

ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: ZMA-2025-00012 Parham Circle Storage	Staff: Rebecca Ragsdale, Planning Manager
Planning Commission Public Hearing: March 10, 2026	Board of Supervisors Public Hearing: To be scheduled
Owner: Creek Mill LLC	Applicant: Megan Nedostup, Williams Mullen
Acreage: 1.73 acres	Rezone from: Planned Development – Shopping Center (PD-SC) to PD-SC
TMPs: 09100-00-00-002D3	By-right use: The uses permitted under Section 18-25.2.1 and in accordance with ZMA199500021 and its proffers.
School Districts: Mountain View Elementary, Walton Middle, and Monticello High Schools	Location: Undeveloped parcel adjacent to Parham Circle Road. Approximately 270 feet to Avon Street Extended and approximately 230 feet to Mill Creek Drive.
Magisterial District: Scottsville	Proffers: No
Proposal: <u>ZMA-2025-00012:</u> Amend the existing proffers for ZMA199500021 to allow the development of a self-storage facility. <u>SE-2025-00031:</u> Request to waive the 15-foot setback requirement under Section 18-4.20 (a)(4). <u>SE-2026-00003:</u> Request to modify the required side and rear setback from 50-feet to 20-feet under Section 18-4.20 (a)(3).	Requested # of Dwelling Units: None
DA (Development Area): Southern and Western Urban Neighborhoods Master Plan	Comp. Plan Designation: Community Mixed Use – residential (up to 34 units/acre), community scale retail, service and office uses, places of worship, schools, public and institutional uses.
Character of Property: An undeveloped 1.73-acre property within the Mill Creek Shopping Center Development.	Use of Surrounding Properties: The adjacent three parcels to the north are zoned Planned District Shopping Center (PD-SC) and are also part of the Mill Creek Shopping Center development. These parcels contain a car wash, gas station and market, and a bank. The parcel to the east is zoned R-15 Residential, owned by Albemarle County, and is undeveloped. The two adjacent parcels to the south and southwest are zoned R-1 Residential, owned by the Albemarle County Service Authority (ACSA) and are under construction for the ACSA Avon Operations Center.

Positive Aspects:

1. The request is consistent with the land use recommendations of Southern and Western Urban Neighborhoods Master Plan.

Concerns:

1. None.

RECOMMENDATION: Staff recommends approval of ZMA-2025-00012 Parham Circle Storage.

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Rebecca Ragsdale, Planning Manager
March 10, 2026
To be scheduled

PLANNING AND ZONING HISTORY

ZMA199500021 A rezoning was approved from R-1 Residential to Planned Development – Shopping Center (PD-SC) on May 8, 1996 with proffers prohibiting certain uses, including light warehousing (now self service storage), department stores, theaters, furniture sales, auto repair, building material sales, hotels, machinery and equipment sales, motor vehicle sales, equipment sales and rental, and wholesale distribution.

SPECIFICS OF THE PROPOSAL

The rezoning request (ZMA-2025-00012) is to eliminate proffered use restrictions, to allow the development of a self-storage facility on the 1.73-acre property. This includes an updated application plan. (Attachment 2 – Narrative and Attachment 3 – Application Plan).

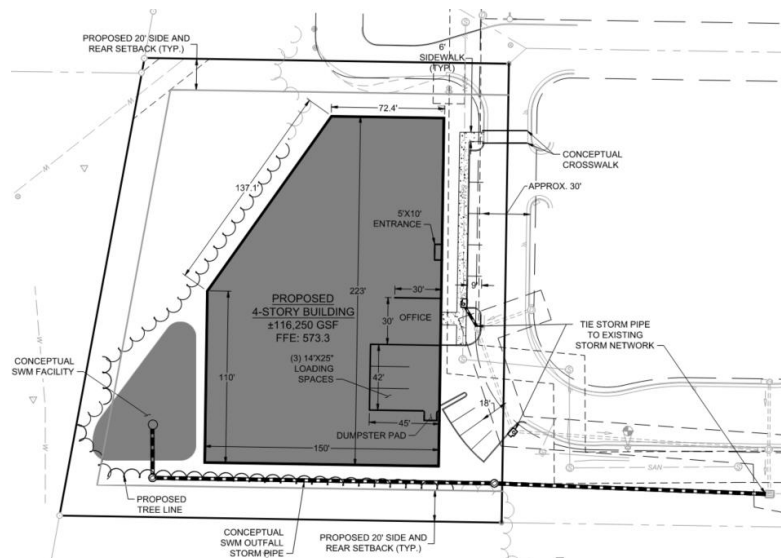


Figure 1: Sheet 5 of Attachment 4: Conceptual Plan – Parham Circle Storage – Layout & Utility Plan

The application plan includes:

- An approximately 29,000 square foot building footprint for a self-storage facility
- An approximately four-story building
- New stormwater management (SWM) facilities
- New parking along Parham Circle
- New sidewalk and crosswalk on Parham Circle

The request also includes a special exception (SE-2025-00031) to waive the 15-foot setback requirement, and a special exception (SE-2026-00003) to modify the minimum rear and side yard setback from 50-feet to 20-feet.

COMMUNITY MEETING and COMMUNITY MEMBER INPUT

A community meeting was held at the 5th and Avon Community Advisory Committee (CAC) meeting on Thursday, November 20, 2025, at the 5th Street County Office Building. There were approximately twenty (20) attendees. The applicant shared details about the proposed rezoning and answered questions. Comments and questions included concerns regarding:

ZMA-2025-00012, SE-2025-00031, and SE-2026-00003 Parham Circle Storage
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- Disruption of views
- Lighting
- Demand for self-storage
- Height of building
- Impacts to adjacent sites
- Existing and future construction impacts on this site and within the surrounding area (i.e. active construction on the ACSA site)

Additionally, public comments received via email are included in Attachment 4 – Public Comments Received via Email.

COMPREHENSIVE PLAN

While the County adopted an update to the Comprehensive Plan (AC44) on October 15, 2025, the effective date of the plan was January 1, 2026. This proposal has been reviewed for consistency with the 2015 Comprehensive Plan and master plan in effect at the time the rezoning was submitted. For information purposes only, AC44 recommends this property as Community Mixed Use.

The subject property is within the Southern and Western Urban Neighborhood and is subject to the Southern and Western Urban Neighborhoods Master Plan. The primary designation is for Community Mixed Use and the property is located within a center which is denoted with a “C” in the image below.

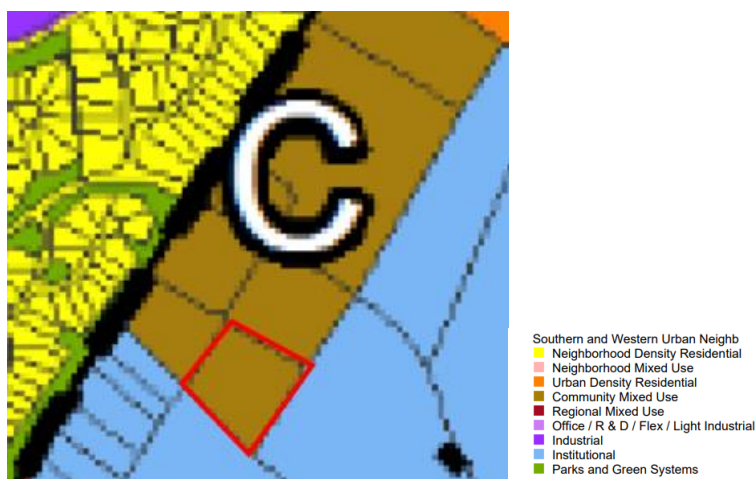


Figure 2: Southern and Western Urban Neighborhoods Master Plan Land Use Map

Community Mixed Use: This designation represents a mixture of residential and retail uses and serves that serve the community. This includes residential for up to 34 dwelling units per acre and non-residential uses including community scale retail, service and office uses, places of worship, schools, and public and institutional uses. The master plan recommends buildings to be 1-4 stories, with a minimum of 2-3 stories preferred.

Additionally, the master plan designates this area as the Avon Street Extended Center. This is an area of existing mixed use, which includes industrial, mixed residential density, retail, and educational uses across from the Mill Creek residential development.

The proposal to allow the development of a self-storage facility is consistent with the recommendations of the Southern and Western Urban Neighborhoods Master Plan. Self storage is an acceptable commercial use. The proposal will continue to provide a non-residential service to nearby residences as

well as is consistent with the Avon Street Extended Center. Furthermore, the master plan recommends a maximum height of four stories, and the proposal limits the height to four stories.

Staff believes that the proposal meets the recommendations of both the Comprehensive Plan and the Southern and Western Urban Neighborhoods Master Plan.

ZONING ORDINANCE REQUIREMENTS

The purpose and intent of the Planned Development – Shopping Centers (PD-SC) District is indicated in the Zoning Ordinance:

PD-SC districts are hereby created and may hereafter be established by amendment of the zoning map to permit the development of neighborhood, community and regional shopping centers in accordance with standards set forth in the comprehensive plan. PD-SC districts are intended to serve areas not conveniently and adequately provided with a broad range of commercial and service facilities. Regulations provided are intended to encourage planned commercial centers with carefully organized buildings, service areas, parking areas and landscaped areas.

PD-SC districts shall be located in areas served by both public water and sewer systems; provided that neighborhood shopping centers may be permitted in areas not served by public water and/or public sewer systems where adequate alternative water supply and/or sewerage disposal systems are available. PD-SC districts shall have direct access to public streets adequate to accommodate traffic generated by the development.

Staff believes that the proposal is consistent with the purpose and intent of the PD-SC district. A self-storage facility is allowed by right.

Anticipated impact on public facilities and services:

Transportation:

The proposed use and low traffic volume do not require a Traffic Impact Analysis. The proposal illustrates a new sidewalk in front of the proposed building with a crosswalk across Parham Circle to connect to the existing sidewalk network. Both VDOT and Albemarle County Transportation Planning have no concerns.

Schools:

There are no impacts on schools.

Parks:

There are no impacts on parks since this proposal is for a non-residential development.

Fire & Rescue:

Albemarle County Fire Rescue 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 stage.

Utilities:

This project is within 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 rezoning application. A utilities construction plan will be required, subject to ACSA and RWSA approval, prior to the approval of site 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 are no floodplain or water protection ordinance (WPO) buffers on the property. There are Steep Slopes – Managed on the property, which the zoning ordinance allows to be disturbed, however, the applicant does not propose disturb those areas. 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 property

The property is within the Entrance Corridor and will be subject to the Entrance Corridor guidelines and will be subject to the Architectural Review Board (ARB) review and approval.

The parcels to the north are within the Mill Creek Shopping Center, the parcel to the east is undeveloped and owned by Albemarle County, and the parcels to the south are owned by ACSA and are currently under construction for the ACSA Avon Operations Center. Staff believe a self-storage facility within the existing Mill Creek Shopping Center would not have an impact on adjacent properties.

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. The proposal continues to provide a non-residential use within a center as identified and recommended by the Southern and Urban Neighborhoods Master Plan.

SUMMARY

Staff have identified the following positive aspects of this request:

1. The request is consistent with the land use recommendations of Southern and Western Urban Neighborhoods Master Plan.

Staff have identified the following concerns with this request:

1. None

RECOMMENDATION

For the reasons outlined in the staff report, staff recommends approval of ZMA-2025-00012 Parham Circle Storage.

STEPBACK WAIVER REQUEST (SE-2025-00031)

The applicant requests to waive the minimum setback of 15 feet for each story that begins above 40 feet in height or for each story above the third story. County Code § 18-4.20 (a) requires that in commercial districts, each story that begins above 40 feet in height or each story above the third story, whichever is less, have a minimum setback of 15 feet. The setback requirement applies only to the front of the building. County Code § 18-4.20 (a)(4) allows a special exception to the requirement for a minimum setback of 15 feet. The applicant has submitted an application and justification for this special exception, which can be found in Attachment 5 – SE-2025-00031 Stepback Waiver Request.

County Code § 18-4.20 (a)(4) does not list any criteria for special exceptions, and no modifications or waivers are being sought under sections 5, 21, 26, or 32. Staff believe this Comprehensive Plan goal is applicable:

- Development Areas Objective 2: “Create a physical environment that supports healthy lifestyles through application of the Neighborhood Model Principles” [including “Pedestrian Orientation” and “Buildings and Spaces of Human Scale”].

Requiring front setbacks is one way the County attempts to ensure that Development Areas have appropriate “spatial enclosure” and a desirable “relationship of building height and setback to road widths.” The regulation for setbacks is intended to create buildings and spaces of human scale and to promote harmonious development with the surrounding area. Furthermore, the setback requirement is intended to avoid the creation of spaces that create a “canyon effect” in their physical impression.

The proposed building will be located approximately 88 feet from the closest nearby building, and the building will be subject to Architectural Review Board (ARB) review since it is located within the Entrance Corridor. Staff has no concerns with the special exception request. The Planning Commission is not required to take action on this request.

SETBACK MODIFICATION REQUEST (SE-2026-00003)

The applicant requests to modify the required side and rear minimum setback from 50 feet to 20 feet. County Code §18-4.20 (a) states for the side and rear minimum setback:

If the abutting lot is zoned residential, rural areas, or the Monticello Historic district: (i) no portion of any structure, excluding signs, shall be located closer than 50 feet from the district boundary; and (ii) no off-street parking or loading space shall be located closer than 20 feet to the district boundary.

If the abutting lot is zoned commercial or industrial, any primary structure shall be constructed and separated in accordance with the current edition of the Building Code.

Additionally, County Code § 18-21.7 (c) states:

Use buffer adjacent to residential and rural areas districts. For the purpose of this subsection, a use buffer shall not be required when a commercial zone is across a street from a residential or rural area district. No construction activity including grading or clearing of vegetation shall occur closer than 20 feet to any residential or rural areas district. Screening shall be provided as required in section 32.7.9. The board of supervisors may waive by special exception the prohibition of construction activity, grading or the clearing of vegetation in the use buffer in a particular case upon consideration of whether: (i) the developer or subdivider demonstrates that grading or clearing is necessary or would result in an improved site design; (ii) minimum screening requirements will be satisfied; and (iii) existing landscaping in excess of minimum requirements is substantially restored.

The applicant proposes to reduce the side and rear setback from 50 feet to 20 feet. The use buffer required by County Code § 18-21.7 (c) will still be required adjacent to the parcels zoned residential. County Code § 18-4.20 (a)(3) allows any minimum setback may be reduced by special exception. The applicant has submitted an application and justification for this special exception, which can be found in Attachment 6 – SE-2026-00003 Setback Modification Request.

County Code § 18-4.20 (a)(3) does not list any criteria for special exceptions, and no modifications or waivers are being sought under sections 5, 21, 26, or 32. Requiring a 50-foot side and rear setback between commercial zoned properties and residential zoned properties is one way the County attempts to protect residential districts from negative impacts from non-residential uses. In this circumstance, adjacent properties are not expected to develop with residential uses. The property that is zoned R-1 Residential is under construction for the Albemarle County Service

Authority (ACSA) Avon Operations Center site and the property that is zoned R-15 Residential is undeveloped and owned by Albemarle County. Additionally, the both the Southern and Western Urban Neighborhoods Master Plan and the County's Comprehensive Plan, AC44, designate both properties as Institutional.

The development will continue to meet the 20-foot setback for off street parking and loading zones, as well as provide a 20-foot use buffer to adjacent properties. Staff has no concerns with the request to reduce the side and rear setback from 50 feet to 20 feet. The Planning Commission is not required to take action on this request.

PLANNING COMMISSION POTENTIAL MOTIONS

ZMA-2025-00012

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

I move to recommend approval of ZMA-2025-00012 Parham Circle Storage 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-2025-00012 Parham Circle Storage. *State the reasons for approval.*

ATTACHMENTS

1. ZMA-2025-00012 Location Map
2. ZMA-2025-00012 Narrative
3. ZMA-2025-00012 Conceptual Plan
4. ZMA-2025-00012 Public Comments Received via Email
5. SE-2025-00031 Stepback Waiver Request
6. SE-2026-00003 Setback Modification Request