



STAFF REPORT

TO: Planning Commission
FROM: Carter France, Planner
SUBJECT: Zoning Map Amendment (ZA-26-03) – Peggy Ann McQuown-Gramling
DATE: March 24, 2026

Background: The applicant, Peggy Ann McQuown-Gramling, has applied for a Zoning Map Amendment (ZA-26-03) one (1) parcel (TMS # 142-02-02-006) addressed as 200 Broughton Road. The applicant is seeking the parcel to be zoned from **Single-Family Residential (R-1)** to **Office & Institutional (C-1)**.

Existing Zoning: The subject parcel is currently in the **Single-Family Residential (R-1)** Zoning District. Per the Town’s Zoning Ordinance, this zoning district is intended to promote:

“...single-family residential areas with detached units with low to medium population densities. Use regulations for the single family districts are identical, but contain two (2) classes of lot width and lot area, and these dimensional differences are intended to be preserved. Certain structures and uses required to serve governmental, educational, religious, recreational, and other needs of such areas are permitted subject to restrictions and requirements intended to assure compatibility of uses within the district and adjacent thereto.”

	Adjacent Zoning	Adjacent Land Use
North	R-1	Single-Family Detached Dwelling
		Single-Family Detached Dwelling
South	C-1	Law Office
	R-1	Single-Family Detached Dwelling
		Single-Family Detached Dwelling
East	R-1	Single Family Detached Dwelling
West	C-1	Correctional Facility

Existing Site Conditions: The subject parcel comprises of approximately 0.73 acres (31,363 square feet), which appear to be single-family dwellings. The subject parcel fronts three (3) streets. The parcel has approximately 122-feet of road frontage along Broughton Road, an additional 247-feet of frontage along California Avenue, and 104-feet of road frontage along Hill Street.

Proposed Zoning Request: The applicant has requested to rezone the subject parcel to the **Office & Institutional (C-1)** Zoning District. Per the Town’s Zoning Ordinance, the **Office & Institutional (C-1)** Zoning District is intended to:

“promote a variety of general light commercial uses characterized primarily by professional office and service establishments, as well as boutique retail and restaurants, and oriented primarily to major traffic arteries or extensive areas of predominately commercial usage and characteristics. Certain related structures and uses are permitted outright or as permissible as special exceptions subject to the restrictions and requirements intended to best fulfill the intent of this ordinance “

Staff is not generally in support of increasing commercially zoned land along a corridor that is predominately occupied by existing Single-Family detached dwellings, particularly with directly adjacent residences along the northern property line and surrounding area. Although divided via public right-of-way, the subject parcel is immediately adjacent to an existing law office and a correctional facility. The subject parcel’s proximity to these two (2) identified commercial use types may lend credence to the applicant’s request.

If the requested zoning designation succeeds, the subject parcel can be utilized by a variety of by-right use types. Per the Town’s Zoning Ordinance, by-right use types include professional offices (i.e. Doctor, Attorney, Real Estate, etc.), Hotels, Veterinary Services, Day Cares, Funeral Services. If the requested zoning district is approved, any use listed within the Town’s Zoning Ordinance for the **C-1** zoning designation will be permissible by-right on the subject parcel, with no additional board or commission review.

Should the zoning designation change with this request, the current use of a single-family dwelling will be immediately considered non-conforming. The non-conforming protections, as listed in Section X-XX of the Zoning Ordinance, allow for non-conforming uses to continue. Any interruption in this use, such as the abandonment or vacancy of this residential dwelling, for more than ninety (90) consecutive days will result in the non-conforming protection being lost. Essentially, should the zoning change, the property can still be used as a residence, so long as it not vacant and absent this use for more than ninety (90) days. Also, should the use be converted from single-family to any legal conforming use, such as an attorney’s office, the single-family use cannot reestablish. Should either of these scenarios occur and the use of single-family detached dwelling be lost, another Zoning Map Amendment would be require to reestablish the property as residential.

Density: The subject parcel consists of approximately 0.73 acres. Per the Zoning Ordinance, the maximum lot coverage for **Office & Institutional (C-1)** zoning district is 50%. At this time, Staff is unaware if the existing structures on the subject-parcel exceed this standard. Any change in the building footprint, to include a complete demolition and new construction, would be required to meet the maximum lot coverage prescribed for the **C-1** zoning district.

Transportation: Staff will not require a separate Traffic Impact Analysis (TIA) for the subject parcel at this time. Should a more intensive use establish on the property after the zoning has been amended to **Office & Institutional (C-1)**, Staff reserves our right to require a TIA prior to the establishment of any proposed use, per Section 5-9.D of the Zoning Ordinance.

Environmental: Per the National Wetlands Inventory map, no delineated wetlands encroach upon the subject parcels. Staff will ensure all environmental concerns are addressed per the Zoning Ordinance, Stormwater Ordinance, and all other Town adopted policies and procedures. As the property currently is developed, any tenant that would alter the existing structures and other infrastructure without increasing impervious area on the parcel, may be deemed nonconforming and subject to the Town’s standards per Section 5-2 of the Zoning Ordinance. Any increase in impervious area would be required to meet the standards of the Town’s Stormwater Design Standards Manual.

Consistency with Plans: Adopted in 2024 as part of the Town’s Comprehensive Plan, the Future Land Use Map identifies the subject parcel as “Town Character Residential”. The Plan calls for this land use to be designated for:

“Intended to promote and enhance smaller lot, town mixed residential type neighborhoods near the downtown, commercial corridors and transportation nodes. A mixture of densities should be promoted to include single-family houses, duplexes, triplexes, accessory dwelling units (ADUs), and small-scale apartments..”

The requested zoning district does not appear to be congruent with this designation of the Future Land Use Map as the **Office & Institutional (C-1)** zoning district would permit a large variety of commercial use types by-right which the “Town Character Residential” designation does not promote as seen in the definition above.

The subject parcel appears to be within the aforementioned “Mixed Use Overlay”, which the Plan defines as:

“A 250 ft mixed-use buffer (500 ft in total width) along select roadways is intended to allow for a mixture of higher density residential and low intensity service-based commercial land uses. This overlay provides flexibility for the Town to expand economic opportunities beyond the traditional downtown or strip mall type commercial corridors. Common commercial uses could include professional or medical offices, salons, corner stores, and other uses that provide daily services to local residents. Prime examples of a Neighborhood Mixed Use Corridor are along Broughton Rd and Carolina Ave. Corridors, like these, have formed naturally by the pressures and demands of a growing economy. This Overlay also encourages higher density residential units such as du-tri- or quadruplexes, townhomes, condos and multi-family apartments to be located on or adjacent to these commercial businesses.”

The primary intent behind the above-mentioned overlay is to expand economic opportunities within the Town’s corporate limits. By rezoning the subject parcel to **Office & Institutional (C-1)**, the Town’s economic opportunities are expanded as the **C-1** zoning district allows for a larger variety of by-right commercial uses than what is otherwise permitted by-right in the **Single-Family Residential (R-1)** zoning district. Furthermore, this overlay specifically promotes service-based commercial use types, which is the primary intent behind the **C-1** zoning district.

The Comprehensive Plan also lays out various goals and implementation strategies to help in decision making for land use requests. Staff believe the applicant and request generally follow the following policies listed in the plan.

