Block 26 in Old Trail is designated Urban Density Residential in the 2010 Master Plan. The approved zoning for Block 26 allows between 20 and 150 dwelling units, or a

density of up to 27 units/acre and up to 20,000 square feet of non-residential uses. Permitted uses in block 26 include a variety of commercial and retail uses, such as restaurants, hotels, retail stores, and pharmacies. The current UDR designation is not consistent with either the approved density or approved non-residential uses. For this reason, staff proposes a Community Mixed Use designation for Block 26. This designation is more consistent with the approved commercial uses and recommends a density of up to 34 units/acre.



*Block 26 in Old Trail Village*

At its meeting on November 30, 2020, a majority of CCAC members did not support staff's recommended changes to the Land Use Plan within Old Trail, specifically citing concerns that the changes to the land use could result in additional development within Old Trail. Block 26 was the focus of much of the CCAC's discussion and concern. CCAC members shared concerns that if the Community Mixed Use designation is applied to Block 26, additional development could be approved in the future that is more intense than what even the current zoning allows and that commercial development here could compete with potential for commercial development within downtown.

The other area of focused community discussion within Old Trail has been Block 19 (Tax Map Parcel 55E-1-A4; currently undeveloped). This Block is designated Neighborhood Density Residential in the 2010 Master Plan. The approved zoning allows between 12 and 90 dwelling units within Block 19. The approved zoning does not currently permit any non-residential uses (except a farm stand). The property owner has submitted a rezoning request that proposes an indoor sports facility within Block 19. The rezoning request would allow up to 90,000 square feet of non-residential uses in Block 19, limited to recreation facilities or a community center. While community centers could be considered a secondary use in NDR land use designation, a facility of this scale would be vastly larger than is recommended within the current NDR land use designation.



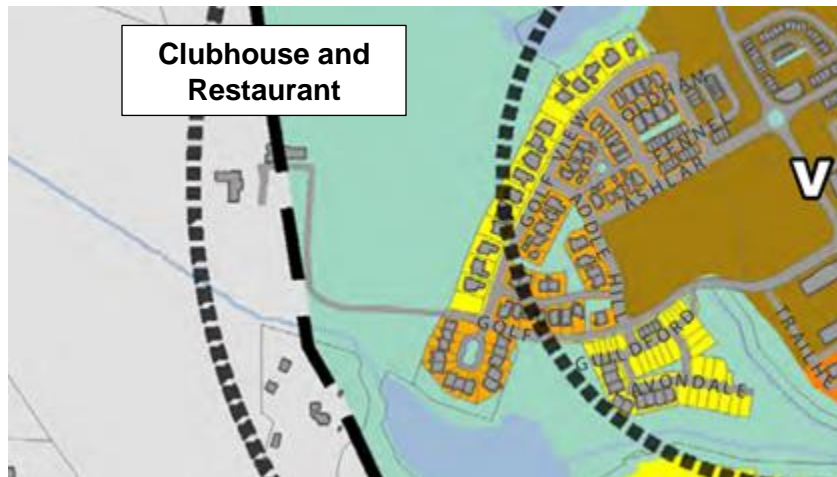
*Block 19 in Old Trail Village*

For this reason, staff brought the question of revising the land use map to the community and the CCAC for discussion. CCAC members have expressed support for the proposed Crozet Sports facility at this location; however, many have stated concerns for allowing other non-residential uses here if the land use designation were to change and the potential for increased development along Route 250.

Staff has contemplated an Institutional land use designation on this property, which would be consistent with the proposed Crozet Sports facility rezoning. The developer for Old Trail agrees that an Institutional Land Use designation would be an appropriate designation for this use; however, their primary concern is that if the Sports Facility does not move forward, the Code of Development would still allow for the originally approved residential units and residential development would not be consistent with the Institutional land use designation. For this reason, the developer has requested a Community Mixed Use or MDR designation for Block 19.

Since this Block already permits residential uses and is adjacent to Henley Middle School and Brownsville Elementary School, staff recommends a hatched (split) designation of Institutional and Neighborhood Density Residential for Block 19. Staff has not yet had the opportunity to update the draft Future Land Use Plan to reflect the split designation, nor has this proposed split designation been shared with the community or CCAC; however, given the concerns shared by both the developer and the community, staff is of the opinion that the split designation is appropriate for Block 19.

The developer for Old Trail has also made a request to revise the Development Area boundary on the west side of Old Trail to include the entire clubhouse and restaurant at the end of Golf Drive within the Development Area. Staff is supportive of this change and sees this boundary adjustment as more of a cleanup change than a substantial change to the future Land Use Plan. Both the clubhouse and restaurant are within the ACSA jurisdictional area, however the current Development Area boundary splits one of the buildings and does not include the second building.



*Proposed Location of Development Area Boundary Adjustment*

Like Block 19, this change is not yet reflected in the draft Future Land Use Plan. Staff presented the topic at a previous CCAC meeting, but much of the discussion at the time focused on other areas of Old Trail and staff has not yet heard any feedback or concerns about the change. It should be noted that the developer has also requested a change in the Land Use designation for the Clubhouse property to Community Mixed Use. Staff recommends that the newly added portion of the golf course and clubhouse/restaurant be designated as Parks and Green Systems, consistent with the surrounding golf course. The clubhouse and restaurant are viewed as secondary uses to the approved golf course and are appropriate uses within the Parks and Green Systems designation. The clubhouse and restaurant are subject to a separate approved special use permit and are not regulated by the Old Trail zoning and Code of Development.

Staff is seeking feedback from the Commission regarding the following potential changes to Land Use in Old Trail

- The Community Mixed Use Land Use designation in Block 26
- Institutional & NDR hatched Land Use designation in Block 19
- The adjustment of the Development Area Boundary to include the clubhouse property with a land use designation of Parks and Green Systems

### **STAFF RECOMMENDATIONS**

Staff recommends that the Planning Commission review and discuss the background information (above) and attached summaries and provide direction to staff on each of the questions. Staff will be developing a draft Land Use chapter in the coming weeks and welcomes additional suggestions from the Planning Commission.

### **Attachments:**

Att 1 – [2020 Land Use Recommendations](#)

Att 2 - [Summary of Land Use Changes](#)

Att 3 – [Feedback Summaries](#)