

ALBEMARLE COUNTY PLANNING **STAFF REPORT SUMMARY**

Project Name: ZMA-2025-00006 Hollymead Town Center, Area C, Block VII and Block IX Amendment	Staff: J.T. Newberry, Senior Planner II
Planning Commission Public Hearing: October 14, 2025	Board of Supervisors Public Hearing: TBD
Owner: Post Office Land Trust	Applicant: Justin Shimp, Shimp Engineering
Acreage: 5.39 acres total (Block VII is 2.02 ac. and Block IX is 3.37 ac.)	Rezone from: Planned Development – Mixed Commercial (PD-MC), request to amend the Code of Development (COD) and proffers.
TMPs: 03200-00-00-041P0, 03200-00-00-041R0	By-right use: Planned Development - Mixed Commercial (PD-MC) - large-scale commercial uses; residential by special use permit (15 units/acre)
School Districts: Hollymead Elementary, Lakeside Middle, and Albemarle High School	Location: East of Laurel Park Lane between its intersections with Berkmar Drive and Timberwood Blvd.
Magisterial District: Rio	Proffers: Yes
Proposal: Amend the COD and Application Plan to add an additional 40 residential units, shift residential units within blocks, and reduce the minimum non-residential square footage from 20,000 sq. ft. to 0 sq. ft in Block IX.	Requested # of Dwelling Units: 40 additional dwelling units, increasing the maximum from 370 to 410.
DA (Development Area): Places 29 Master Plan – Hollymead	Comp. Plan Designation: Commercial Mixed Use – commercial, retail, employment uses, with supporting residential (no maximum density), office, or institutional uses.
Character of Property: Block VII is vacant and undeveloped. Block IX contains an existing parking lot, retaining walls, and concrete foundations from previously approved commercial development.	Use of Surrounding Properties: A mix of residential and non-residential uses, including a shopping center, hotels, office, and single-family attached units, pump station, and self-storage facility.
Positive Aspects: 1. The request is consistent with the recommendations of the Places 29 Master Plan. 2. The request could result in additional affordable units, which is consistent with the applicable housing policy.	Concerns: 1. None identified.
RECOMMENDATION: Staff recommends approval of ZMA-2025-00006.	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

J.T. Newberry, Senior Planner II
October 14, 2025
To be scheduled

PETITION

PROJECT: ZMA-2025-00006 Hollymead Town Center, Area C, Block VII and Block IX Amendment

MAGISTERIAL DISTRICT: Rio

TAX MAP/PARCEL: 03200-00-00-041P0, 03200-00-00-041R0 (Signs #11,15)

LOCATION: East of Laurel Park Lane between its intersections with Berkmar Drive and Timberwood Blvd.

PROPOSAL: Amend the code of development and application plan (last amended with ZMA201700005) for Area C of Hollymead Town Center to increase the total number of residential units from 370 to 410 dwelling units.

PETITION: Rezone approx. 5.39 acres from PD-MC to PD-MC to allow an increase of 40 residential units.

ZONING: Planned Development - Mixed Commercial (PD-MC) - large-scale commercial uses; residential by special use permit (15 units/acre); ZMA200100020, ZMA201300004, and ZMA201700005.

OVERLAY DISTRICT: Entrance Corridor (EC); Airport Impact Area (AIA); Steep Slopes (Managed)

PROFFERS: Yes

COMPREHENSIVE PLAN: Commercial Mixed Use – commercial, retail, employment uses, with supporting residential (no maximum density), office, or institutional uses, within the Community of Hollymead of the Places29 Master Plan.

PLANNING AND ZONING HISTORY

There have been several prior actions for Area C of Hollymead Town Center (see Attachment 1):

- ZMA200100020 Approved rezoning on August 2003 to rezone Area C from C1 Commercial and LI Light Industry to PDMC-Planned Development Mixed Commercial (PD-MC).
- SP200300030 This special use permit was approved simultaneously with ZMA200100020 to allow residential uses in the PD-MC zoning district.
- ZMA200100020 This approved variation permitted the exchange of 12,000 square feet of non-residential space between Blocks I and II. ZMA201700005 approved increasing the maximum square footage allowed to 95,000 sq. ft. in Block II for hotel use only. All other non-residential uses would continue to be limited to 58,000 sq. ft.
- ZMA201300004 Approved a rezoning to amend the COD to permit residential units in Block VI with a range between 40 and 50 units and to eliminate the requirement to build 32,000 sq. ft. of non-residential in Block IV.
- ZMA201700005 Approved rezoning in January 2020 to amend proffers and COD to change the minimum and maximum non-residential square footage allowed in Blocks II and VII, as well as increase the overall total square footage limit for non-residential uses in Area C to 353,000 square feet. It also amended the COD to permit a range of 0 to 130 dwelling units in Block II and a range of 0 to 100 dwelling units in Block VII, with an increase in the overall total of dwelling units in Area C from 140 to 370 dwelling units.
- SDP202400026 Initial site plan approval for 44 single-family attached dwelling units for Block VII. This plan was approved in July 2024.

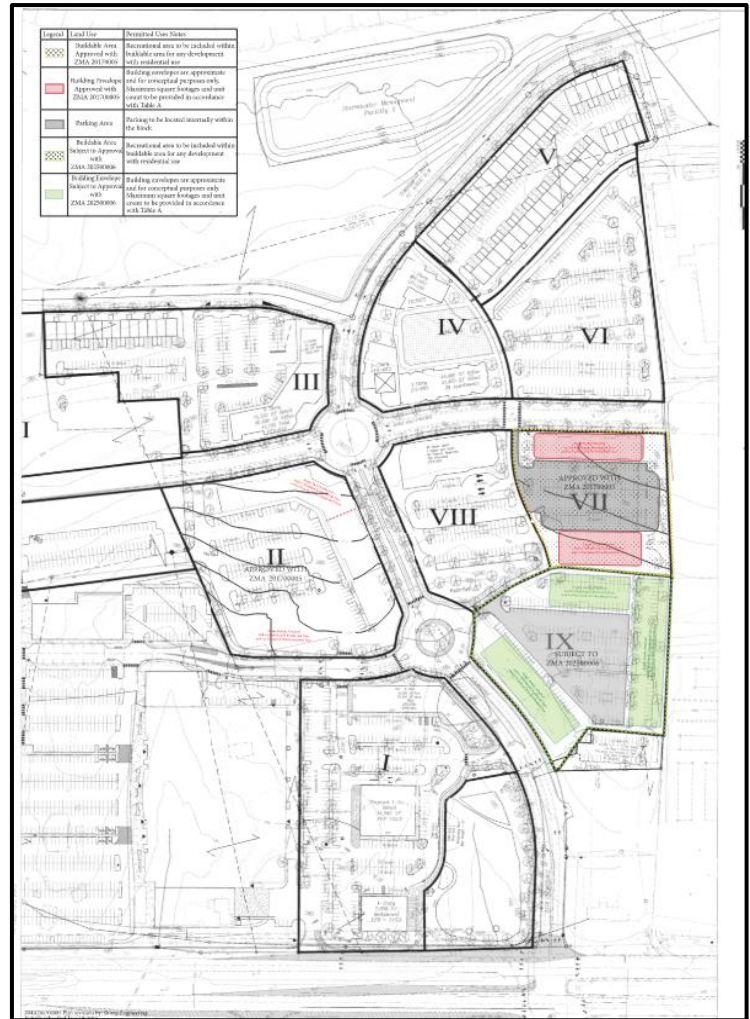
SPECIFICS OF THE PROPOSAL

Broadly, this application proposes to amend the proffers and COD last approved under ZMA201700005 for Blocks VII and IX. The proposal is to allow an additional 40 residential units in Area C (not to exceed 410 dwelling units in total).

More specifically, within Block IX, this proposal reduces the minimum non-residential square footage from 20,000 sq. ft. to 0 sq. ft. and permit up to 96 dwelling units. Block IX currently requires a minimum of 20,000 square feet of non-residential and maximum 40,000 square feet with no residential uses permitted.

There are several other minor edits and revisions to the COD to facilitate the proposal changes, including (but not limited to):

- Decrease the maximum dwelling units permitted in Block VII from 100 to 44;
- Include attached single-family or multifamily as permitted residential unit types in Block IX;
- Include Pocket Park and Tot Lot as amenities within Block IX;
- Clarify that setbacks in Block IX are 0-10 ft. from edge of sidewalk in Mixed Use Areas, and setbacks are 0-20 ft. from edge of sidewalk in Residential Areas;
- Revise typical building elevations and features to be Mixed-Use/Community Service District Style;
- Remove “Home & business services such as grounds care, cleaning, exterminators, landscaping and other repair and maintenance services” as a permitted use in Block IX.



The revised Application Plan (Att. 5) shows the location of Block VII and Block IX within Area C. The proposed building envelopes within Block IX are highlighted in green.

The narrative on page 17 of the revised COD summarizes the proposal for Block IX as featuring “multi-story residential buildings, including buildings that front along Timberwood Boulevard and Laurel Park Lane (see Attachment 2). The buildings may contain residential, non-residential, and retail uses so long as the unit count for the residential units and the square footage dedicated to non-residential and retail uses does not exceed the maximum allowable units and square footages outlined in Table A.” Table A is found on page 29 of the COD (see Attachment 3).

In addition, the COD proposes 56 dwelling units of the 96 dwelling units proposed for Block IX be reallocated from Block VII to Block IX. The rationale is that Block VII will not utilize its maximum approved density approved under ZMA201700005, where it was approved for 100 dwelling units. This block intends to move forward under a development plan approved in July 2024 featuring 44 dwelling

units. As a result, the remaining capacity of 56 dwelling units is proposed to move from Block VII to Block IX.

Proffers

The proffers previously approved with ZMA201700005 are proposed to remain with limited revisions to clarify that development shall be in general accord with the updated Application Plan and COD. Draft proffers have been submitted with minor updates to application numbers, dates on plans, and applicable parcel numbers (see Attachment 4).

COMMUNITY MEETING and COMMUNITY MEMBER INPUT

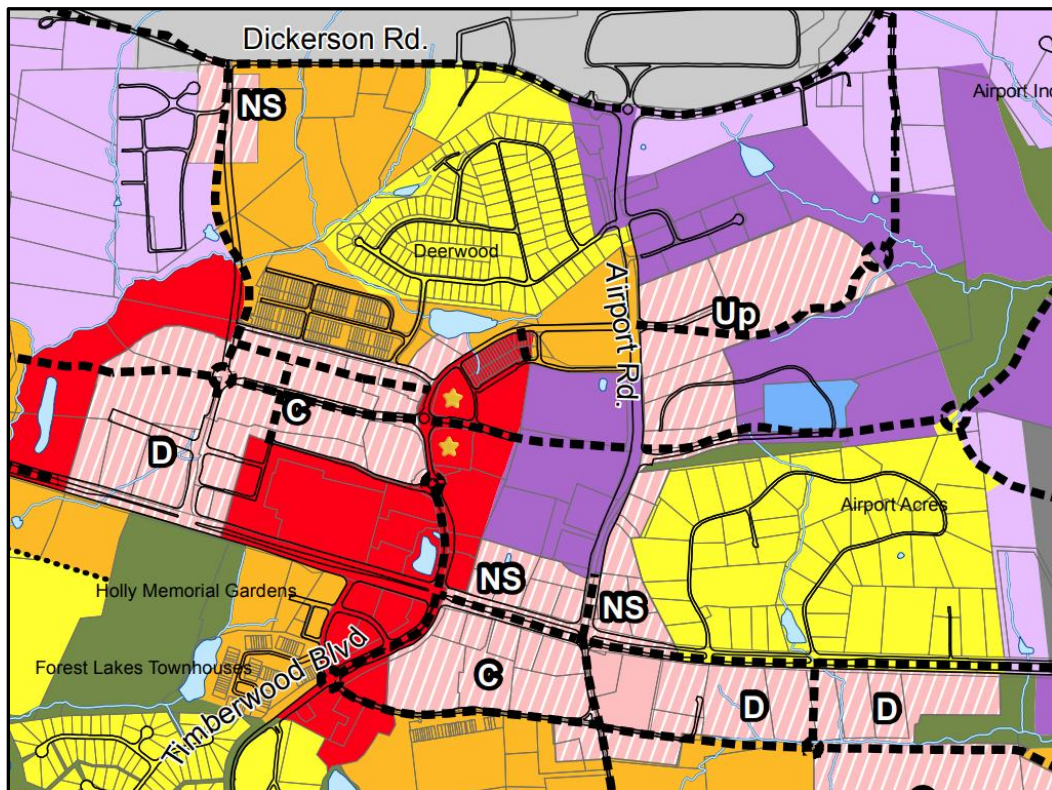
A community meeting was held virtually with Places 29 North Community Advisory Committee (CAC) meeting on August 14, 2025. The applicant shared details about the proposed rezoning and also answered questions from attendees. Comments emphasized the importance of pedestrian connectivity in the area, including connectivity east of the site across Route 29 to the Forest Lakes shopping center and neighborhood.

COMPREHENSIVE PLAN

Places29 Master Plan (PL29 Plan)

The PL29 Land Use Plan was adopted February 2, 2011 and has not been updated since the latest rezoning amendment (ZMA201700005) was approved in 2020. The PL29 Plan calls for these blocks of Area C in Hollymead Town Center to be developed in accordance with the Commercial Mixed-Use land use classifications.

The Commercial Mixed-Use designation (shown in red on the image below) calls for primary uses of community and regional retail, commercial service, auto commercial service, and office uses, with secondary uses of office, research and development, flex space, residential, open space, and institutional uses.



Block VII and Block IX are highlighted with a star in the Commercial Mixed-Use designation (shown in red) on the PL29 Future Land Use Map.

This designation is for areas that have either already been developed or approved to be developed as commercial shopping areas for areas around Centers. It is intended for the eventual conversion of these areas to a more mixed-use development type that would support the adjacent mixed-use centers, with the ability to integrate non-retail uses, such as multi-family housing, with the nearby centers.

The Commercial Mixed-Use designation over both Block VII and Block IX overlaps with other portions of the larger Hollymead Town Center area. The Target shopping center and properties on either side of Route 29 near the intersection with Timberwood Boulevard are also designated as Commercial Mixed-Use. The proposed amendments to the COD would allow residential in Block IX (where it is currently not permitted) while maintaining capacity for non-residential uses, such as commercial or retail. Although residential is a secondary use in this land use category, with no minimum or maximum density, the intention, as indicated above, is for Commercial Mixed-use to eventually be phased out in favor of greater overall mixed-use developments near the centers.

Block IX would retain capacity for non-residential uses, in line with the land use designation. However, even if it were developed as a fully residential block, these residences would support the many existing commercial establishments in the surrounding area. The proposed amendment allows for multi-family or single-family attached, which would provide for a variety of dwelling unit types, as currently only single-family attached are found within both this area of Commercial Mixed-Use and the Area C development specifically.

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 which provides a monetary incentive to help developers achieve the County's new housing policy goal. Approval of the incentive program fully implemented Housing Albemarle. The policy recommends 20% of the total 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 proposed rezoning meets the general 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.

Area C of Hollymead Town Center was approved prior to the updated housing policy. The COD met the previous housing policy which recommended that new residential rezonings provide 15% of the total proposed units as affordable housing at 80% of the Area Median Income (AMI). For-rent and for-sale units would be provided to households at 80% AMI. The affordability period for rental units is 10 years, and first sale of for-sale units. The 56 units reallocated from Block VII to Block IX would be subject to these provisions approved with ZMA2017-00005.

The applicant is requesting an additional 40 units beyond the 370 units previously approved. Under current County practices, the Housing Albemarle requirement is applicable to additional 40 new residential units. Any residential dwelling units provided in excess of the 56 dwelling units from Block VII will be subject to the "20% Affordable Housing Requirement" which is consistent with the latest Housing Albemarle policy. The specific proposed language related to affordable housing is found on page 17 of the COD (see Attachment 3).

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

The purpose and intent of the PD-MC, Planned Development-Mixed Commercial, zoning district is to:

- Provide for large-scale commercial areas with a broad range of commercial uses under a unified planned approach;
- Be established on major highways in the urban areas and communities; and,
- Be oriented toward an internal road system with carefully planned intersections to existing public roads.

The original rezoning approved in 2003 for the Area C property proffered a Code of Development to provide a unified planned approach to the development that allowed a mix of commercial uses and residential dwelling units on 37.13 acres along Route 29, one of the County's major highways, with internal orientation toward streets such as Timberwood Boulevard and Berkmar Drive. The proposed amendments to the COD do not significantly change this approach, except to increase the total number of permitted dwelling units by 40 dwelling units and to permit residential in Block IX where only non-residential is now permitted. Although additional residential use may not meet the strict intent of the PD-MC zoning district (where residential is allowed only by SP), the additional residential density does meet the intent of the Code of Development that guides the overall development of Area C.

Anticipated impact on public facilities and services:

Streets and Transportation:

Updated traffic analysis was provided with this amendment and reviewed by the Virginia Department of Transportation (VDOT). VDOT has no objection to the proposal to add residential uses to Block IX. The applicant notes that residential uses typically generate less vehicle trips than retail uses and there is currently insufficient space to develop the maximum 40,000 square feet of non-residential uses already approved in Block IX. It is expected the current proposal will result in less vehicle trips than if developed under the approved rezoning.

An interparcel connection to the office buildings on the property located directly to the east of Block IX (TMP 03200-00-00-041D1) would be required.

Schools:

Students living in this area would attend Hollymead Elementary, Lakeside Middle, and Albemarle High schools. There are current capacity needs at the elementary and high school level. According to the 2023 Albemarle County Public Schools Subdivision Yield Analysis, 40 additional units could add 3.6 students to Hollymead Elementary, 0.8 students to Lakeside Middle, and 2.4 students to Albemarle High School, for a total of 7 students. The multiplier for multi-family units was utilized for the purpose of this projection because constructing maximum build-out within Block IX would require the construction of multi-family units.

The applicant notes that High School Center II is anticipated to be online by the 2026-2027 school year, before any of the residential units in Block IX are projected to receive a certificate of occupancy.

Official Calculator

Dwelling Type	Hollymead View ES	Lakeside MS	Albemarle HS	Total
40 multi-family	3.6	0.8	2.4	7

Source of Calculator: Albemarle County Public Schools

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 known cultural or historic resources on these parcels. There are managed steep slopes on both subject parcels, and any disturbance of those slopes will be reviewed by the County Engineering staff during the development phase of the project. Any increase in stormwater runoff above what is currently allowed for Area C will be reviewed by County Engineering Staff during the development phase of the project as well. 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).

Anticipated impact on nearby and surrounding properties:

The additional units are proposed internally to Hollymead Town Center - Area C. This area was originally approved for the types of uses proposed, and staff believes the provisions of the COD adequately address design standards. No adverse impacts to surrounding properties is expected.

Public need and justification for the change:

The County's growth management policy encourages new residential and commercial development in the designated Development Areas, where infrastructure and services are provided, rather than in the Rural Areas. Staff believes the increase in density is in an appropriate location.

SUMMARY

Staff have identified the following positive aspects of this request:

1. The request is consistent with the recommendations of the Places 29 Master Plan.
2. The request could result in additional affordable units within the development, which is consistent with the applicable housing policy.

Staff have not identified any concerns with this request at this time.

RECOMMENDATION

Staff recommends approval of ZMA-2025-00006 Hollymead Town Center, Area C.

ATTACHMENTS

- Attach 1 – [ZMA-2025-00006 HTC, Area C – Area Map](#)
- Attach 2 – [ZMA-2025-00006 HTC, Area C – Applicant Narrative](#)
- Attach 3 – [ZMA-2025-00006 HTC, Area C – Proposed Code of Development \(last revised October 2, 2025\)](#)
- Attach 4 – [ZMA-2025-00006 HTC, Area C – Proposed Proffers \(last revised October 2, 2025\)](#)
- Attach 5 – [ZMA-2025-00006 HTC, Area C – Proposed Application Plan \(last revised August 6, 2025\)](#)