



### STAFF REPORT

**TO:** Planning Commission  
**FROM:** Carter France, Planner  
**SUBJECT:** Zoning Map Amendment (ZA-26-04) – Young  
**DATE:** April 28, 2026

**Background:** The applicant, Lisa Young, has applied for a Zoning Map Amendment (ZA-26-04) one (1) parcel (TMS # 142-12-03-020) addressed as 417. The applicant is seeking the parcel to be zoned from **Transitional District (TD)** to **Office & Institutional (C-1)**.

**Existing Zoning:** The subject parcel is currently in the **Transitional District (TD)** Zoning District. Per the Town’s Zoning Ordinance, this zoning district is intended to:

*“...accommodate commercial and professional offices uses typically found in single family areas. District land uses will preserve the area’s existing residential character, while permitting commercial uses that are not major traffic generators. Buildings originally constructed for residential use may be used as such by right. Such buildings may be converted to commercial use as detailed below. Vacant lots in the TD District may be developed as either residential or commercial. Residential lots will be developed according to the requirements of R-1, Single Family Residential, while commercial lots will be developed according to the requirements of C-1, Office & Institutional.”*

	Adjacent Zoning	Adjacent Land Use
North	R-1	Single-Family Detached Dwelling
South	TD	Unknown Accessory Structure
	R-1	Single-Family Detached Dwelling
East	R-1	Single Family Detached Dwelling
West	TD	Medical Supply Retailer

**Existing Site Conditions:** The subject parcel comprises of approximately 0.38 acres (16,552 square feet), which appears to be occupied by residentially built structure. The subject parcel fronts one (1) street. The parcel has approximately 114-feet of road frontage along Altman St.

**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 are generally in support of increasing commercially zoned land along a corridor that is transitioning into a high and low intensity commercial corridor. The subject parcel is immediately adjacent to a medical supplies’ retailer. The subject parcel’s proximity to the one (1) identified commercial use type and the ongoing commercial creep along the Altman corridor 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.

**Density:** The subject parcel consists of approximately 0.38 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 **Transitional District (TD)** 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.

3. Enhance economic opportunities by improving the retention of businesses and encouraging a range of uses and services.

Staff does not believe that any of the various goals and implementation strategies are in conflict with the request.

**Procedural Issues:** As part of any Zoning Map Amendment, the request must be at least two (2) acres, or an extension of an existing district boundary, or additional C-1 zoning contiguous to existing commercial. In this case, the subject parcel is adjacent to the **Transitional District (TD)** zoning designation allowing **Office & Institutional (C-1)** to be a permissible request.

**Staff Analysis:** Staff believes that the designated future land use is not consistent with the requested zoning district, as the “Town Character Residential” designation exclusively promotes residential use types. On the contrary, the “Mixed-Use Overlay” promotes neighborhood friendly commercial use-types along transforming corridors. The inclusion of one (1) of the implementation strategies of the Comprehensive Plan also lends credence to the requested zoning district.

**Staff Recommendation:** After analysis of the materials provided to Staff, the current zoning and proposed zoning impacts to the surrounding neighborhood, and the request’s compatibility with the Town’s Comprehensive Plan, Staff recommends the Planning Commission approves the proposal for the requested **Office & Institutional (C-1)** zoning designation for the subject parcel. Staff’s recommendation is due to the request’s compatibility with the “Mixed-Use Overlay” designation of the Future Land Use Map, and recognizable alignment with one of the goals & implementation strategies 2024 Comprehensive Plan. In addition, the transitioning commercial character of Altman Street plays into Staff’s above-mentioned recommendation.

*Attachments:                    SIGNED - Application (Young)(20260313)  
                                          Location Maps (Aerial, Zoning, Future Land Use Map)*