

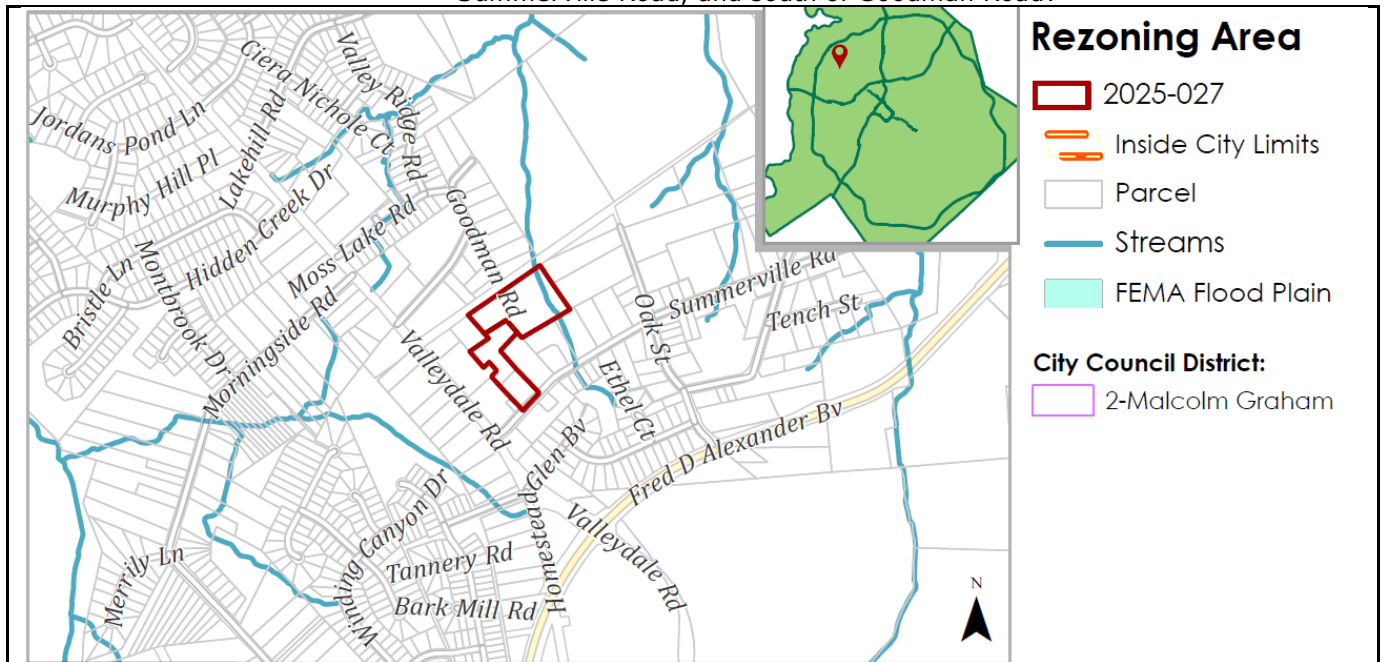
**REQUEST**

Current Zoning: N1-B (Neighborhood 1-B) and CG (General Commercial)  
Proposed Zoning: N2-A(CD) (Neighborhood 2-A, conditional)

**LOCATION**

Address: 538 Valleydale Road Charlotte, NC 28214

Approximately 5.38 acres located east of Valleydale Road, north of Summerville Road, and south of Goodman Road.



**SUMMARY OF PETITION**

The petition proposes the development of up to 49 multi-family attached townhome dwelling units. The site is developed with a small commercial building and a single-family house.

**PROPERTY OWNER**

Mission City Church

**PETITIONER**

Mission City Church and Freedom Communities

**AGENT/REPRESENTATIVE**

Eddie Moore, McAdams

**COMMUNITY MEETING**

Community meetings were held on April 28, 2025 with 15 people from the community attending and on February 3, 2026 with 9 people from the community attending.

The most recent community meeting report notes that items discussed at the meetings included an overview of the updated plan for 49 affordable townhomes units with deed restrictions and Summerville Road access, and residents expressed concerns about traffic, access limitations, townhome quality, HOA requirements, long-term affordability, buffering, and whether the rezoning could set a precedent for similar projects.

The full meeting reports are available online.

**STAFF  
RECOMMENDATION**

Staff recommends approval of this petition.

Plan Consistency

The petition is **consistent** with the goals and policies of the *West Middle Community Area Plan*. The petition may facilitate the following priority goals of the area plan:

- 2: Neighborhood Diversity & Inclusion may be facilitated by providing a broader range of housing types. The plan includes primarily quadplexes, with some duplex and triplex units, the goal remains pertinent given that the surrounding area is predominantly single family in character.
- 3: Housing Access for All may be facilitated by providing conditions that all housing units will be House Charlotte eligible and all dwellings will be deed restricted to ensure affordability for a minimum seven (7) year period.

Rationale for Recommendation

- The site is designated as the Commercial Place Type by the *2040 Policy Map*. The proposed zoning of N2-A(CD) (Neighborhood 2-A, conditional) is not aligned with the *Policy Map* recommendation. However, the site is adjacent to an existing commercial area and would provide additional population with convenient access to goods and services.
- The plan limits building forms to quadplexes, which are compatible with the Neighborhood 1 Place Type. The petitioner also commits to setbacks, landscape yards, and open spaces that exceed ordinance requirements adjacent to abutting Neighborhood 1 Place Types. These features will help transition from the Commercial Place Type along Valleydale Road to the surrounding Neighborhood 1 areas.
- All dwellings will be House Charlotte eligible, and all dwellings will be deed restricted for a minimum of 7 years to ensure affordability. The House Charlotte program is an initiative by the City of Charlotte aimed at making homeownership more accessible for low to moderate-income families by providing down payment assistance for properties that are \$365,000 or less.
- The proposed development will gain access from Summerville Road, adjacent to the existing commercial uses, which helps limit disturbance to the surrounding Neighborhood 1 development. Valleydale Road is designated as a 2+ Lane Avenue on the Charlotte Streets Map and is classified as an Arterial Street by the Unified Development Ordinance (UDO).
- The site abuts retail and commercial uses along Valleydale Road that provide neighborhood serving goods and services and is designated as a Commercial Place Type. The Neighborhood 2 Place Type serves as a transition between higher intensity commercial development and lower intensity residential development.
- The petition proposes to dedicate a greenway easement to Mecklenburg County Park and Recreation.
- The site is located along the route of the number 1 CATS local bus providing service between Callabridge Common shopping center and the Charlotte Transportation Center.

The approval of this petition will revise the recommended place type as specified by the *2040 Policy Map*, from Commercial Place Type to Neighborhood 2 Place Type for the site.

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**PLANNING STAFF REVIEW****• Background and Zoning District Summary**

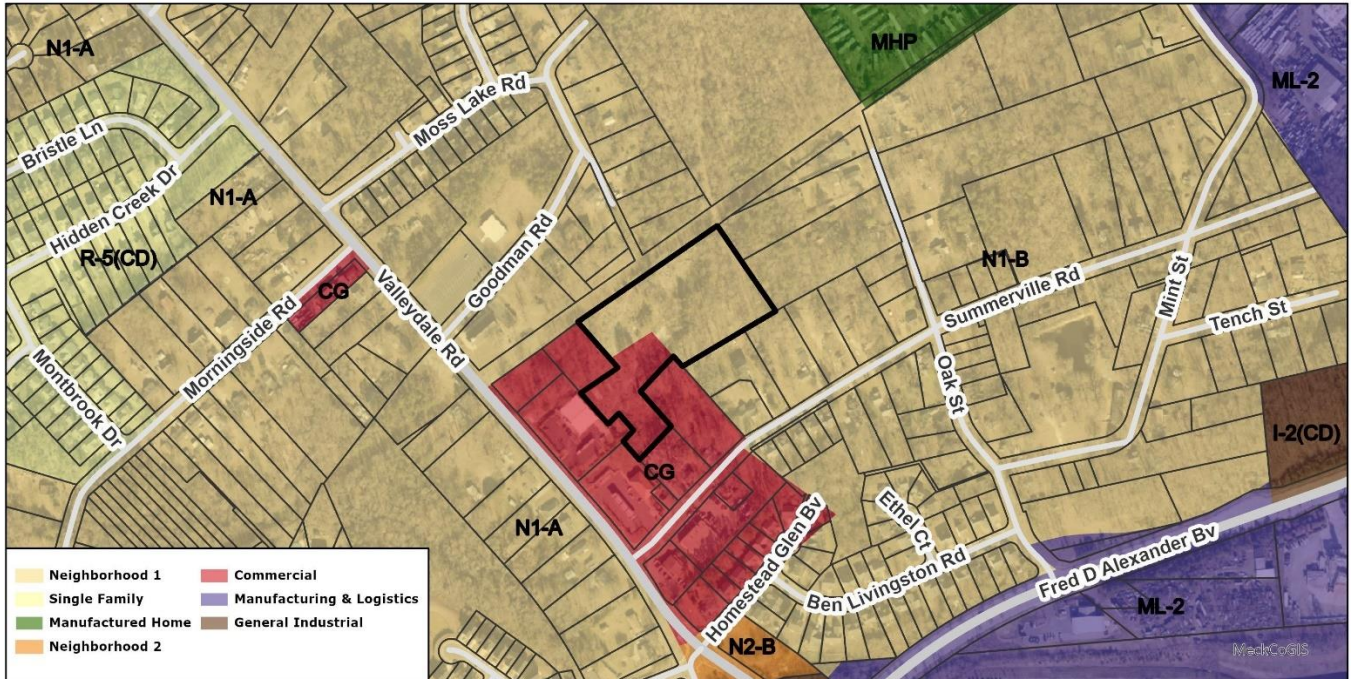
- Existing Zoning:
  - N1-B: This district allows for single family, duplex, triplex, and quadraplexes in some situations, as well as a limited number of other uses on lots that are 8,000 square feet or greater.
  - CG: This district allows for general commercial uses along intersections and arterial streets, accommodating auto access while also encouraging improvement of the pedestrian environment.
- Proposed Zoning:
  - N2-A: This district is intended for the development of multi-family attached dwellings, either as standalone buildings or as components of multi-dwelling developments.
  - Conditional (CD): This petition includes a site plan and proposes site-specific commitments that further restrict the use of the site.

**• Proposed Request Details**

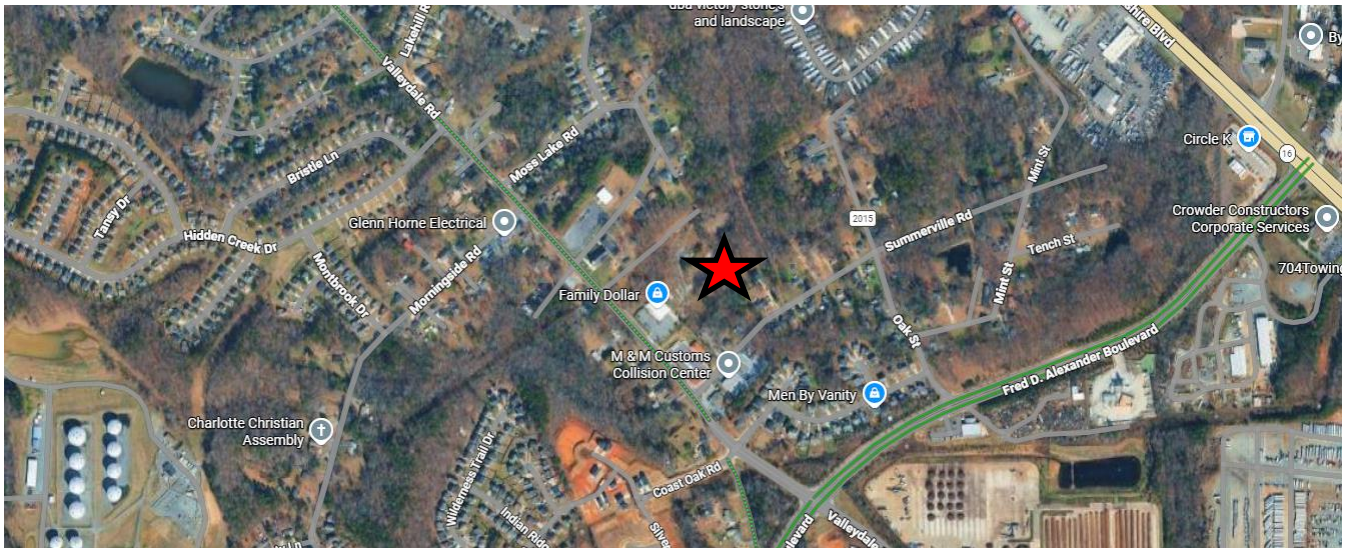
The site plan accompanying this petition contains the following provisions:

- Permits the development of up to 49 multi-family attached dwelling units.
  - The total number of principal buildings on site is limited to ~~14~~ 12.
  - Buildings shall be limited to 4 5 units and a maximum length of ~~100~~ 120 feet.
  - All dwellings will be House Charlotte eligible, and all dwellings will be deed restricted for a minimum of 7 years to ensure affordability.
- The following transportation, streetscape, and landscaping improvements are proposed:
  - Access to the site is proposed from Summerville Road.
  - The petitioner will fill the sidewalk gap between the proposed development and the gas station/convenience store located at the intersection of Valleydale Road and Summerville Road.
  - Visitor parking spaces will be provided internal to the site.
  - The petitioner will convey a 70-foot greenway and stormwater easement (including a 35-foot post construction buffer) to Mecklenburg County.
  - A 20-foot rear setback, 10-foot Class C Landscape Yard with fence, or 25-foot Class B Landscape Yard will be provided along all property boundaries abutting a Neighborhood 1 Place Type.
  - Open space will include enhanced landscaping exceeding UDO standards with at least 18 trees per acre, maintain minimum 50-foot dimensions, provide specialty paving, shading elements, seating (1 linear foot per 300 square feet), movable furniture, public art, interactive features, and decorative lighting, and ensure every residential unit is within 1,000 feet of a common open space.
  - A minimum of 25 street trees will be provided along the private alleys.
  - No parking signage will be installed along Summerville Road and Oak Street.
    - No parking signs will be installed on the odd numbered side of Summerville from Valleydale Road to Oak Street.
    - No parking signs will be installed on the even numbered side of Oak Street from Summerville Road to Fred D Alexander Boulevard.
- The following architectural requirements are proposed:
  - The following building materials shall be prohibited: Traditional stucco made with Portland cement and sand, natural wood, corrugated metal siding (except for roofs, patio coverings, and stoop coverings), plain concrete masonry units (CMU) without color pigment or improved finish, T-111 composite plywood siding, or plastic.
  - Buildings will not exceed 3 stories in height or 35 feet.
  - Porches and stoops will be provided. Front porches must be at least 5 feet deep and 15 feet wide, while front stoops must be at least 3 feet deep and 5 feet wide.

• **Site Context and Imagery**



The site is zoned N1-B (Neighborhood 1-B) and CG (General Commercial). The site is abutting properties zoned N1-A (Neighborhood 1-A) to the north, west, and south. The site is abutting properties zoned CG to the south, west, and southwest along Valleydale Road.



The site (indicated by red star above) is located east of Valleydale Road, with access to the site provided from Summerville Road. The site is approximately 1/3-mile northwest of Fred D. Alexander Boulevard and 1¼-mile southeast of Bellhaven Boulevard. The site is located in an area primarily consisting of rural single-family and single-family subdivision development but is adjacent to a small commercial area with retail, commercial, and institutional uses.



View of the site looking east from Valleydale Road across an unopened utility right-of-way. The site contains a small commercial building and single-family house along Summerville Road but is mostly vacant made up of a field with small trees.



View of the proposed access point to the site from Summerville Road. Access to the site will be gained in the location of the small white commercial building via a private alley. The commercial building and neighboring single-family homes to the right of the image are zoned CG (General Commercial).



View of the Mission City Church at the intersection of Valleydale Road and Goodman Road adjacent to the site, zoned CG (General Commercial). Mission City Church is partnering with Freedom Communities as the petitioner for the rezoning.

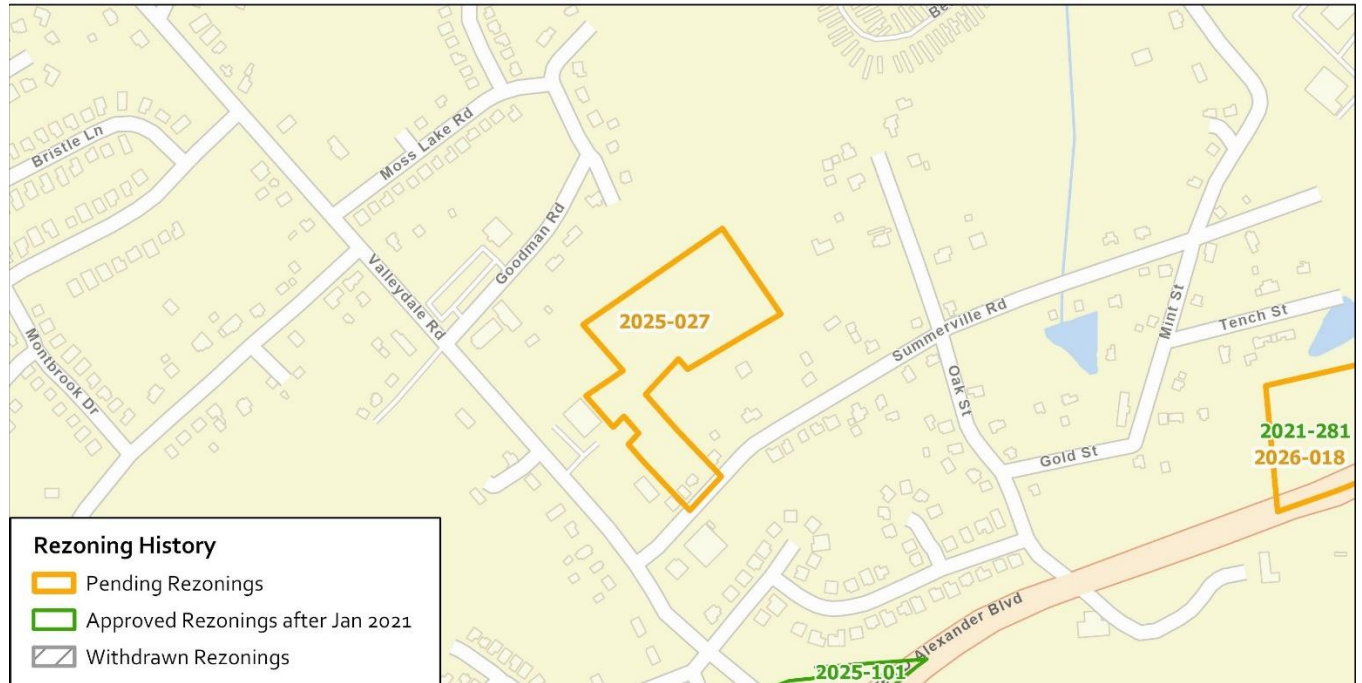


View of a retailer located on the east side of Valleydale Road abutting the site, zoned CG (General Commercial).



View of a vehicle fueling facility, zoned CG located at the northeast corner of Valleydale Road and Summerville Road abutting the site, zoned CG (General Commercial).

• **Rezoning History in Area**



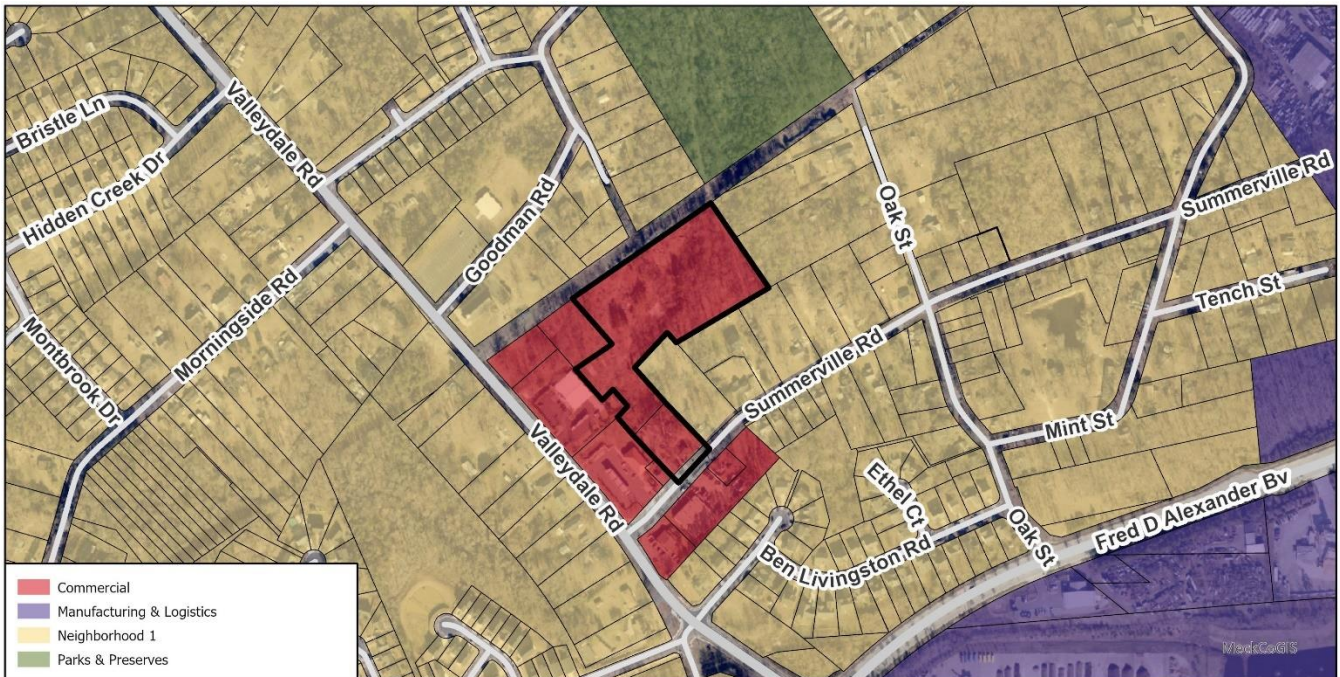
Petition Number	Summary of Petition	Status
2021-281	Rezoned 3.8 acres located on the north side of Fred D. Alexander Boulevard, west of Brookshire Boulevard, and east of Valleydale Road from R-4 (Single Family Residential) and I-2 (General Industrial) to I-2(CD) (General Industrial, conditional) for 45,000 square feet of general industrial uses.	Rezoning Approved. Construction documents approved, LDC-2023-00013, for a commercial vehicle storage yard. Construction has not begun.
2025-101	Rezoned 0.73 acres located on the north corner of Valleydale Road and Fred D. Alexander Boulevard, and south of Ben Livingston Road from I-2(CD) (General Industrial, conditional) to N1-F(CD) (Neighborhood 1-F) for any use permitted under the N1-F zoning district.	Rezoning Approved. No permit applications submitted.
2026-018	Rezoning 3.8 acres located on the north side of Fred D. Alexander Boulevard, west of Brookshire Boulevard, and east of Valleydale Road from I-2(CD) (General Industrial, conditional) to ML-1(CD) (Manufacturing & Logistics-1, conditional) for a self-storage facility with accessory outdoor storage.	Rezoning Pending.

• **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 Middle Community Area Plan* and accompanying *2040 Policy Map* recommends the Commercial Place Type. The proposed rezoning is not in alignment with the adopted Commercial Place Type. If the rezoning is approved, the adopted place type for the site would be revised to the Neighborhood 2 Place Type.
  - Commercial places are primarily car-oriented destinations for retail, services, hospitality, and dining, often along major streets or near interstates.

- Neighborhood 2 places are higher density housing areas that provide a variety of housing types such as townhouses and apartments alongside neighborhood-serving shops and services.
- This site is within the *West Middle Community Area Plan*. The rezoning petition may help facilitate the priority goals 2 and 3 given its commitment to a mix of housing types including duplex, triplex, and quadraplex units and its commitment to affordability with all housing units being House Charlotte eligible and deed restricted to maintain affordability for a minimum of 7 years.
- 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 Neighborhood 2.

Criteria for Neighborhood 2	Description	Site Information
<b>Preferred Minimum Acreage</b> (includes adjacent parcels of the same place type)	2-4 acres	The site is 5.38 acres.
<b>Preferred Place Type Adjacencies</b>	N1, NAC, CAC, RAC, COMM, CAMP, IMU, PP	The site is adjacent to Neighborhood 1 and Commercial Place Types.
<b>Locational Criteria</b> (all considered)	<p>Within ½ mile walkshed of high-capacity transit station or within ½ mile of major transportation corridor</p> <p>Within ¼ or ½ mile of Activity Center, Campus or Innovation Mixed Use</p> <p>Within Access to Housing Gap (EGF)</p> <p>Remnant parcels which is a small piece of land left over after a large property is subdivided, developed, or altered.</p> <p>Frontage along arterial or major roads</p>	<p>The site is located within ½ mile walkshed of a high-capacity transit station, CATS local bus 1 providing access between the Callabridge Commons Shopping Center and Uptown.</p> <p>The petition is not located within ½ mile of an Activity Center, Campus, or Innovation Mixed Use.</p> <p>The petition is located within an Access to Housing Gap.</p> <p>The petition does not have frontage along an arterial or major road and is not considered a remnant parcel.</p> <p>While the petition is not within ¼ or ½ mile of Activity Center, Campus or Innovation Mixed Use, it is adjacent to a commercial area that provides access to goods and services.</p>

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- **INFRASTRUCTURE COMMENTS**

- **Charlotte Department of Transportation**

- The site is located east of Valleydale Road, a State-maintained minor arterial, and north of Summerville Road, a City-maintained local street. A Traffic Impact Study (TIS) is not required for the site due to the development generating site trips under ordinance thresholds and not meeting additional TIS triggers. The petitioner has committed to constructing all transportation improvements required per UDO. Petitioner has committed to constructing a network required private street with a public access easement as well as an 8-foot sidewalk along their Summerville Road frontage. CDOT also requested that the petitioner close a sidewalk gap and connect to the existing sidewalk on Summerville. The petitioner has committed to installing this off-site sidewalk which is above what is required by ordinance. All outstanding CDOT comments have been addressed.
- **Active Projects:**
  - N/A
- **Transportation Considerations:**
  - No outstanding issues.
- **Vehicle Trip Generation:**
  - Current:
    - Existing Use: 33 trips per day (based on 1,075 sq.ft. auto service and 1 dwelling unit).
    - Existing Zoning Entitlements: 1,236 trips per day (based on 20,200 sq.ft. of retail and 13 single-family dwellings).
  - Proposed Zoning: 323 trips per day (based on 49 townhome dwelling units).

- **Storm Water Services**

- **Considerations:**
  - No outstanding issues.

- **Charlotte Water**

- Charlotte Water currently does not have water system accessible for the rezoning boundary under review. The closest water distribution main is approximately 375 feet southwest of the rezoning boundary along Valleydale Rd. A developer donated project will be required in cases there is not direct service.
- **Considerations:**
  - See advisory comments at [www.rezoning.org](http://www.rezoning.org)

- **Charlotte-Mecklenburg Schools**

- The development may add 6 students to the schools in this area. The proposed development is not projected to increase the school utilization over existing conditions (without mobile classroom units) as follows:
  - Paw Creek Elementary remains at 115%
  - Coulwood Middle remains at 79%
  - West Mecklenburg High remains at 75%
- **Considerations:**
  - The Existing school capacity in this area is currently inadequate for elementary school. Approval of this petition may increase overcrowding and/or reliance upon mobile classrooms at the school(s) listed above. Existing school capacity in this area is currently adequate for middle and high school.
  - See advisory comments at [www.rezoning.org](http://www.rezoning.org)

- **Charlotte Area Transit System**

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

**CITY DEPARTMENT COMMENTS**

- **Charlotte Department of Housing and Neighborhood Services:** No comments submitted.
- **Charlotte Department of Solid Waste Services:** No outstanding issues.
- **Charlotte-Douglas International Airport:** No comments submitted.
- **Charlotte Fire Department:** No outstanding issues.
- **Erosion Control:** No comments submitted.
- **Long Range Planning:** See advisory comments at [www.rezoning.org](http://www.rezoning.org)

- **Urban Forestry:** No outstanding issues.

#### MECKLENBURG COUNTY COMMENTS

- **Charlotte-Mecklenburg Historic Landmarks:** No comments submitted.
- **Mecklenburg County Land Use and Environmental Services Agency:** See advisory comments at [www.rezoning.org](http://www.rezoning.org)
- **Mecklenburg County Park and Recreation Department:** No comments submitted.

#### OUTSTANDING ISSUES PRIOR TO PUBLIC HEARING

##### Transportation

- ~~1. CDOT: Revise site plan and conditional note to clearly label internal access road (non network required roadway) connecting proposed road A and Summerville Road as a private alley or private roadway. Add a conditional note identifying each. Addressed~~
- ~~2. CDOT: Revise site plan and conditional note(s) to remove call out for CDOT working with petitioner to construct a solid fence. CDOT will not approve a fence at this location within the right of way. There could be potential for a standard detail for dead end barricade and signage. See CLDSM 50.07A, 50.07B, 50.08A, 50.08B and 50.08C. Addressed~~

##### Site and Building Design

- ~~3. Entitlement Services: Ensure that the sidewalls of principal structures are oriented perpendicular to the frontage in compliance with Table 5-6 of the UDO. Addressed~~
- ~~4. Entitlement Services: Ensure that setbacks are labeled correctly throughout the site with respect to the new Summerville Road frontage and the proposed private street. Addressed~~

**Additional information (department memos, site plans, maps etc.) online at [www.rezoning.org](http://www.rezoning.org)**

**Planner:** Maxx Oliver 704-336-3818