

Gander North Residential Development

Zoning Map Amendment - Application Narrative

07/17/2026



Introduction

Gander North Residential development (the “Project”) is a proposed residential community offering much-needed housing opportunities for Albemarle County citizens. The Project is proposed by United Land Corporation, which is affiliated with the (3) current property ownerships:

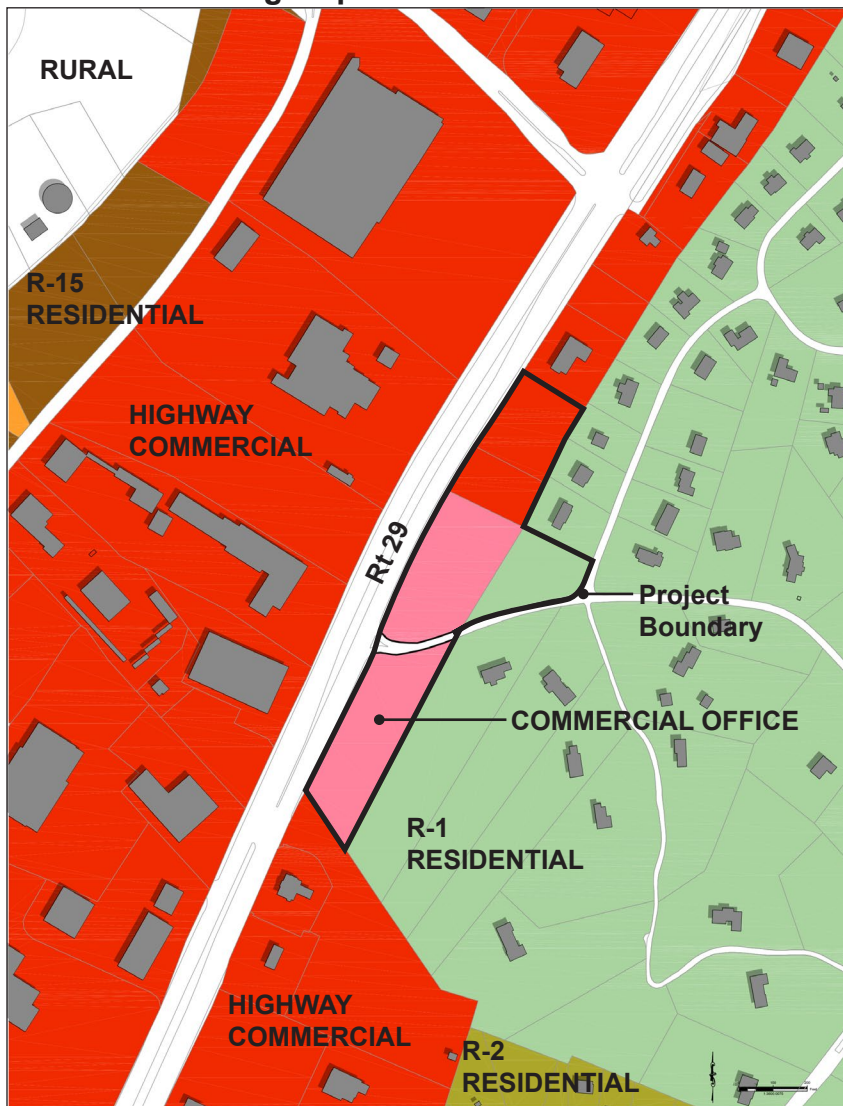
- Six Star Associates LLC (TMP45B1-087-1)
- Landshark LLC (TMP45B1-04-1)
- S-V Associates (TMP45B1-04-2D and TMP45B1-04-2C).

The applicant is a local land developer and has contributed greatly to the development of the Route 29 corridor, including the adjacent North Town Center, Briarwood (660 residential lots), Rivanna Station and portions of Hollymead Town Center.

Description of Proposed Project

The proposed zoning map amendment would rezone tax map parcels 045B1-08-00-00100, 045B1040000100, 045B10400002D0 and 045B10400002C0 (the “Property”), located in the Places29 Development Area, from Commercial Office and Highway Commercial to Planned Residential Development (“PRD”), to allow for the development of residential uses on the property. The parcels combine to make up the project site of approximately 7.92 acres.

FIGURE 1: Zoning Map



The Project proposes a minimum of 72 residential units and a maximum of 237 residential units. The Project also proposes amenities for the proposed residential units, which may include a pool, clubhouse, fitness center, outdoor recreation areas, tot lots, or other amenity areas. The Project’s Application Plan shows the location on the site where amenities are proposed.

The overall layout and location of proposed buildings in the Gander North residential development will attempt to mitigate any adverse visual impacts to neighboring properties and the Route 29 corridor. The project is designed to enhance the character of the surrounding area through the use of improvements to the Rt. 29 streetscape, preserved open space, and landscape buffer plantings.

Legend

	Highway Commercial
	Commercial Office
	R-15 Residential
	R-1 Residential
	R-2 Residential
	Rural

Conceptual Development Plans

Multiple conceptual development plans have been prepared as a way to explore potential residential densities and building form on the property. The concept plans and summaries are listed below.



This conceptual plan incorporates approximately 75 single family attached townhome units, resulting in a density of 9.4 units per acre.



This conceptual plan incorporates approximately 104 - two over two condo units, resulting in a density of 13.1 units per acre.



This conceptual plan incorporates approximately 150 multi-family residential units, resulting in a density of 18.9 units per acre.



This conceptual plan incorporates approximately 237 multi-family residential units, resulting in a density of 29.9 units per acre.

Consistency with the Comprehensive Plan

The Places29 Master Plan (the “Master Plan”) designates the Property for Commercial Mixed Use, Office/R&D/Flex/Light Industrial and a small portion as Neighborhood Density Residential. The Property is outlined on the Master Plan’s land use designation map shown below. While Neighborhood Density Residential consists of primarily single-family homes with a density of 3-6 units per acre, Commercial Mixed Use has the potential to integrate multi-family housing which would likely align more with the Urban Density Residential range of 6-34 units per acre. The Project aligns with the surrounding residential uses while maintaining a higher density than single-family residential that is better suited for frontage along the Rt 29 corridor, providing much needed housing within Albemarle County’s development area. The Project proposes a minimum density of 9 units per acre and a maximum density of 30 units per acre. The Project’s density supports Objective 4 of Chapter 8 (Development Areas) of the Comprehensive Plan, recommending the “[u]se [of] Development Areas land efficiently to prevent premature expansion of the Development Areas.”

FIGURE 2: Comprehensive Plan Land Use Map (2015)



The Property is located in Neighborhood 2 of the Places29 Master Plan. Neighborhood 2, which borders the Charlottesville city limits, is the second largest of the Northern Development Areas and is noted as being “more urbanized” meaning “that the majority of the land is developed and both the residential densities and the intensities of nonresidential uses are higher”.

Neighborhood 2 is predominantly comprised of residential uses, including multi-family, with the exception of a band of commercial uses along Rt 29. Neighborhood 2 is in close proximity to Neighborhood 1 which is primarily commercial use and is contrasted with Hollymead which is a slightly lower density of residential uses. Multi-family or single family attached housing residential units, such as this project proposes, would align with the overall character and intention of Neighborhood 2, especially considering this development area already contains many multi-family and senior housing complexes.



FIGURE 3:
Places 29 Master Plan
Development Areas Adjacent
to Project

There is also an existing restrictive covenant on the parcels TMP45B1-04-1, 45B1-04-2D, and 45B1-04-2C, limiting these properties for residential uses only. Even through the Albemarle County zoning and comprehensive plan contemplated the properties for commercial and Office/R&D/Flex/Light Industrial uses, the restrictive covenant, which was recorded in November 1958, creates a commercial restriction on these (3) properties. Between 1999 and 2002, the developer/property owner attempted to develop these (3) properties for a commercial use (Commercial offices). The owner/developer and their Architecture/design team worked with Carrsbrook to try and develop a commercial plan that would be acceptable to the neighborhood. After several years of engagement, a group of Carrsbrook residents filed a lawsuit against the developer and the ownership entity in April 2002. The lawsuit was filed to enforce the current Deed Restrictions on these (3) properties that prevented them from being developed for any non-residential use. The ownership’s defense of the lawsuit hinged on the belief that the zoning map changes enacted on the property in 1969 “changed the neighborhood” and this new county zoning map would supersede the Deed Restrictions. The case made it all the way to the Virginia Supreme Court, where the owner lost the court case. The Virginia Supreme Court upheld the deed restrictions that prohibited any form of commercial enterprise to be developed on the property. Therefore, the current zoning on these parcels is inconsistent with the allowable uses, due to the existing restrictive covenant.

Places 29 Design Guidelines; Overlay Districts

The Property is located on the U.S. Route 29 Entrance Corridor. The Applicant anticipates submitting supplemental materials to the Architectural Review Board for evaluation of the Project's potential impacts on the Entrance Corridor and conformity with the Places29 Master Plan Entrance Corridor Design Guidelines. A portion of the Property lies within the Steep Slopes Overlay District, Preserved Slopes Overlay District, as well as within the Entrance Corridor Overlay District. (EC). None of the preserved steep slopes are proposed to be disturbed.

Places 29 Frontage Condition

The Master Plan notes that the character of Neighborhood 2 includes frontage on Rt 29. A minimum of an 18' streetscape/no development zone is proposed along Rt 29 for this project. The proposed streetscape improvements will include a planting strip with street trees and a multi-use path, improving multi-modal transportation options along the corridor. VDOT will be acquiring the necessary right of way to construct the shared use path project heading north from Carrsbrook Drive. The developer will construct the shared use path frontage between Carrsbrook Drive and Gander Drive, matching the dimensions of the VDOT project. The proposed frontage distances of the residential units would align with the urban character for this segment of the corridor, placing the buildings in closer proximity to Rt. 29.

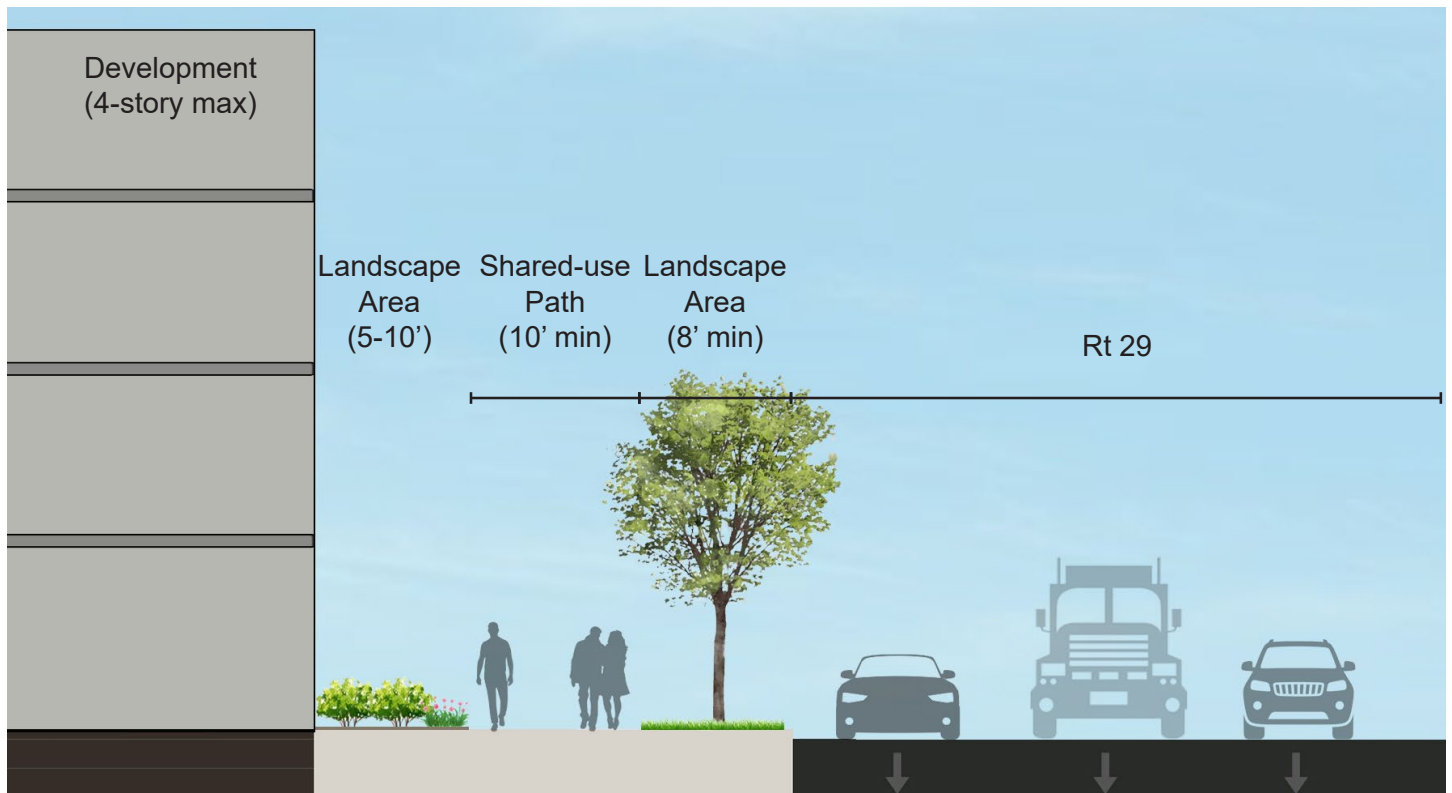


FIGURE 4: Rt 29 Streetscape Section

Scale: NTS

Impacts on Public Facilities & Public Infrastructure

The Project has no negative impact on public facilities and public infrastructure. Public water and sewer are available in the immediate vicinity with no concerns regarding available capacity. This project is anticipating extending the existing sanitary sewer along Route 29 to serve these properties. The development will also provide utility easements to ACSA that could extend the sanitary sewer to the adjoining Carrsbrook neighborhood, which is currently utilizing septic fields within the development.

The Project offers significant improvements to the existing pedestrian infrastructure. The Project will include sidewalks internal to the site that would provide a continuous pedestrian way to the Route 29 corridor. The Project also provides improvements to the Route 29 streetscape on the southern parcel in the form of a minimum 10' wide shared use path and minimum 8' buffer with street trees between this path and Route 29, as depicted in Figure 4 on the previous page. An additional shared use path will be constructed on the northern side of Carrsbrook Drive as well with a minimum 10' wide shared use path and minimum 8' buffer with street trees, see Figure 5 below.

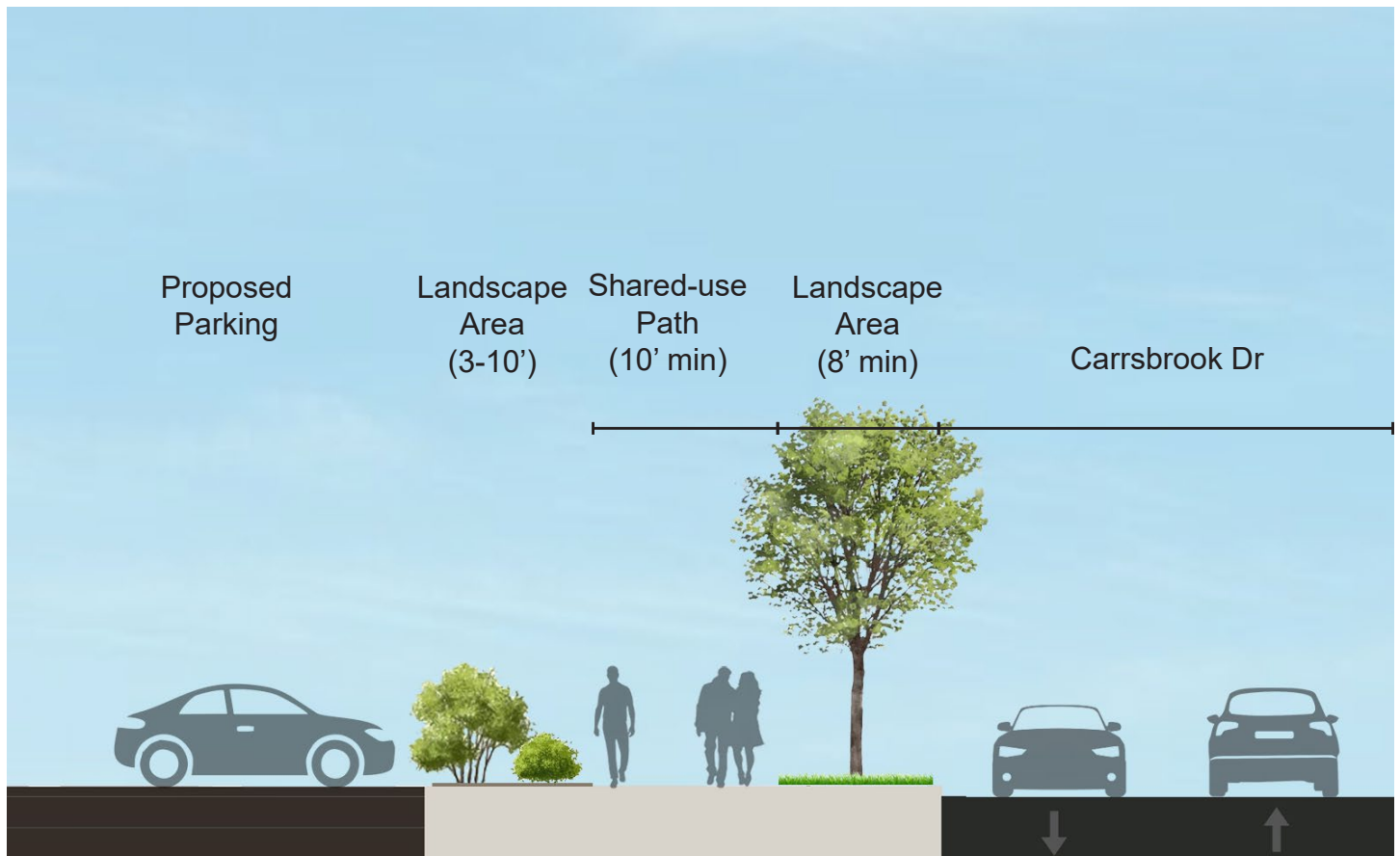


FIGURE 5: Carrsbrook Dr Streetscape Section

Scale: NTS

Per the attached Traffic Capacity Analysis, under 2030 conditions, the intersection of U.S. 29 (Seminole Trail) at Hilton Heights Road is projected to operate at LOS C during AM and PM peak hours. The site trips are expected to increase total approach volume by only 1%, intersection delay is expected to increase by just 0.5 sec in AM peak hour and 0.3 sec in PM peak hour. Lastly, the queues in the U.S. 29 northbound U-turn / left-turn lanes are expected to increase slightly with the proposed multifamily trips, but still be contained within the existing storage. The conclusion is that no improvements are warranted at this intersection at build-out of the proposed neighborhood.

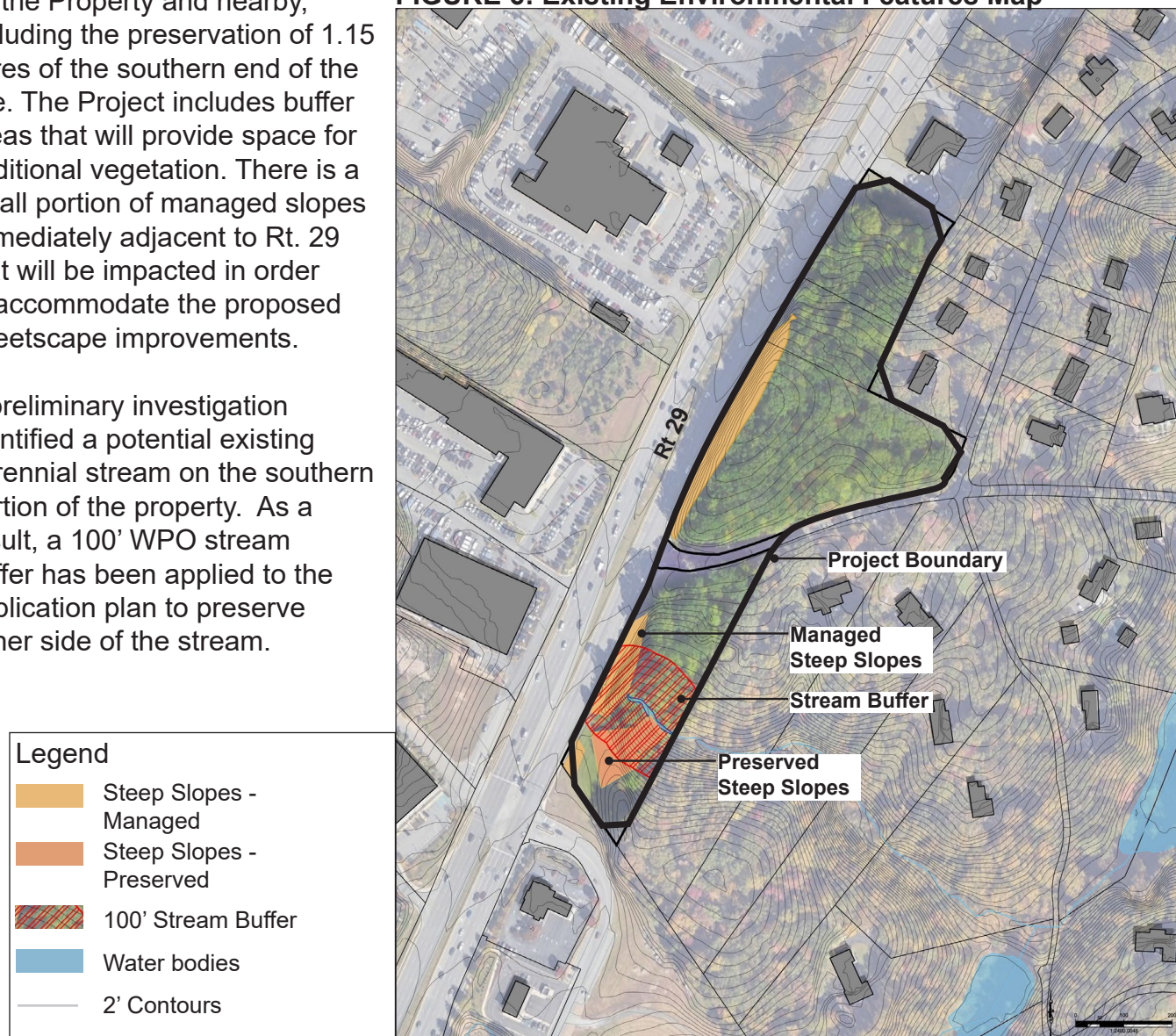
An additional traffic analysis, above the requirements by Albemarle County and VDOT (which were identified in the VDOT scoping meeting), has been performed within the Carrsbrook neighborhood. See attached analysis for both the required VDOT/Albemarle Traffic Analysis and the additional Carrsbrook Traffic Analysis.

Impacts on Environmental Features

The Project is carefully designed to avoid encroachment or other impacts to the preserved slopes on the Property and nearby, including the preservation of 1.15 acres of the southern end of the site. The Project includes buffer areas that will provide space for additional vegetation. There is a small portion of managed slopes immediately adjacent to Rt. 29 that will be impacted in order to accommodate the proposed streetscape improvements.

A preliminary investigation identified a potential existing perennial stream on the southern portion of the property. As a result, a 100' WPO stream buffer has been applied to the application plan to preserve either side of the stream.

FIGURE 6: Existing Environmental Features Map



Impacts of the Proposed Development

Parks: The Project contains a variety of recreational and other amenities for the use and benefit of the residents of the Project, several of which are shown on the Application Plan. While the specific details of the amenities have not yet been decided, the Application Plan shows that the Project may include an outdoor swimming pool and passive outdoor recreational areas as well as a proposed fitness center/clubhouse not depicted in the plan.

Additionally, the proposed shared use path along Route 29 and Carrsbrook Drive will provide multi-modal connections, further enhancing the existing and planned network in this area of the county.

Fire & Rescue: The Project layout has been carefully designed to meet the standards for emergency vehicle access, and other fire and rescue standards. The Albemarle County Rescue and Fire Station located Berkmar Drive, a relatively short distance from the Project, provides fire protection and primary emergency medical response services to the surrounding area. Given the proximity of the existing County Rescue and Fire Station at Berkmar Drive, adequate Fire/Rescue response should be available.

Schools: Students living in Gander North residential development would be located within the current school districts for Woodbrook Elementary School, Journey Middle School, and Albemarle High School. Based on the Albemarle County Schools Capacity vs. Enrollment Projections, Journey is under capacity, Woodbrook is hovering around capacity and Albemarle High School is over capacity.

Utilizing the County school division's multiplier index, the Project would purportedly result in an estimate of 32 students across elementary, middle and high school if developed as multi-family residential units. If the property were to be developed as single family attached townhomes or 2 over 2 condominium units, the Project would purportedly result in an estimate of 22 students.

Official Calculator

Type of Dwelling Unit		Elementary	Middle	High	Total
Townhome	(75 units)	0.15 (*12)	0.06 (*5)	0.08 (*6)	0.29 (*22)
2over2	(104 units)	0.12 (*13)	0.03 (*4)	0.05 (*6)	0.21 (*22)
Multifamily	(150 units)	0.12 (*18)	0.03 (*5)	0.05 (*8)	0.21 (*32)
Age Restricted	(237 Units)	N/A	N/A	N/A	N/A

**Number of School Children Anticipated*

The County currently has a new High School Center under construction adjacent to Albemarle High School. Additionally, a new elementary school in the northern feeder pattern has been identified in the CIP.

Affordable Housing: Affordable housing is an important feature of the Gander North residential development. The Application Plan contains a note providing that 20% of the residential units shall be affordable and shall meet the current Albemarle County housing requirements. The affordable residential units provided with the development may either be for sale units based on 80% AMI or for rent units based on 60% AMI. This is a strength of the project that furthers the County's affordable housing goals identified in the adopted Housing Albemarle plan.

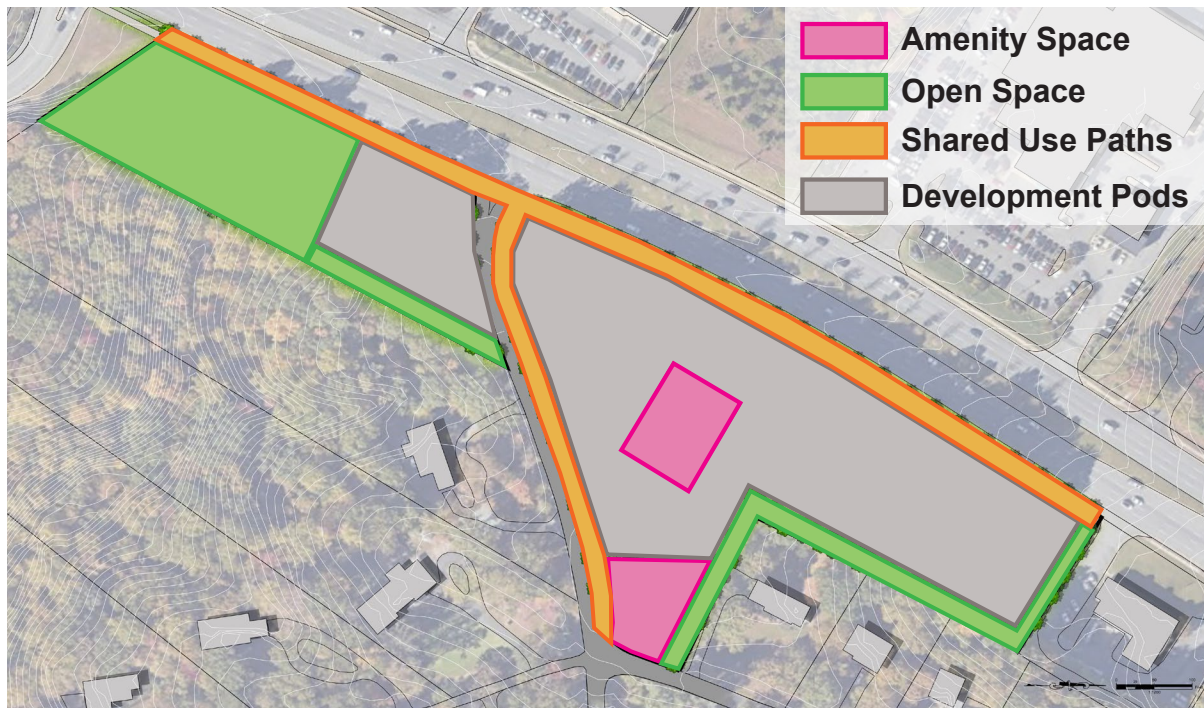
Open Space: At least 25% of the Project site shall be Open Space, as noted on the Application Plan. This includes a combination of buffer areas, amenities, and preserved slope areas.

Historic Resources: The Applicant has not identified any historic or cultural resources on or adjacent to the Project in Virginia's Department of Historic Resources database. This will be confirmed during Final Site Plan.

Zoning Ordinance Requirements

The Project is designed to comply with the requirements of the Zoning Ordinance that apply to the Planned Residential Development district and to planned development districts generally.

FIGURE 7: Open Space & Amenities



Open Space and Recreational Uses: Gander North residential development will offer residents common open space with a host of amenities, that may include a swimming pool, outdoor recreation areas, and a small pocket park. The proposed offerings exceed the minimum requirements in the Planned Residential Development district and the exact recreational amenities will be determined with the final site plan.

One of the purposes of the PRD district is to provide an “improved level of amenities.” Section 19.1. The Zoning Ordinance implements this objective through the requirement that at least 25% of the residential area of the Project be reserved for common open space (which may include green space, noncommercial recreational uses, and other uses set forth in Section 4.7(b) of the Zoning Ordinance). Through this requirement, a PRD project features an “improved” level of amenities when compared to other residential development projects, which only need to satisfy the recreational amenity requirement discussed in the following paragraph. The project proposes a total of 2.8 acres of total open space, including 0.62 acres as active recreation space. Total open space amounts to over 35% of the total Project area, meeting the minimum requirement of 25%.

Like many residential development projects, PRD communities must meet the recreational area requirements under Section 4.16 of the Zoning Ordinance. Specifically, a residential project must provide recreational space amounting to 200 square feet per unit, or five percent of the gross site area, whichever is less. If the maximum number of units (237) were constructed, the per unit calculation would require a minimum recreation space of 1.088 acres. This amount would exceed 5 percent of the gross site area, which equals 0.39 acres. Gander North exceeds the minimum recreational space requirement of 5%, proposing a total of 0.62 acres of recreational space or 7.8% of the total site area. This amount is more than the minimum recreational space required for the Project under Section 4.16.1.

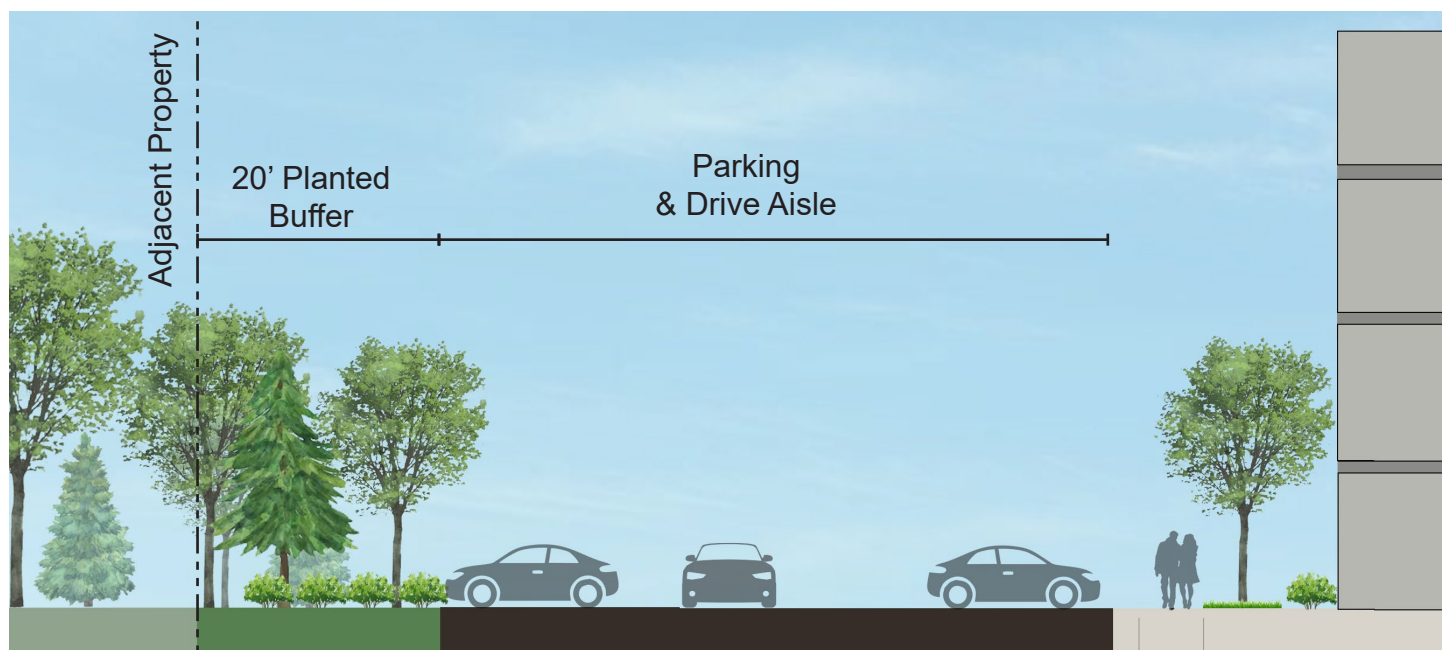


FIGURE 8: 20' Planted Buffer

Scale: NTS

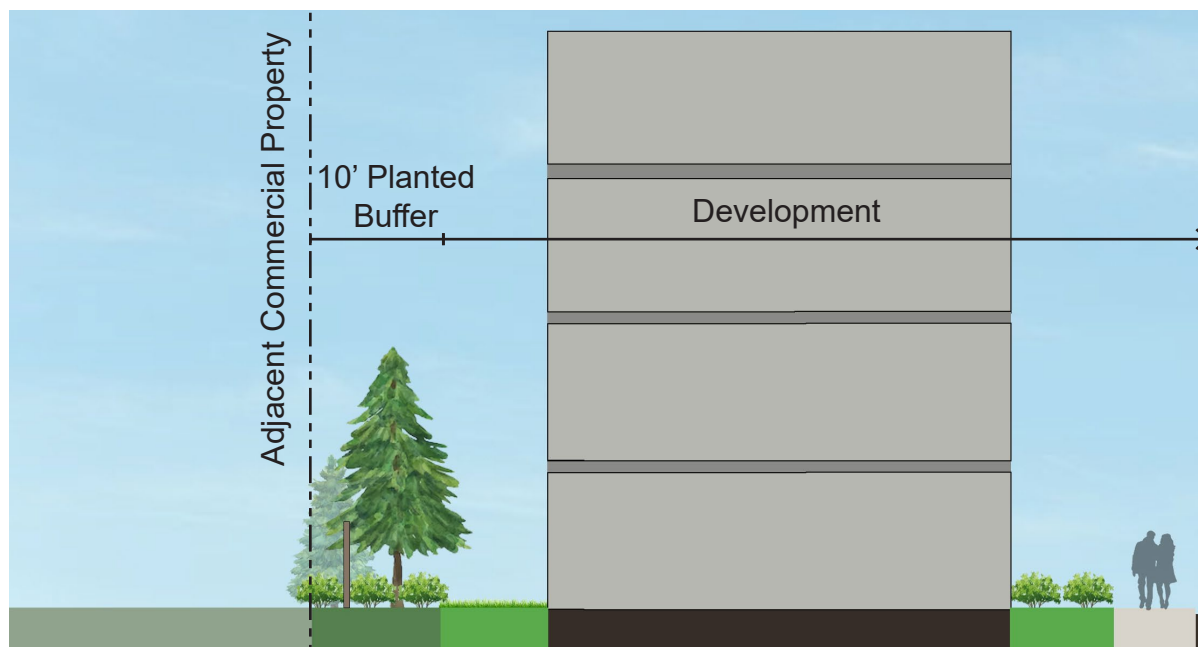


FIGURE 9: 10' Planted Buffer

Scale: NTS

Consistency with the Neighborhood Model Principles

The proposed project is consistent with the applicable Neighborhood Model Principles as follows:

Pedestrian Orientation. The Project will contain a network of interior sidewalks. Connecting to this pedestrian network will provide residents with pedestrian access to adjoining neighborhoods and commercial retail on Rt 29. The Project also includes a shared use path with a minimum 10' width along the Route 29 corridor and Carrsbrook Dr.

Mixture of Uses. The Project proposes only residential uses, but the surrounding area provides a wide variety of uses with the Rt. 29 corridor primarily established as a commercial corridor. There are multiple commercial shopping centers surrounding the property and single family homes located to the rear of the project within the Carrsbrook neighborhood.

As shown by the future land use map in the Places29 Master Plan, the Property is designated for commercial mixed use due to its location on Route 29. While the adjacent properties on 29 are primarily commercial, this multifamily development would provide the higher density housing that the corridor is currently lacking. This proposed higher density residential development would help support the existing and future commercial along the corridor.

Mixture of Housing Types and Affordability. The current use of the Property is vacant/open space. The Project allows for single family attached and multi-family housing types. In addition, the Project contains an affordable housing component. When considered in the context for the large number of single-family residences nearby in Carrsbrook and other nearby neighborhoods, this principle is met by providing a housing type that does not currently existing in the immediate area.

Interconnected Streets and Transportation Networks. As shown on the Application Plan, a primary travel way is provided on each development area divided by Carrsbrook Dr. The primary travel way, flanked by parking, is designed to handle emergency vehicle access with turnarounds provided at any dead ends and an emergency access connection to the adjacent northern parcel. The Project seeks to safely separate pedestrian, bike and vehicular uses through its proposed road design and shared use paths fronting Route 29 and Carrsbrook Dr.

Multi-Modal Transportation Opportunities. The proposal incorporates pedestrian sidewalks throughout and a multi-use path along Route 29 as well as Carrsbrook Drive, connecting to the existing and planned sidewalk systems.

The Property has public transit within the vicinity of the development, and the pedestrian multi-use pathway along Route 29 helps connect the residents of this development and surrounding developments to the existing transit infrastructure.

Parks, Recreational Amenities and Open Space. The Project proposes common recreational areas and other amenities for residents, that may include an outdoor swimming pool and a fitness center. The Applicant's proposed amenities exceed the minimum requirements of the PRD zoning district. The Project is proposed to have planted buffers where adjacent to single-family properties as seen in the section on the following page. The proposed multi-use path along Rt. 29 and Carrsbrook Drive will provide additional connectivity for the County's planned network of trails, sidewalks, and bike paths.

Buildings and Spaces of Human Scale. The Project proposes multiple buildings with articulated designs meant to break up “massing” and support the principle of buildings of human scale. The maximum height of 4 stories for the proposed buildings is consistent with the recommendations of the Places29 Master Plan and will reinforce the concept of higher intensities along Rt. 29 gradually stepping down to the 2-3 story single family homes in the neighborhood behind. A waiver is requested for the setback requirement of buildings greater than 3 stories in order to reach recommended densities on the site.

Relegated Parking. The Project proposes buildings front along Rt. 29 with parking relegated behind the buildings. Landscape buffers equal to 20’ will be used to screen the parking from the adjacent residential lots (Fig 8). An additional 10’ buffer is proposed at the northern end of the property (Fig 9).

Redevelopment. This application involves a redevelopment of the Property of a type that is expressly recommended by the Places29 Master Plan.

Respecting Terrain and Careful Grading and Re-grading. Some grading will need to occur on the Property during construction. The Application Plan accounts for managed or preserved slopes on the Property. The Applicant will obtain all required permits and approvals that may be needed to conduct grading on the Property. The Application Plan shows that the preserved slopes located within the Project will not be disturbed during construction, and that improvements have been carefully sited to preserve those areas.

Clear Boundaries with the Rural Area. Not applicable. There are no adjacent rural areas.