



## **ALBEMARLE COUNTY PLANNING**

### **STAFF REPORT SUMMARY**

<b>Project Name:</b> CPA201800003 – Pantops Master Plan	<b>Staff:</b> Cameron Langille, Senior Planner
<b>Planning Commission Public Hearing:</b> May 14, 2019	<b>Board of Supervisors Public Hearing:</b> June 19, 2019
<b>Owner:</b> Multiple	<b>Applicant:</b> Albemarle County initiated CPA
<b>TMP:</b> Multiple <b>Acreage:</b> ~1,500 acres	<b>Comprehensive Plan Amendment:</b> Update of the Pantops Master Plan (Neighborhood 3)
<b>Zoning District:</b> Multiple	<b>Magisterial District:</b> Rivanna
<b>School Districts:</b> Elementary – Stoney Point & Stone Robinson; Middle – Burley; High – Monticello	
<b>Proposal:</b> To amend the Comprehensive Plan and Pantops Master Plan to incorporate updated recommendations for future land use, transportation planning, conservation initiatives, and implementation projects. The Plan will become part of the appendix of the Comprehensive Plan.	<b>Comprehensive Plan Designation:</b> The revised Master Plan contains an updated Future Land Use Map that reflects changes to existing conditions since 2008, and goals and priorities of the community in 2019.
<b>Use &amp; Character of Property:</b> The predominant land uses in the northern half of Pantops are low to medium density residential development and commercial, retail, and institutional uses in southern Pantops. Public and private greenspace and recreational uses are interspersed throughout Pantops.	<b>Use of Surrounding Properties:</b> The Rivanna River and I-64 border Pantops to the west and south. Single-family subdivisions and undeveloped land are located to the north and east and are located within the Rural Area as designated by the Comprehensive Plan.
<b>Factors Favorable:</b> <ol style="list-style-type: none"> <li>1. The Plan is supportive of Comprehensive Plan goals and objectives for Growth Management; Natural Resources; Historic, Cultural, and Scenic Resources; Development Areas; Economic Development; Transportation; and Parks.</li> <li>2. The Plan is supportive of the Neighborhood Model Principles.</li> <li>3. The updated Plan has received support and endorsement from the public and the Pantops Community Advisory Committee (CAC) over the past 1.5 years.</li> <li>4. The Board of Supervisors have identified the Pantops Master Plan update as one of eight top highest priority strategic objectives in the Albemarle County FY 17-19 Strategic Plan.</li> </ol>	<b>Factors Unfavorable:</b> <ol style="list-style-type: none"> <li>1. The Plan recommends a long-term strategy of implementation that entails significant public investment; however, the total costs may be lower than estimated in the plan due to potential funding sources such as state and/or federal funding, grants, and private capital investment through redevelopment projects.</li> </ol>
<b>Recommendation:</b> Staff recommends that the Planning Commission adopt the resolution recommending approval of the 2019 Pantops Master Plan.	

**STAFF CONTACT:**  
**PLANNING COMMISSION:**

Cameron Langille, Senior Planner  
May 14, 2019 (Public Hearing)

**CPA201800003 Pantops Master Plan**

Pantops Master Plan CPA201800003 – to consider proposed amendments to the Pantops Master Plan section of the Albemarle County Comprehensive Plan. The updated Master Plan revises the future land use classifications on multiple properties throughout the Plan area, and establishes new land use policies, guidelines, recommendations, and strategies for future development within Pantops. The Plan would update recommendations for conservation of environmental and natural resources within the Plan area. The Plan would revise the following topics for the Pantops development area: a vision for the development and redevelopment of the area and supporting recommendations; place types with form and use recommendations; a plan for the transportation network and its integration with the place types; a plan for open space, trails and natural resource protection and enhancement, a plan for implementation and supporting community facilities and infrastructure. A copy of the full text of the updated Pantops Master Plan is available online and on file in the office of the Clerk of the Board of Supervisors and in the Department of Community Development, County Office Building, 401 McIntire Road, Charlottesville, Virginia.

**PROJECT BACKGROUND:**

Pantops was designated as a Development Area with the adoption of the County's first Comprehensive Plan in 1971. The Pantops Development Area is 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, staff has conducted a series of monthly public meetings to gather feedback from citizens regarding proposed revisions to the Master Plan. Staff from Community Development, the 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. Staff has also received input from property owners, business representatives, and residents of Pantops.

Using the feedback from the public meetings, staff provided the Pantops Community Advisory Committee (CAC) with draft revisions of each Master Plan chapter. The CAC endorsed the proposed content changes to parks, green systems, conservation, and economic development during the September 24, 2018 CAC meeting. Staff's proposed changes to the Plan's vision statement, guiding principles, and land use were reviewed by the CAC at their October 22, 2018 meeting. The CAC had mixed support of the land use recommendations, and proposed changes that did not have CAC consensus were forwarded to the Planning Commission for review. On November 19, 2018, the CAC unanimously endorsed the proposed revisions to the Transportation and Implementation sections of the Master Plan.

At a December 11, 2018 work session, the Planning Commission provided feedback and endorsed staff recommendations for the Future Land Use Map and proposed land use changes. The Commission held a

second work session on February 5, 2019 and staff presented an updated list of implementation projects which the Commission supported, with the suggestion that the highest priority projects be more clearly identified. A work session was held with the Board of Supervisors on March 6, 2019 to gain final input on changes related to land use and implementation. The Board endorsed the changes to each topic as recommended by staff and the Commission.

### **SUMMARY OF PUBLIC FEEDBACK AND MASTER PLAN REVISIONS:**

<b>Overall Feedback</b>	<b>How the Plan addresses the feedback</b>
Some of the vision statement and guiding principles from the 2008 Plan are still relevant and hold value.	The content from original guiding principles has been retained, but the format has been revised. Each chapter now contains a vision statement specific to the chapter topic, with supporting recommendations that can achieve the vision.
The 2008 Plan was text-heavy which made reading difficult.	The amount of text in the Plan has been reduced. Use of maps, tables, photographs, and other visual aids have been incorporated to supplement the text.
<b>Connectivity Feedback</b>	<b>How the Plan addresses the feedback</b>
Bicycle and pedestrian networks are lacking in Pantops; existing networks are incomplete and not interconnected.	Bicycle and pedestrian networks have been identified as an essential component of the overall transportation recommendations for Pantops. The Plan contains a Future Bicycle & Pedestrian Network Map, which was not in the 2008 Plan (pg 15-16).  Street typologies recommend buildout of a “complete street” network that call for bike lanes, sidewalks, and/or shared use paths along existing and future streets (pg 17-22).
Northern residential neighborhoods lack a safe and convenient means for pedestrians to cross Route 250 and access the commercial centers on the south side of Route 250.	The Implementation Chapter identifies a two-phase catalyst project which will 1) study the feasibility and most suitable location for constructing an above-grade pedestrian bridge over Route 250 and 2) use capital funding to design and construct the bridge (pg 64, 66)
Traffic congestion on Route 250 and Route 20 is a major issue affecting travel within and through Pantops.	Buildout of the Future Street Network will create alternative street networks parallel to Route 250 and Route 20 that will reduce traffic volume on both roads (pg 17-18).  Five projects in the Implementation Chapter specifically target street and intersection improvements to both road corridors and other streets near the Route 250/20 intersection that will help alleviate congestion (pg 63-64, 66-68, 71).
Expanded transit service and bus stop improvements are needed.	The Connectivity Chapter recommends expanding transit service to the City from Pantops. Implementation project F calls for adding a second

	Charlottesville Area Transit (CAT) bus route that will serve Pantops (pg 67).
<b>Character &amp; Land Use Feedback</b>	<b>How the Plan addresses the feedback</b>
The 2008 land use classifications call for uses that are inconsistent with development scenarios that can be carried out by-right under the existing zoning on numerous properties in Pantops.	<p>The land use classifications for the updated Plan have been revised to align more closely with the existing uses on properties across Pantops. This includes areas where density of residential uses is higher than the future land use designation called for by the 2008 Plan. Undeveloped land has been assigned future land use classifications that are more consistent with potential development under the existing zoning, as well as the desired vision for specific areas based on public feedback if a legislative application were to be proposed.</p> <p>Previous areas that were identified strictly as Parks have been refined. The Future Land Use Map calls for green space where environmental features are present. But developable acreage has been assigned a future designation that is consistent with zoning and desired uses on privately owned property. This should provide the community with a more accurate expectation for future use on numerous properties in Pantops.</p>
Areas targeted for redevelopment and infill need to provide open areas and greenspace to allow public access to proposed parks.	Parks & Green Systems and Parks land use classifications have been refined to identify existing publicly owned parks and recreational amenities. Recommendations related to providing new trails and open spaces are contained in the narrative text of the Character & Land Use and areas for parks and trails are shown on the Future Parks & Green Systems Plan in the Conservation Chapter (pg 47).
Rural character of land outside of Pantops should be respected and protected.	The Future Land Use Plan classifies properties at the development area border as Neighborhood Density Residential and Parks & Green Systems. This will ensure that high-density residential, and/or commercial uses are concentrated away from the Rural Area (pg 28-29).
<b>Conservation Feedback</b>	<b>How the Plan addresses the feedback</b>
More public access points to the Old Mills Trail is needed.	The Future Parks & Green Systems Plan identifies targeted locations for new trail and shared use path access from private properties to the Old Mills Trail and Rivanna greenway (pg 47).
Connections between private trail systems in northern residential neighborhoods are necessary.	Two critical east-west trail connections are identified in the northern residential neighborhoods that would provide connectivity from existing private trail networks. Construction and establishment of this network will require collaboration with existing neighborhoods and developers (pg 47).

Private development should balance environmental protection.	The Plan calls for preservation of natural resources, especially sensitive resources such as preserved slopes, streams, and floodplain. The plan also recommends encouraging low impact development techniques and the use of onsite stormwater management strategies to improve water quality within Pantops and beyond (pg 55).
Private development should balance viewshed protection.	The Plan identifies important view corridors and vistas (pg. 54) and calls for promotion and protection of locally significant views by establishing public access points and building and landscape design guidelines (pg 56).
<b>Implementation Feedback</b>	<b>How the Plan addresses the feedback</b>
Highest priority projects need to be clearly identified through the organization of the Implementation chapter coherently.	Catalyst projects are those that the community expressed as those most important achieve the Plan's vision. Capital projects have been organized in the chapter so that catalysts are listed first, followed by long-term projects (pg 64). Policy & Coordination Projects are listed at the beginning of the chapter.

### **COMPREHENSIVE PLAN CONSISTENCY:**

#### **Comprehensive Plan**

The revised Pantops Master Plan is supportive of multiple goals of the Comprehensive Plan including those for Growth Management, Natural Resources, Historic/Cultural/Scenic Resources, Development Areas, Housing, Economic Development, Transportation, and Parks and Recreation, Greenways, Blueways, Green Systems and Community Facilities.

The Plan also recommends a more refined vision for specific land use patterns and transportation networks that will result in future development being more consistent with the Neighborhood Model Principles. The Plan specifically identifies key Neighborhood Model Principles for development within specific areas of Pantops.

### **SUMMARY & STAFF RECOMMENDATION:**

Staff has identified the following factors, which are favorable to this rezoning request:

#### **Factors Favorable:**

1. The Plan is supportive of Comprehensive Plan goals and objectives for Growth Management; Natural Resources; Historic, Cultural, and Scenic Resources; Development Areas; Economic Development; Transportation; and Parks.
2. The Plan is supportive of the Neighborhood Model Principles.
3. The updated Plan has received support and endorsement from the public and the Pantops Community Advisory Committee (CAC) over the past 1.5 years.
4. The Board of Supervisors have identified the Pantops Master Plan update as one of eight top highest priority strategic objectives in the Albemarle County FY 17-19 Strategic Plan.

**Factors Unfavorable:**

1. The Plan recommends a long-term strategy of implementation that entails significant public investment; however, the total costs may be lower than estimated in the plan due to potential funding sources such as state and/or federal funding, grants, and private capital investment through redevelopment projects.

**Staff Recommendation:**

Staff recommends the Planning Commission adopt the attached resolution (Attachment 2) to recommend approval of the updated Pantops Master Plan.

**ATTACHMENTS:**

Attach.1: [Pantops Master Plan – Draft 5/2/2019](#)

Attach.2: [Draft Resolution](#)