



**COUNTY OF ALBEMARLE PLANNING**  
**STAFF REPORT SUMMARY**

<b>Project Name:</b> ZMA2018-00002 Hansen Road Office	<b>Staff:</b> Francis H. MacCall
<b>Planning Commission Public Hearing:</b> June 25, 2019	<b>Board of Supervisors Public Hearing:</b> To Be Determined
<b>Owner:</b> Point Church	<b>Applicant:</b> Point Church
<b>Acreage:</b> 6.14 acres	<b>Rezone from:</b> PD-MC with application plan to PD-MC with modified application plan
<b>TMP:</b> 078000000073AB Location: Intersection of Hansen Road and Rolkin Road	<b>By-right use:</b> Multiple uses permitted by the PD-MC district with 20,000 square feet of building
<b>Magisterial District:</b> Rivanna	<b>Proffers:</b> Yes
<b>Proposal:</b> Request to rezone 6.14 acres from the PD-MC to PD-MC by modifying the application plan to allow for two buildings totaling 55,000 square feet for religious assembly and office.	<b>Requested # of Dwelling Units:</b> 0 DA (Development Area) Neighborhood 3 Pantops
DA (Development Area) Neighborhood 3 Pantops	<b>Comp. Plan Designation:</b> Urban Mixed Use and Greenspace in the current Pantops Master Plan. The proposed Master Plan update proposes all the area as Community Mixed Use.
<b>Character of Property:</b> Primarily wooded and immediately adjacent to a shopping center, office complex, and residential apartments.	Use of Surrounding Properties – Rivanna Ridge Shopping Center, South Pantops Offices, and Carriage Hill Apartments
<b>Factors Favorable:</b> The proposed uses are permissible in the existing zoning district; the proposal does not seek to amend the district or establish additional permissible uses.  The request is consistent with the land use recommended by the proposed update to the Pantops Master Plan.  The request is consistent with the majority of the applicable neighborhood model principles.	<b>Factors Unfavorable:</b> The request is not consistent with the land use recommended by the current Pantops Master Plan (March 17, 2008), although this plan acknowledges the existing zoning would permit development inconsistent with this Plan.
<b>RECOMMENDATION:</b> Staff recommends approval with proffer, of ZMA2018-00002 Hansen Road Office as proposed.	

STAFF PERSON:  
PLANNING COMMISSION:  
BOARD OF SUPERVISORS:

Francis H. MacCall  
June 25, 2019  
To Be Determined

ZMA2018-00002 Hansen Road Office

**PETITION**

PROJECT: ZMA2018-00002 Hansen Road Office

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL(S): 078000000073AB

LOCATION: Property is located at the intersection of Hansen Road and Rolkin Road directly behind the Rivanna Ridge Shopping Center located on Richmond Road.

PROPOSAL: Amend the application plan to allow for two buildings totaling 55,000 square feet for office and religious assembly.

PETITION: Amend the ZMA2002-00008 South Pantops Office application plan to add 35,000 square feet of building area at a location on the approved application plan that was approved to allow 20,000 square feet for office use. The property contains 6.14 acres and is zoned Planned Development – Mixed Commercial which allows large-scale commercial uses; and residential by special use permit (15 units/ acre). No change to the zoning district is proposed. No residential units are proposed.

OVERLAY DISTRICT(S): Steep Slopes - Managed

PROFFERS: Yes.

CURRENT COMPREHENSIVE PLAN: Urban Mixed Use - Retail, commercial services, office, and a mix of residential types (6.01 - 34 units/acre), and Greenspace - Areas may contain sensitive environmental features including stream buffers, flood plain, and adjacent slopes. Typically, only passive recreation will occur in these areas or greenway trails. Also includes open space areas that may be managed and owned by homeowners' associations.

PROPOSED COMPREHENSIVE PLAN: Community Mixed Use - Mixed-use development with a mix of medium to high-density residential, commercial, retail, office, and other uses that serve the community, with a high intensity of uses expected in a walkable development pattern.

POTENTIALLY IN MONTICELLO VIEWSHED: Yes

**CHARACTER OF THE AREA**

The subject property is located at the intersection of Hansen Road and Rolkin Road immediately behind the Rivanna Ridge Shopping Center off Route 250 East and is zoned PD-MC, Planned Development Mixed Commercial per ZMAs1998-00020, and 2002-00008 each with an application plan. The Carriage Hill Apartment development is to the south. There are Managed Steep Slopes and no Preserved Steep Slopes or floodplain areas on the property. The property owner has proposed to disturb the managed slopes with the approved site plan for the religious assembly use. (Attachments C and F).

**SPECIFICS OF THE PROPOSAL**

The applicant is proposing to rezone from PD-MC to PD-MC by amending a modification to the approved application plan granted with ZMA2002-00008. The amended modification would allow an increase from 20,000 square feet of building to a total of 55,000 square feet of building. The proposed plan amendment shows a 30,000 square foot religious assembly use building and a 25,000 square foot office building. The PD-MC zoning district permits multiple uses, with religious assembly use and office being the current proposals.

**APPLICANT'S JUSTIFICATION FOR THE REQUEST**

The applicant states that proposed uses for the 55,000 square feet "will diversify existing uses in the immediate area and attract residents and visitors to Rivanna Ridge for various reasons, contributing to the vibrancy of the area." Also, the proposed uses are consistent with the Neighborhood Model Design principles as well as a Pantops Master Plan principle to "orient development towards an internal road system as opposed to the frontage of Route 250. See Attachment B for a detailed justification statement from the applicant.

### **COMMUNITY MEETING**

The Community Meeting was held on July 23, 2018, at the Pantops Community Advisory Committee Meeting. There were concerns regarding grading, pedestrian interconnections between the site and the shopping center, parking, and the existing walkway. Grading of the site will follow consistent engineering and zoning design guidelines, especially for the managed slopes onsite, there is a sidewalk along Hansen Road to provide pedestrian interconnection, adequate parking will be provided onsite and along Rolkin Road, and the existing asphalt walkway along Rolkin Road will be maintained and is proffered to be improved.

### **PLANNING AND ZONING HISTORY**

The subject property is part of the PD-MC district established through the 1980 comprehensive rezoning, without an application plan. The Zoning Ordinance requires an approved application plan to develop property zoned PD-MC.

ZMA1998-00020 – Rezoned 49.34 acres from PD-MC to PD-MC with an application plan. The approved application plan outlined a street network and blocks of development with square footage allotments per block. One of those blocks is the area under consideration with this rezoning application. Said block was shown as 45,000 square feet of office space. (Attachments D & E)

ZMA2002-00008 – Amended two portions of the application plan approved with ZMA1998-00020. One site changed from a 100-room hotel to 36,400 square feet of office and reduced the area under consideration with this rezoning application from 45,000 square feet of office to 20,000 square feet of office. (Attachments D & E)

LOD2017-00016 – 08/24/2017 - An official determination was made stating the uses of the development approved with ZMA1998-00020 were never limited to only office use, as the application plan noted (20,000 sqft **office**), or to any other specific use, and all the uses listed in the Zoning Ordinance under the PD-MC district were permitted either by right or by special use permit. The determination further clarified that a proposed religious assembly use or office use could only occupy the approved 20,000 square feet per ZMA2002-00008.

January 22, 2018 – Planning efforts began for updating the Pantops Master Plan with a kickoff meeting highlighting the existing Master Plan and areas to be studied and the process for updating the Master Plan.

SDP2018-00003 Hansen Road Church - Final – Approved, 12/8/2018, a 19,680 square foot religious assembly use with parking and landscaping. (Attachment F)

May 14, 2019 – The Planning Commission recommended approval of the Pantops Master Plan (CPA2018-00003). Board of Supervisors public hearing is set for June 19, 2019.

## **COMPREHENSIVE PLAN**

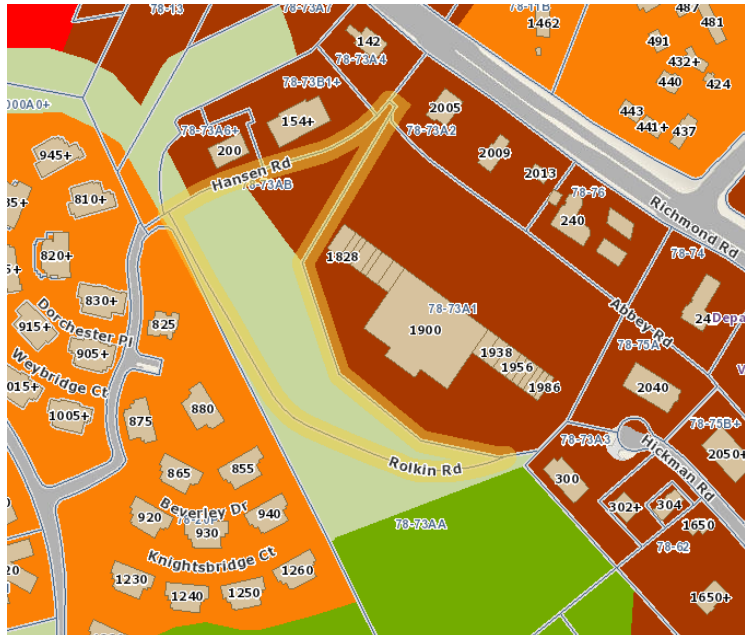
The review of this proposal began in early 2018 under the Pantops Master Plan adopted in March of 2008. As the review has overlapped the process for updating the Pantops Master Plan, this analysis will outline both the 2008 adopted Master Plan recommendations and the proposed Master Plan update recommendations that the Planning Commission recommended for adoption at its meeting on May 14, 2019. It should be noted that by the time this application is reviewed by the Planning Commission, the Board of Supervisors may have adopted the 2019 revisions to the Pantops Master Plan at their June 19, 2019 meeting.

### **Pantops Master Plan**

The Pantops Master Plan calls for the 6.14 acres under consideration to be developed per the Urban Mixed Use and Greenspace land use classifications, with the Greenspace being the majority of the property (see map inset). Specifically recommending to "Preserve the green space behind the Rivanna Ridge shopping center and provide a pocket park at scenic spots along the western edge of the shopping center, along with a central green element."

#### *Urban Mixed Use (Brick red):*

This designation calls for retail, commercial services, office and a mix of residential types based on the Urban Density land use category (6.01 – 34 units/acre). This mixed-use land use category is expected to have equal parts of residential and commercial uses.

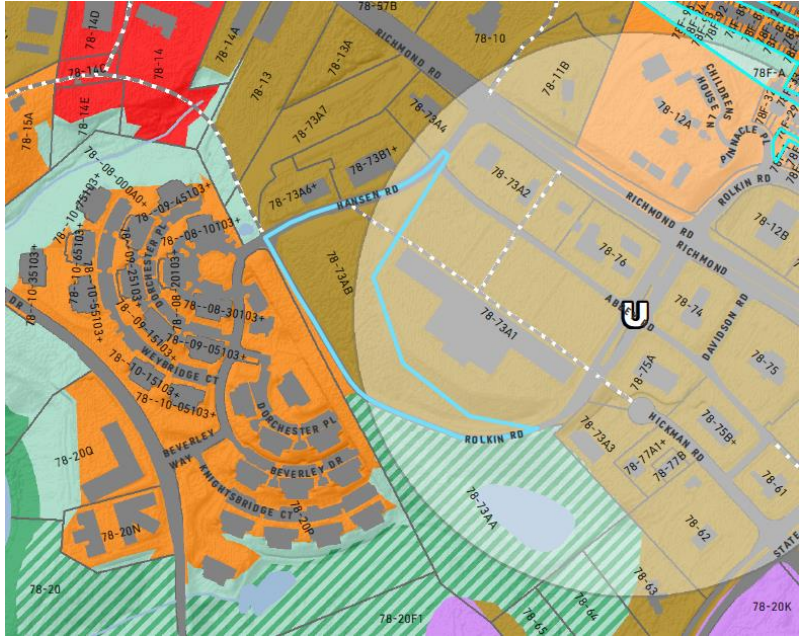


### **2019 update to Pantops Master Plan**

#### ***Community Mixed Use (Brown):***

Mixed-use development with a mix of medium to high-density residential, commercial, retail, office, and other uses that serve the community, with a high intensity of uses expected in a walkable development pattern. Intended uses are Commercial/retail, Offices, Residential at a density of 6-34 units/acre, Religious assembly uses, Schools and child care, Institutional, Hotels/conference facilities.

As noted previously, there is an approved final site plan, and it is showing most of the property developed as proposed with the application plan (Attachment C & F).



Proposed Land Use Plan for Pantops, as shown in the Pantops Master Plan (Current Draft - May 2, 2019).

Given that the proposed Plan update recommends the area for *“a mix of medium to high-density residential, commercial, retail, office, and other uses that serve the community, with a high intensity of uses expected in a walkable development pattern”* and that the applicant proposes office, and religious assembly uses, staff believes that the proposed revision to the application plan fits well with the land use recommendations outlined in the Plan update.

The proposed street network identifies Hansen Road and Rolkin Road as connecting to a revised network of streets with an eventual extension of Rolkin Road connecting to South Pantops Drive. Rolkin Road is currently a private street and is identified in the Plan to be developed as an Avenue. The applicant is proposing on-street parking along Rolkin Road with the by-right development in certain locations, which is consistent with the Avenue design outlined in the Connectivity section of the proposed Plan.

**The Neighborhood Model:** Staff has reviewed the proposal against the Neighborhood Model Principles and found that it is consistent with most of the principles. The detailed Neighborhood Model analysis can be found in Attachment G.

#### ***Relationship between the application and the intent and purposes of the requested zoning district:***

The purpose and intent of the PD-MC zoning district are to:

- permit development of large-scale commercial areas with a broad range of commercial uses under a unified planned approach,
- be located on major highways in the urban area and communities in the comprehensive plan, and
- have carefully planned access to public roads and orient development and access towards an internal road system

The Rivanna Ridge Shopping Center is at the heart (Neighborhood Center/Urban Center) of the PD-MC development approved in 1998 and has developed consistently with the approved plan with modifications. The proposed amendment to the PD-MC zoning remains consistent with the overall intent of that zoning district as noted above as it is part of the overall large-scale commercial development along US Route 250 E and utilizes the internal road system developed as part of the original 1998 map amendment.

***Anticipated impact on public facilities and services:***

Streets:

The County Transportation Planner has evaluated the traffic analysis required for this application and does not believe that the project will result in a negative impact on traffic operations near the site. The minor increase in daily and peak hour traffic volumes (453 daily trips and 57 AM/60 PM peak hour trips from both the office and church) will not noticeably affect operations at the intersections of Hansen Road or Rolkin Road and therefore has no objection to the proposal.

Schools: The proposal includes no dwelling units and therefore would create no impacts to, and require no services from, Albemarle County Public Schools.

Fire & Rescue:

The proposed use is not expected to create any new demands on Fire & Rescue services.

Utilities:

This project is in the ACSA water and sewer service jurisdictional area. ACSA and RWSA did not identify any capacity issues with this proposal.

Monticello:

Analysis of impacts on Monticello were conducted by Thomas Jefferson Memorial Foundation staff with the approved site plan, SDP2018-00003, and found that as long as they development any new building, visible from Monticello, with a building color palate and roof that are muted in color, in keeping with the Monticello Guidelines they would have no objections. The Thomas Jefferson Memorial Foundation staff will be consulted during additional site plan review for any new building.

***Anticipated impact on environmental, cultural, and historic resources:***

There are no known cultural or historic resources on the site. The property contains Managed Steep Slopes, which will be treated per the design guidelines specified in the County Zoning Ordinance. Any increase in stormwater runoff will be reviewed by County Engineering Staff during the development phase of the project. Stormwater facilities have been developed as part of the overall Rivanna Ridge Shopping center, and the proposed development utilizes these facilities.

***Anticipated impact on nearby and surrounding properties:***

At the Community Meeting for this project, members of the community expressed concerns regarding grading, pedestrian interconnections, parking, and the existing walkway. Grading of the site will follow consistent engineering and zoning design guidelines, especially for the managed slopes onsite, there is a sidewalk along Hansen Road to provide pedestrian interconnection to the main shopping center, adequate parking will be provided onsite and along Rolkin Road, and the existing asphalt walkway along Rolkin Road is proffered to be upgraded.

Additional traffic generated by this development should not result in a negative impact on traffic operations near the site, as noted above.

**PROFFERS**

The applicant has made a proffer to improve the existing asphalt path, and staff recommends the proffer as part of the approval of the application plan revision.

**SUMMARY**

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

1. The request is consistent with the land use recommended by the proposed revision to the Pantops Master Plan.
2. The request is consistent with most of the applicable neighborhood model principles.

Staff has identified the following factor which is unfavorable to this request:

1. The request is not consistent with the land use recommended by the current Pantops Master Plan, although this plan acknowledges the existing zoning would permit development inconsistent with this Plan.

## **RECOMMENDATION**

On the whole, it is staff's opinion that the favorable factors outweigh the unfavorable factors associated with the request, and the additional square footage does not create significant additional impacts to existing infrastructure. Staff recommends approval of modifications to the application plan approved with ZMA2002-00008 identified as item B in the approval letter dated January 25, 2003, and as shown on the revised application plan for ZMA2018-00002 Hansen Road Office as follows, and provided that a finalized and signed/notarized proffer statement is submitted prior to advertisement of a legal notice of a Board of Supervisors public hearing:

### **Tax Map 78-73AB: Modification of ZMA2002-00008 Application Plan and Proffers:**

- A. The portion of the Application Plan for ZMA2002-00008 (Attachment D) that modified the area designated as "Office Space #5 - 45,000 SQ FT" on the Application Plan for ZMA1998-00002 from 45,000 SQFT to 20,000 SQFT, is amended to increase the permitted square footage from twenty thousand (20,000) square feet to fifty-five thousand (55,000) square feet as shown on the plan dated 2/20/18 (Attachment C)
- B. The modification listed in A above is in addition to those previously approved and all other respects the previously approved Application Plans and modifications and requirements reflected in the January 25, 2003, and October 28, 1998 letters (Attachment E) apply.
- C. Accept the proffer about the PEDESTRIAN PATH (Attachment H)

### **PLANNING COMMISSION MOTION for ZMA2018-00002:**

- A. If the ZMA is recommended for approval: Move to recommend the approval of the modification to the Application Plan for ZMA2018-00002, with proffers as recommended by staff.
- B. If the ZMA is recommended for denial: Move to recommend denial of ZMA2018-00002 with the reasons for denial (state reasons).

### **ATTACHMENTS:**

- A. Location Maps
- B. Project Narrative
- C. Application Plan "REZONING PLAN FOR HANSEN ROAD OFFICE" (*dated 2/20/18*)
- D. ZMA1998-00002 and ZMA2002-00008 Application Plan showing area of modification
- E. Approval Letters for ZMA2002-00008 and ZMA1998-00002.
- F. Approved Site Plan for 19,640sqft Church - 12/18/2018
- G. Staff Analysis of Neighborhood Model Principles
- H. Draft Proffer statement