

ALBEMARLE COUNTY PLANNING **STAFF REPORT SUMMARY**

Project Name: ZMA-2025-00013 Gander North Residential Development	Staff: Jered Tate, Senior Planner I
Planning Commission Public Hearing: October 27, 2026	Board of Supervisors Public Hearing: To be scheduled
Owner: Six Star Associates LLC, Landshark LLC, S-V Associates	Applicant: Scott Collins, Collins Engineering
Acreage: 7.92 acres	Rezone from: CO Commercial Office, HC Highway Commercial, R1 Residential
TMPs: 045B1-08-00-00100, 045B1-04-00-00100, 045B1-04-00-002D0, 0 45B1-04-00-002C0	By-right use: Commercial uses and residential uses up to three dwelling units/acre
School Districts: Woodbrook Elementary, Journey Middle, and Albemarle High School	Location: Adjacent to Seminole Trail/Rt 29 North, north and south of the intersection with Carrsbrook Dr.
Magisterial District: Rio	Proffers: No
Proposal: PRD Planned Residential Development to allow a maximum of 237 units for a gross density of 30 dwelling units per acre.	Requested # of Dwelling Units: 237 multifamily units
DA (Development Area): Places 29 Master Plan	Comp. Plan Designation: <u>Commercial Mixed Use</u> – commercial, retail, employment uses, with supporting residential (no maximum density), office, or institutional uses; <u>Office/R&D/Flex/Light Industrial</u> – commercial, professional office; research and development, design, testing of prototypes; manufacturing, assembly, packaging; residential is a secondary use (no maximum density); <u>Neighborhood Density Residential</u> – residential (3 – 6 units/acre) supporting uses such as religious institutions, schools and other small-scale non-residential uses.
Character of Property: The site is currently undeveloped and wooded with a perennial stream on the southern portion.	Use of Surrounding Properties: To the west, across Rt. 29 is a mix of highway commercial uses. To the north and south along Rt. 29 are more mixed commercial uses. To the east is the Carrsbrook residential neighborhood.
Positive Aspects: 1. The request is consistent with the land use recommendations of the Rio 29 Master Plan. 2. The proposed rezoning meets strategies of the growth management policy to promote density in the Development Area and recommendations of Housing Albemarle.	Concerns: 1.
RECOMMENDATION: Staff recommends approval of ZMA-2025-00013.	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Jered Tate, Senior Planner I
October 27, 2026
To be scheduled

CHARACTER OF THE AREA

The subject property consists of four separate parcels, totaling approximately 7.92 acres, located along Seminole Trail, both north and south of Carrsbrook Drive. The property is currently undeveloped and wooded with a perennial stream on a portion of the southernmost parcel. (Attachment 1 – Existing Conditions Map).

The property is currently zoned a mix of Commercial Office, Highway Commercial, and R-1 Residential and is subject to several overlay districts, including the Entrance Corridor, Airport Impact Area, and Steep Slopes – Managed.

Surrounding uses are varied and include mixed commercial, residential, and office. To the west, across Seminole Trail is Flow Hyundai, Malloy Ford, and the Rivanna Plaza mixed commercial development. To the north and south, along Seminole Trail, are further mixed commercial developments. To the east is the Carrsbrook neighborhood containing single-family detached dwellings (Attachment 2 – Zoning Map).

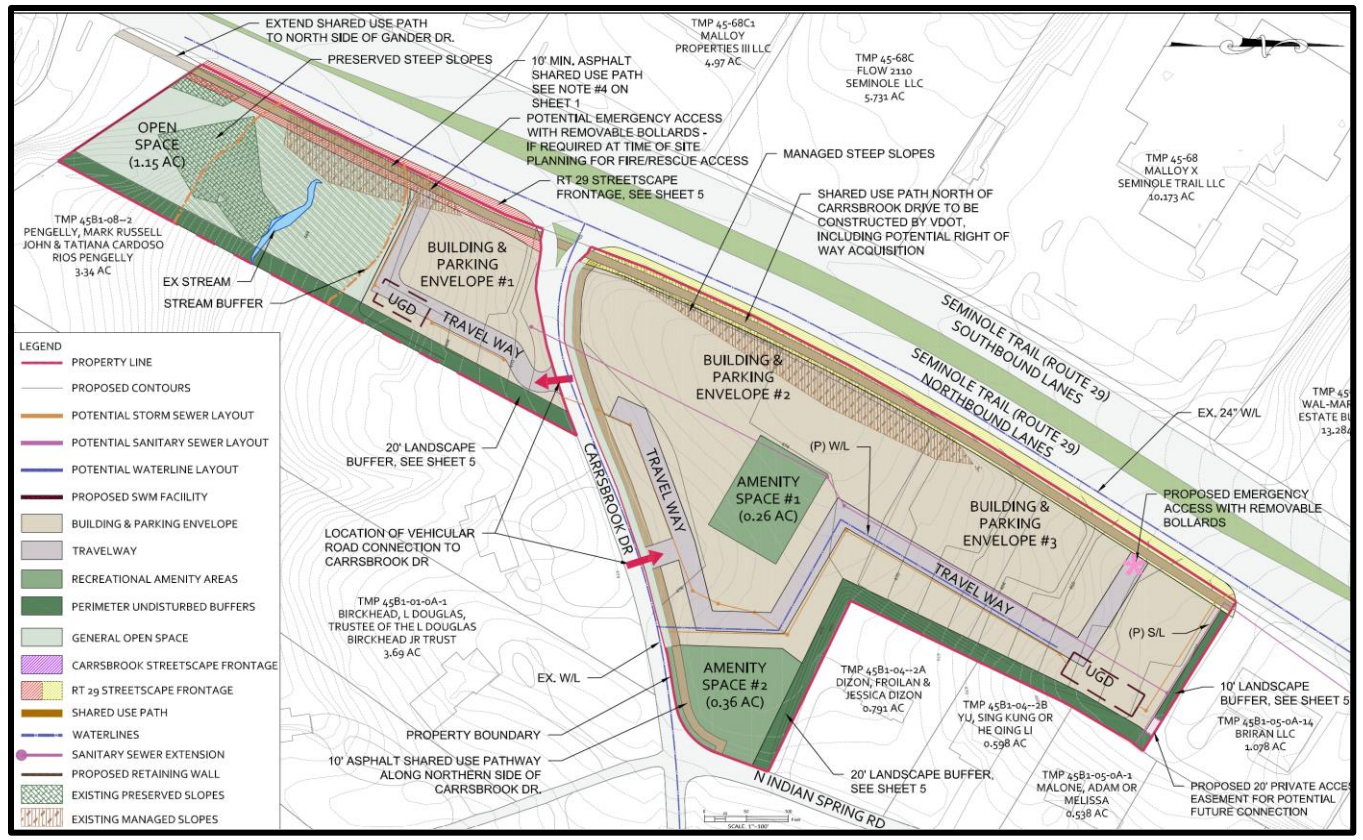
PLANNING AND ZONING HISTORY

The existing lots were created in 1959 as part of the Carrsbrook subdivision, with certain private covenants established at that time. The County's Zoning Map has designated these parcels with their current zoning since 1980. A preliminary site plan (SDP200400016) for a 3,564-square foot retail building was submitted on TMP 45B1-04-2C, but the application was withdrawn.

SPECIFICS OF THE PROPOSALS

The request is to rezone the entirety of the four subject parcels from the current mix of zoning districts (Highway Commercial, Commercial Office, R-1 Residential) to Planned Residential Development (PRD) to allow a total of 237 multi-family units. The gross residential density of the proposal is approximately 30 dwelling units per acre (Attachment 3 – ZMA-2025-00013 Narrative and Attachment 4 – ZMA-2025-00013 Application Plan). Major elements of the application plan include:

- Location of three building and parking envelopes, with multifamily units expected. Within the building envelopes, the proposed structures would comply with the ordinance provisions for the PRD Planned Residential District for setbacks and a maximum building height of 48' is proposed.
- Location of two amenity areas totaling approximately half an acre, with an additional open space area of over an acre.
- 20' Landscape Buffers adjacent to existing residential lots in Carrsbrook
- 100' Riparian Buffer around the existing stream on the southernmost parcel, within the proposed open space
- Crosswalks, sidewalks, and a 10' shared use path along Seminole Trail and Carrsbrook Drive.
- Affordable housing provisions that include 20% of the total units on-site as affordable, which would provide up to 48 affordable units.



COMMUNITY MEETING and COMMUNITY MEMBER INPUT

Two community meetings have been held on this proposal and both were well attended. A community meeting was held at the Rio Community Advisory Committee (CAC) meeting on January 22, 2026, at the County Office Building. There were approximately 50 attendees from neighborhoods near the site, along with the members of the CAC. The applicant shared details about the proposed rezonings and answered questions. Comments and questions included traffic impacts, safety concerns with the proposed entrances on Carrsbrook Drive, proposed density, and impacts to the existing stream on the property. Attendees also cited concerns with their private covenants and restrictions. A second community meeting was held by the applicant on May 13, 2026 at the Northside Library to continue to discuss the project and hear concerns.

Extensive public comments have been received and are included (Attachment 7).

COMPREHENSIVE PLAN

While the County adopted an update to the Comprehensive Plan (AC44) on October 15, 2025, the effective date of the plan is January 1, 2026. This proposal has been reviewed for consistency with the 2015 Comprehensive Plan and Places 29 master plan in effect currently. However, AC44 maintains similar land use designations on the parcels with General Commercial, Office/R&D Flex/Light Industrial, and Neighborhood Density.

The Places 29 Master Plan has three designations for the subject property. The designations include Commercial Mixed Use (red), Office/R&D/Flex/Light Industrial (purple) and Neighborhood Density (yellow) as shown on the map below.



Figure 1: Places 29 Master Plan

- Commercial Mixed Use:** This designation is applied only to areas that are already developed or that have been approved for development as commercial shopping areas. This designation is used in the areas around Centers and is intended to support the eventual conversion of these areas to a more mixed-use type of development that would support adjacent mixed use centers. These areas have the potential to integrate some nonretail uses, such as multifamily housing, office, or institutional uses, and to develop stronger links with adjacent Centers. Primary uses include community and regional retail, commercial service, auto commercial service, and office uses. Secondary uses include office, research & development (R&D), flex, residential, open space, and institutional uses.
- Office / R&D / Flex / Light Industrial:** This designation allows a range of employment-generating uses and is applied to the majority of the nonretail employment areas within the Places29 area to create Employment Neighborhoods. These uses are the “new” types of industrial uses that are more employee-intensive and may be less involved with manufacturing. As such, these uses are expected to have the fewest impacts on surrounding uses (e.g., noise, vibrations, odors), although they may have a greater traffic impact due to the number of employees. The designation is used in the areas around Centers. Primary uses include office, research & development (R&D), and flex, light manufacturing/storage/distribution uses. Secondary uses include retail, commercial, and light manufacturing uses that are associated with the primary uses, residential, open space, and institutional uses.
- Neighborhood Density Residential:** This designation is used in areas around Centers where single-family detached and attached housing with a gross density range between 3-6 units per acre is desired. This designation is also applied to existing residential areas with densities within or below this range. Primary uses include single-family residential, including two or more housing types. Secondary uses include retail, commercial, and office uses that support the neighborhood, live/work units, open space, and institutional uses.

The proposal for a maximum of 237 dwelling units on the site, for a gross residential density of 30 dwelling units per acre, is consistent with the secondary uses within the Commercial Mixed Use and Office/R&D/Flex/Light Industrial designations which would suggest no more than 34 units per acre.

The Places 29 Master Plan states “The determination of primary and secondary uses is expected to be made over an entire contiguous designation, not an individual parcel (unless the designation is restricted to a single parcel).” Staff believe the secondary uses are appropriate as the property represents a transitional area between lower-intensity residential uses and higher-intensity commercial uses. Staff believe the secondary uses are appropriate between the lower-intensity residential uses of the Carrsbrook neighborhood and the higher-intensity commercial uses along the Seminole Trail corridor. Overall, there is an existing mix of uses within the land use designations that meet the stated primary use definitions. Though the proposed density is not within the recommended range for the portion of the property within the Neighborhood Density Residential designation, this portion of the site is proposed to be used primarily as open space. A maximum building height of 4 stories is proposed, which is consistent with the recommendations of the master plan.

The application’s density and infill also support the following objectives within Chapter 8 (Development Areas) of the Comprehensive Plan:

- Objective 4: Use Development Areas land efficiently to prevent premature expansion of the Development Areas.
- Objective 5: Promote density within the Development Areas to help create new compact urban places.
- Objective 6: Promote infill and redevelopment that is compatible with surrounding neighborhoods and uses

The Neighborhood Model

Staff has reviewed the proposal against the Neighborhood Model Principles, and the detailed analysis can be found in Attachment 7 – Staff Analysis of Application’s Consistency with Neighborhood Model Principles.

Affordable Housing

Housing Albemarle was adopted by the Board of Supervisors on July 7, 2021. On February 21, 2024, the Board of Supervisors approved the Affordable Rental Housing Incentive Program (ARHIP). Approval of the incentive program fully implemented Housing Albemarle. The policy recommends 20% of the total new units in residential construction projects be provided as affordable housing at either 60% AMI for a total of 30 years (rental housing) or 80% AMI for a total of 40 years (owner-occupied housing).

The applicant is requesting a maximum of 237 residential units. Under the current Housing Albemarle policy, 20% of the new residential units should be provided as affordable, which would be 48 affordable units of the 237 units proposed. The applicant has addressed affordable housing with notes found on Sheet 4 of the Application Plan. The provisions of the notes are summarized below and satisfy the recommendations of Housing Albemarle.

	Maximum Number of Units	Affordable Units	Percentage of Units	AMI Limits For-Sale	Period of Affordability For Sale	AMI Limits For-Rent	For-Rent Period of Affordability
Proposed Application Plan	237	48	20%	80% AMI	40 Years	60% AMI	30 Years
Housing Albemarle	237	48	20%	80% AMI	40 Years	60% AMI	30 Years

The proposal meets housing strategies and objectives of Housing Albemarle by increasing housing opportunities in the Development Area:

- Objective 1: Increase the supply of housing to meet the diverse housing needs of current and future Albemarle County residents.
- Strategy 1a: Allow, encourage, and incentivize a variety of housing types (such as bungalow courts, triplexes and fourplexes, accessory dwelling units, live/work units, tiny homes, modular homes, and apartment buildings); close to job centers, public transit and community amenities; and affordable for all income levels; and promote increased density in the Development Areas.

ZONING ORDINANCE REQUIREMENTS

The purpose and intent of the PRD Planned Residential District is indicated in the Zoning Ordinance:

PRD districts may hereafter be established by amendment to the zoning map in accordance with the provisions set forth generally for PD districts in sections 8.0 and 33.0, and with densities and in locations in accordance with the comprehensive plan.

The PRD is intended to encourage sensitivity toward the natural characteristics of the site and toward impact on the surrounding area in land development. More specifically, the PRD is intended to promote economical and efficient land use, an improved level of amenities, appropriate and harmonious physical development, and creative design consistent with the best interest of the county and the area in which it is located.

To these ends, the PRD provides for flexibility and variety of development for residential purposes and uses ancillary thereto. Open space may serve such varied uses as recreation, protection of areas sensitive to development, buffering between dissimilar uses and preservation of agricultural activity.

While a PRD approach is recommended for developments of any density, it is recommended but not required that the PRD be employed in areas where the comprehensive plan recommends densities in excess of 15 dwelling units per acre, in recognition that development at such densities generally requires careful planning with respect to impact.

Staff believe the Application Plan meets the purpose and intent of the PRD Zoning District. Staff believe that the plan provides for appropriate density and open space. PRD allows a variety of residential building types, including single family and multifamily, up to 65' in height. Non-residential uses are permitted by special use permit, including office uses. Staff believe it is an appropriate location for a PRD at the density proposed.

Anticipated impact on public facilities and services:

Transportation:

The proposed development is located along the east side of Seminole Trail (Rt. 29), adjacent to the intersection of Seminole Trail and Carrsbrook Drive (Rt. 854). Seminole Trail is an 8-lane divided principal arterial, with a right turn lane onto Carrsbrook Drive from Seminole Trail. The intersection at Carrsbrook Drive is unsignalized and is a right-in/right-out intersection. The next signalized intersection along Seminole Trail northbound is at its intersection with Hilton Heights Road and the next intersection southbound is at Gander Drive, both of which allow left-turn movements and U-turns. Seminole Trail has 45,000 vehicles per day (vpd) according to the VDOT 2024 Annual Average Daily Traffic (AADT) data. The proposed development is expected to generate approximately 1,084 weekday daily trips, around a two percent increase to the current vpd.

Carrsbrook Drive is a two-lane secondary road with no pedestrian or bike facilities. Carrsbrook Drive connects from Seminole Trail to residential neighborhoods on Old Brook Road and Northfield Road, which enter from Rio Road (Rte. 631). There is currently a SMART SCALE project under construction to install a 10-wide shared use path on the east side of Route 29 (Seminole Trail) between Route 854 (Carrsbrook Drive) and Seminole Lane. With this project, ramps and marked crosswalks will be installed across all vehicular access points. Transit service is not currently provided by CAT along this segment of Seminole trail.

The proposed development will be accessed by two entrances from Carrsbrook Drive. The application plan does not propose entrances from Seminole Trail. The number of units proposed did not trigger the Virginia Department of Transportation (VDOT) requirement for a full Traffic Impact Analysis (TIA). However, a turn lane capacity analysis was requested for the lefthand turn lane at the intersection of Seminole Trail and Hilton Heights Road (Rt. 1438) along with additional traffic analysis within the Carrsbrook neighborhood to respond to their concerns. The turn lane analysis showed that the proposed development will increase approach motions by approximately 1.5 percent over current volumes and is expected to lead to a 0.9-second increase in intersection delay in the AM peak hour and a 03-second increase in the PM peak hour operation. Based on the analysis there is existing capacity at the intersection to handle additional turning movements (Attachment 5). These findings were reviewed by both VDOT and County Transportation staff, who did not object to these findings.

To provide for bicycle and pedestrian infrastructure, the applicant is proposing a 10' shared use path to be built in accordance with VDOT standards. The location of the 10' shared use path is along Seminole Trail from Carrsbrook Drive south to Gander Drive. This proposed path will extend the funded VDOT shared use path that is planned along the portion of the property north of Carrsbrook Drive. Additionally, the applicant has proposed a 10' shared use path along the north side of Carrsbrook Drive to the intersection with N. Indian Spring Road. The proposed path will provide for further connectivity to the facilities proposed along Seminole Trail.

Within the site, the applicant is proposing for multiple sidewalks and crosswalks to enhance pedestrian connectivity between the buildings within the site and between the future shared use path along Seminole Trail. For bicyclists, the proposed shared use path ends at Gander Dr after which there is an existing sidewalk connection to the south, eventually leading to Albemarle Square.

In summary, the bicycle and pedestrian improvements within the site are sufficient for connecting the residents to buildings within the site and to the future infrastructure and amenities along Seminole Trail.

Schools:

Students living in this area would attend Woodbrook Elementary, Journey Middle, and Albemarle High schools. The school division is cognizant that these areas continue to grow with new residential developments. Albemarle County Public Schools has provided its student generation calculator that estimates how many students will be generated at each school level based on dwelling unit types. The applicant is requesting 237 units which is what the calculation will be based on. The table below specifies the yield of students generated at each school level should the subject property be built out with the proposed 237 units. The estimate is based on 237 multi-family units. Approximately 59.25 students would be generated from the proposal.

Official Calculator

Dwelling Type	Woodbrook ES	Journey MS	Albemarle HS	Total
237 multi-family	0.13	0.06	0.06	
Total	30.81	14.22	14.22	59.25

Source of Calculator: Albemarle County Public Schools 2025 LRPAC Report: Appendix E

Woodbrook Elementary School is currently under-capacity and projected be either under- or at capacity for the next 10 years. Journey Middle School is currently under-capacity and is expected to remain so over the 10 years, even with the students generated by this development. Lastly, Albemarle HS is currently over-capacity and is expected to remain so over the next 10 years. Construction for High School Center 2 is complete and assists in addressing capacity issues over the long-term, although the exact number is not certain at this time.

Parks:

No public parks are located within or immediately adjacent to the subject properties. However, staff from Albemarle County Parks & Recreation Department have reviewed the proposal and have no objection to the proposal. The applicant has proposed additional common open space on the property.

Fire & Rescue:

Albemarle County Fire Rescue has reviewed this rezoning application and has no objections at this time. Code requirements for items such as street and travelway widths, turning radius, and the necessity of secondary emergency fire access routes will be addressed at the site planning and/or subdivision stage, as well as other items such as adequate access and water availability. These elements will have to meet Fire-Rescue requirements before those plans can be approved by the County.

Utilities:

This project is in the Albemarle County Service Authority (ACSA) water and sewer service jurisdictional area. ACSA and the Rivanna Water and Sewer Authority (RWSA) have no objections to this project at this time. A utilities construction plan will be required, subject to ACSA and RWSA approval, prior to the approval of site plans and/or subdivision plans by the County at the site development stage of these properties.

Anticipated impact on environmental, cultural, and historic resources:

There are no cultural or historical resources located on the property. There is no floodplain on the property. The applicant performed a stream determination for a stream located on the southernmost parcel. The study determined that the stream is a perennial stream and the applicant has included the required 100-foot riparian buffer on either side of the existing stream on the application plan. No development is proposed within the riparian buffer. There are areas of Steep Slopes – Preserved and Steep Slopes – Managed on the property. No Steep Slopes – Preserved will be disturbed. Any

stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

The property is within the Entrance Corridor and will be subject to the Entrance Corridor guidelines and the Architectural Review Board (ARB) review and approval to ensure compatibility with development along the Route 29 Corridor. ARB staff have reviewed the proposal and have recommended the Urban Frontage Condition for the portions of the property bordering Seminole Trail. The building facades facing Seminole Trail will be fully designed and landscaped per ARB standards to integrate into the corridor. Parking will be relegated behind the proposed buildings and screened as required by the standards of Section 32.7.9.

Anticipated impact on nearby and surrounding properties:

The site is located between an area of residential neighborhoods and commercial development along a highway corridor. The site is bordered to the west by Seminole Trail (Route 29). Across Seminole Trail is Flow Hyundai, Malloy Ford, and the Rivanna Plaza mixed commercial development. To the north along Seminole Trail are High Tech Signs and Starbucks. To the south is a mixed-commercial development along Gander Drive. To the east is the Carrsbrook neighborhood containing single-family detached dwellings.

Staff believes the land use is appropriate and compatible with nearby properties. The application plan establishes 20' landscape screening buffers adjacent to existing residential uses. No buffer is required by the ordinance for residential districts adjacent to other residential districts. While the PRD zoning district allows a maximum building height of up to 65', the application plan limits building height to 48' with allowances for feature such as pergolas and trellises up to 54' in height.

Public need and justification for the change:

The County's growth management policy states that new residential and commercial development should occur in the designated Development Areas, where infrastructure and services are provided, rather than in the Rural Areas. This development is within Neighborhood 2 of the Places 29 Neighborhoods development area. This proposal will provide a greater density of residential development in the designated development areas, at a density that is within the range recommended by the master plan for the Places 29 Urban Neighborhoods.

Proffers

Since the requested PRD district is a planned zoning district, the notes and requirements of the Application Plan would be binding should the ZMA be approved by the Board of Supervisors (BOS). This means that the affordable housing, multi-use path construction, etc. would be required to be met at the time of site plan review.

SUMMARY

Staff have identified the following positive aspects of this request:

1. The request is consistent with the land use recommendations for the Places 29 Neighborhoods Master Plan.
2. The proposed rezoning meets the strategies of the growth management policy to promote density in the Development Area and recommendations of Housing Albemarle.

Staff have identified the following concerns with this request:

1. None.

RECOMMENDATION

ZMA-2025-00013

Staff recommends approval of ZMA-2025-00013.

PLANNING COMMISSION POTENTIAL MOTIONS

- A. Should the Planning Commission **choose to recommend** approval of this zoning map amendment:

I move to recommend approval of ZMA-2025-00013 Gander North Residential Development for the reasons stated in the staff report.

- B. Should the Planning Commission **choose to recommend denial** of this zoning map amendment:

I move to recommend denial of ZMA-2025-00013 Gander North Residential Development. *State the reasons for denial.*

ATTACHMENTS

- Attach. 1 - [ZMA-2025-00013 Gander North Residential Development - Existing Conditions Map](#)
- Attach. 2 - [ZMA-2025-00013 Gander North Residential Development - Zoning Map](#)
- Attach. 3 - [ZMA-2025-00013 Gander North Residential Development - Narrative](#)
- Attach. 4 - [ZMA-2025-00013 Gander North Residential Development - Application Plan](#)
- Attach. 5 - [ZMA-2025-00013 Gander North Residential Development - Turn Lane Study and Traffic Analysis](#)
- Attach. 6 - [ZMA-2025-00013 Gander North Residential Development - Staff Analysis of Application's Consistency with Neighborhood Model Principles](#)
- Attach. 7 - [ZMA-2025-00013 Gander North Residential Development - Public Input received as of 10-16-26](#)