

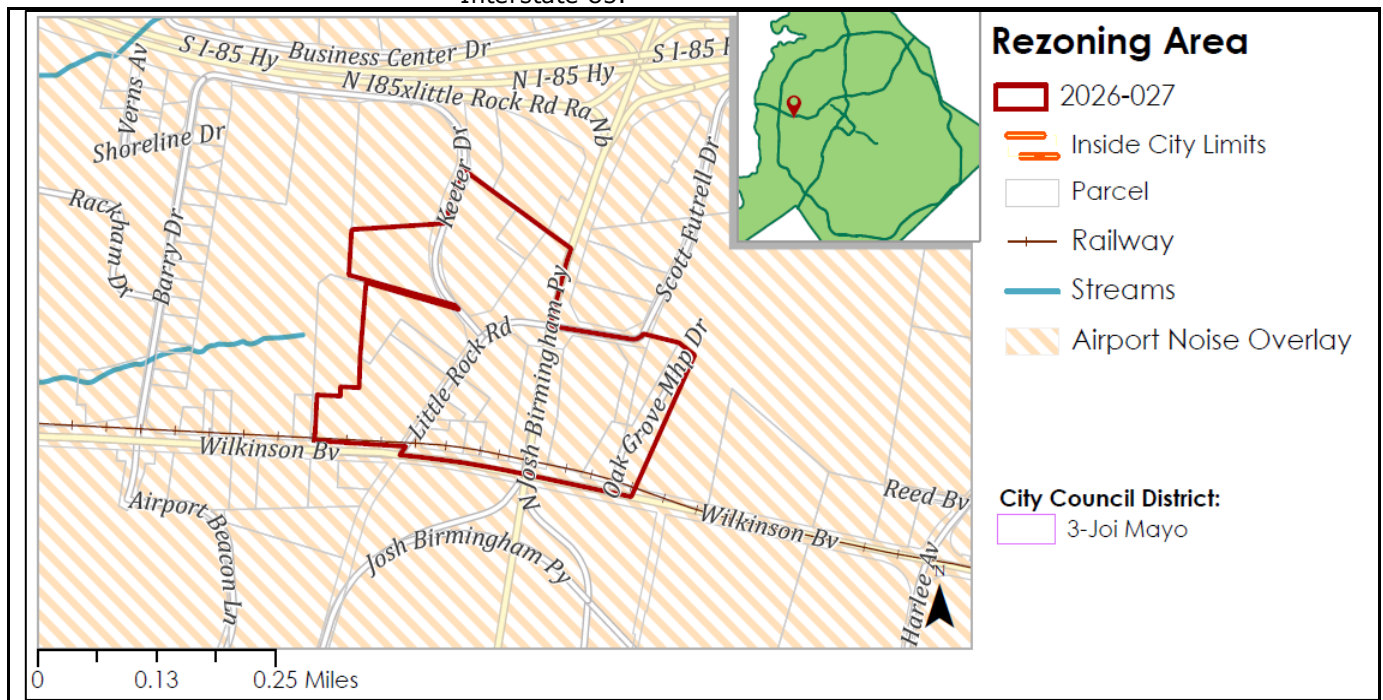
REQUEST

Current Zoning: RAC ANDO (Regional Activity Center, Airport Noise Disclosure Overlay)
Proposed Zoning: CG(CD) ANDO (General Commercial, Conditional, Airport Noise Disclosure Overlay) and CAC-1(CD) ANDO (Community Activity Center-1, Conditional, Airport Noise Disclosure Overlay)

LOCATION

Address: 5824 Wilkinson Boulevard, Charlotte, NC 28208

Approximately 39.41 acres located on the east and west side of Josh Birmingham Parkway, north of Wilkinson Boulevard, and south of Interstate 85.



SUMMARY OF PETITION

The petition proposes to allow most non-residential uses permitted in the CG and CAC-1 zoning districts on vacant properties at the entrance to Charlotte Douglas International Airport.

PROPERTY OWNER

City of Charlotte

PETITIONER

C4 Investments, LLC dba Crosland Southeast

AGENT/REPRESENTATIVE

Bridget Grant, Moore & Van Allen

COMMUNITY MEETING

The petitioner has hosted three different community meetings.

The first meeting was held on April 28, 2026 and 5 people from the community attended. The community meeting report notes that items discussed at the meeting included requests for more restaurant and retail uses and concerns about traffic congestion in the area.

The second meeting was held on June 3, 2026 and 3 people from the community attended. The community report notes that items discussed at the meeting included concerns about crime, desires for MWBE contracting, concerns about the physical appearance of the proposed development, and a lack of community gathering spaces in the area.

The third meeting was held on July 22, 2026 and none of the individuals on the contact list requested a link to the meeting.

The full meeting reports are available online.

STAFF RECOMMENDATION

Staff does not recommend approval of this petition in its current form.

Plan Consistency

The petition is **inconsistent** with the goals and policies of the *West Inner Community Area Plan* (eastern portion of site, proposed for CG(CD) ANDO) and **partially consistent** with the goals and policies of the *West Outer Community Area Plan* (western portion of site, proposed for CAC-1(CD) ANDO). The petition may facilitate the following priority goals of the *West Outer Community Area Plan*:

- 1: 10 Minute Neighborhoods may be facilitated within the proposed CAC-1 portion of the site by accommodating a mix of uses with design standards that support an urban, walkable built environment.
- 4: Trail & Transit Oriented Development may be facilitated within the proposed CAC-1 portion of the site by reserving right-of-way for CATS Silver Line along Wilkinson Boulevard and committing to ongoing coordination regarding Silver Line design and integration with Aviation's proposed automated people mover.

Rationale for Recommendation

- The site is located at the entrance to Charlotte Douglas International Airport. The petition would replace the urban, mixed-use RAC zoning with mostly CG zoning that would allow for automobile-oriented uses and more suburban design standards. More robust design standards including reduced setbacks and drive-thru standards that more closely align with activity center standards are requested to facilitate an improved built environment and pedestrian experience in this corridor that functions as a gateway to and from the airport.
- The western portion of the site, including the area adjacent to the planned Silver Line light rail station, is proposed for CAC-1 zoning. This zoning district provides enhanced design standards and more closely aligns with the existing Regional Activity Center Place Type.
- The petition should strengthen commitments to coordinate with CATS to better accommodate the planned Silver Line alignment and light rail station.
- The petition does not facilitate any priority goals of the *West Inner Community Area Plan* for the portion of the site proposed for CG zoning. The petition also does not facilitate any additional goals of the *Charlotte Future 2040 Comprehensive Plan*.
- The proposed conditional notes would not allow residential uses, which aligns with airport-owned property restrictions on residential uses.

The approval of this petition will revise the recommended place type as specified by the *2040 Policy Map*, from the Regional Activity Center Place Type to the Commercial Place Type (eastern portion of site) and Community Activity Center Place Type (western portion of site).

PLANNING STAFF REVIEW

• Background and Zoning District Summary

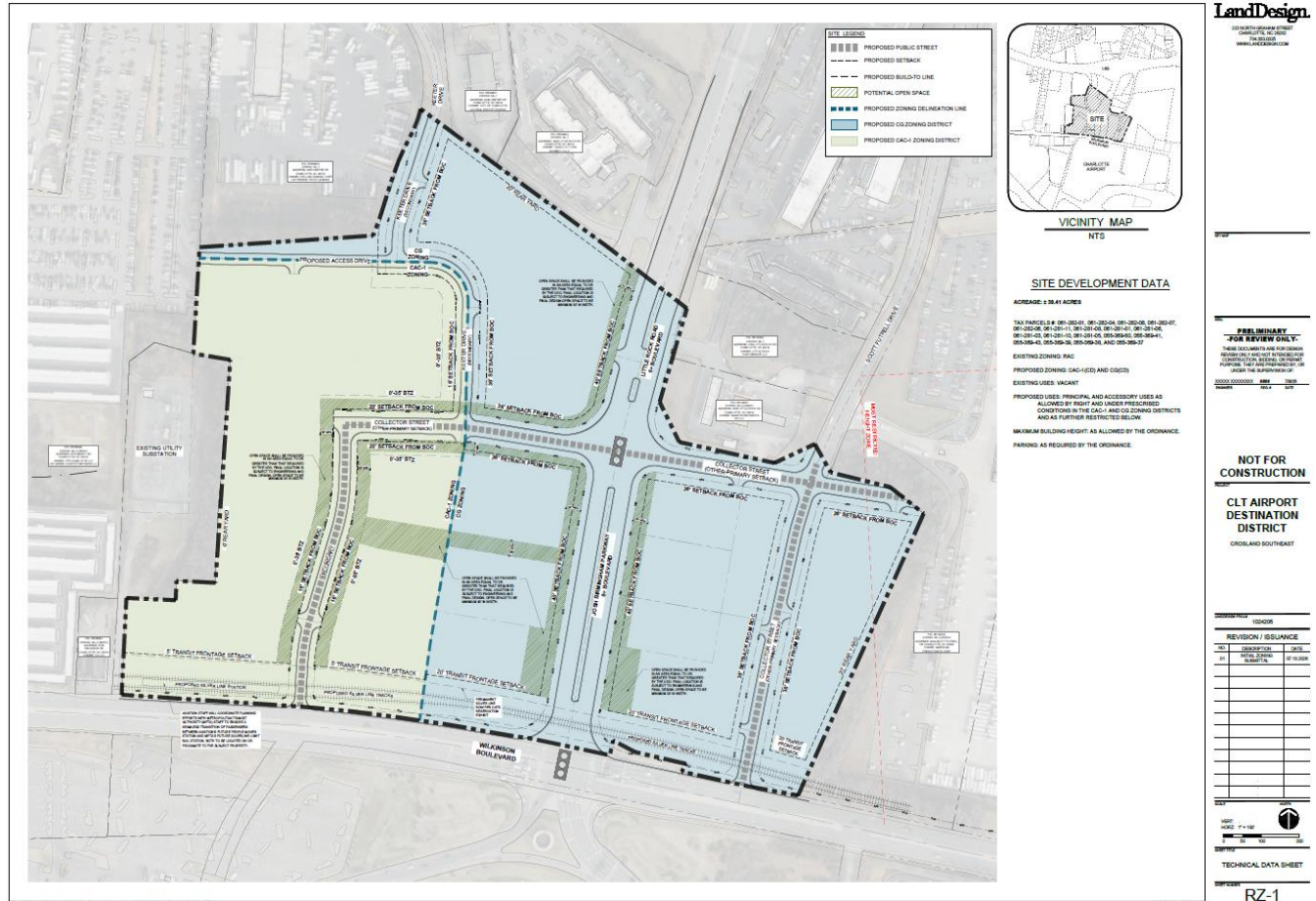
- Existing Zoning:
 - RAC: This district is intended to accommodate major employment locations, cultural destinations, and mixed-use development that serves both the local and regional markets. The standards of the district encourage an urban pedestrian-oriented environment that is characterized by high-quality design and ease of access via transit.
 - ANDO: The Airport Noise Disclosure Overlay provides notice to property owners that the use and enjoyment of the property is subject to over flights and noise consistent with airport operations.
- Proposed Zoning:
 - CG(CD): This district allows for general commercial uses along intersections and arterial streets, accommodating auto access while also encouraging improvement of the pedestrian environment.

- CAC-1(CD): This district is intended to accommodate those areas that are transitioning from a more automobile-centric orientation toward a more walkable, well-connected, moderate intensity mix of retail, restaurant, entertainment, office, and personal service uses, including some residential uses.
- ANDO: The Airport Noise Disclosure Overlay provides notice to property owners that the use and enjoyment of the property is subject to over flights and noise consistent with airport operations.
- Conditional (CD): This petition proposes a site plan and site-specific commitments that further restrict the use of the site.

• **Proposed Request Details**

The site plan accompanying this petition contains the following provisions:

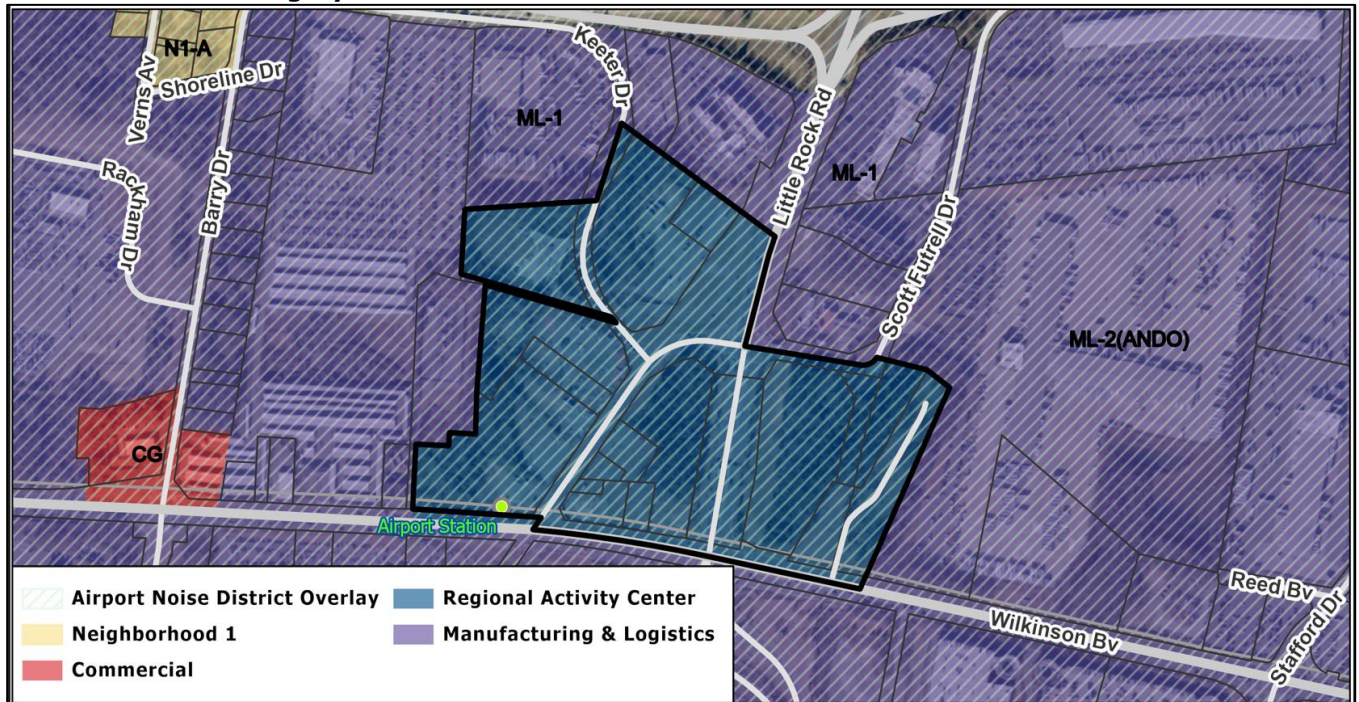
- Establishes two zoning districts: CG(CD) ANDO for the eastern two thirds of the site, shaded in blue below and CAC-1(CD) ANDO for the western third of the site, shaded in green below.



- Allows for non-residential uses permitted in the CG and CAC-1 zoning districts with the exception of: adult electronic gaming establishment, adult use, amusement facility (outdoor), beneficial fill site, industrial craft, nightclub, self-storage facility, climate-controlled, telecommunications and data storage, solar farm, vehicle dealership (enclosed or outdoor), vehicle rental (enclosed or outdoor), vehicle repair facility: minor, accessory outdoor storage.
- States that drive-through establishments as a principal use and uses with an accessory drive-through shall only be located along Josh Birmingham Parkway.
- Allows for one vehicle fueling facility on the site, which must be located west of Josh Birmingham Parkway and north of the east-west collector street.
- Commits to drive-through standards including stacking spaces as follows:
 - Six (6) spaces for restaurants with an accessory drive-through lane. Restaurants with an accessory drive-through shall have a minimum of 24 seats, indoor or outdoor.
 - Eight (8) spaces for principal drive-through restaurant establishment.
 - Four (4) spaces for all other drive-through establishments or uses with an accessory drive-through.
 - Minimum stacking space dimensions of nine (9) feet in width and eighteen (18) feet in length.
- Commits to drive-through lane and parking lot screenings per UDO Chapter 20.5.
- Commits to bail out lane standards in accordance with the UDO.

- States that all components of the drive-through, including signs, stacking lanes, ordering box, and drive up windows, will be located to the rear or side of the building and shall not be in the required front or side setback. This note does not preclude the drive-through lanes from circling the building and encroaching into the setback.
- Establishes an east-west collector street connecting to Scott Futrell Drive and Keeter Drive.
- Commits to an enhanced open space area with a minimum size of 3,000 SF on each side of Josh Birmingham Parkway at the intersection with Wilkinson Boulevard.
- Commits to UDO parking structure design standards, including a 25% decorative elements minimum along frontages.
- Illustrates right-of-way to be reserved for the future CATS Silver Line.
- Commits to coordination between Aviation staff and CATS or Metropolitan Transit Authority (MPTA) staff to ensure a seamless transition of passengers between Aviation's future automated people mover station and the Silver Line light rail station.

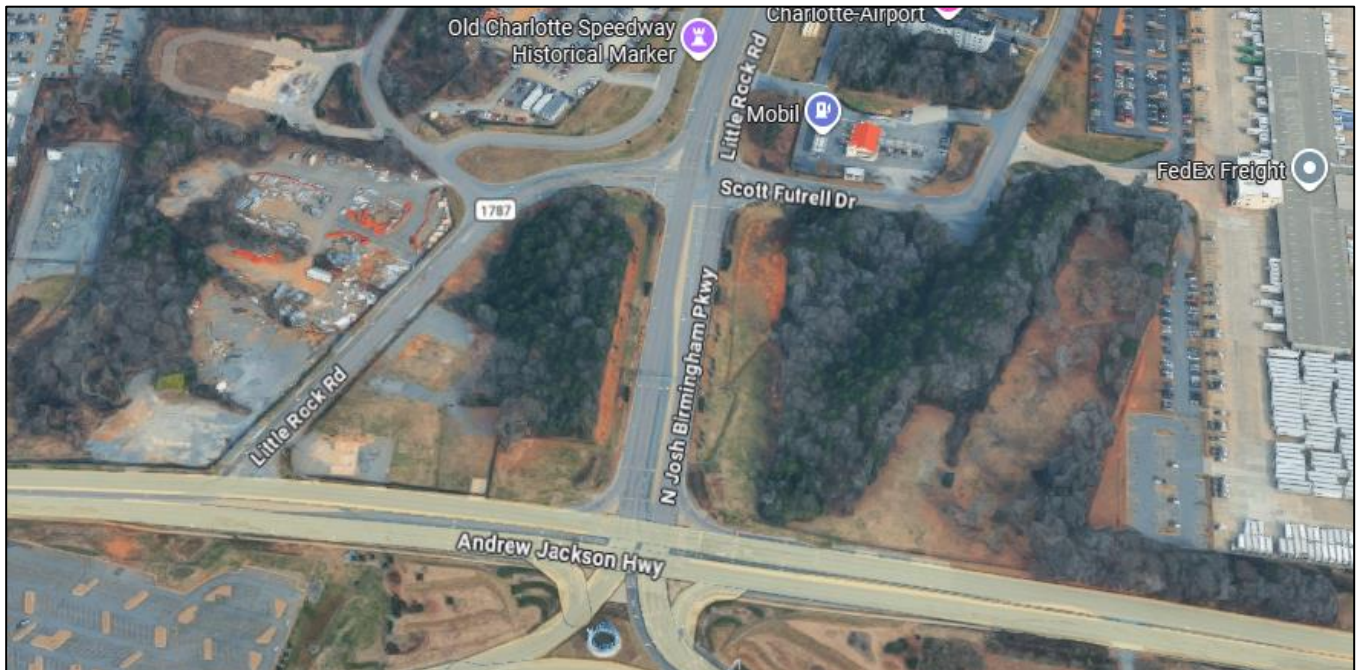
Site Context and Imagery



- This site is zoned RAC and surrounded by properties zoned for industrial uses with either ML-1 (Manufacturing & Logistics 1) or ML-2 (Manufacturing & Logistics 2) zoning. The site and all adjacent properties are within the ANDO (Airport Noise Disclosure Overlay).



The site, marked by a red star, is located between Interstate 85 and Charlotte Douglas International Airport. Surrounding uses include commercial, industrial, and parking facilities for airport passengers and employees.



Aerial view of the site, which is located on either side of Josh Birmingham Parkway, north of Wilkinson Boulevard (Andrew Jackson Highway), and south of Interstate 85. The site is currently vacant.



Street view of the western portion of the site as viewed from Wilkinson Boulevard.



Street view of the eastern portion of the site as viewed from Wilkinson Boulevard.



Street view of the entrance to Charlotte Douglas International Airport to the south of the site across Wilkinson Boulevard.



Street view of industrial uses to the east of the site as seen from Wilkinson Boulevard.

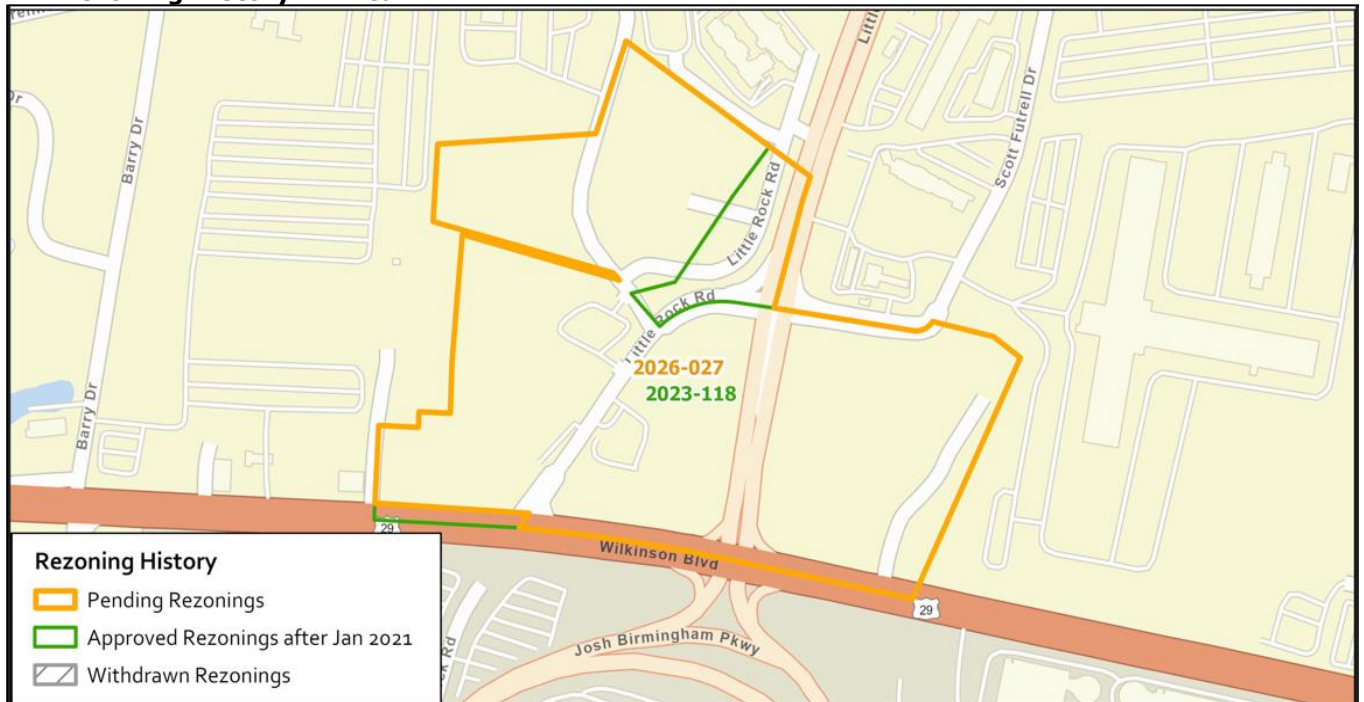


Street view of the entrance to Charlotte Douglas International Airport to the south of the site across Wilkinson Boulevard.



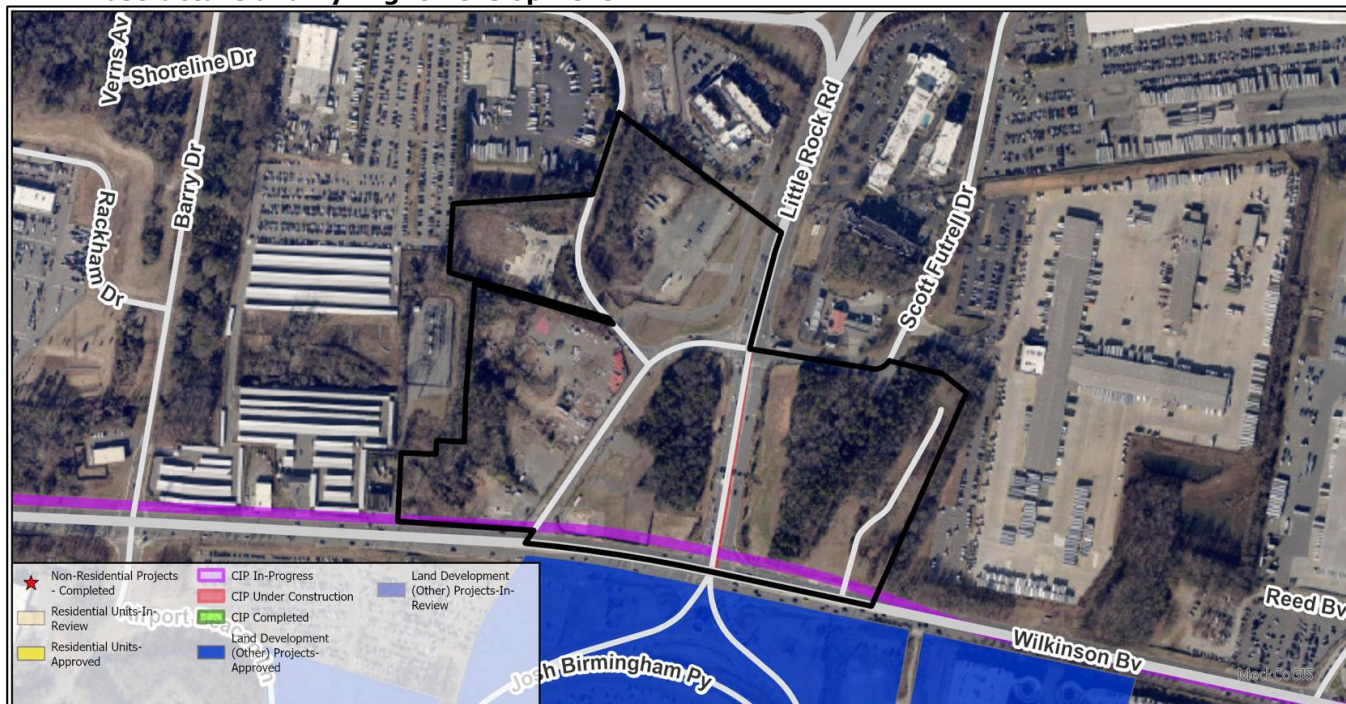
Street view of commercial and industrial uses to the west of the site along Wilkinson Boulevard.

• Rezoning History in Area



Petition Number	Summary of Petition	Status
2023-118	Rezoned 38 acres from ML-1 ANDO and ML-2 ANDO to RAC ANDO to allow for all uses permitted in the RAC district.	Rezoning approved, no permits pursued.

• Infrastructure and By-Right Development



- This map depicts infrastructure projects, rezonings, and projects occurring by-right in the vicinity of the subject rezoning. By-right development is development that without exception complies with all standards of the zoning district in which the development is taking place. A project occurring by-right denotes that the development is allowed on the property and needs only to show that the development will meet the ordinance standards).
- More information on the specific projects in this area can be found using [Development Near Me](#)

• Public Plans and Policies



- The *West Outer Community Area Plan*, *West Inner Community Area Plan*, and accompanying *2040 Policy Map* recommend the Regional Activity Center Place Type. The proposed rezoning is not in alignment with the adopted Regional Activity Center Place Type. If the rezoning is approved, the adopted place type for the site would be revised to the Commercial Place Type (eastern portion of site) and Community Activity Center Place Type (western portion of site).
 - Regional Activity Centers are large, high-density mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, offices, entertainment, and residential for regional residents and visitors.

- Commercial places are primarily car-oriented destinations for retail, services, hospitality, and dining, often along major streets or near interstates.
- Community Activity Centers are mid-sized mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, entertainment, and residential for nearby and regional residents.
- This site is within the *West Inner Community Area Plan* and *West Outer Community Area Plan*. The rezoning petition does not help facilitate any *West Inner Community Area Plan* priority goals. However, the rezoning petition may help facilitate the *West Outer Community Area Plan* priority goals of:
 - 1: 10 Minute Neighborhoods may be facilitated within the proposed CAC-1 portion of the site by accommodating a mix of uses with design standards that support an urban, walkable built environment.
 - 4: Trail & Transit Oriented Development may be facilitated within the proposed CAC-1 portion of the site by reserving right-of-way for CATS Silver Line along Wilkinson Boulevard and committing to ongoing coordination regarding Silver Line design and integration with Aviation's proposed automated people mover.
- Petitions that are out of alignment with the recommended place type for the site are assessed using the Minor Map Amendment Criteria to provide consideration in determining compatibility with the vision and goals of the *2040 Comprehensive Plan*. The criteria is not an exhaustive list and additional factors such as site-specific conditions, context of the area, capital investments, and changes in development patterns may be considered when reviewing rezonings. Below is a table summarizing the criteria for a request that would change a site's place type to Community Activity Center and Commercial.
- Minor Map Amendment Criteria for the CAC portion of the site is satisfied in large part due to the site being designated as a different activity center place type, the Regional Activity Center. Criteria for a change in place type to Commercial is more difficult to achieve given proximity to a future rapid transit station and the established activity center place type.

Criteria	CAC	COMM	Does the petition meet the criteria?
Minimum Acreage Preferred	20 acres	10 acres	The petition has about 17-18 acres of CAC, and close to 20 acres of Commercial.
Preferred Place Type Adjacency	N2; NC; COMM; RAC; CAMP; IMU; ML	N2; CAC; RAC; CAMP; IMU; ML	The petition is adjacent to RAC, IMU & ML.
Locational Criteria	1. Not within uptown 2. Within ½-mile walkshed of high-capacity transit station or a major transportation corridor 3. Within EGF Gap of any type	1. Not within uptown 2. Not within ½-mile walkshed of high-capacity transit station or a major transportation corridor 3. Within an Access to Amenities Gap	The petition is not within uptown, there is a proposed CATS Silver Line station proposed within the rezoning boundary. The eastern portion of the site is not within an access to goods and services gap, although the western portion (west of Little Rock Rd) is within an access gap.

• INFRASTRUCTURE COMMENTS**• Charlotte Department of Transportation**

- The site is adjacent to Little Rock Road a State-maintained major arterial, north of Wilkinson Boulevard, a State-maintained major expressway. A Traffic Impact Study (TIS) is not required to be completed during the rezoning process however shall be completed prior to the submission of permitting documents. Site plan and/or conditional note revisions are needed to commit to Josh Birmingham Parkway streetscape, abandonment of Right of Way and commitment to completing TIS in accordance with the UDO. Further details are listed below.
- **Active Projects:**
 - No known transportation related projects in the vicinity
- **Transportation Considerations:**
 - See Outstanding Issues, Notes 7-9.
- **Vehicle Trip Generation:**
 - Current:
 - Existing Use: 0 trips per day (based on vacant land).
 - Existing Zoning Entitlements: Trip generation not provided for this zoning district.
 - Proposed Zoning: The conditional zoning district requested allows for a variety of uses. Therefore, trip generation cannot be determined. CDOT will assess trip generation during permitting.

• Storm Water Services

- **Considerations:**
 - No comments submitted.

• Charlotte Water

- Charlotte Water has accessible water system infrastructure for the rezoning boundary via an existing 8-inch water distribution main along Little Rock Rd.
- Charlotte Water has accessible sanitary sewer system infrastructure for the rezoning boundary via an existing 8-inch gravity sewer main located inside the property boundary.
- **Considerations:**
 - See advisory comments at www.rezoning.org

• Charlotte-Mecklenburg Schools

- Nonresidential petitions do not impact the number of students generated.

• Charlotte Area Transit System

- All CATS comments provided for this rezoning plan are based upon the Silver Line following the Locally Preferred Alternative (LPA) horizontal and vertical alignment. Based on that alignment, the Silver Line elevates over Josh Birmingham Parkway (at its current elevation) and then descends for a station, which is located at the current ground elevation. Any changes to the existing or future conditions of Josh Birmingham Parkway, Wilkinson Boulevard and/or the transportation network as shown and noted on this rezoning plan may cause significant revisions or redesign of the Silver Line alignment and shall require an amendment to this rezoning. Any such revisions or redesigns may also require modifications to the proposed Silver Line reservation area and infrastructure improvements.
- **Considerations:**
 - See Outstanding Issues, Notes 10-11.

CITY DEPARTMENT COMMENTS

- **Charlotte Department of Housing and Neighborhood Services:** No comments submitted.
- **Charlotte Department of Solid Waste Services:** No comments submitted.
- **Charlotte-Douglas International Airport:** No comments submitted.
- **Charlotte Fire Department:** No comments submitted.
- **Erosion Control:** No comments submitted.
- **Long Range Planning:** See advisory comments at www.rezoning.org
- **Urban Forestry:** No comments submitted.

MECKLENBURG COUNTY COMMENTS

- **Charlotte-Mecklenburg Historic Landmarks:** No comments submitted.
- **Mecklenburg County Land Use and Environmental Services Agency:** No comments submitted.

- **Mecklenburg County Park and Recreation Department:** See advisory comments at www.rezoning.org

OUTSTANDING ISSUES PRIOR TO PUBLIC HEARING

Site and Building Design

1. Please revise drive-through standards to incorporate the following:
 - Add a conditional note prohibiting drive aisles and circulation from being located in an established setback.
 - Add a conditional note prohibiting drive aisles and circulation from being located between any open space and building.
 - Provide a maximum number of drive-through uses, including both drive-through establishments as well as accessory drive-throughs.
 - Meet all applicable prescribed conditions for accessory drive-throughs located in Activity Center Place Types rather than Commercial Place Types to better align with the *2040 Policy Map*.
2. Increase the minimum building height along the Josh Birmingham Parkway frontage to 16'.
3. Provide petition number RZP-2026-027 on each sheet of the rezoning site plan package.
4. Revise existing zoning to RAC (AND0) and proposed zoning to CG(CD) AND0 and CAC-1(CD) AND0.
5. List the acreage breakdown of property requested for CG(CD) AND0 and CAC-1(CD) AND0.
6. List these additional uses as prohibited: car wash, parking lot as a principal use.

Transportation

7. CDOT: Add a conditional note stating "Prior to submittal of permitting plans/documents, petitioner shall finalize a Traffic Impact Study (TIS) as scoped and approved by CDOT and NCDOT. TIS to include entirety of the proposed development, as shown on rezoning plans".
8. CDOT: Assuming street right-of-way abandonment of Little Rock Road, Add a conditional note specifying "The petitioner needs to complete and submit the Right of way Abandonment Petition form to CDOT for review. The Right of Way Abandonment process is controlled by North Carolina General Statutes and is independent of this rezoning process."
9. CDOT: Add a conditional note stating "streetscape along Josh Birmingham Parkway shall include an 8-foot planting strip and a 12-foot Shared-Use Path in coordination with CDOT and NCDOT. Final design to be coordinated during permitting"
10. CATS: Add a conditional note stating: "An area proximate to the Silver Line Station, and outside of the Silver Line right of way reservation, will be reserved in this rezoning plan for the Airport's Automated People Mover (APM) station, vertical circulation, and dedicated APM guideway connection to the airport terminal. The APM design will be closely coordinated with the design of the Silver Line to provide a seamless connection from the Silver Line station to the APM. The APM design also shall not materially impact the vertical and horizontal configuration of the Silver Line Locally Preferred Alternative (LPA), as adopted at the time of this rezoning. The specific details of the APM infrastructure will be designed by the Airport in coordination with CATS. Prior to the approval of land development submittals related to any CAC-1 parcels, the Airport shall identify and reserve an easement for the execution of the aforementioned dedicated APM connection between the Silver Line and the airport terminal."
11. CATS: Provide clarification on how proposed street right-of-way lines will impact the Silver Line right-of-way reservation.

Additional information (department memos, site plans, maps etc.) online at www.rezoning.org

Planner: Joe Mangum (704) 353-1908