

## **Chapter 4-Land Use & Places**

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### ***Pantops Master Plan Framework Map***

The Pantops Master Plan Framework Plan map and this section of the Master Plan contain recommendations for “place types” and land use in Pantops. “Places” are discernible neighborhoods with a center of activity which helps to create land use relationships that orient people, provide amenities and convenience, and encourage pedestrian activities. Natural and man-made features have formed the edges of these neighborhoods and places. Existing land use, the importance of the Rivanna River, physical conditions, and public input have helped to identify neighborhoods and neighborhood centers, which has, in turn, helped to create the future land use recommendations.

The neighborhoods in Pantops have been generally defined by dashed circles from their centers on the Framework Map, representing a quarter-mile walking distance. The center types and land use designations applied form the neighborhoods within the circles. The Rivanna River Corridor is defined with an overlay hatching and is intended to serve as a major focal point for Pantops. The plan recognizes this with general recommendations regarding land uses and design adjacent to the river but also acknowledges that more detailed work is needed. An implementation priority is for a detailed River Corridor Plan to be completed. The Employment District at the State Farm complex is also defined as a distinct area for land use planning. Proposed land use, neighborhoods, and neighborhood centers are all described in the following paragraphs.

This Plan recognizes that future development may occur under a by-right scenario that will be different than what is shown in the Plan. However, the Framework Plan reflects the long term vision for Pantops. Should opportunities in the future arise for development to achieve that vision; the Framework Plan will provide the necessary guidance.

### ***Pantops Development Area Boundary Change Studied***

One of the major considerations of the Pantops Master Plan was a change to the existing Development Area Boundary for Pantops. The change considered was removal of a 77-acre property (Wheeler) located at the northern edge of the development area. The property has features that are more rural than urban in character, with historic and natural resources, and the owner may wish to place the property under conservation easement. It is currently zoned Rural Areas and is designated Neighborhood Density Residential (3-6 dwelling units per acres) in the current Land Use Plan for Pantops.

A change in the boundaries to the Pantops Master Plan was considered comprehensively as part of the master plan study and was not applicant driven by the property owner. It was intended to be responsive to the property owner’s desires to possibly seek a conservation easement, public comment received during the initial

master plan meetings, and for land use planning purposes. The recommendation of amending the Development Area boundaries was included in maps and information at public meetings held in Spring 2006 and was intended to respond to the public comments for both increased open space and preservation of Route 20 as a scenic Virginia Byway. From a planning perspective, the property is not well integrated with the rest of the Pantops Development Area and makes planning for future infrastructure and interconnections challenging with the Rural Area to the north and east, Darden Towe Park to the south, and the Rivanna River to the west.

However, based on property owner concerns, the property is no longer shown for removal on the map and any Development Area boundary changes would be considered separately, as an applicant process by the property owner.

## **LAND USE**

Proposed land use is shown by color on the Pantops Master Plan Framework Plan. The Master Plan contains an emphasis on mixed-use categories to create a dynamic urban environment with flexibility in uses. It is important in Pantops, that the form of development follow Neighborhood Model principles and the recommendations in Chapter 7 - Design Approaches. The Framework Plan includes the following land uses with descriptions of each land use category that are intended to be illustrative, not all inclusive:

**Greenspace** – 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.

**Parks** - Public and semi-public parks, greenways, and active recreation areas.

**Urban Mixed Use** – Retail, commercial services, office and a mix of residential types based on the Urban Density land use category. This mixed use land use category is expected to have equal parts of residential and commercial uses.

**Commercial Mixed Use** -- Retail, commercial services, office, hotel/motel/conference facilities, and wholesale uses with scale appropriate for Neighborhood and Community Centers. Secondary uses include Employment uses. Residential uses at Urban Densities may be allowed as secondary uses.

**Employment Mixed Use** – Employment generators, including professional, business park, medical office, research & development, laboratory, and professional service uses. Light Industrial uses may be considered where appropriate. Secondary uses include retail/service that is supportive of the employment uses and residential uses at Urban Densities.

**Neighborhood Density Residential** – 3 – 6 residential units per acre with residential support uses and limited non-residential uses. Neighborhood Density Residential areas will primarily accommodate single family dwelling unit types as well as institutional uses such as places of worship, public and private schools, and early childhood education centers including day care centers and preschools. Neighborhood Density Residential

areas accommodate small areas of non-residential land uses on the scale of Neighborhood Service, to serve residential uses. This may include corner stores of less than 4,000 square feet; live/work units above office and/or retail; small office buildings with less than 20,000 square feet; and studios/cottage occupations.

**Urban Density Residential** – 6.01 – 34 residential units per acre with support uses and some non-residential uses. Urban Density Residential areas accommodate all dwelling types as well as institutional uses such as places of worship, public and private schools, and early childhood education centers including day care centers and preschools Urban Density Residential areas accommodate small areas of non-residential land uses on the scale of Neighborhood Service, to serve residential uses. This may include corner stores, less than 4,000 square feet; live/work units above office and/or retail; small office buildings less than 20,000 square feet; and studios/cottage occupations

**Institutional** – Civic uses such as schools, fire stations, and libraries; hospital uses, and other public uses.

## ***PLACES***

The Framework Plan map and the Place Types table at the end of this chapter illustrate place-types and land use designations based on the transect concept, discussed in the Neighborhood Model and later in the Master Plan. In Pantops, there are four “place-types”. They are centers that define neighborhoods, cores, districts, and corridors.

## ***Centers***

Centers are intended to be nodes of activity and the preferable distance from a neighborhood center to the edge/fringe area is ¼ mile, although in Pantops the edges may extend beyond the quarter mile distance. Neighborhoods that correspond to centers are illustrated on the Framework Plan map with dashed circles. Three center types are shown for Pantops to serve as focal points for neighborhoods:

**CG- Civic Green:** is primarily an urban open space (not just natural) that includes uses fronting on the center, multiple access points to neighboring residential or employment areas, design elements that provide a sense of arrival and civic presence. Civic Greens or urban open spaces are components of other center types in the plan, however the Civic Greens indicated on the Framework Plan are larger more natural areas and are intended to serve as parks:

State Farm Boulevard  
Peter Jefferson Place  
Glenorchy/Gazebo Plaza

**NS- Neighborhood Service:** is a cluster of mixed use buildings with Neighborhood-serving retail/service uses on the first floor, includes an urban open space adjacent to the mixed use buildings (see the description of Civic Center Green). These centers are intended to provide neighborhood retail uses such as a newsstand, small restaurant, bakery, convenience store without gas pumps, pharmacy/drug store, florist, small professional office, daycare/childcare, hair salon, other services, and small office space/live work units. Single uses with a building footprint over 10,000 square feet should be considered conditionally with an FAR (Floor to Area Ratio) of up to 0.5 permitted. The Framework Plan designates two Neighborhood Service centers in Pantops:

Avemore/Cascadia  
Rivanna Ridge

**C- Community:** A retail/service mixed-use center that is anchored by a grocery store and contains additional retail/service and other commercial. Single uses over 25,000 square feet should be considered conditionally and an FAR of 0.65 to 1.00 are permitted. It is designed with multiple connections to surrounding residential and employment areas. It includes an urban open space and possibly recreation or civic element. The Framework Plan designates two Community Centers in Pantops:

Pantops Shopping Center (Core Community Center)  
Luxor

## **Core**

Core areas are areas of the greatest intensity and formal design, with up to an FAR (floor to area ration) of 1.50. Unlike Crozet, the Core of Pantops is not an existing downtown, but an area of the greatest activity. Pantops Shopping Center/Riverbend is the only area which meets this description and which could also redevelop with features typical of a downtown. The distance from this core area in Pantops to the edge of the Development area is approximately 1 ½ miles. This area will serve as the focal point for the entire Pantops Neighborhood.

**Districts** are single use areas which contain uses which are very important to support an area. Airports, single-use employment centers, and large single-use areas constitute districts. Environmental features can also help to define a district. There is only one district in Pantops:

**Employment District**– An employment district is designated in Pantops at the almost 65 acre State Farm Insurance offices. Due to its size, it does not have a “center” and is not intended to given its characteristics and nearby mix of uses and other centers.

**Corridors** are linear elements that connect neighborhoods and civic elements (and other sites such as districts) to each other. Where corridors exist between neighborhoods, the Neighborhood Model envisions that they be conceived as civic elements. Corridors can be man-made or natural and serve transportation requirements or exist as open space. Open space corridors combine natural features such as rivers and stream valleys with man-made elements such as parks and golf courses to provide a significant infrastructure of open space throughout the Development Area. Greenways

can even link separate neighborhoods together through a series of hiking and biking trails. Transportation corridors include light rail lines, bus corridors, parkways, highways, and pedestrian and bicycle trails. The Rivanna River and Route 250 are corridors in Pantops.

## ***Neighborhoods***

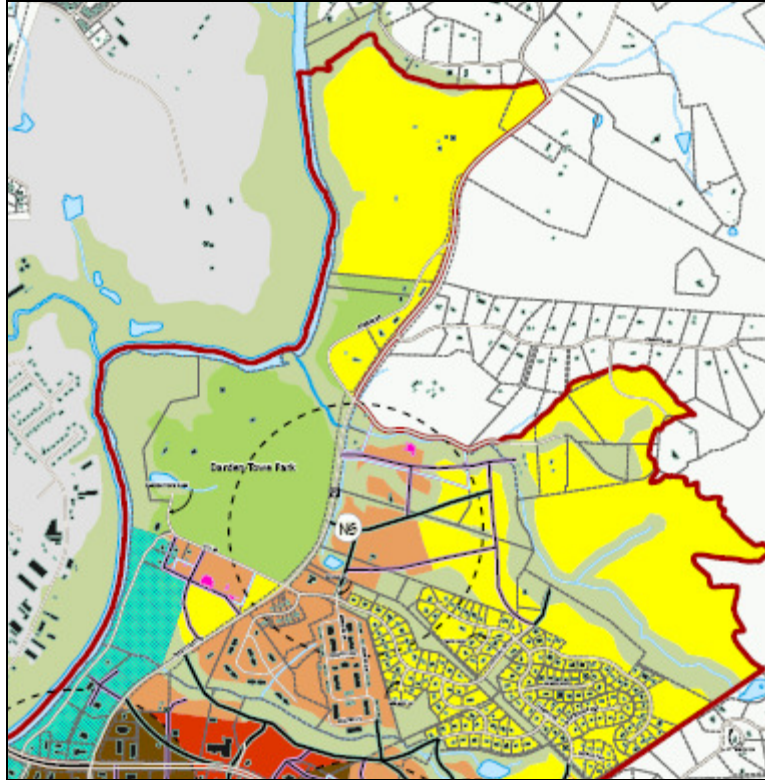
The Pantops Master Plan has defined seven Neighborhoods of three neighborhood types, two corridors, and one district based on the recommended Place-Type components. Specific recommendations for each place are included in this section of the Master Plan document and the Pantops Place-Types Table provides additional information.

### ***RESIDENTIAL NEIGHBORHOODS***

Residential Neighborhoods are located on the edges of the Pantops Development Area and where there are existing single family developments. The Pantops Master Plan recommends maintaining the residential character in these areas while providing appropriately scaled goods and services within walking distance and more natural greenspace.

#### **Darden Towe Park/Stony Point Road (Cascadia/Fontana/Avemore Neighborhood)**

This Neighborhood is located near Route 20 North and Darden Towe Park as well as land east of Route 20. It is the largest neighborhood in Pantops and the edges are formed by a stream running south of Wilton Farm and Avemore and by the edges of the Pantops Development Area on the north, east, and west sides. This neighborhood includes a Neighborhood Service center that will be between what is planned in Avemore and to Cascadia. There are other neighborhood focal points, including the Elks Lodge and Darden Towe Park.



Pantops Master Plan recommends the following for land use in this neighborhood in Pantops:

- Maintain the residential character of existing neighborhoods.
- Allow for Neighborhood Density and Urban Density residential uses with a Neighborhood Service (NS) center.
- Protect the rural scenic qualities of Route 20 from the northern edge of the development area south to Elks Drive/Fontana Drive where development along Route 20 should transition to an urban character to the City of Charlottesville.
- Preserve stream corridors and flood plain in this neighborhood and allow for pedestrian paths in those areas, where natural features allow.
- Retain existing amenities and open space within residential developments.
- Allow for removal of the Wheeler Property/Buena Vista from the Development Area upon request by the applicant. Development of the property at Neighborhood Density is not recommended at this time.

### **Glenorchy/Gazebo Plaza Neighborhood**

The Glenorchy/Gazebo Plaza Neighborhood is at the eastern edge of the Pantops Development Area, north of the I-64/Shadwell interchange and includes Glenorchy and the Gazebo Plaza site. It is adjacent to Ashcroft to the north, a historic resource to the east (Locust Shade on Hansen Mountain Road) and Westminster Canterbury/Cottages at Jefferson Heights are to the west. Route 250 forms the southern edge of the neighborhood. The easternmost property in this neighborhood of Pantops is the 37.75-

acre Gazebo Plaza site which has been zoned PDSC, Planned Development Shopping Center since 1980. Under the by-right zoning, the owner is requesting site plan approval for an approximately 180,000 square foot shopping center with access to Hansens Mountain Road. The 1996 Land Use Plan designated this property as Urban Density Residential (6.01 - 34 dwelling units per acre) and Neighborhood Service. Neither the 1996 Land Use Plan or the Pantops Master Plan recommend a shopping center at this location.

The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- The dwelling and accessory structures on the Gazebo Plaza property appear to be fifty years old or older and may be considered historic and should be evaluated and documented.
- When development occurs on the undeveloped property (Gazebo Plaza site) provide a Civic Green Center surrounded by Urban Density Residential in the general area shown on the Framework Plan.
- Develop public or semi public park/green space on the northern half of the Gazebo Plaza site and provide trail connections.
- Respect the Monticello view shed by retaining land in open space.
- Replant trees that have been removed during grading to help create a wooded canopy, as part of view shed protection for Monticello.
- Connect this neighborhood to the more intensive land use centers to the west with a multi-purpose path that leads into the sidewalk system.
- Create and preserve a vegetated buffer along Route 250 East through this neighborhood and at the Rural Area boundary to this neighborhood to help retain a residential and rural character in this part of Pantops.



### **MIXED USE NEIGHBORHOODS**

Mixed use neighborhoods are centrally located within Pantops and are expected to develop in a compact urban form, exhibiting the greatest mix of uses. Future civic uses, such as library or postal services for Pantops should be located within these mixed-use neighborhoods.

#### **Luxor/Westminster Canterbury**

This Neighborhood is located on the north side of Route 250, west of the Glenorchy development and includes Luxor, Eckerd Pharmacy, Westminster Canterbury, the American Legion, and the Montessori Community School. The edge of this neighborhood is formed by natural features (stream) to the east and the power line to the north. The Neighborhood has been shown separate from Rivanna Ridge on the south side of Route 250 since Route 250 forms an edge condition and this area has

mixed commercial land use characteristics. Connections for bikes and pedestrians from the north side of Route 250 to Rivanna Ridge will be critical regardless of Place-Type designations. Most of this neighborhood has a plan of development approved or under review, except for several properties that front on Route 250, including Aunt Sarah's and the frontage properties of Westminster Canterbury. Residential use is expected with the Pavilions townhouse project, which includes over 300 townhouses behind Eckerd and between Westminster Canterbury and south of Fontana.

The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- The Luxor commercial development and Eckerd pharmacy represent the emerging Community Center.
- New residential development should respect existing residential developments and the school use adjacent to the Community Center.
- The American Legion Hall and Montessori Community School provide a transition to the commercial corridor on that side of Route 250. They should be retained as supporting uses to the residential uses nearby.
- Create and preserve a vegetated buffer along Route 250 from Glenorchy Drive to Pantops Mountain Road to help retain the rural/residential character of this part of Pantops. From Pantops Mountain Road east, create an urban character with building orientation to Route 250.



### **Rivanna Ridge**

The Rivanna Ridge Neighborhood is the area south of Route 250/Richmond Road, west of State Farm Boulevard that contains Rivanna Ridge Shopping Center, various gas stations, office buildings, and restaurants. A large open area behind the shopping center has a trail adjacent to Rolkin Road near Carriage Hill Condominiums and Apartments, which are located down the mountain towards South Pantops Drive. Most development in this area is suburban in form and less than five-ten years old. The neighborhood is at the top of Pantops Mountain and offers the most scenic views to Monticello/Montalto and the Blue Ridge Mountains. There are opportunities for future infill and enhanced pocket parks to capture scenic views. Because of its visibility in the Monticello view shed and topography, care is needed with any infill or redevelopment of the neighborhood. The western edge of this Neighborhood includes the Route 250 Corridor with Commercial Mixed Uses.



The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- Establishment of blocks within the Rivanna Ridge Shopping Center to help create a street grid and better distribute traffic on the south side of Route 250.
- Augment the Rivanna Ridge Shopping Center with Urban Mixed uses to infill the shopping center and area east to State Farm Boulevard.
- Preserve the green space behind the Rivanna Ridge shopping center and provide a pocket park at scenic spots, potentially along the western edge of the shopping center, along with a central green element.
- Make the neighborhood center a major pedestrian destination with sidewalk improvements, including a pedestrian crossing at Rolkin Road with sidewalks leading from adjacent residential areas into the shopping center.
- Improve pedestrian access and circulation from the Hickman/Abbey road office area and a stairway should be provided from the cul-de-sac at the end of Hickman Road to the shopping center.
- Establish blocks in the office area of Hickman/Abbey to improve the street grid.

### **State Farm /South Pantops Neighborhood**

The State Farm/South Pantops Neighborhood includes the undeveloped area at the corner of State Farm Boulevard and South Pantops Drive, on the west side of State Farm Blvd and adjacent to the State Farm offices and the future Martha Jefferson hospital site. Except for the State Farm Office, the area is largely undeveloped. The neighborhood is viewed as an area for infill with residential and commercial development.



The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- Provide Urban Mixed uses, which include live work units, additional offices or services to support employees in the neighborhood as well as residential use.
- A park located in the general area shown on the Framework Plan should be developed to serve as the focal point for this neighborhood.
- Locate additional civic/institutional uses in this neighborhood.
- Consider locating a fire station in this neighborhood.
- Provide residential uses that relate to the major adjacent employers.

## ***EMPLOYMENT NEIGHBORHOOD***

### **Peter Jefferson Place and Martha Jefferson Hospital**

This Plan recognizes that future development may occur under a by-right scenario that may be different than what is shown in the Plan. In the case of Peter Jefferson Place, a master development plan that includes the relocation of Martha Jefferson Hospital was approved in recent years. The Framework Plan reflects the long term vision for Pantops and recognizes development plans already underway. Should opportunities in the future arise for development to achieve that vision; the Framework Plan will provide the necessary guidance. The Peter Jefferson Place development includes approximately 240 acres of Peter Jefferson Place at the southeastern corner of Pantops, between Route 250, State Farm Boulevard, I-61 and the Rivanna River. Included in this development is the proposed Martha Jefferson Hospital. The neighborhood has an approved plan of development and serves as a major employment center.



The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- The Peter Jefferson Place development plan is suburban in character. Over time, it should become more urban in character by infilling undeveloped spaces that are not serving as amenities. This is not expected to occur in the near term or to jeopardize the office park's approved master plan in any way.
- Infill should preserve the environmental features of the site and landscape, along with the existing historic farmhouse along Worrell Drive and the Pantops Farm house.
- Retain the focal point for the Neighborhood as the public park component of the Martha Jefferson Hospital site.
- Allow for museum uses such as the Kluge-Ruhe Aboriginal Art museum and a potential wild life art museum at the Worrell house. If these uses are not continued or pursued, allow for employment mixed uses as long as they are compatible with the historic structures.
- As a comprehensive inventory of cultural, historic, and archeological sites is completed, develop a Pantops cultural center to learn about the area and also consider providing community meeting space.

## ***CORRIDORS***

### **RIVANNA RIVER CORRIDOR**

The Rivanna River Corridor includes both the river and land adjacent to the river along Free Bridge Lane, south of Darden Towe Park, and around the Pantops Shopping Center to River Bend. It is shown on the Framework Plan as an overlay to underlying land use recommendations to stress river-orientation and uses. Where there is no underlying land use designation for development and for the remainder of the corridor of the river through Pantops, a linear park and trails are in development. The Green Infrastructure Plan calls for several access points along the River and a trailhead (major

access point) as a feature of the linear park in and around the Free Bridge and Riverbend portions of the park.

### **Free Bridge Lane-Focal Point of River Corridor**

This area offers the best river walk possibilities along Free Bridge Lane adjacent to the Rivanna River and includes the properties between Free Bridge Lane and Route 20 North, south of a stream and Darden Towe Park. A redeveloped area would relate to the centers at Pantops Shopping Center, Darden Towe Park, and the City of Charlottesville; however, the Rivanna River is the intended focal point.

This area deserves a special designation because the property along the river is publicly owned and provides opportunities for an enhanced river park. Any future development in this area should be especially sensitive to river ecology.

Free Bridge Lane as a river walk may mean future limitations to vehicular access. The proposed Framework Plan calls for two land uses adjacent to the flood plain, Urban Mixed Use and Urban Density. This area would include the recreational focus of the River Corridor, with possible canoe rental and recreational opportunities.

### **Riverbend (Pantops Shopping Center) Mixed-Use Neighborhood with River Corridor**

This neighborhood surrounds the Route 20/Route 250 intersection and includes the Free Bridge area and Pantops Shopping Center down to Riverbend. The edges are formed by the Rivanna River, a stream running north of Rivers Edge office buildings, and the office developments along Spotnap Road to the east. This neighborhood also includes the majority of the Rivanna River Corridor designation of the Pantops Master Plan. The eastern edge of the neighborhood along Route 250 is less defined and connects with the Commercial Mixed Use Corridor on Route 250.

The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- Intensify use of the area with Urban Mixed Uses serving as a Core for the Pantops Development Area. It is expected that this area of Pantops would exhibit the greatest density and formal design as a Core center.
- The special River Corridor designation applies to the edges of this neighborhood.
- No intensification of development should take place along the southern portion of South Pantops Drive, past the trail connection shown on the Green Infrastructure Map.
- In conjunction with proposed transportation improvements, connect



High Street in the City of Charlottesville to Pantops through this general area. The interconnection should be provided through the northwest wing of the shopping center and should avoid buildings closest to Riverbend Drive.

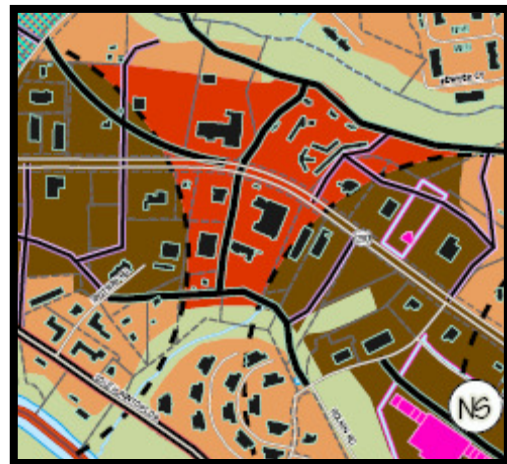
- Provide pedestrian/bike/transit improvements as a high priority.
- Study this area further for development of a design plan to accommodate a street connection into the City of Charlottesville, redevelopment of the area into an urban form, and enhancement of the river corridor.
- Preserve natural systems adjacent to the river while enhancing this area of Pantops with mixed use development including shops, cafes, and residential uses above.
- Frame and enhance views to the river.
- Provide access to the greenway through use of stairs and walkways where topography will allow.

### **Route 250 Corridor**

Between Rivanna Ridge and Pantops Shopping Center/River Bend, the Route 250 area currently functions as a corridor. Given the existing Highway Commercial zoning and established uses, this area was designated with a Commercial Mixed Use land use in the master plan. The existing commercial land use character of the area is not expected to change given its intensive zoning and recent development trends. The Plan expectation is that this area would remain predominantly commercial in character with some residential where compatible.

The Pantops Master Plan recommends the following for this neighborhood in Pantops:

- Add employment uses within the corridor as the land use designation offers the potential for other uses besides highway oriented uses. The recently approved Pantops Park, which includes redevelopment of the old Moore's site to office buildings and a bank, is a good example of those types of opportunities for this corridor.
- Create blocks, to the extent possible given the topography and natural features, so that buildings can be oriented towards internal roads.
- As opportunities arise for redevelopment of areas, the focus should be on a mixed-use form that emphasizes employment, and minimizes continued emphasis on retail, particularly large-scale car dealerships and highway oriented uses.





transition areas between neighborhoods, greenways, blueways, regional recreation, regional institutions, major land forms, and major roads.

The Transect should be considered during land use decisions in Pantops. A property's location in relationship to the designated Neighborhood Centers will be a factor in determining the level of intensity, density, and form of development that is recommended for the property. Properties located in or close to centers are recommended to develop at the upper end of the range of density and to have a higher FAR than properties located on the edges of neighborhoods, which are expected to develop at lower densities and FAR.