

MEMORANDUM

To: Carrsbrook Homeowners Association

From: Devin E. Simpson, P.E.
Kimley-Horn and Associates, Inc.

Date: October 7, 2026

Subject: Carrsbrook Drive – Commercial Driveway Sight Distance Assessment

Overview

Kimley-Horn was retained to perform an independent sight distance assessment of a commercial driveway proposed to be located on the north side of Carrsbrook Drive, approximately 400-feet east of Route 29 (Seminole Trail). The purpose of this memorandum is to evaluate sight distance of the proposed commercial driveway with consideration toward vehicle speeds as well as the vertical and horizontal curvature of the roadway.

This desktop assessment found that observed 85th percentile speeds on Carrsbrook Drive—33 mph westbound and 34 mph eastbound—exceed the posted 25 mph speed limit. ***Although the proposed commercial driveway appears to provide adequate horizontal sight distance looking west, vertical roadway curvature appears to limit sight distance looking east for both left- and right-turning vehicles at the posted and 85th percentile speeds.***

Existing Conditions

Carrsbrook Drive is a two-lane, undivided roadway with a posted speed limit of 25 mph. The roadway serves as an east-west connection between Route 29 and Huntington Road, which primarily services single-family residential homes. Based on VDOT data, Carrsbrook Drive is classified as a Major Collector that carries approximately 1,900 vehicles per day. The project location is shown in **Figure 1**.

On September 2, 2026, daily traffic volumes were collected over a 24-hour period to capture daily traffic volumes, vehicle classifications, and vehicle speeds. This data was collected independently by Data Collection Group and within the approximate location of the proposed driveway, approximately 225-feet west of Indian Spring Road. Based on this data, the current daily traffic volume was observed to be 2,017 vehicles per day and the 85th percentile speed was 33 mph in the westbound direction and 34 mph in the eastbound direction. Traffic speeds were also collected just east of Indian Spring Road and reflected similar 85th percentile speeds at 34 mph in westbound direction and 35 mph in the eastbound direction. This redundancy indicates that 85th percentile along Carrsbrook Drive is consistently above the posted speed limit and is a reasonable speed to use as the basis for determining the required intersection sight distance. The traffic data is provided in **Attachment A**.



Figure 1. Project Location and Proposed Commercial Driveway

Sight Distance Assessment

Methodology

A desktop-level sight distance assessment was performed for the proposed commercial driveway to at the posted speed limit of 25 mph and observed 85th percentile speeds. This assessment of horizontal and vertical sight distance is based on aerial imagery and elevation profiles obtained from Google Earth. No field review was performed as part of this assessment.

The purpose of intersection sight distance (ISD) requirements is to permit a vehicle stopped on a minor road, such as the commercial driveway, to cross the major road safely or merge safely in the case of turns. Sight distance calculations are based on VDOT's Road Design Manual¹, which utilizes intersection sight distances from the American Association of State Highway and Transportation Officials (AASHTO)'s *A Policy on Geometric Design of Highways and Streets*, 2018 (commonly known as the "AASHTO Green Book").

Intersection Sight Distance

Since Carrsbrook Drive is a two-lane, undivided roadway the sight distance requirement for left- and right- turning movements is equivalent. However, for sight distances calculated using 85th percentile speeds, these were calculated separately for left- and right-turning traffic as each direction had a different 85th percentile speed. These intersection sight distances apply to lines of sight both horizontally and vertically. The intersection sight distance requirements are shown in **Table 1**. **Figures 2** and **3** depict these intersection sight distance triangles at the project location.

¹ [VDOT Road Design Manual, Appendix F: Access Management Design Standards for Entrances and Intersections, Page F-53.](#)

Table 1. Intersection Sight Distance at Posted and 85th Percentile Speeds

Speed Category	Speed	Intersection Sight Distance ²	
		Looking Right or West for Left-Turning Vehicles	Looking Left or East for Left- and Right- Turning Vehicles
Posted Speed	25 mph	280-feet	280-feet
85 th Percentile Speed (Eastbound)	34 mph	379-feet	
85 th Percentile Speed (Westbound)	33 mph		368-feet



Figure 2. Intersection Sight Distance Triangles for Proposed Commercial Driveway at 25 mph
(Looking Left / Yellow = 280-feet, Looking Right / Red = 280-feet)³



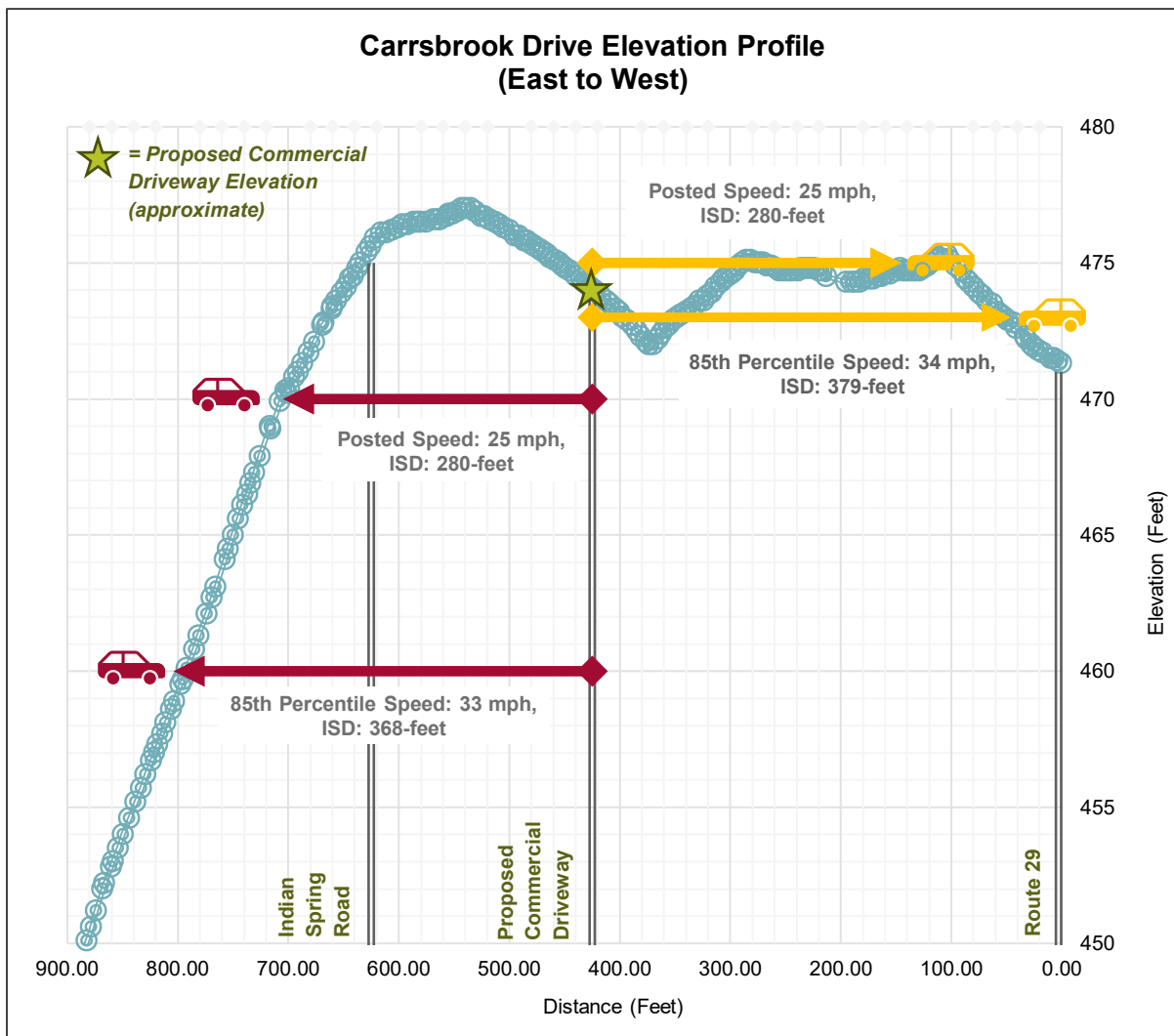
Figure 3. Intersection Sight Distance Triangles for Proposed Commercial Driveway at 35 mph
(Looking Right / Yellow = 379-feet, Looking Left / Red = 368-feet)³

² Intersection sight distances for 85th percentile speeds were interpolated using values from a 25 mph and 35 mph speed.

³ Intersection sight distance triangle is measured from 14.5-feet behind the edge of travel way as directed in the VDOT Road Design Manual and AASHTO Green Book.

Impacts of Vertical Curvature

Carrsbrook Drive within the vicinity of the project location has variances in the vertical curvature, or grade, of the roadway. While vertical sight lines cannot be fully assessed as part of this desktop review, elevations were obtained from Google Earth to understand the potential impact that existing grades may have on intersection sight distance. Additionally, the proposed commercial entrance elevations are not known, and could be higher or lower than the existing edge of pavement, which would impact actual intersection sight distance. The elevation profile is shown in **Figure 4**. Based on this preliminary assessment, vertical sight lines for looking to the right or west, known as sight distance right (SDR), appear to be adequate. However, vertical sight lines for left- and right-turning vehicles, looking to the left or east—known as sight distance left (SDL)—appears inadequate at the posted and 85th percentile speed due to the vertical curvature of the roadway.



Conclusion

Based on this limited sight distance assessment, it is recommended that further consideration be given to the appropriateness of the proposed commercial driveway location as meeting intersection sight distance requirements is important for the safety of the traveling public. Where currently located, the driveway appears to meet intersection distance requirements at the posted speed limit of 25 mph for horizontal sight lines and vertical sight lines only when looking west. ***However, intersection sight distance for right-turning and left-turning traffic looking left or east prior to turning appears inadequate at 25 mph and the 85th percentile speed based on the vertical curvature of the roadway.***

Attachment A: Traffic Data Collection (Volumes, Classification, and Speed)

Latitude: 0.000000
Longitude: 0.000000

	Percentile	15th	50th	85th	95th
	Speed	25	29	33	36
Mean Speed (Average)		30.8			
10 MPH Pace Speed		26-35			
Number in Pace		901			
Percent in Pace		80.0%			
Number > 25 MPH		1043			
Percent > 25 MPH		91.3%			

[illegible]

Site Code: 1
Station ID:
Location 1: Carrsbrook Dr bw Rte 29 and Indian Spring Rd
Location 2: approximately 225' west of Indian Spring Rd
Location 3:
Location 4:
Direction: EB

Comment 1:
Comment 2:
Comment 3:
Comment 4:

Latitude: 0.000000
Longitude: 0.000000

9/2/2026	0 - 15	> 15 -	> 20 -	> 25 -	> 30 -	> 35 -	> 40 -	> 45 -	> 50 -	> 55 -	> 60 -	> 65 -	> 70	Total
Time	MPH	20 MPH	25 MPH	30 MPH	35 MPH	40 MPH	45 MPH	50 MPH	55 MPH	60 MPH	65 MPH	70 MPH	MPH	
12:00 AM	0	0	0	0	1	0	0	0	0	0	0	0	0	1
1:00	0	0	0	1	0	0	0	0	0	0	0	0	0	1
2:00	0	0	2	0	1	0	0	0	0	0	0	0	0	3
3:00	0	0	0	0	1	0	0	0	0	0	0	0	0	1
4:00	0	0	0	1	2	0	0	0	0	0	0	0	0	3
5:00	0	1	1	3	3	2	1	0	0	0	0	0	0	11
6:00	1	0	0	7	12	8	0	0	0	0	0	0	0	28
7:00	1	2	10	25	27	12	1	1	0	0	0	0	0	79
8:00	0	0	5	35	47	13	1	0	0	0	0	0	0	101
9:00	0	0	6	20	34	6	0	0	0	0	0	0	0	66
10:00	0	0	6	22	29	13	0	0	0	0	0	0	0	70
11:00	0	0	5	16	30	9	0	0	0	0	0	0	0	60
12:00 PM	0	0	8	27	43	5	6	0	0	0	0	0	0	89
1:00	1	0	4	20	28	10	0	0	0	0	0	0	0	63
2:00	0	0	4	20	26	8	2	0	0	0	0	0	0	60
3:00	1	1	6	29	25	13	0	0	0	0	0	0	0	75
4:00	0	0	13	40	36	9	1	1	0	0	0	0	0	100
5:00	0	1	2	26	40	9	2	0	0	0	0	0	0	80
6:00	0	1	8	16	25	10	0	0	0	0	0	0	0	60
7:00	0	1	7	13	17	6	2	0	0	0	0	0	0	46
8:00	0	0	2	14	9	6	0	0	0	0	0	0	0	31
9:00	0	0	1	3	5	4	0	0	0	0	0	0	0	13
10:00	0	0	0	2	3	2	0	0	0	0	0	0	0	7
11:00	0	0	0	2	1	0	0	0	0	0	0	0	0	3
Total	4	7	90	342	445	145	16	2	0	0	0	0	0	1051

Percentile Speed
15th 25
50th 30
85th 34
95th 37

Mean Speed (Average) 31.2
10 MPH Pace Speed 26-35
Number in Pace 779
Percent in Pace 75.0%
Number > 25 MPH 950
Percent > 25 MPH 90.4%

Grand Total	4	7	90	342	445	145	16	2	0	0	0	0	0	1051
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Stats
Percentile Speed
15th 25
50th 30
85th 34
95th 37

Mean Speed (Average) 31.2
10 MPH Pace Speed 26-35
Number in Pace 784
Percent in Pace 75.0%
Number > 25 MPH 950
Percent > 25 MPH 90.4%

Site Code: 2
 Station ID:
 Location 1: Carrsbrook Dr
 Location 2: just east of Indian Spring Rd
 Location 3:
 Location 4:
 Direction: EB

Comment 1:
 Comment 2:
 Comment 3:
 Comment 4:
 Latitude: 0.000000
 Longitude: 0.000000

9/2/2026	0 - 15	> 15 -	> 20 -	> 25 -	> 30 -	> 35 -	> 40 -	> 45 -	> 50 -	> 55 -	> 60 -	> 65 -	> 70	Total
Time	MPH	20 MPH	25 MPH	30 MPH	35 MPH	40 MPH	45 MPH	50 MPH	55 MPH	60 MPH	65 MPH	70 MPH	MPH	
12:00 AM	0	0	0	0	1	0	0	0	0	0	0	0	0	1
1:00	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2:00	0	0	0	0	1	0	0	0	0	0	0	0	0	1
3:00	0	0	0	0	1	0	0	0	0	0	0	0	0	1
4:00	0	0	0	0	2	0	0	0	0	0	0	0	0	2
5:00	0	0	1	3	1	2	0	1	0	0	0	0	0	8
6:00	0	0	2	7	8	6	0	0	0	0	0	0	0	23
7:00	0	0	7	15	25	12	2	1	0	0	0	0	0	62
8:00	1	1	7	27	40	15	3	0	0	0	0	0	0	94
9:00	0	1	3	22	23	2	2	0	0	0	0	0	0	53
10:00	0	0	10	25	22	8	2	0	0	0	0	0	0	67
11:00	0	1	4	18	19	10	2	0	0	0	0	0	0	54
12:00 PM	1	3	11	28	27	8	2	0	0	0	0	0	0	80
1:00	0	0	4	25	22	6	1	0	0	0	0	0	0	58
2:00	0	1	9	17	18	5	1	0	0	0	0	0	0	51
3:00	2	1	22	24	16	7	0	0	0	0	0	0	0	72
4:00	1	6	19	27	28	10	3	0	0	0	0	0	0	94
5:00	1	1	5	28	33	9	4	0	0	0	0	0	0	81
6:00	1	1	7	24	17	8	2	0	0	0	0	0	0	60
7:00	0	0	5	12	11	8	4	0	0	0	0	0	0	40
8:00	0	1	7	12	9	4	1	0	0	0	0	0	0	34
9:00	0	1	2	7	5	1	1	0	0	0	0	0	0	17
10:00	0	0	0	2	2	2	0	0	0	0	0	0	0	6
11:00	0	0	1	1	2	0	0	0	0	0	0	0	0	4
Total	7	18	126	324	333	123	30	2	0	0	0	0	0	963
			Percentile	15th	50th	85th	95th							
			Speed	24	29	35	38							
			Mean Speed (Average)	30.5										
			10 MPH Pace Speed	26-35										
			Number in Pace	650										
			Percent in Pace	68.0%										
			Number > 25 MPH	812										
			Percent > 25 MPH	84.3%										
Grand Total	7	18	126	324	333	123	30	2	0	0	0	0	0	963
Stats			Percentile	15th	50th	85th	95th							
			Speed	24	29	35	38							
			Mean Speed (Average)	30.5										
			10 MPH Pace Speed	26-35										
			Number in Pace	654										
			Percent in Pace	68.0%										
			Number > 25 MPH	812										
			Percent > 25 MPH	84.3%										

Site Code: 2
Station ID:
Location 1: Carrsbrook Dr
Location 2: just east of Indian Spring Rd
Location 3:
Location 4:
Direction: WB

Comment 1:
Comment 2:
Comment 3:
Comment 4:
Latitude: 0.000000
Longitude: 0.000000

9/2/2026	0 - 15	> 15 -	> 20 -	> 25 -	> 30 -	> 35 -	> 40 -	> 45 -	> 50 -	> 55 -	> 60 -	> 65 -	> 70	Total
Time	MPH	20 MPH	25 MPH	30 MPH	35 MPH	40 MPH	45 MPH	50 MPH	55 MPH	60 MPH	65 MPH	70 MPH	MPH	
12:00 AM	0	0	0	1	2	0	1	0	0	0	0	0	0	4
1:00	0	0	0	0	1	1	0	0	0	0	0	0	0	2
2:00	0	0	0	0	1	0	0	0	0	0	0	0	0	1
3:00	0	0	0	0	0	0	0	0	0	0	0	0	0	0
4:00	0	0	0	0	1	0	0	0	0	0	0	0	0	1
5:00	0	0	0	3	0	0	0	0	0	0	0	0	0	3
6:00	0	0	2	3	4	1	0	0	0	0	0	0	0	10
7:00	0	0	2	10	21	5	1	0	0	0	0	0	0	39
8:00	0	0	7	17	24	8	0	0	0	0	0	0	0	56
9:00	0	0	4	22	24	7	1	0	0	0	0	0	0	58
10:00	0	0	2	23	28	6	3	0	0	0	0	0	0	62
11:00	0	0	1	17	30	8	1	0	0	0	0	0	0	57
12:00 PM	0	1	8	19	29	5	2	0	0	0	0	0	0	64
1:00	0	0	2	18	38	10	0	0	0	0	0	0	0	68
2:00	0	0	6	31	21	15	2	0	0	0	0	0	0	75
3:00	1	0	6	23	42	13	1	0	0	0	0	0	0	86
4:00	1	1	2	34	49	8	2	0	0	0	0	0	0	97
5:00	0	1	6	39	38	18	1	1	0	0	0	0	0	104
6:00	0	0	3	37	53	19	3	0	0	0	0	0	0	115
7:00	0	1	2	12	22	7	6	1	0	0	0	0	0	51
8:00	0	0	2	14	27	10	0	0	0	0	0	0	0	53
9:00	0	0	0	6	20	4	0	0	0	0	0	0	0	30
10:00	0	0	1	7	0	0	0	0	0	0	0	0	0	8
11:00	0	0	2	4	1	2	1	0	0	0	0	0	0	10
Total	2	4	58	340	476	147	25	2	0	0	0	0	0	1054

Percentile Speed 15th 50th 85th 95th
26 30 34 37

Mean Speed (Average) 31.7
10 MPH Pace Speed 26-35
Number in Pace 804
Percent in Pace 78.0%
Number > 25 MPH 990
Percent > 25 MPH 93.9%

Grand Total	2	4	58	340	476	147	25	2	0	0	0	0	0	1054
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Stats Percentile 15th 50th 85th 95th
Speed 26 30 34 37

Mean Speed (Average) 31.7
10 MPH Pace Speed 26-35
Number in Pace 811
Percent in Pace 78.0%
Number > 25 MPH 990
Percent > 25 MPH 93.9%

Gander North Residential Development

Zoning & VDOT Compliance Gap Report — ZMA-2025-00013

Prepared for

Subject property

East side of US 29 (Seminole Trail) & both sides of Carrsbrook Drive,
Albemarle County, VA. TMPs 045B1-08-00-00100, 045B1-04-00-00100,
045B1-04-00-002D0, 045B1-04-00-002C0 (~7.92 acres)

Applicant / Engineer

United Land Corporation / Collins Engineering; traffic by Gorove Slade

Report basis

4th Submission narrative & exhibits (7/20/2026); Traffic Analysis; Albemarle County
Second Review Comment Letter (rev. 3/19/2026) with attached VDOT letter
(3/5/2026)

Executive Summary

The 4th submission (July 2026) narrative and illustrative plans continue to show three unresolved or newly reintroduced compliance gaps that Albemarle County has already flagged in its own review letter,³ plus additional variances identified through direct comparison against Zoning Ordinance § 32.7.9.7¹ and the VDOT Road Design Manual, Appendix F.² None of these appear resolved in the documents provided; several require either a redesign, a formal VDOT design waiver, or Planning Commission / Board of Supervisors action before this project could proceed to permit issuance.

#	Issue	Standard	Proposal	Status
1	Perimeter buffer depth	20' min. (§ 32.7.9.7(d)) where parking is screened from residential	10' shown on part of the perimeter	Verify
2	Entrance sight distance, north Carrsbrook entrance	VDOT Table 2-5 / Appendix F	County/VDOT say sight distance is inadequate; applicant relies on non-standard speed basis	Open
3	Shared-use path width on Carrsbrook Dr	Match US 29 SUP + 23.0' min. bench width (County Engineering)	Not yet documented; stated ranges fall short of minimum	Open
4	Open space / amenity acreage consistency	Internal consistency + 25% min. (§ 19.1 / Application Plan)	Sheet-to-sheet mismatches previously found by county	Verify

#	Issue	Standard	Proposal	Status
5	Stream / WPO buffer determination	100' perennial stream buffer if confirmed	Applicant applied 100' buffer; formal county determination outstanding	Open
6	Full vehicular interconnection (Neighborhood Model)	County finding: "not met"	Emergency-access-only connection to TMP 45B1-05-0A-14	Open

Documents reviewed: Narrative — Gander North ZMA, 4th Submission (Collins Engineering, 7/20/2026);⁴ Illustrative Plan Exhibits, Options 1–4 (7/20/2026);⁵ Traffic Analysis — Collins Engineering / Gorove Slade (Feb. 2026);⁶ Albemarle County ZMA-2025-00013 Second Review Comment Letter (Jered Tate, 12/15/2025, rev. 3/19/2026) with attached VDOT letter (Matthew Mashhadi, P.E., 3/5/2026).³

A. Perimeter Buffer / Landscaping Screening — § 32.7.9.7

Albemarle's screening standard, § 32.7.9.7(d), requires that where only a planting strip (vegetative buffer) is used to screen parking areas from an adjacent residential district, the strip must be at least 20 feet in depth, planted with a double staggered row of evergreen trees (15' o.c.) or evergreen shrubs (10' o.c.).¹

The county's own Second Review Comment Letter confirms this is a live compliance issue on this exact project:

“Per the requirements of Sec. 32.7.9.7, parking areas shall be screened from adjacent residential districts. Where a planting strip is used to screen parking, the minimum depth of the strip shall be 20'. It appears that this standard is not met by the proposal. Revise the 10' landscape buffer on TMP 45B1-08-1 to meet the minimum 20' depth as required by Sec. 32.7.9.7(d).” — Item 3, General Application / Application Plan comments (marked “Revision 1 – comment addressed” as of the prior resubmittal)³

What the 4th submission (July 2026) shows

The Illustrative Plan Exhibits depict a 20' planted buffer on the west side (adjacent parking / preserved slopes) and south side (near N Indian Spring Rd), and a 10' planted buffer on the east side.⁵ Notably, the narrative's Figure 9 caption specifically labels the 10' condition as applying “Adjacent Commercial Property,” while Figure 8 (20') is captioned generically as “Adjacent Property”⁴ — suggesting the applicant intends the 10' buffer to run only where the site truly abuts a commercial use (e.g., near the existing Gander Drive commercial area, which an ACSA utility comment confirms is served by infrastructure running along that frontage), not the residential Carrsbrook neighborhood that triggered the county's original 20' comment.

Gap / verification needed

This is a material change in buffer configuration from the plan version the county reviewed (which had the deficient 10' buffer specifically on TMP 45B1-08-1, screening parking from a residential district). The current submission does not include a labeled parcel-boundary key confirming which adjacent parcels along the 10' buffer segment are actually zoned/used as commercial versus residential. Before this can be considered resolved:

- Confirm, parcel-by-parcel, that every boundary using the 10' buffer genuinely abuts a non-residential use, and that no parking area (only building frontage) sits within that 10' strip.
- If any segment of the 10' buffer in fact borders a residential district or screens a parking area from one, it fails § 32.7.9.7(d) and must be widened to 20', consistent with the county's prior written directive on this same project.

B. Intersection / Entrance Sight Distance — VDOT Standards

B.1 — The applicant's stated basis is not standard VDOT practice

The Collins Engineering traffic memo states: “The minimum required sight distance at 20 mph speeds is 200 feet... the current proposed intersections into the subject property meet VDOT requirements.” This 200 ft figure is derived from the 85th-percentile observed speed (19.8 mph, rounded to a 20 mph bracket) of vehicles already turning from US 29 onto Carrsbrook Drive — not from Carrsbrook Drive's design or posted speed.⁶

VDOT's own Road Design Manual, Appendix F, Table 2-5 (Intersection Sight Distance) explicitly instructs:

“For all tables, use design speed if available, if not use legal speed.”²

Carrsbrook Drive — the “major road” for these site-entrance sight-distance calculations — has a posted speed limit of 25 mph, confirmed directly in Collins Engineering's own traffic memo (“abiding by the current 25 mph & 30 mph speed limits”).⁶ Per Table 2-5, a 25 mph design/posted speed on a 2-lane major road requires 280 feet of intersection sight distance (SDL = SDR), not 200 feet — a 40% shortfall versus the standard the applicant should have applied.²

The methodology is further weakened because the speed sample was collected at vehicles' turning point directly off US 29 (still decelerating/accelerating through the turn), not at the actual site driveway locations further down Carrsbrook Drive where through-traffic would have returned closer to the posted 25 mph limit.

B.2 — The county and VDOT have independently flagged this as unresolved

This is not merely an audit inference — Albemarle's own reviewers raised the identical concern:³

- County Transportation Planning (Alberic Karina-Plun): “Staff has serious concerns about the sight distance of the entrance driveways on Carrsbrook Drive. Vehicles driving westbound on Carrsbrook Drive will not be able to see the northern entrance of the project until they crest the intersection of N Indian Springs and Carrsbrook Drive. The sight distance between the intersection and the proposed entrance is too little for vehicles turning out. Are there other locations and/or designs for this entrance that can be included?”
- County Engineering Division (Greg Krystyniak): “As conceptually located, the north side Carrsbrook entrance sight distance is questionable. During ISP development, ensure enough survey of Carrsbrook is performed to locate the entrance to meet sight distance standards and to provide full documentation that it is met.”
- General staff comment #9 (revised 3/19/2026): “Sight lines appear heavily restricted along east-bound Carrsbrook Drive as the road approaches the intersection with Indian Springs Road. Be advised, this may pose safety challenges... Further coordination with VDOT is recommended.”
- VDOT's own letter (3/5/2026) gives only a conditional “no objection to the rezoning,” explicitly stating: “Note that the final plan must show conformance with the VDOT Road Design Manual Appendices B(1) and F, as well as any other applicable standards, regulations, or other requirements.” This defers actual sight-distance certification to a later design stage — the Collins speed-tube memo does not constitute that certification.

Gap

The Collins Engineering 200 ft finding addresses a different question (observed approach speeds turning off US 29) than the one county Transportation and Engineering staff actually raised (a topographic sight-line obstruction along Carrsbrook Drive itself, near its crest at the N Indian Springs Road intersection, blocking visibility of the northern site entrance). This topographic/vertical sight-distance issue has not been resolved with a certified survey-based sight-distance exhibit, and remains an open item per the county's most recent review. A formal ISD study — following VDOT Appendix F methodology, using the 25 mph posted/design speed of Carrsbrook Drive (280 ft standard) and an actual topographic survey at the northern entrance — is required before this can be certified compliant.

C. Shared-Use Path Specifications

The narrative's Figure 5 (Carrsbrook Drive streetscape) shows: Parking + Landscape (3'–10') + Shared-Use Path (10' min) + Landscape (8' min) + Carrsbrook Drive.⁴

The county's Engineering Division comment is explicit about the required total dimension:

“Provide conceptual typical section along Carrsbrook to document meeting correct shared use path (SUP) design criteria and that the roadway will need to have curb and gutter added... Please note that with all required SUP components accounted for, from the existing white line to the hinge point on the backside of the landing is a minimum of 23.0'. No overhang of parked vehicles can be included in this bench width.”³

Gap

Using the low end of the applicant's own stated ranges (3' landscape + 10' path + 8' landscape = 21'), the proposed Carrsbrook Drive cross-section falls 2 feet short of the county's stated 23.0' minimum bench width, and the narrative gives no fixed dimension — only ranges — leaving compliance unverifiable without a certified typical section.⁴ County Transportation Planning separately requested: “Show the shared-use path along Carrsbrook Drive to be the same width as the proposed shared-use path on US 29. Please also provide the measurements for the shared-use path on Carrsbrook Drive” — a request that, per the documents provided, has not yet been answered with a fixed dimension.³ If the 23.0' criterion cannot be met, VDOT design-waiver approval (referenced by the county's engineering comment) would be required before permit issuance.

D. Other Open Items Bearing on the Same Gap Report

These fall outside the three core metrics but are directly relevant to whether the county can advance the application without further redesign or Board/Commission action:

Open space / amenity space consistency. The county's Zoning Division (Francis MacCall) found, as of the most recent review, that acreage figures on Sheet 1 and Sheet 3 of the application plan “STILL do not match,” and that Amenity Space #1 appears to include a building within open space — which the Zoning Ordinance's own open-space definition prohibits. The narrative's current stated figures (2.8 acres total open space / 35%+ of site, 0.62 acres active recreation / 7.8%) exceed both the 25% open-space minimum (§ 19.1) and the 5%-or-200 sf/unit recreation-space minimum (§ 4.16.1) on paper, but the sheet-to-sheet reconciliation flagged by the county has not been independently verified against the current illustrative plan and should be confirmed before relying on these totals.^{3,4}

Stream / WPO buffer. County Engineering found sufficient basis after a site visit (3/6/26) to require a formal stream determination; if the stream is confirmed perennial, a mandatory 100' WPO buffer applies “regardless of what is shown on the rezoning illustrative conceptual plan.” The applicant has proactively incorporated a 100' buffer in the current narrative, which is a positive step, but the formal county-concurred determination remains an outstanding procedural prerequisite to site plan approval.^{3,4}

Full vehicular interconnection. The county's Neighborhood Model analysis found “Interconnected Streets and Transportation Networks” not met, since the connection to adjacent TMP 45B1-05-0A-14 is emergency-access-only rather than a full travelway. This is a policy-level (not code-minimum) gap that Planning Commission / Board of Supervisors will weigh directly.³

PRD rear setback (informational). County comment #5 confirms Albemarle's PRD rear-setback standard is 20' under § 19.9 / § 4.19 — marked resolved in the prior revision, but worth re-confirming against the current Setbacks note on Sheet 4 given how much else has changed in this submission.³

Comprehensive Plan land-use conflict. Staff noted the rezoning removes parcels from land the Places29 Master Plan designates for Commercial Mixed Use / Office-R&D-Flex-Light Industrial, reducing developable commercial/industrial land contrary to Development Areas Strategy 7a — flagged as a likely “concern” in the staff report to the Planning Commission and Board unless otherwise addressed.³

Recommended Actions Before Permit Issuance

- 1 Confirm buffer-width compliance parcel-by-parcel. Produce a plan exhibit that ties each buffer segment (20' vs. 10') to the actual current zoning/use of the abutting parcel, and widen any segment adjacent to a residential district or screening a parking area from one to the § 32.7.9.7(d) 20' minimum.
- 2 Commission a certified intersection sight distance study for both Carrsbrook Drive entrances using VDOT Road Design Manual Appendix F methodology and Carrsbrook Drive's 25 mph posted/design speed (280 ft standard for a 2-lane major road), including a topographic survey addressing the vertical sight-line obstruction near the N Indian Springs Road crest that county Transportation and Engineering staff have flagged. If 280 ft cannot be achieved at either entrance, pursue a formal VDOT design waiver or relocate/redesign the entrance.
- 3 Provide a fixed, dimensioned typical section for the Carrsbrook Drive shared-use path demonstrating the county's required 23.0' minimum bench width (existing white line to hinge point, excluding vehicle overhang), and confirm curb-and-gutter provision; pursue a VDOT waiver if the criteria cannot be met within the available right-of-way.
- 4 Reconcile open space/amenity acreage across the narrative and all application-plan sheets, and confirm no building encroaches into designated open space.
- 5 Complete the formal stream determination with the county before advancing to a Planning Commission hearing, and ensure the WPO buffer shown is contingent on, and will be trued up to, that determination.
- 6 Address the interconnectivity finding — either secure and document an access easement from the owner of TMP 45B1-05-0A-14 for a full vehicular connection, or be prepared for this to weigh against the application at the Planning Commission/Board level as an unmet Neighborhood Model principle.

Sources

1. Albemarle County Zoning Ordinance § 32.7.9 (Zoneomics), https://www.zoneomics.com/code/albemarle-county-unincorporated-VA/chapter_4
2. VDOT Road Design Manual, Appendix F, https://www.vdot.virginia.gov/media/vdotvirginiagov/doing-business/technical-guidance-and-support/technical-guidance-documents/location-and-design/migrated/rdm/AppendF_acc.pdf
3. Albemarle County ZMA-2025-00013 Second Review Comment Letter (Jered Tate, Senior Planner, 12/15/2025, rev.3/19/2026), with attached VDOT comment letter (Matthew Mashhadi, P.E., 3/5/2026) — user-provided document, no public URL
4. Gander North Residential Development ZMA Narrative, 4th Submission (Collins Engineering, 7/20/2026) — user-provided document, no public URL
5. Illustrative Plan Exhibits, Combined Options 1–4 (7/20/2026) — user-provided document, no public URL
6. Gander North Traffic Analysis (Collins Engineering / Gorove Slade, Feb. 2026) — user-provided document, no public URL

Jered Tate

From: Bates, Grant <Grant.Bates@nmrk.com>
Sent: Friday, January 2, 2026 10:01 AM
To: Jered Tate; Max Greene; Ned Galloway
Subject: ZMA-2025-00013 Gander North Residential Development Zoning Map Amendment
Attachments: US29-250STARS-existing-conditions-report_acc12032025_PM-.pdf

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

Dear Mr. Tate, Mr. Greene, and Mr. Galloway,

I am a resident of Carrsbook and a prominent commercial real estate broker with extensive development experience. I find two critical problems with the proposed development. The first is that it is in direct conflict with the purposed use in the comprehensive master plan and sets a slippery slope with other developers on future uses within the County. This project undermines principles for multifamily development projects in the County and is not near employment centers or public transportation. The second issue and the one addressed in this email, is that the project is in direct conflict with all VDOT's findings in their independent studies along US 29. I find the traffic study supplies by the developer to be incomplete and only looking at one half of one interchange. It does not address, traffic coming out of Carrsbrook, Seminole Ln, or the U-turn/intersection at Gander Dr and US29.

The Virginia Department of Transportation's (VDOT) US 29–250 STARS Existing Conditions Report (October 2025 Draft) provides critical data confirming that US 29 (Seminole Trail) is a constrained principal arterial operating near capacity, with annual average daily traffic (AADT) exceeding 55,000 vehicles south of Rio Road and approaching 50,000 north of it. Classified as part of the National Highway System and a Corridor of Statewide Significance, its primary function is regional mobility, not accommodating local residential trip generation.

VDOT's safety analysis further documents elevated crash risks, including:

- Five intersections ranked as Potential for Safety Improvement (PSI) sites, with US 29 & Hydraulic Road (#1 in Culpeper District), US 29 & Woodbrook Drive (#3), and US 29 & Greenbrier Drive (#5).
- High-risk corridor segments (e.g., #3 and #10 district-wide near Rio Road and Woodbrook).
- Pedestrian crash history with 87.5% resulting in injuries and 25% fatalities, exacerbated by adjacent neighborhoods lacking sidewalks to VDOT standards.

These conditions directly conflict with VDOT's Arterial Preservation Network policy, which prioritizes access management, reduced conflict points, and preservation of safety/capacity. Recent STARS improvements—such as intersection reconfigurations and turn restrictions—address existing deficiencies, not new growth. The proposed residential development would introduce peak-hour commuter trips, turning movements, visitor traffic, and parking shortfalls (one space per unit vs. 1.2–1.5 when outside urban zones with public transportation), causing spillover onto substandard neighborhood streets. Carrsbrook was developed as a single-family neighborhood with large lots, no sidewalks, and existing street infrastructure that does not meet VDOT standards for street parking. This would:

- Increase exposure at PSI locations.
- Undermine arterial function and recent investments.
- Exacerbate congestion and pedestrian hazards.

This project would not:

- Create clear transitions in scale and use
- Walkable, connective development patterns
- Compatible with surrounding context

The purposed project design undermines VDOT's own assessment of existing deficiencies, safety and access limitations, and the County's obligation to align land use with state transportation planning. These transportation impacts render the proposal inconsistent with VDOT corridor objectives, STARS findings, and Albemarle County's Comprehensive Plan. Accordingly, the residential component fails TMP review criteria and warrants **denial**.

Please find attached key STARS references (e.g., Tables 3-1, 5-3/5-4; Figures 2-1, 3-2, 5-7, 5-10) supporting this analysis.

Thank you for your consideration.

Grant Bates, SIOR
Executive Managing Director

NEWMARK
m 434 882 1176
grant.bates@nrmk.com
www.nrmk.com

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Jered Tate

From: Drew Krecicki <drewkrecicki@gmail.com>
Sent: Sunday, January 4, 2026 5:32 PM
To: Jered Tate; Max Greene; Ned Galloway
Cc: Michelle Mrdeza; 6768XR7@protonmail.com; Jane Krecicki; Drew Krecicki
Subject: Krecicki Letter to Officials: ZMA-2025-00013 Gander North

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

To:
Jared Tate, Albemarle County Senior Planner
Max Greene, Virginia Department of Transportation Land Use Engineer
Ned Galloway, Supervisor on the Board of Supervisors

From:
Jane and Drew Krecicki, 102 Powhatan Circle, Charlottesville, VA 22901

Dear Mr. Tate, Mr. Greene, and Mr. Galloway,

We are residents of Carrsbook, and we find four critical problems with the proposed development.

First: the proposed use in the comprehensive master plan sets an unfortunate precedent with other developers on future uses within the County. This project undermines principles for multifamily development projects in the County and is not near employment centers or public transportation.

Second: the proposed use poses serious safety concerns for children walking to and from school bus pick up locations.

Third: the proposed use violates Carrsbrook deed restrictions.

Fourth: the project is in direct conflict with all VDOT's findings in their independent studies along US 29. We find the traffic study supplies by the developer to be incomplete and only looking at one third of one interchange. It does not address, traffic coming out of Carrsbrook, Seminole Ln, or the U-turn/intersection at Gander Dr and US29.

The Virginia Department of Transportation's (VDOT) US 29–250 STARS Existing Conditions Report (October 2025 Draft) provides critical data confirming that US 29 (Seminole Trail) is a constrained principal arterial operating near capacity, with annual average daily traffic (AADT) exceeding 55,000 vehicles south of Rio Road and approaching 50,000 north of it. Classified as part of the National Highway System and a Corridor of Statewide Significance, its primary function is regional mobility, not accommodating local residential trip generation.

VDOT's safety analysis further documents elevated crash risks, including:

- Five intersections ranked as Potential for Safety Improvement (PSI) sites, with US 29 & Hydraulic Road (#1 in Culpeper District), US 29 & Woodbrook Drive (#3), and US 29 & Greenbrier Drive (#5).
- High-risk corridor segments (e.g., #3 and #10 district-wide near Rio Road and Woodbrook).
- Pedestrian crash history with 87.5% resulting in injuries and 25% fatalities, exacerbated by adjacent neighborhoods lacking sidewalks to VDOT standards.

These conditions directly conflict with VDOT's Arterial Preservation Network policy, which prioritizes access management, reduced conflict points, and preservation of safety/capacity. Recent STARS improvements—such as intersection reconfigurations and turn restrictions—address existing deficiencies, not new growth.

The proposed residential development would introduce peak-hour commuter trips, turning movements, visitor traffic, and parking shortfalls (one space per unit vs. 1.2–1.5 when outside urban zones with public transportation), causing spillover onto substandard neighborhood streets. Carrsbrook was developed as a single-family neighborhood with large lots, no sidewalks, and existing street infrastructure that does not meet VDOT standards for street parking. This would:

- Increase exposure at PSI locations.
- Undermine arterial function and recent investments.
- Exacerbate congestion and pedestrian hazards.

This project would not:

- Create clear transitions in scale and use
- Walkable, connective development patterns
- Compatible with surrounding context

The purposed project design undermines VDOT's own assessment of existing deficiencies, safety and access limitations, and the County's obligation to align land use with state transportation planning. These transportation impacts render the proposal inconsistent with VDOT corridor objectives, STARS findings, and Albemarle County's Comprehensive Plan. Accordingly, the residential component fails TMP review criteria and warrants **denial**.

Thank you for your consideration.

Jane and Drew Krecicki

102 Powhatan Circle

Jered Tate

From: Michelle Mrdeza <mmrdeza@mxm-consulting.com>
Sent: Monday, January 12, 2026 10:32 AM
To: Jered Tate; Ned Gallaway
Subject: ZMA-2025-00013 Gander North Residential Development Zoning Map Amendment

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

Dear Mr. Gallaway and Mr. Tate,

I am a resident of the Carrsbrook neighborhood and am reaching out to express my opposition to the proposed Gander North Residential Development Zoning Map Amendment. In its current form, it raises significant questions in four critical areas: the impact on traffic along the 29 N corridor; accessibility to the development via public transportation; inadequate parking; and the impact on the existing community.

1. TRAFFIC. I am aware several Carrsbrook residents have reached out re: the traffic study submitted by the developer. I defer to their comprehensive views. I agree the developer's study is lacking critical information and its conclusions are insufficient for the Board of Supervisors to make an informed decision. I remain confident you will rely on the findings of the VDOT as you consider the significant impact on traffic along the 29 North corridor.
2. PUBLIC TRANSPORTATION. It is a significant concern the Gander North proposal does not accommodate or consider public transportation when adding up to 237 residential units in this corridor. Expansion of transit service is one of the 4 transportation improvement projects deemed essential to the Places29 Master Plan. A review of the proposed development quickly reveals it does not allow for a bus stop along 29 North. The Places29 Master Plan specifically states: "In order to attract passengers and provide needed services throughout the area, transit stops should be provided in strategic places and should incorporate amenities to make the system easy to use." Question: is this area not considered strategic? If not, why not? The proposed project references "nearby public transportation" but does not define the location and the proximity to the proposed project. Question: where is the 'nearby public transportation' located and how will residents of Gander North access that transportation?
3. PARKING. The proposal envisions one space per unit. Is this adequate? If not, where will spillover parking go? Carrsbrook Drive? N/S Indian Spring Road? It has been suggested an easy solution would be to put up "NO PARKING" and/or "NO TRESPASSING" signs. This might be a "solution" but it introduces immediate friction between the existing neighborhood and the proposed development. A better solution would be to avoid introducing this friction and require the developer to provide adequate parking as part of the plan.
4. SENSE OF COMMUNITY. Carrsbrook is a **connected** community in the truest sense of the word. Neighbors know each other; walk their dogs together; throw block parties; and genuinely care about each other and where they live. The Gander North Residential Development project does not consider the concept of "neighborhood". In fact, it is completely contrary to the concept of neighborhood supported by the Places29 Master Plan. It is self-contained without any consideration for its proximity to existing residential homes and does not meet the definition of a "well defined neighborhood" envisioned in the Places29 Master Plan. I understand why the principle of a "Neighborhood Center" is not applicable to the 'subject property' but I am not sure why the county would ignore the principles of a "well defined neighborhood", for instance where neighbors are connected by bicycle and walking paths. The Gander

North Project creates an immediate and permanent separation between itself and the existing Carrsbrook neighborhood. It also proposes to remove mature canopy trees that provide shade and privacy for existing homes along N/S Indian Spring Road. It has been suggested that the developer will “add more trees” but (a) canopy trees don’t grow overnight and (b) a better solution might be to require the developer to retain a large tree-lined buffer between the project and the existing homes.

For all the reasons outlined above, it is clear the proposed project would immediately introduce friction between itself and the existing neighborhood, in addition to introducing new and significant traffic concerns. I urge the county to deny the proposed Gander North Residential Development Zoning Map Amendment. There are significant questions and concerns that should be addressed prior to approving this amendment.

I appreciate your time.

Sincerely,

Michelle Mrdeza
106 Powhatan Circle

Jered Tate

From: Carolyn Shaffer
Sent: Thursday, January 22, 2026 11:15 AM
To: Jered Tate
Subject: Fw: Proposed Gander North Residential Development

Please see email below.

Thank you,

Carolyn Shaffer

Notary Public
Planning Commission Clerk
Albemarle County

cshaffer2@albemarle.org



From: Jason Daniel <jdaniel@techdynamism.com>
Sent: Thursday, January 22, 2026 10:23 AM
To: Planning Commission <PlanningCommission@albemarle.org>
Subject: Proposed Gander North Residential Development

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

Hello,

I'm writing to voice my concern regarding the proposed Gander North Residential Development. The conceptual drawing I've seen has all of the units' parking lots exiting onto Carrsbrook, rather than out to one of the two 29 access lanes that are nearby (Gander Drive or Seminole Lane). Carrsbrook already struggles with speeding issues given its hilly, residential nature. Adding these additional units will undoubtedly lead to more drivers on the road, turning right from this development to go towards Rio Rd via Carrsbrook and one of the three feeder roads (Huntington, Old Brook, North Fields).

Carrsbrook has around 160 single-family homes. Still Meadow has around 130. The proposed 237 units could nearly double the traffic on this road that's not designed for it.

Thank you for your consideration.

-Jason

Jason Daniel

President

Tech Dynamism

jdaniel@techdynamism.com

Cell: 434.249.6788

January 27, 2026

Jered Tate

Senior Planner

Albemarle County

Via Email: jtate@albemarle.org

Re: ZMA-2025-00013 – Gander North Residential Development (Zoning Map Amendment)

Dear Mr. Tate:

I respectfully submit the following memorandum in opposition to the proposed ZMA-2025-00013, Gander North Residential Development. Based on a review of the Comprehensive Plan, AC44, Places29, County staff's initial review comments, and long-standing transportation and land-use policy along the Route 29 corridor, this rezoning request should be denied.

The proposal represents a fundamental departure from Albemarle County's adopted land-use framework, introduces substantial and unresolved transportation and safety risks, removes strategically important employment land, and constitutes spot zoning that disproportionately impacts one of the County's oldest single-family neighborhoods.

I. Inconsistency with the Comprehensive Plan, Places29, and AC44

The subject property consists of four tax map parcels totaling approximately 7.915 acres. All parcels are located within Neighborhood 2 of the Comprehensive Plan and are governed by the Places29 Master Plan and the recently adopted AC44 framework.

Under the Places29 Future Land Use Plan: • Two parcels are designated Commercial Mixed Use, where residential is a secondary use limited by ordinance. • Two parcels are designated Office/R&D/Flex/Light Industrial, intended to preserve land for employment-generating uses critical to the County's long-term economic strategy.

Under Chapter 18 of the Zoning Ordinance, secondary residential use is limited to 20% of the site area. On this property, that equates to approximately 1.58 acres, supporting only a handful of residential units by right. Even with maximum bonus density assumptions, residential development would remain a fraction of what is proposed.

The applicant instead seeks to strip all existing primary zoning and replace it with a high-intensity, purely residential Planned Residential Development. Depending on the final unit count, the proposal exceeds what current zoning would allow by **several hundred percent**. This is not incremental infill—it is a wholesale conversion of employment land to residential use.

AC44 and Places29 represent more than four years of coordinated County planning, analysis, and public engagement (AC44 Adoption Resolution and Comprehensive Plan Amendment Documentation). AC44 specifically identifies this portion of Route 29 as having a low activity density threshold (under 60 people), reflecting its role as a regional mobility corridor rather than a residential destination (AC44 Draft Activity Centers and Activity Density Framework, Activity Density Map – Route 29 North Segment; AC44 Land Use Framework Narrative). The proposed multifamily development directly contradicts this designation.

Approving this rezoning would undermine the integrity of AC44 and Places29, signaling that recently adopted master plans may be disregarded when a single landowner seeks a more intense use.

II. Loss of Critical Employment and Commercial Land

Development Areas Strategy 7a explicitly calls for preserving sufficient developable land for future commercial and industrial needs (AC44, Development Areas Strategies, Strategy 7a). The subject parcels are strategically located along Route 29 North—one of the County’s most important employment corridors.

The County has clearly articulated its goal of adding approximately 38,000 jobs, with major employment nodes planned or emerging at Rivanna Future, UVA North Fork, Emerson, Northside Drive, and Airport Road (AC44, Economic Development and Employment Centers Framework). These areas rely on Route 29 for regional access.

Rezoning these parcels to residential permanently removes scarce, high-visibility employment land from the County’s inventory. Once converted, this land cannot reasonably revert to office, R&D, or flex uses. This loss directly conflicts with the County’s long-term economic development strategy and shifts future employment pressure onto fewer remaining sites.

III. Transportation Impacts and Conflict with Longstanding Route 29 Policy

Route 29 is a principal arterial, part of the National Highway System, and designated as a Corridor of Statewide Significance (AC44, Transportation Framework; VDOT Corridor of Statewide Significance designation). For more than two decades, Albemarle County and VDOT have invested heavily in preserving its function for regional mobility through access management, intersection improvements, and parallel road investments.

VDOT’s recent US 29–250 STARS Existing Conditions analysis confirms that this corridor is operating near capacity, with documented safety concerns, high crash rates, and multiple intersections ranked as high-priority safety improvement sites. These investments were made to address existing demand—not to accommodate new high-density residential trip generation directly accessing Route 29.

The applicant’s traffic study is inadequate for a rezoning of this magnitude. It: • Evaluated only a single intersection • Collected data for a limited four-hour window on one day • Relied on assumed trip distributions rather than observed neighborhood travel patterns • Failed to account for cumulative impacts from thousands of already-approved residential units along Route 29 (Brookhill, North Pointe, Hollymead, North Fork) and the growth of the premier employment centers on 29 North (Rivanna Futures, North Fork, Northside Dr, Emerson Campus, and Airport Rd).

The study’s conclusions conflict with independent VDOT analyses and ignore the County’s broader transportation strategy, which seeks to shift growth-related traffic onto secondary roads such as Berkmar Drive Extended and Rio Road rather than Route 29 itself.

The proposal would add peak-hour commuter traffic, service trips, visitor traffic, and delivery movements directly onto an already constrained arterial, exacerbating congestion and increasing crash risk.

IV. Safety and Neighborhood Impacts

The adjacent Carrsbrook neighborhood was developed as low-density, single-family communities with large lots, no sidewalks, and roadways not designed for street parking or multifamily traffic volumes.

Key unresolved safety concerns include: • Questionable ingress and egress for emergency services, including reliance on access that has not been secured by easement • An entrance located near U-turn and left-turn storage lanes on Route 29 with compromised sight distance • No existing public transit serving the neighborhood • Parking ratios below national averages for suburban multifamily development, creating a high likelihood of spillover parking onto neighborhood streets • Additional stormwater and

sediment impacts to downstream Carrsbrook ponds that have already been stressed by prior development

These impacts would fundamentally alter the character, safety, and functioning of the surrounding neighborhood.

V. Incomplete Application and Unresolved Uncertainties

County staff's initial review comments identify numerous deficiencies that remain unresolved, including: • Inconsistencies in open space calculations • Lack of secured access and utility easements • Unclear emergency access design and control • Affordable housing commitments that were not clearly understood or articulated by the applicant at the public hearing • Capacity concerns related to sewer and water infrastructure

Additionally, the property owner does not appear to have a demonstrated track record as a multifamily developer or operator. When a rezoning request departs this significantly from the adopted master plan and imposes countywide and neighborhood-level impacts, the Commission should carefully consider implementation risk.

VI. Conclusion

This rezoning request is not merely a question of residential density—it is a test of Albemarle County's commitment to its adopted plans, transportation strategy, and long-term economic vision.

The proposal: • Conflicts with AC44 and the Places29 Master Plan • Constitutes spot zoning that benefits a single landowner • Permanently removes critical employment land • Introduces significant and unresolved transportation and safety risks • Imposes disproportionate impacts on an established single-family neighborhood

For these reasons, I respectfully urge the Planning Commission to recommend denial of ZMA-2025-00013.

Thank you for your time and consideration.

Respectfully submitted,

Grant Bates

100 S Indian Spring Rd

Charlottesville, VA 22901

January 31, 2026

Jered Tate, Senior Planner, Albemarle County

Via Email: jtate@albemarle.org

Re: ZMA-2025-00013 – Gander North Residential Development (Zoning Map Amendment)

Dear Mr. Tate:

I submit this memorandum opposing ZMA-2025-00013, Gander North Residential Development. A review of the Comprehensive Plan, AC44, Places29, staff comments, and Route 29 policies indicates **this rezoning should be denied**.

The proposal deviates from Albemarle County's land-use plan, poses unresolved transportation and safety concerns, eliminates key employment areas, and creates spot zoning that unfairly affects a historic single-family neighborhood.

1. Comprehensive Plan, Places29, and AC44 - Inconsistencies

The subject property consists of four tax map parcels totaling approximately 7.915 acres. All parcels are located within Neighborhood 2 of the Comprehensive Plan and are governed by the Places29 Master Plan and the recently adopted AC44 framework.

Under the Places29 Future Land Use Plan:

Two parcels are designated Commercial Mixed Use, where residential is a secondary use limited by ordinance.

Two parcels are designated Office/R&D/Flex/Light Industrial, intended to preserve land for employment-generating uses critical to the County's long-term economic strategy.

Under Chapter 18 of the Zoning Ordinance, secondary residential use is limited to 20% of the site area. On this property, that equates to approximately 1.58 acres, supporting only a **handful of residential units** by right. Even with maximum bonus density assumptions, residential development would remain considerably less than what is proposed: **approximately 325 residential units**.

The applicant instead seeks to strip all existing primary zoning and replace it with a high-intensity, purely residential Planned Residential Development. Depending on the final unit count, the proposal exceeds what current zoning would allow by **several hundred percent**. This is a complete **shift from employment land to residential use, not incremental infill**.

AC44 and Places29 reflect years of County planning and public input. AC44 classifies this part of Route 29 as a regional corridor with low activity density (under 60 people), not suited for residential use. The proposed multifamily development conflicts with this planning designation.

2. Loss of Commercial Land for Critical Employment

Strategy 7a requires preserving enough land for future commercial and industrial growth (AC44, Development Areas Strategies). The parcels are strategically located on Route 29 North, a **key county employment corridor**.

The County plans to create approximately 38,000 jobs at employment centers such as Rivanna Future, UVA North Fork, Emerson, Northside Drive, and Airport Road, all of which rely on Route 29 for regional access.

3. Transportation Impacts and Conflict with Longstanding Route 29 Policy

Route 29 is a major artery in the National Highway System and recognized as a Corridor of Statewide Significance. For over twenty years, Albemarle County and VDOT have prioritized regional mobility on Route 29 through access management, intersection upgrades, and parallel road development.

VDOT's recent US 29–250 STARS Existing Conditions analysis confirms that this corridor is operating near capacity, with **documented safety concerns, high crash rates, and multiple intersections ranked as high-priority safety improvement sites**. These investments were made to address existing demand—**not to accommodate new high-density residential trip generation** directly accessing Route 29.

The applicant's **traffic study is inadequate** for a rezoning of this magnitude:

- Evaluated only a single intersection.

- Collected data for a limited **four-hour window on one day**.

- Relied on assumed trip distributions rather than observed neighborhood travel patterns

- Failed to account for cumulative impacts from thousands of already-approved residential units along Route 29 (Brookhill, North Pointe, Hollymead, North Fork) and the growth of the premier employment centers on 29 North (Rivanna Futures, North Fork, Northside Dr, Emerson Campus, and Airport Rd).

The **study's conclusions conflict with independent VDOT analyses** and ignore the County's broader transportation strategy, which seeks to shift growth-related traffic onto secondary roads such as Berkmar Drive Extended and Rio Road rather than Route 29 itself.

The proposal would increase peak-hour, service, visitor, and delivery traffic on a congested road, worsening congestion and raising crash risk.

4. **Safety and Neighborhood Impacts**

The neighbouring Carrsbrook area was built as a low-density community of single-family homes, featuring larger lots, streets without sidewalks, and roads not intended for on-street parking or the traffic from multifamily housing.

Key unresolved safety concerns include:

- Questionable ingress and egress for emergency services, including reliance on access that has not been secured by easement.

- An entrance located near **U-turn and left-turn storage lanes on Route 29** with compromised sight distance.

- No existing public transit service in the neighborhood.

- Parking ratios below national averages for suburban multifamily development, creating a high likelihood of spillover parking onto neighborhood streets.

- Additional stormwater and sediment impacts to downstream Carrsbrook ponds that have already been stressed by prior development.

5. **Incomplete Application and Unresolved Uncertainties**

County staff's initial review comments identify numerous deficiencies that remain unresolved:

- Capacity concerns related to sewer and water infrastructure

- Inconsistencies in open space calculations

- Lack of secured access and utility easements

- Affordable housing commitments that were not clearly understood or articulated by the applicant at the public hearing

- Unclear emergency access design and control.

Conclusion

This rezoning request affects not only residential density—it is in contradiction to Albemarle County's commitment to its adopted plans, transportation strategy, and long-term economic vision.

The proposal:

- Conflicts with AC44 and the Places29 Master Plan.

- Introduces significant and unresolved transportation and safety risks.

Imposes disproportionate impacts on an established single-family neighborhood.

Constitutes spot zoning that benefits a single landowner and not the benefit of Albermarle County

Permanently removes critical employment land.

For these reasons, I respectfully urge the Planning Commission to **recommend denial of ZMA-2025-00013.**

Thank you for your time and consideration.

Respectfully submitted,

Drew Krecicki

Jane Krecicki

Drew and Jane Krecicki
102 Powhatan Circle
Charlottesville, VA 22901

Mr. Jered Tate
Senior Planner, Albemarle County
Via Email: jtate@albemarle.org

February 10, 2026

Re: Gander North Request for Zoning Amendment
ZMA-2025-00013

Dear Mr. Tate,

My name is Judith Reigel, and I am a resident of the Carrsbrook neighborhood. After reviewing the materials submitted by Landshark, LLC/United Land Corporation ("Applicant"), as well as the written comments by your staff and attending the CAC meeting, I am writing to request the County to examine more closely the serious safety issues that will inevitably result from building high density housing at the Carrsbrook entrance.

The existing Carrsbrook Drive is a simple residential roadway, the width of two cars only with no sidewalks on either side. Vehicles can only enter off Route 29 heading north via a right turn, and they exit onto Route 29 as a right turn only as well. The entrance and exit is separated by a small triangular median. There is no stoplight. Applicant proposes to construct four apartment buildings, one on the south side of Carrsbrook Drive and three on the northern side, each fronting Route 29. There will be total of 240 units. Any amenities such as a pool or clubhouse will be located on the north side. The only entrance to each side of the development will be off of Carrsbrook Drive within 150' of the intersection with Route 29. If you saw the site in person the hopeless congestion of the area would be apparent.

The pedestrian/residents cannot be adequately protected

To date the only safety improvements proposed by Applicant is to make a better sidewalk for pedestrians to cross Carrsbrook Drive at the intersection of Route 29 and to run a sidewalk along the north side of the Drive. This will not adequately protect residents. This section of Route 29 headed north is four lanes with a posted speed of 45 mph coming down the hill from the Woodbrook intersection. Just ask anyone in the neighborhood, traffic is extremely heavy and often faster than the speed limit. Several times a year vehicles taking the right turn onto Carrsbrook Drive take the turn too fast and hit the sign posted on the median. My mind's eye sees a vehicle taking the turn too fast and immediately encountering pedestrians in the crosswalk. Because the apartment buildings will be four stories tall, visibility will be reduced. And pedestrians will be using the crosswalk constantly. The sixty units (approximately 200 people?) on the south side will have to cross to reach the amenities, and of the one hundred and eighty units on the north side (200 children?) will have to cross to the south side of Carrsbrook Drive to reach the bus stop. To make matters worse there is no room for a sidewalk on the south side of Carrsbrook Drive which means the children will have to walk along the shoulder of the road for approximately 150'.

These children will also have to cross the entrance/exit to the south apartment unit during peak commuter travel times. It is not possible to make this area safe for them.

The lack of adequate parking will endanger pedestrians further

Applicant's proposed plan calls for 1.5 parking spaces per unit. This is not a realistic estimation of the number of vehicles that will likely need parking. This also fails to take into account any visitor parking. This location is not served by bus service nor is it close enough to any business center that would make walking a means of transportation. Logic says there will be more vehicles than parking spaces which will create an unsolvable traffic and safety problem. Carrsbrook Drive has no shoulder where cars can safely park without impeding traffic and further limiting visibility on the drive as cars come and go while pedestrians try to negotiate the traffic. I can see a frustrating circumstance in the morning as children are trying to cross Carrsbrook to get to the bus stop and commuters are trying to exit from both parking lots onto Carrsbrook to get to Route 29 while trying to maneuver around parked cars. Vehicles exiting Carrsbrook will back up along Carrsbrook because vehicles must immediately cross the four lanes of Route 29 heading north in order to reach the U-turn at Hilton Heights Road. Ask the residents. We have to wait to turn until all four lanes are clear because of the close proximity to the Hilton Heights intersection. Walk this small area in person, and it will be obvious the site is too small to make this work.

Route 29 is not a safe walkway for pedestrians

There are two shopping areas that pedestrian/residents could access on foot. First, residents could walk north to the intersection of Route 29 and Hilton Heights Road to cross Route 29 to get to Walmart. This intersection is enormous. Route 29 headed north is four lanes plus two left turn lanes. Headed south is another four lanes. This is also the only intersection where traffic for ten or more commercial businesses along Route 29 enter and exit from the east. The final direction is traffic coming from Berkmar to access 29. When the build out along Berkmar Drive up to the Target Center is completed this route will be heavily utilized. Even before all of the buildout along Berkmar or this proposed apartment complex, this intersection is too crowded. This is the same intersection that anyone exiting Carrsbrook must use to make a U-turn to head south on Route 29. Even without the added vehicles from this proposed project, vehicles must often wait through two light cycles to make the U-turn. Currently, there is no pedestrian walk light at this intersection. Will pedestrians just take their chances? Or will a pedestrian walk light be added, slowing down the timing of the light cycles? In either case, I fear for anyone trying to make that crossing.

The other shopping area is the Rio Road Center accessed via the intersection of Route 29 and Meadowbrook Road. This too is a heavily congested intersection with multiple turn lanes off of Route 29 in both directions to access Lowes and the large Rio Hill shopping center where Kroger, TJ Max and numerous businesses are located. Again, there are no pedestrian walk signs at this intersection. The safety issues have been recognized by the SARS report that was released last year at this very intersection. The only solution for pedestrian safety is a pedestrian walkover of Route 29 like the one that was just completed

at Stonefield. Applicant's proposed project simply creates a very serious pedestrian safety problem.

Albemarle County can achieve its goal of high density and affordable housing without creating safety problems

The County spent considerable time and effort creating its Master Plan and Places29 to try to create the best means to deal with our growing population and the resulting pressure put on maintaining Route 29 as a commercial thoroughfare. The development of Berkmar Extended is the picture of good planning. It's a wide, free flowing thoroughfare with a large border to allow for future walkways as the area is developed. The one development of an apartment complex to date is the Berkmar Landing Apartments. It makes sense. It has a long ingress/egress drive off of Berkmar that ensures that vehicles during peak times will never block the Berkmar thoroughfare. There is ample parking and room for safe school bus loading and unloading. Likewise the major high density housing that is located further north of Carrsbrook, Brookhill apartments, townhomes and villas, is a model for a safe and attractive development. There are two major means of ingress/egress via a long road and boulevard. The entrance at Polo Grounds Road is a wide roadway with its own stoplight and a double turn lane onto Route 29. The entrance directly off of 29 is a wide boulevard with a large median flanked by nice sidewalks. And there is a lovely tree buffer that envelopes the entire site. Well done. And the story is the same further north with the ongoing development of Northpointe homes, townhomes and apartments.

I do not know how the County addresses these safety issues. At a minimum it seems that the Applicant's traffic study is woefully inadequate. It only looked at the effect of flow onto Route 29 based on a four hour observation and only on the U-turn. It must show the effect on all directions. It also assumed an inadequate amount of parking was required based on assumptions not appropriate to the actual site. It failed to mention pedestrian safeguards other than one additional sidewalk. It simply did not address any of the issues within Carrsbrook. Additionally, it seems that VDOT should be involved at a deeper level given that inevitable impact this proposed development will have on the Hilton Heights intersection with an eye to the future strains on the intersection.

Thank you for your time and consideration.

Judith Reigel

Jered Tate

From: 6768XR7 <6768XR7@protonmail.com>
Sent: Friday, February 27, 2026 7:37 PM
To: Jered Tate
Cc: Ned Galloway
Subject: Thank You & Recap - Gander North (ZMA 2025 00013)

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

Jered,

Thank you for taking the time to do a site visit with us on Wednesday! You were so patient answering our many questions. As we agreed, there really is no substitute for seeing in-person how a proposed project works.

You mentioned you would bring our concerns to other County officials. We look forward to hearing their feedback..

You requested copies of the information we presented. We will send that information by a separate email from Joe D'Alu whom you met on Wednesday.

Here is a recap of our concerns:

1. Traffic and pedestrian safety concerns, possibly unfixable, due to limited physical road space and poor visibility
 - a. **There are dangerous stopping sight distance issues for drivers traveling west and cresting the large hill at the intersection of Carrsbrook Drive and Indian Spring Road. These drivers will encounter vehicles queuing to turn onto RT29, exiting and entering the northern parcels, and turning left or doing a U-turn into the queue from the southern parcel.**
 - b. **There are unsafe sight distance issues. Drivers exiting from the southern parcel will have difficulty seeing in sufficient time cars entering from RT29 at 30 to 45 miles per hour because of the southern parcel's apartment building. Similarly, drivers entering from RT29 will have difficulty seeing the cars exiting or entering the southern parcel.**
 - i. **We discussed how historically many traffic signs and mailboxes have been knocked down at the Carrsbrook entrance area by RT29 drivers entering onto Carrsbrook Drive at high rates of speed.**
 - c. **Crossing Carrsbrook Drive will be extremely hazardous. All pedestrians from the southern parcel must cross Carrsbrook Drive to access the clubhouse on the northern parcels. Children from the southern parcel must also cross Carrsbrook Drive to access the proposed sidewalk to reach current or future school bus stops. Either that or these children face walking along the other sidewalk-free and perilous side of Carrsbrook Drive.**
 - i. **We discussed how compliance with the Americans With Disabilities Act (ADA), especially for those in wheelchairs, will be difficult, if not impossible, for such crossings.**
2. Environmental concern
 - a. This project's watershed will negatively impact the water quality and silting of Carrsbrook's many lakes and streams that have already been drastically degraded by the contiguous Gander South commercial center. This degradation was clearly seen at John and Wendy Kuhn's lake. **Our community was told by this same developer that this silting would not occur.**
3. Overflow parking concern
 - a. The proposed project's low ratio of parking spaces to units will cause overflow parking onto Carrsbrook Drive and Indian Spring Drive, both of which are not built for such purposes. **This would also worsen 1) above.**

- i. We discussed **podium parking** that was recently approved and strongly supported by the Planning Commission on Tuesday night for the 600 West Rio apartment project. This type of parking has also been done elsewhere at Treesdale Apartments and The Lofts Apartments.
- 4. Neighborhood through-traffic concern
 - a. This project will dramatically increase neighborhood through-traffic on roads not designed for such volume and consequently heighten the risk of pedestrian and auto accidents in the Carrsbrook, Still Meadows, Northfields, Westmoreland, Fieldbrook, and Raintree residential developments.
- 5. Precedent concern
 - a. Approving this project's zoning map amendment undermines the integrity of AC44 and Places29 by signaling that the recently adopted master plan can be disregarded when a single landowner desires a more intensive use.¹

Again, thank you so much for taking the time to meet with us,

Dean

¹Under Chapter 18 of the Zoning Ordinance, secondary zoning residential use is limited to 20% of the site area. On this property, that equates to approximately 1.58 acres, supporting only a handful of residential units by right. Even with maximum bonus density assumptions, allowable residential development units remains a fraction of what is proposed. **The applicant seeks to strip all existing primary commercial zoning and replace it with a high-intensity, purely residential Planned Residential Development.** Depending on the final unit count, the proposal exceeds what current zoning would allow by **several hundred percent. This is not incremental infill—it is a wholesale conversion of commercial land to residential use.** AC44 and Places29 represent more than four years of coordinated County planning, analysis, and public engagement (AC44 Adoption Resolution and Comprehensive Plan Amendment Documentation). **AC44 specifically identifies this portion of Route 29 as having a low activity density threshold (under 60 people), reflecting its role as a regional mobility corridor rather than a residential destination** (AC44 Draft Activity Centers and Activity Density Framework, Activity Density Map – Route 29 North Segment; AC44 Land Use Framework Narrative). **These parcels are outside of all 22 of the AC44-designated Activity Areas and therefore not suitable for this project's level of residential intensity.**

Sent with [Proton Mail](#) secure email.

Jered Tate

From: Carole Todd <carole.todd@me.com>
Sent: Monday, April 20, 2026 7:24 AM
To: Jered Tate
Subject: Gander North project (ZMA-2025-00013)

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Dear Mr. Tate,

I am writing as a Carrsbrook resident who grew up in Toms River, New Jersey, and lived for many years in Newport News. These two experiences have colored my view of the proposed Gander North development. The small, formerly charming town of Toms River has allowed itself to be surrounded by some of the most objectively unattractive development on the East Coast. Highway 37 from Lakehurst to the ocean is a textbook example of how not to develop a main artery. In 1927 H.L. Mencken described Newport News as one of the “most unlovely towns in the world.” It is clawing its way back to livability primarily because of citizens and leaders who fought hard for thoughtful people-centered development and strong public-private partnerships. The lesson I learned from these two places is that it is much harder to fix something than to do it right in the first place.

I understand that like other fast-growing communities, Albemarle County is struggling to balance the need for more housing with the need to preserve the green spaces that mitigate climate change. However, I struggle to see the need for the Gander North project or what immediate problem it solves. Once eight acres of trees are cut down for a hardscape apartment building that absorbs and retains heat, impedes natural stormwater runoff and reduces the absorption of airborne pollutants from traffic, there is no going back. It is an irrevocable decision that will set a precedent for better or for worse. Sometimes knowing what **not** to build is as important as deciding what to build.

A decision to approve the Gander North development would say to all Carrsbrook — and by extension all Albemarle — residents that

- the wishes and covenants of the community that predate by many decades the developer’s purchase of the land are without merit
- green space that provides an important noise and pollution barrier is not important
- the traffic mayhem that will ensue with this development is not important — in a county where traffic is often cited as the biggest negative to living here
- placing multi-unit housing in a commercial stretch of 29 to satisfy the profit goals of a developer makes sense

Bottom line, the board of supervisors has a tough job, but I hope the primary one is to help create a more livable, green, and thriving Albemarle where leadership and residents work together.

Many thanks for doing what you do.

Carole Todd
105 Dover Ct.
757-871-6639

cc Ned Gallaway and Nathan Moore

Jered Tate

From: Tom Leinbach <leinbachtom@gmail.com>
Sent: Wednesday, April 22, 2026 10:15 AM
To: Jered Tate
Subject: Gander North project (ZMA-2025-00013)

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I have been a homeowner in Carrsbrook for 36 years. We were attracted by the quality of life aspects of an older R-1 neighborhood. Recently I volunteered in the update of the Albemarle County master plan. One of the guiding principles of that plan is to "preserve the character of existing neighborhoods." The plan further states that the overall goal for existing residential neighborhoods within the Places 29 area is to protect and enhance them. A rezoning of part of Carrsbrook to allow addition of apartment buildings would certainly violate the Master Plan and our understanding of a neighborhood.

Tom Leinbach

Jered Tate

From: Stephanie M. Heath <smwill454@yahoo.com>
Sent: Monday, April 27, 2026 10:49 AM
To: Jered Tate
Subject: Housing Development Concerns

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Dear Mr. Tate,

I am writing to formally submit my concerns regarding the proposed housing development at the terminus of Carrsbrook Drive. As a resident and an employee of Albemarle County Public Schools, I have a clear view of the infrastructure strain currently facing our district. This proposal presents several objective conflicts with the county's planning goals:

- **Legal Precedent:** The Carrsbrook neighborhood is governed by deed restrictions previously upheld by the Virginia Supreme Court. Introducing a multi-unit apartment complex would be a direct violation of these standing legal protections.
- **Safety and Sightlines:** The intersections at Indian Springs Dr/Carrsbrook Dr (westbound) and Rt 29/Carrsbrook Dr (eastbound) possess insufficient sightlines. Increased density will transform these from minor inconveniences into significant safety hazards for both motorists and neighborhood children walking to school.
- **Environmental Impact:** The South Parcel stream and local waterways are at risk. Increased impervious surfaces from an apartment complex will exacerbate stormwater runoff, potentially damaging private property and the ecological health of our neighborhood lakes.

I urge the planning department to recommend a denial of this proposal based on these technical and legal inconsistencies.

Sincerely,

Dr. Stephanie Heath
306 Carrsbrook Drive

Jered Tate

From: Mark Pengelly <mpengelly@icloud.com>
Sent: Wednesday, August 12, 2026 1:04 PM
To: Jered Tate; Planning Commission; Board of Supervisors members
Subject: ZMA-2025-00013 aka Gander North

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Dear Jered,

I hope you are well.

Once again, the developer is calling for an extraordinary spot rezoning of four of his plots in the Carrsbrook neighborhood to allow an unprecedented level of density in a quiet, wooded and residential community.

He is also requesting exemptions and special treatment from various County rules put in place for good reason that would otherwise protect neighboring residents.

The application relates to four separate parcels in Carrsbrook, which are shown on the Carrsbrook tax map and are subject to deed restrictions (the full extent of which is not discussed).

Carrsbrook is suburban neighborhood on the outskirts of Charlottesville, centered on the historic family home of Peter Carr, the nephew of Thomas Jefferson. The neighborhood consists entirely of single-family homes, which are landscaped in a way that is sympathetic to the surrounding environment, consistent with the rules of our Building Committee and neighborhood. A network of ponds extends from the perennial stream on the south of the site towards the Rivanna River, and these are home to a wide variety of wildlife.

Carrsbrook is part of a network of similar communities, including Westmoreland, Woodbrook, Northfield, Raintree and Still Meadow—representatives of which have, at various points, expressed concern at the proposals put forward and the extreme impact they will have on our part of Albemarle County.

If the plots are to be rezoned as the developer intends, we believe that a plan in line with the “Missing Middle Housing” put forward by the County’s Comprehensive Plan would be the best option for our community. The more intensive uses, at the upper end of the scale proposed by the developer, should be rejected. This treatment would reflect the fact that the site is not designated an “activity center,” nor set aside for other types of intensive development in the Comprehensive Plan, and is part of a quiet, residential community entirely zoned R1. There are no high-rise buildings in the vicinity, including along the nearby section of R29.

Architectural concerns

The illustrative concepts show an unacceptable level of density and massing, particularly the two higher-density plans. A large multistorey development is incongruous with the surrounding community and

would exacerbate the proposal's negative impact in terms of aesthetics, privacy, the environment, and the value of nearby homes. Densities of 18 units per acre and beyond are unsuitable for this quiet, residential community and will put undue strain on the rest of the neighborhood in a variety of ways.

The County's step-back requirements for large buildings ought to be fully enforced, and no exemption permitted, as requested by the developer. Almost all surrounding buildings in the neighborhood are a maximum of two floors in height; a large number are bungalows of one floor only. In contrast, the development is proposed to have a height of 4 floors, equating to 54 ft. when rooftop amenities are included. Further, large portions of the development would be raised well above the surrounding neighborhood by substantial retaining walls. Such aggressive landscaping of the site will worsen the impact of the proposed development's already imposing mass and scale. The level of aggressive landscaping proposed also negates the effect of the planting strips as a visual barrier between the development and the rest of the community.

The setbacks in all four plans are insufficient. Considering the sheer size of the retaining walls needed, particularly for the southern parcel, the planting strips in many places will consist almost entirely of retaining wall. We suggest the proposed development is set back at least 16 ft. further from the property line where it adjoins single-family homes. In addition, the setback from the neighboring light commercial establishment should be extended to 20 ft. to break up excessive massing, and for consistency with the boundaries elsewhere.

The age-restricted condo option involves a tall, wide monolithic slab, with green areas tucked inside the building, offering no relief from the structure's imposing scale or mass. A sizable chunk of it extends well into the land currently zoned R1, within the inner Carrsbrook neighborhood. The proximity of such a monstrous building to smaller, single-family homes and bungalows will harm the nearby community in terms of light, privacy, environmental impact and property values.

When it comes to the original zoning of these plots, the intent of the Board of Supervisors was clear: the R29 frontage should be considered for light commercial/family office, with the remaining portions set aside for low-rise, single-family dwellings. That resulted in mixed zoning, with a significant portion of the land zoned as R1 residential.

On Carrsbrook Drive itself, more needs to be done to ensure the development complements the surrounding area, working with the existing building and neighborhood, rather than against it. Given the residential character of this neighborhood, the County should insist that the extent of the landscaped area on Carrsbrook Drive extends to 10 ft., the upper end of the range put forward by the developer. (The low end of the range does not appear to meet VDOT standards.) Further, additional setbacks should be considered based on the final proposed height of the structures.

The applicant still appears to be misunderstanding the County's requirements regarding open space. The proposal seeks to achieve double credit for space that will be developed as a built amenity (e.g. pool/gym) and other areas, such as planting strips. With the developer looking to cram as many as 237 units into the available space, the use of open space in this proposal should aim to create a real community, and a much-needed sense of transition between development and the rest of the Carrsbrook neighborhood. Playing fields, parkland, trails or preservation of the existing wooded area would all be good options for achieving this, and should be explored further.

Traffic and safety concerns

The developer and engineer admit to the significant level of concern their proposal has raised across the broader Rio area: “During the second Community meeting held with the adjacent neighbors of the Carrsbrook community, traffic was a big discussion.” The meeting was heavily attended by residents not just from Carrsbrook, but also many of the neighboring areas mentioned above, and “a big discussion” is putting it mildly.

The transport network in and around Carrsbrook Drive is inadequate for the volume of vehicular traffic that will arise, given the density of the development proposed. The proposal involves entrances and exits on both sides of Carrsbrook Drive, which will have very limited sight distance due to the shape of the road and the grade extending westwards, posing a safety hazard. Almost every visitor to the site from the County staff, the Planning Commission and Board of Supervisors has commented on this subject. It is not clear that the methodology used to assess sight distances in the applicant’s traffic report is correct. More work is needed here, and more inventive reconfigurations of the entrances and exits to the new development should be considered.

It is also worth noting that the developer’s study did not record the full extent of the local problem with speeding, especially by cut-through traffic, as there were no speed tubes placed on the main portion of Carrsbrook Drive—only the intersection with R29. And, because the analysis was carried out during 24 hours on a Wednesday, vehicular activity was relatively tame. Late nights and weekends are peak times for reckless driving in the area. Many crashes and near-misses go unreported; we have seen several cases of property destruction by speeding cars veering far off road, and empty liquor containers are regularly dumped on the side of Carrsbrook Drive.

The Carrsbrook neighborhood, as it currently exists, was developed around the 1960s, a low point for public transit and connectivity. It is not “walkable” and reaching the closest bus stop involves crossing 8 lanes of traffic on R29. There are no sidewalks. Thus, the County should consider further measures to lower vehicle speeds, improve safety, enhance the streetscape and encourage walking/cycling. If the development goes ahead, such measures will become a necessity—and it is fitting that the developer pays the bill, not County taxpayers. The proposed development should be viewed as an opportunity to secure much-needed traffic-calming measures, including speed bumps, and a protected crossing for local schoolchildren and elderly residents.

Thanks for all the great work you are doing for our area. I am copying members of the Planning Commission and Board of Supervisors on this response.

Yours faithfully,
Mark Pengelly

(107 Carrsbrook Drive)

—**Mark Pengelly**
mpengelly@icloud.com
+1 (434)284-1457

Jered Tate

From: Bates, Grant <Grant.Bates@nmrk.com>
Sent: Monday, August 24, 2026 1:36 PM
To: Jered Tate; Max Greene
Subject: North Gander - ZMA 2025 00013 - VDOT Approval letter

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Dear Jared and Max,

I am writing regarding the proposed Gander North multifamily development and the traffic, entrance, and sight-distance analysis supporting the two proposed entrances on Carrsbrook Drive.

The applicant's traffic analysis projects approximately **542 vehicle trips per day** from the 237-unit development. Under VDOT's current Access Management Regulations, an entrance serving a land use generating more than 50 vehicular trips per day is a **commercial entrance**. That classification is important because VDOT's regulations require commercial entrances to satisfy the applicable sight-distance requirements, and specifically provide that the legal speed limit is to be used unless an approved design speed is available. An operating speed may be substituted only when the applicant provides an appropriate speed study demonstrating that the operating speed of the highway segment is lower than the legal speed limit and the district administrator's designee determines that using the operating speed will not compromise safety.

After reviewing the traffic study and the subsequent County and VDOT comments, I believe several fundamental questions regarding the safety of these entrances remain unresolved.

1. The speed data underlying the "20 mph" conclusion was not collected at the entrances, or even on Carrsbrook Drive proper

The only speed data offered in support of the approximately **20-mph operating-speed conclusion** comes from a speed tube the applicant's consultant labeled "**Carrsbrook NB Right.**"

That tube measured vehicles turning right from **northbound U.S. Route 29 onto Carrsbrook Drive at the Route 29/Carrsbrook intersection**. The reported 85th-percentile speed was **19.8 mph**, with an average speed of **17.3 mph**, based on 1,063 vehicles over 24 hours. A vehicle's speed while completing a controlled right turn from U.S. Route 29 is not a reliable proxy for its speed after completing that turn and traveling along Carrsbrook Drive. Carrsbrook Drive has a **25-mph posted speed limit**, and the relevant question for the sight-distance analysis is how fast vehicles are actually traveling as they approach the proposed entrances. **No speed tube, camera, or other speed-data collection device was placed at either proposed entrance location, in either direction of travel, at any point during this study.**

Consequently, the study does not establish the actual operating speed of traffic approaching either proposed entrance.

This is particularly important because VDOT's regulation expressly requires a speed study demonstrating that the operating speed of the **segment of highway** is lower than the legal speed limit before an operating speed may be substituted for the legal speed limit.

I therefore respectfully request that VDOT identify:

- The engineering basis for treating the **19.8-mph 85th-percentile speed from the Route 29 right-turn movement** as representative of traffic traveling along Carrsbrook Drive;
- Whether VDOT formally approved the use of approximately 20 mph as the operating speed for the northern entrance;

- What data demonstrates that westbound traffic on Carrsbrook Drive at the proposed entrance actually operates below the 25-mph legal speed limit;
- Whether any westbound speed data exists for Carrsbrook Drive at or immediately upstream of either proposed entrance; and
- If no such data exists, why an operating-speed assumption was accepted without measuring the actual traffic movement for which the sight-distance determination is being made.

2. The same study documented significant speeding on comparable neighborhood roads

The concern regarding the unsupported 20-mph assumption is further reinforced by the applicant's own supplemental traffic study. The same study placed speed tubes on **Northfield Road and Huntington Road**, both in the immediate Carrsbrook neighborhood and both posted at **30 mph**, and found:

- **Northfield Road:** average westbound speed **36.6 mph**, with an **85th-percentile westbound speed of 42.9 mph**; average eastbound speed **37.7 mph**, with an **85th-percentile eastbound speed of 44.6 mph**.
- **Huntington Road:** average westbound speed **31.6 mph**, with an **85th-percentile westbound speed of 37.4 mph**; average eastbound speed **34.5 mph**, with an **85th-percentile eastbound speed of 40.8 mph**.

The applicant's own report concludes from these measurements that **"speeding along these (2) roadways is a concern."** These findings are highly relevant to the proposed Gander North entrances. Drivers in this same neighborhood were measured traveling approximately **7 to nearly 15 mph above the posted 30-mph speed limit** on comparable local roads. Yet the sight-distance analysis assumes that traffic on **25-mph Carrsbrook Drive** is operating at approximately 20 mph at the proposed northern entrance.

That conclusion is not established by the data presented.

In fact, the available evidence demonstrates that motorists in this neighborhood routinely travel substantially above posted speed limits. There is therefore no evidentiary basis to assume that westbound traffic on Carrsbrook Drive slows to a materially lower speed by the time it reaches the proposed entrances—particularly when **no speed measurement was taken of free-flow traffic traveling on Carrsbrook Drive itself**. If vehicles on comparable neighborhood roads are routinely traveling 7–15 mph above their posted limits, then the applicant should be required to demonstrate, with **location-specific field data**, that traffic approaching the proposed entrances actually operates at the assumed 20-mph speed.

3. The U.S. Route 29 speed data was collected under potentially non-representative construction conditions

There is an additional concern regarding the conditions under which the U.S. Route 29 speed observations were collected.

The study occurred while there was an **active construction/traffic-control zone affecting the U.S. Route 29 northbound approaches and entrances**.

Temporary construction conditions can materially alter driver behavior, vehicle speeds, lane utilization, turning movements, and traffic patterns. A speed observed during an active construction zone should not automatically be treated as representative of normal operating conditions after construction and temporary traffic controls are removed. I therefore request that VDOT identify the exact construction and traffic-control conditions present when the speed observations were collected and explain why those observations should be considered representative of normal traffic conditions for the proposed Gander North entrances.

4. May 27 was not a normal school operating day

There is a separate concern regarding the timing of the traffic observations. **May 27 was the last day of school and was a half day, with no normal full-day school schedule.**

Consequently, traffic observed that day cannot reasonably be presumed to represent a typical school-day traffic pattern. Parent drop-off and pickup, school buses, student transportation, and associated peak-period traffic were not operating under normal school conditions.

If May 27 traffic counts were incorporated into the analysis as representative weekday or school-day conditions, I request that the applicant explain why that date was considered appropriate and demonstrate that the unusual schedule did not materially affect the results.

5. The County's own review identified a sight-line safety concern that remains insufficiently explained

The County's **August 14, 2026 Third Review comment letter, Comment 9**, states: "Sight lines appear heavily restricted along east-bound Carrsbrook Drive as the road approaches the intersection with Indian Springs Road. Be advised, this may pose safety challenges for your proposed development. Further coordination with VDOT is recommended to ensure all applicable standards can be met."

That comment is marked **"Revision 2 – comment addressed."** However, in the materials I have reviewed, I have not found a corresponding study, engineering analysis, revised sight-distance exhibit, or VDOT determination explaining **how that identified sight-line restriction was resolved or why it no longer presents a safety concern.**

This is especially significant in light of the speed-data deficiencies described above. Sight distance and operating speed are directly related. If actual vehicle speeds approaching the proposed entrances have not been measured, and the County has independently identified restricted sight lines on Carrsbrook Drive as a potential safety challenge, the record should contain affirmative engineering evidence demonstrating that the available sight distance is adequate for actual operating conditions.

6. VDOT's August 10 letter does not resolve these project-specific safety questions

VDOT's **August 10, 2026** letter states that VDOT **"has no objections to the rezoning"** and that **"the final plan must show conformance with the VDOT Road Design Manual Appendices B(1) and F, as well as any other applicable standards, regulations, or other requirements."** I recognize that this letter is not a final entrance permit or final construction-plan approval. However, the letter does not address the specific safety questions raised by the traffic and sight-distance analysis, including:

- the classification of the proposed entrances;
- the basis for using approximately 20 mph as the operating speed for the northern entrance;
- the absence of speed measurements for traffic approaching either proposed entrance;
- the significant speeding documented on Northfield Road and Huntington Road;
- the potentially non-representative construction conditions during portions of the study;
- the unusual May 27 school-day conditions; or
- the County's identified sight-line concern on Carrsbrook Drive.

I also note that the August 10 VDOT letter refers to the reviewed submittal as **"the above referenced Rio Commons"** rather than Gander North. While this may simply be a drafting or proofreading error, I believe it is reasonable to ask VDOT to confirm that the letter was intended to address this specific Gander North rezoning and its proposed Carrsbrook entrances. **It is the same error that was made on March 5, 2026 and give the appearance that this project was "rubber stamped".**

7. The applicant has an affirmative burden to demonstrate that these entrances are safe

VDOT's own regulations define access management as the systematic control of entrances and other access points **"for the purpose of providing vehicular access to land development in a manner that preserves the safety and efficiency of the systems of state highways."** The regulations also state that commercial entrance design must allow **safe and efficient movements of traffic** while minimizing impacts on the state highway system. Most importantly, **24VAC30-73-70(B)(1)** requires the permit applicant to supply sufficient information to demonstrate that neither the entrance nor the proposed traffic circulation patterns will compromise the **safety, use, operation, or maintenance of the abutting highway.**

The applicant bears an affirmative burden to demonstrate that the proposed entrances are safe. The current record does not appear to satisfy that burden. The absence of evidence establishing that the entrances are safe cannot itself be treated as evidence that they are safe.

8. Request for action

For these reasons, I respectfully request that Albemarle County and VDOT:

1. **Require actual speed measurements on Carrsbrook Drive at or immediately upstream of both proposed Gander North entrances;**
2. **Measure traffic approaching the entrances in both directions and report the 85th-percentile operating speeds;**

3. Conduct those measurements under **normal, non-construction roadway conditions**;
4. Conduct the observations during a **normal school operating day**, rather than relying on the May 27 half-day/last-day-of-school conditions;
5. Reevaluate the sight-distance calculations using the actual operating conditions documented at the entrance locations;
6. Provide the engineering analysis or determination resolving the County's Comment 9 sight-line concern;
7. Confirm whether VDOT formally approved the use of an operating speed below the 25-mph legal speed limit for the northern entrance and identify the supporting speed study; and
8. Confirm that the proposed commercial entrances satisfy all applicable VDOT sight-distance, access-management, and safety requirements **before final entrance approval**.

The neighborhood is asking for a straightforward and reasonable level of verification. **Measure the speed of the vehicles that will actually be approaching these entrances before determining that the proposed sight distance is safe.** The current traffic study does not provide that information. Instead, it has documented speeding within the neighborhood while failing to measure actual speeds at the proposed entrances; relied on a controlled turning movement rather than free-flow traffic on Carrsbrook Drive; included observations made during unusual construction conditions; and relied in part on traffic conditions from the final, abbreviated day of the school year.

Rather than resolving the neighborhood's concerns, this traffic study has strengthened them—particularly our concerns regarding life safety.

We respectfully request that Albemarle County and VDOT not treat the unresolved speed and sight-distance questions as matters that can simply be deferred to a future final-plan review. These are fundamental questions concerning whether the proposed commercial entrances can safely function at their proposed locations.

Please include this correspondence in the project record and advise whether VDOT and Albemarle County will require the additional, location-specific traffic and speed analysis described above before the proposed entrances are approved.

Thank you for your attention to this matter and to the safety of the existing Carrsbrook neighborhood.

Sincerely,

Grant Bates, SIOR

Executive Managing Director

NEWMARK

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www.nmrk.com

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Jered Tate

From: Carolyn Shaffer
Sent: Thursday, October 8, 2026 10:16 AM
To: Jered Tate
Subject: Fw: Opposition to the Gander North Project

Thank you,

Carolyn Shaffer

Notary Public
Planning Commission Clerk
Albemarle County

cshaffer2@albemarle.org



From: Alice Layman <alichelayman@gmail.com>
Sent: Wednesday, October 7, 2026 5:08 PM
To: Planning Commission <PlanningCommission@albemarle.org>
Subject: Opposition to the Gander North Project

CAUTION: This message originated outside the County of Albemarle email system. DO NOT CLICK on links or open attachments unless you are sure the content is safe.

Dear Members of the Albemarle County,

We are writing to oppose the proposed Gander North rezoning because of several concerns:

1. The additional traffic it would cause at the Route 29 entrance to Carrsbrook and along Carrsbrook Drive and the neighborhoods beyond.

Carrsbrook Drive at Rt. 29 serves as an important entrance and exit for several established residential neighborhoods including Carrsbrook, Still Meadow, and Northfields, and provides a connecting route for residents of Westmoreland, Fieldbrook,

and Raintree. The proposed development would direct its regular vehicle traffic onto Carrsbrook Drive only yards from the 29N entrance/exit rather than provide direct access to Route 29. This arrangement raises serious concerns about turning movements, congestion, and the ability of residents to enter and leave the neighborhood safely. It is also important to note that, no matter what final site layout would be selected, children and adults from one side of the development would have to cross this dangerous intersection to get to whatever amenities (playground/pool) are located at the other half of the development.

The developer estimates approximately 511 additional vehicle trips each day on Carrsbrook Drive. A recent independent study reports an existing daily traffic count of approximately 1,142 vehicles on the affected section of Carrsbrook Drive—suggesting an increase of roughly 45 percent.

It is important to note that the road surface on Carrsbrook Drive is NOT in good shape, with many cracks, steep hills, and sharp curves, and no bicycle lanes or shoulders in most spots. The corner of Clark Lane, Carrsbrook Drive, and Marlboro Court is the peak of a blind hill that does not allow cars heading east to west to see those approaching west to east. With 91 percent of the cars on Carrsbrook speeding, the increased traffic flow is bound to cause a variety of dangerous situations and exacerbate already critical problems.

2. The strain a development of this size would put on the ecosystem of the subdivision.

The developer of Gander North plans to use the same stormwater system used for Northtown Center. Pictorial evidence shows that Kuhns Lake has become largely filled with silt since the developer built Northtown Center. The proposed development would use the SAME stormwater system, clearly further damaging the ecosystem of the Carrsbrook area.

3. The proposed development runs counter to the County's Development Plan for 29N

The proposed development is NOT in any of the proposed activity areas of the County's 2026 AC44 Comprehensive Plan. After spending years to develop this plan, why allow a development of this size to be built counter to the plan?

4. The proposed development ignores the current Carrsbrook deed restrictions

The developer has proposed four concepts for the project: 237 age-restricted units, 150 residential units, 104 two-over-two condo units, and 75 townhome units. None of these designs are compatible with the scale or form of the surrounding single-family neighborhood. If the rezoning request is granted, ANY of these designs could be built, leaving the community with zero guarantee of which high-density configuration will be forced upon the neighborhood. It is also important to note that all of these designs are inconsistent with existing Carrsbrook deed restrictions that include the property in question.

We do not oppose common-sense development of this property that takes into consideration the four concerns we have discussed above.

Sincerely,

Steve and Alice Layman

[301 Dover Rd.](#)

[Charlottesville. VA 22901](#)

[434 960-9404](#)