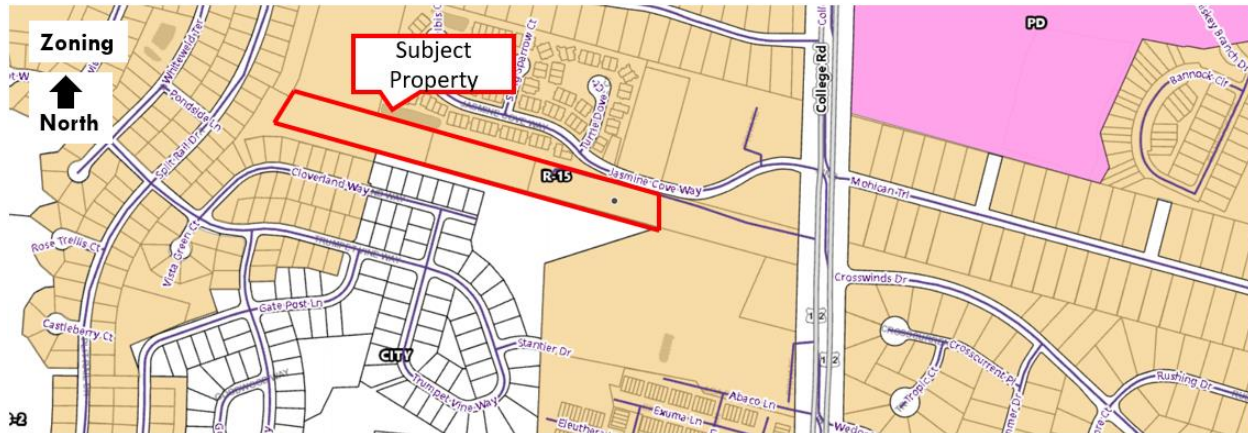


STAFF REPORT FOR **Z21-11**

CONDITIONAL REZONING APPLICATION

APPLICATION SUMMARY	
Case Number: Z21-11	
Request: Rezoning to a (CZD) R-5, Conditional Residential Moderate-High Density District	
Applicant: Craig Johnson with River Birch Investments, LLC	Property Owner(s): SOCOL, LLC
Location: 4606, 4618, & 4626 South College Road	Acreage: 5.1
PID: R07100-003-567-000 R07100-003-568-000 R07100-003-046-000	Comp Plan Place Type: General Residential
Existing Land Use: Undeveloped	Proposed Land Use: Single-family residential development
Current Zoning: R-15, Residential	Proposed Zoning: (CZD) R-5



SURROUNDING AREA		
	LAND USE	ZONING
North	Single-Family Residential	R-15
East	Single-Family Residential	R-15
South	Single-Family Residential	City MF-L (CD)
West	Single-Family Residential	R-15



ZONING HISTORY

October 15, 1969	Initially zoned R-15 (Masonboro)
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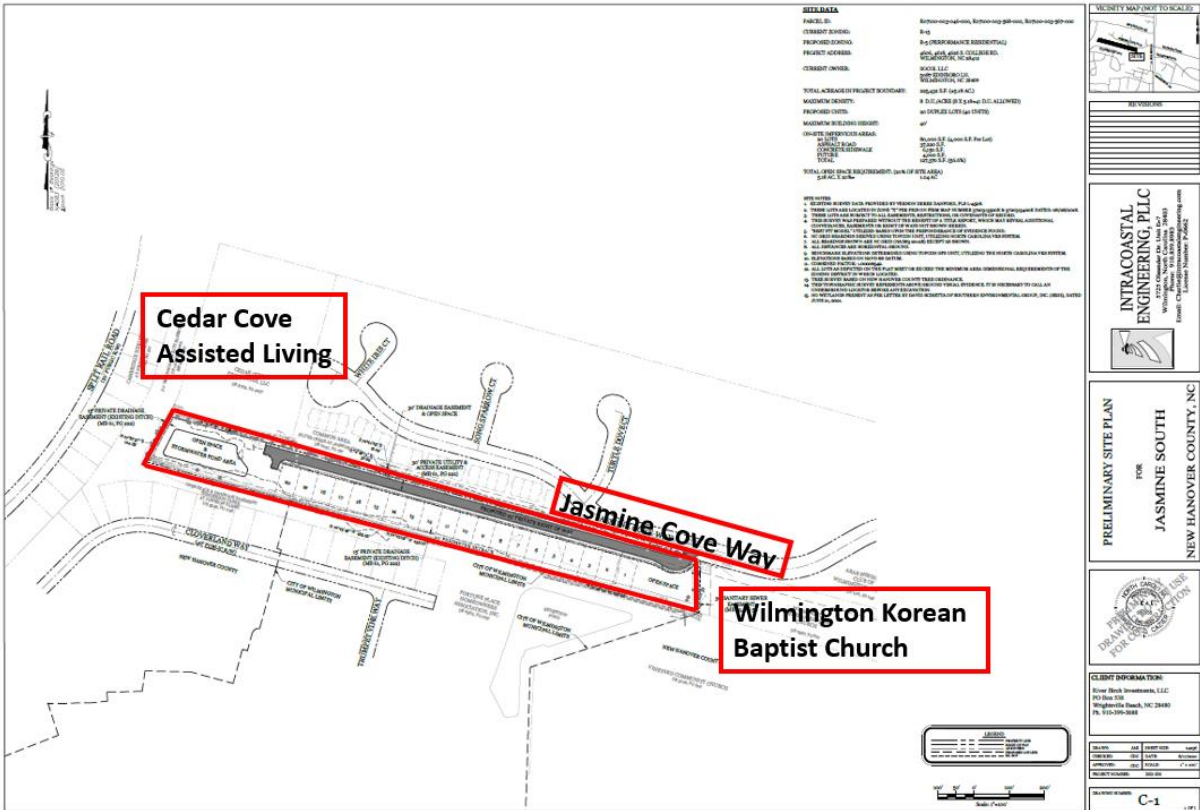
COMMUNITY SERVICES

Water/Sewer	Water and sewer services are available through CFPWA.
Fire Protection	New Hanover County Fire Services, New Hanover County Southern Fire District, New Hanover County Myrtle Grove Station
Schools	Williams Elementary, Myrtle Grove Middle, and Ashley High School
Recreation	Echo Farms Park, Myrtle Grove Athletic Complex

CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

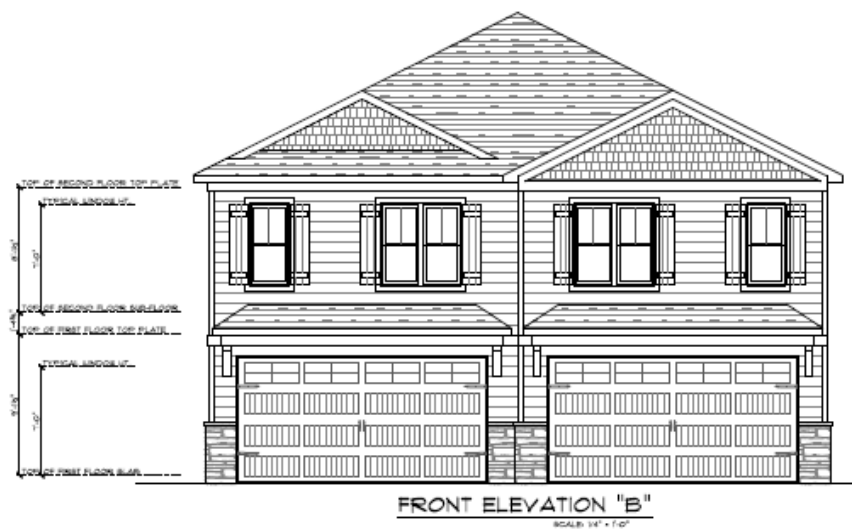
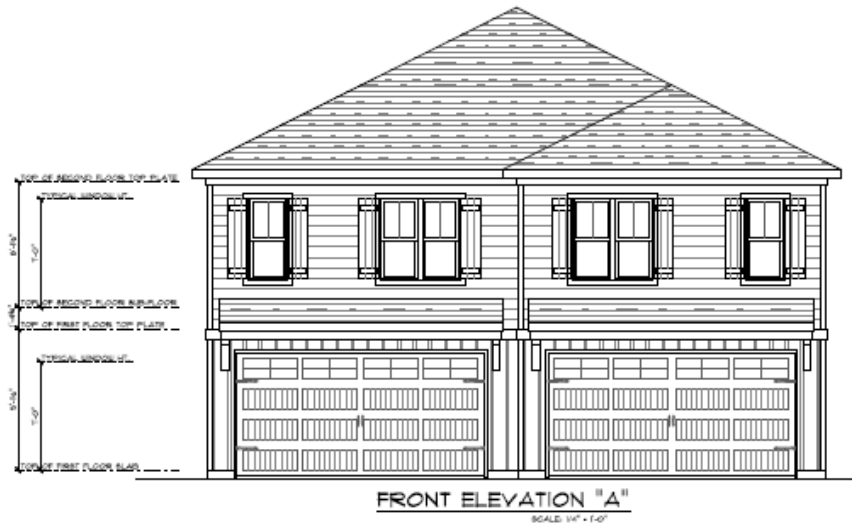
Conservation	No known conservation resources
Historic	No known historic resources
Archaeological	No known archaeological resources

APPLICANT'S PROPOSED CONCEPTUAL PLAN

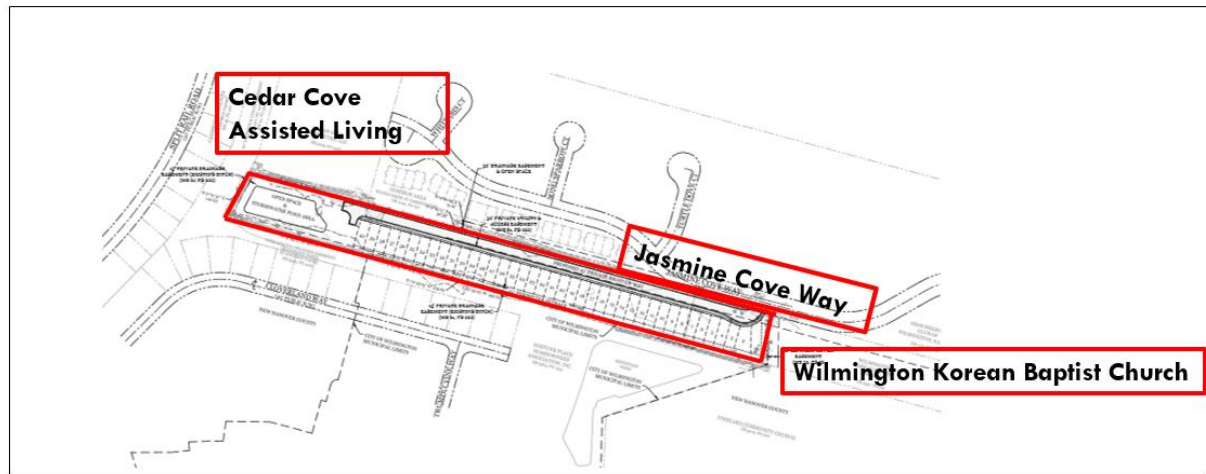


- The applicant is proposing to rezone 5.1 acres to (CZD) R-5, Conditional Residential Moderate-High Density District.
- The original proposal included a 40- lot single family detached residential development.
- In response to some of the concerns expressed at the Planning Board's August 5th meeting, the applicant revised the conceptual plan. The revised proposal includes dual unit attached structures, a reduced number of lots from 40 to 20, an increase in the minimum lot width and replacing the concrete parking pads with garages.
- The proposed performance development would be subject to a 20-foot perimeter setback and is also required to dedicate a minimum of 20% open space.
- Primary access to the development will be provided on Jasmine Cove Way.

PROPOSED ELEVATIONS



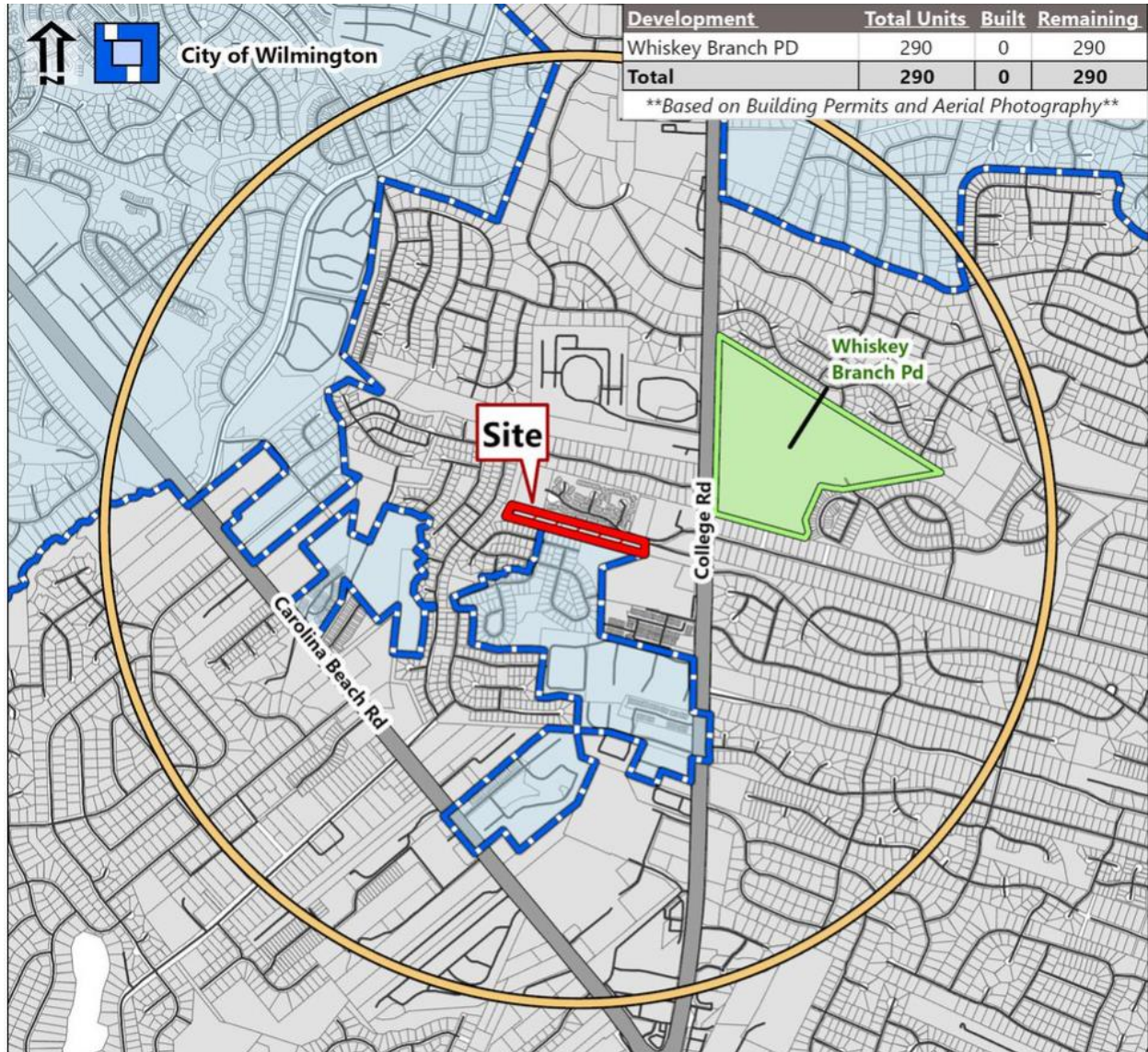
FORMER CONCEPTUAL PLAN



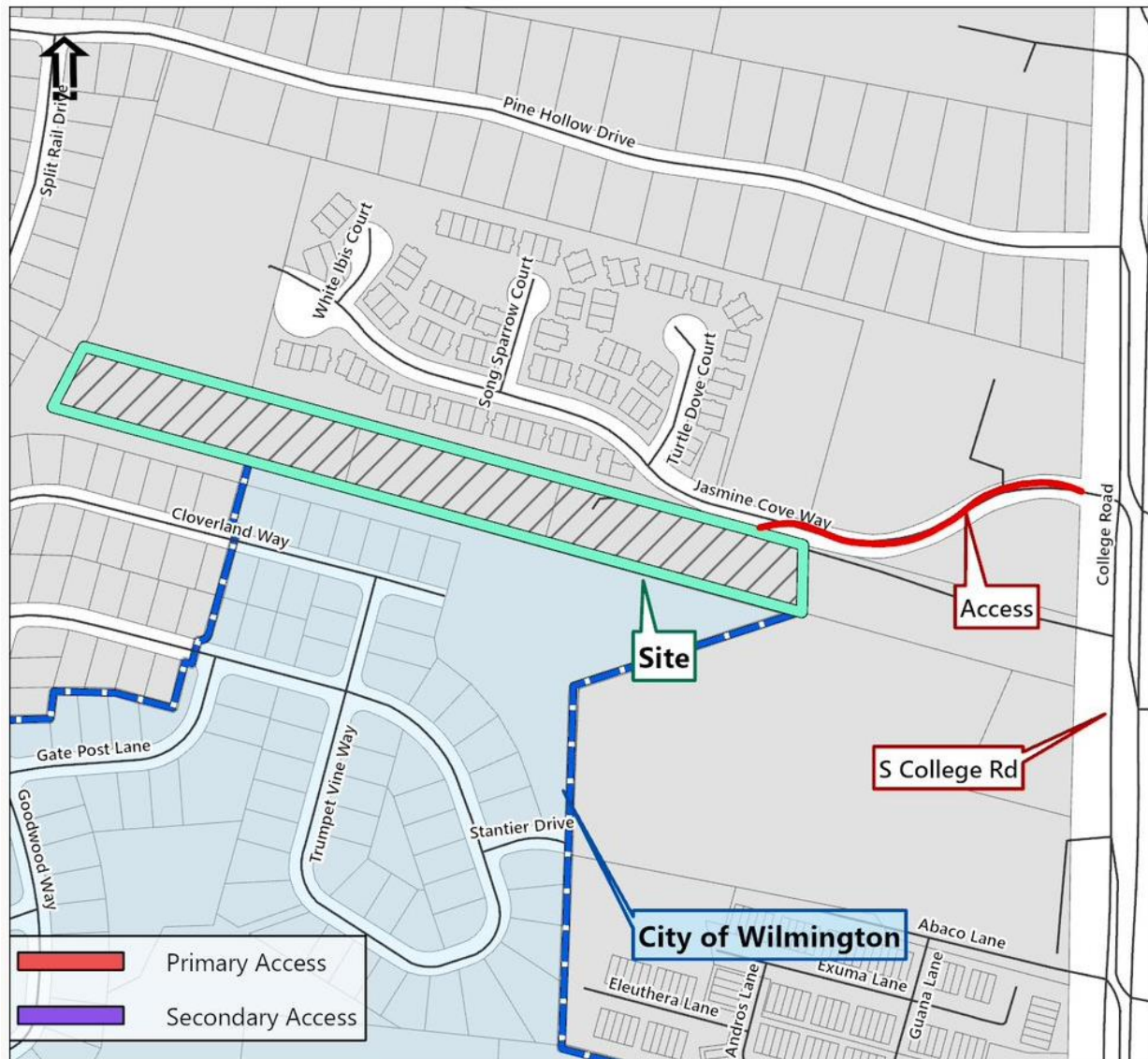
ZONING CONSIDERATIONS

- The R-15 district in this area was established in 1969. The purpose of the R-15 district is to provide lands that accommodate very low to low density residential development that can serve as a transition between very low-density residential development patterns and smaller lot, more dense residential areas of the County.
- Under the County's performance residential standards, the subject parcel would be permitted up to 13 dwelling units at a density of 2.5 du/ac. The proposed 40 units equate to an overall density of 7.8 du/ac.
- The purpose of the R-5, Residential Moderate-High Density District is to provide lands that accommodate moderate to high density residential development on smaller lots with a compact and walkable development pattern. The R-5 district allows a range of housing types and can be developed in conjunction with a non-residential district to create a vertical mixed-use development pattern as well as serve as a transition between mixed-use or commercial development and low to moderate density residential development.
- The site is situated between residential development to the north, south and west and a place of worship to the east.
- While the adjacent residential developments are zoned R-15 and MF-L(CD), the development patterns deviate from the traditional densities of these districts. Silver Creek Village at Jasmine Cove, north of the request, contains a density of 8.7 units per acre. Fortune Place II, south of the request, is located within the municipal limits, and contains a density of 2.6 units per acre.

AREA SUBDIVISIONS UNDER DEVELOPMENT



TRANSPORTATION



- Primary access to the development will be from Jasmine Cove Way, a public local street.
- As currently zoned the subject site would be permitted up to 13 dwelling units at 2.5 du/ac under the performance residential standards. A development of this scale is estimated to generate about 33-42 trips during the peak hours, for an increase of 19-28 trips during the peak hours. The estimated traffic generated from the site is under the 100 peak hour threshold that triggers the ordinance requirement for a Traffic Impact Analysis.

- A driveway permit will be required to be obtained from NCDOT prior to the issuance of any building permits. This permit may require roadway improvements if determined to be necessary during permit review.

Comparison of Potential Trip Generation Scenarios

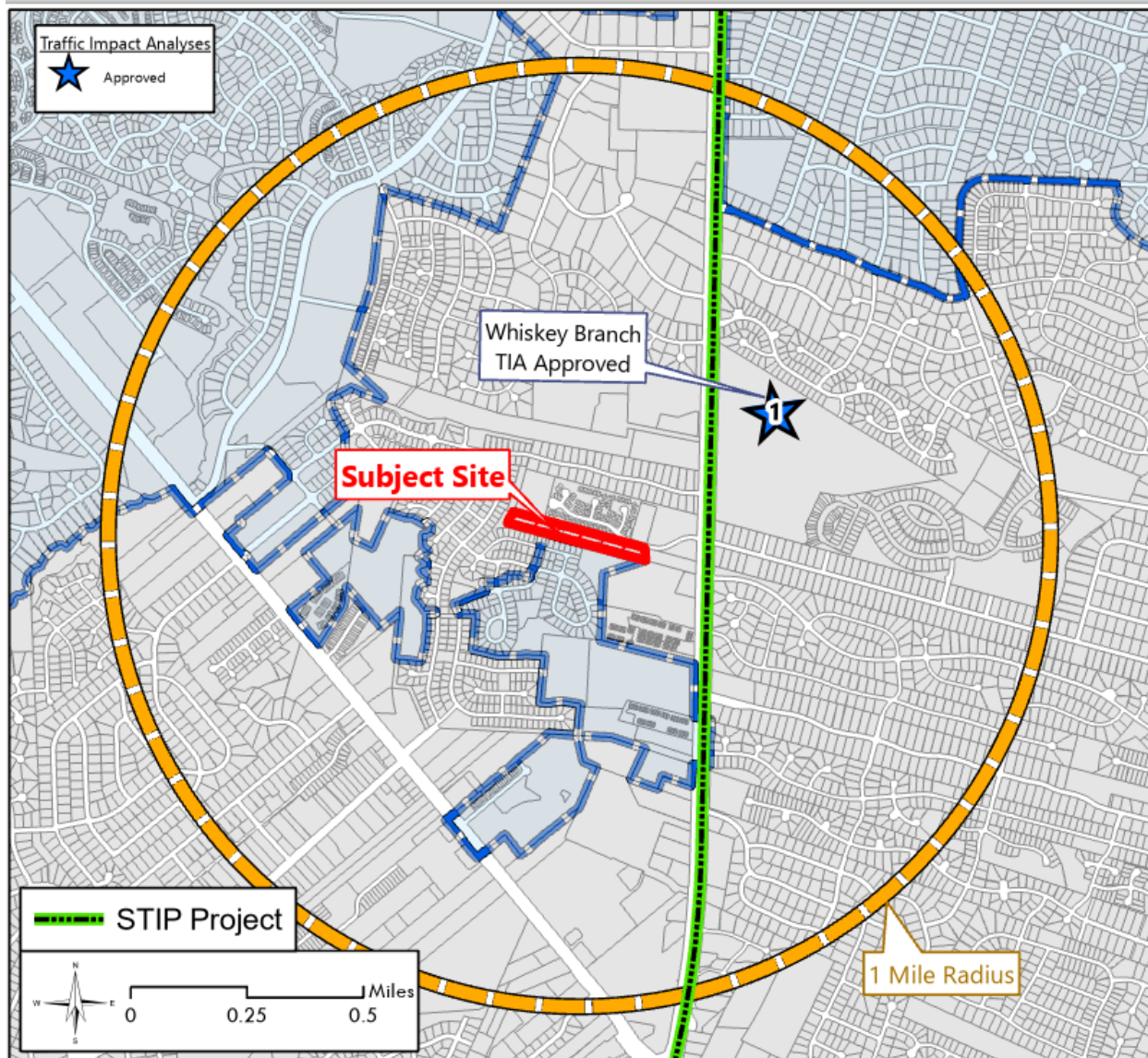
	Intensity	Approx. Peak Hour Trips
Existing Zoning (R-15)	13 single family units	14 / 14 (AM / PM)
Proposed Development (CZD)R-5)	40 single family units	33 / 42 (AM / PM)
Net Change	27 single family units	19 / 28 (AM / PM)

- Because a TIA is not required to analyze transportation impacts, staff has provided the volume to capacity ratio for the adjacent roadway. While the volume to capacity ratio, based on average daily trips, can provide a general idea of the function of adjacent roadways, the delay vehicles take in seconds to pass through intersections is generally considered a more effective measure when determining the Level of Service of a roadway.

NCDOT Average Annual Daily Traffic (ADT) -2019

Road	Location	Volume	Capacity	V/C
S. College Road	4600 Block	32,500 AADT	41,368	.76

Nearby Planned Transportation Improvements and Traffic Impact Analyses



Nearby NC STIP Projects

- STIP Project U-5702B
 - Project to make access management improvements to S. College Road from Shipyard Boulevard to Carolina Beach Road.
 - The project is currently scheduled to begin after 2029.

Nearby Traffic Impact Analyses:

Traffic Impact Analyses are completed in accordance with the WMPO and NCDOT standards. Approved analyses must be re-examined by NCDOT if the proposed development is not completed by the build out date established within the TIA.

Proposed Development	Land Use/Intensity	TIA Status
<ul style="list-style-type: none"> Whiskey Branch 	<ul style="list-style-type: none"> 510 multifamily units 50,000 square feet of general office 122,700 square feet of shopping center 	<ul style="list-style-type: none"> The Addendum was approved on June 15, 2020 Full build 2024
<p>The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of</p> <ul style="list-style-type: none"> Installation of a new signalized northbound to southbound u-turn lane at S. College Road, north of Weybridge Lane (at Lansdowne Road) Installation of turn lanes and signalized directional cross over at S. College Road and northern access point Signalization of northbound to southbound movement at the existing u-turn lanes on S. College Road Installation of a turn lane at S. College Road and the southern access point 		
<p>▪ <u>Nearby Proposed Developments included within the TIA:</u></p>		
<ul style="list-style-type: none"> None 		
Development Status: Underway		

ENVIRONMENTAL

- The property does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- The property is within the Bernards Creek watershed.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class III (severe limitation). However, the site is expected to be served by Cape Fear Public Utility Authority when developed.

OTHER CONSIDERATIONS

SCHOOLS

- Students living in the proposed development would be assigned to Williams Elementary, Myrtle Grove Middle, and Ashley High Schools. Students may apply to attend public magnet, year-round elementary, or specialty high schools.
- Under the current zoning, density would be limited to a maximum of 13 dwelling units. A maximum of 40 units could be developed under the proposed rezoning.
- Based on the current general student generation rate*, the increase in homes would result in approximately 6 additional students than would be generated under current zoning.
- The general student generation rate provides only an estimate of anticipated student yield as different forms of housing at different price points yield different numbers of students. Over the past four years, staff has also seen a decline in the number of students

generated by new development. Student numbers remained relatively stable between 2015 and 2020 (excepting the impacts of the COVID-19 pandemic), while 14,500 new residential units were permitted across the county. In addition, the student population is anticipated to only grow by approximately 1,300 students over the next 10 years based on the recent New Hanover County Schools Facility Needs Study.

Development Type	Intensity	Estimated Student Yield (current general student generation rate)*
Existing Development	Undeveloped	Approximate**Total: 0 (0 elementary, 0 middle, 0 high)
Typical Development under Current R-15 Zoning	13 residential units	Approximate**Total: 3 (1 elementary, 1 middle, 1 high)
Proposed (CZD) R-5 Zoning	40 residential units	Approximate**Total: 9 (4 elementary, 2 middle, 3 high)

*The current general student generation rate was calculated by dividing the projected New Hanover County public school student enrollment for the 2021-2022 school year by the number of dwelling units in the county. Currently, there are an average of 0.22 public school students (0.09 for elementary, 0.05 for middle, and 0.08 for high) generated per dwelling unit across New Hanover County. These numbers are updated annually and include students attending out-of-district specialty schools, such as year-round elementary schools, Isaac Bear, and SeaTech.

**Because the student generation rate often results in fractional numbers, all approximate student generation yields with a fraction of 0.5 or higher are rounded up to a whole number and yields with a fraction of less than 0.5 are rounded down. This may result in student numbers at the elementary, middle, and high school levels not equaling the approximate total.

- Given the size of the proposed development, it may have a build-out date within 5 years, so staff has outlined existing school capacity to provide a general impact of the potential impact on public schools. These numbers do not reflect any future capacity upgrades that may occur over the next five years or trends in student population changes.

School Enrollment* and Capacity (2021-2022 School Year)**

Level	Total NHC Capacity	School	Enrollment of Assigned School	Capacity of Assigned School w/ Portables	Capacity of Assigned School	Funded or Planned Capacity Upgrades
Elementary	95%	Williams	412	412	100%	None
Middle	108%	Myrtle Grove	740	738	100%	None
High	100%	Ashley	1,990	1,896	105%	None

* Enrollment is based on the New Hanover County Schools enrollment that was projected for the 2021-2022 school year.

**Capacity calculations were determined based on the projected capacities for the 2021-2022 school year, and funded or planned capacity upgrades were those included in the Facility Needs Study presented by New Hanover County Schools to the Board of Education in January 2021. This information does not take into account flexible scheduling that may be available in high school settings, which can reduce the portion of the student body on campus at any one time.

- The recent facility needs survey that has been prepared by Schools staff indicates that, based on NC Department of Public Instruction (DPI) student growth projections and school capacity data, planned facility upgrades, combined with changes to student enrollment patterns, will result in adequate capacity district wide over the next five years if facility upgrades are funded.

NEW HANOVER COUNTY STRATEGIC PLAN
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- One of the goals of the New Hanover County Strategic Plan for 2018-2023 is to encourage the development of complete communities in the unincorporated county by increasing housing diversity and access to basic goods and services.
- The proposed R-5 zoning district would allow for new residents to utilize existing goods and services within one mile of the subject property.
- The predominant housing type in the area is single family detached. Under the proposed R-5 district, single family detached would decrease (78.9% to 78.5%) and single family attached units would increase (7.5% to 7.9%).
- The subject property is located in the Monkey Junction community area, where 67% of residents currently live within one-mile of a convenience need (grocery store, retail staples, pharmacies, etc.), a support service (urgent care, primary doctor's office, child & adult care, etc.), and a community facility (public park, school, museum etc.).
- With the proposed number of units and a recently approved mixed use project nearby incorporating housing and retail/commercial, the number of residences within one-mile of goods and services would increase (67% to 69%).

REPRESENTATIVE DEVELOPMENTS

Representative Developments of R-15



Cottage Grove



Clay Crossing

Representative Developments of R-5



Context and Compatibility

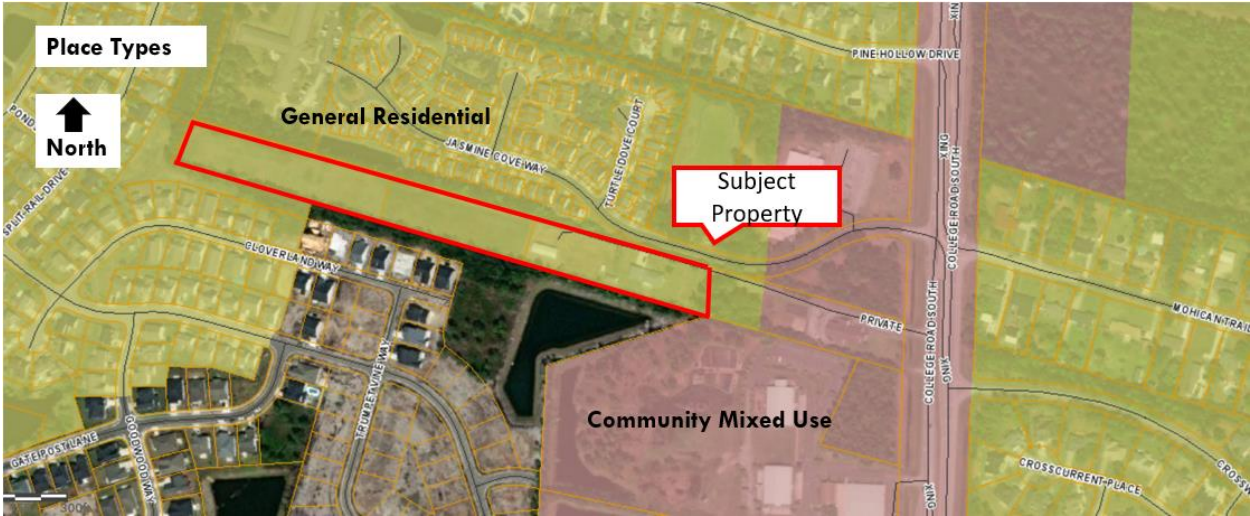
- While the area was zoned for low density housing in 1969 and the 2016 Comprehensive Plan encourages lower density housing in this particular area, the recommended density range outlined in the plan includes up to approximately 8 du/ac . The rezoning will result in an increase in density from 2.5 du/ac to 7.8 du/ac.
- The revised proposal includes two family dwelling products and will provide an alternative housing option to the immediate vicinity. The change in design reduces the total number of lots from 40 to 20, increases the minimum lot width, and removes concrete parking pads.
- The intent of the R-5 zoning district is to serve as a transition between mixed-use or commercial development and low to moderate density residential development. The site is situated between residential development to the north, south and west and a place of

worship to the east. Silver Creek Village at Jasmine Cove, north of the request, is zoned R-15 and contains a density of 8.7 units per acre. Fortune Place II, south of the request, located within the municipal limits, is zoned MF-L(CD) and contains a density of 2.6 units per acre.

- Common features to mitigate similar infill projects impact on adjacent neighborhoods include enclosed private backyards, buffers to reduce visibility, proportional off-street parking facilities, appropriate lighting and compatible elevations.
- This proposal does not provide additional buffers; however, both established neighborhoods maintain their own vegetated buffers along shared property boundaries.
- The elevations provided by the applicant include a similar architecture of the adjacent neighborhood homes and attached garages.

2016 COMPREHENSIVE PLAN

The New Hanover County Future Land Use Map provides a general representation of the vision for New Hanover County’s future land use, as designated by place types describing the character and function of the different types of development that make up the community. These place types are intended to identify general areas for particular development patterns and should not be interpreted as being parcel specific.



Future Land Use Map Place Type	General Residential
Place Type Description	Focuses on lower density housing ranging up to approximately 8 du/ac and typically consisting of single-family or duplexes. Types of appropriate uses include single-family residential, low-density multi-family residential, light commercial, civic and recreational.

<p>Analysis</p>	<p>The proposed (CZD) R-5 zoning would provide a transition in density and intensity between the place of worship along S. College Road frontage, designated as Community Mixed Use development, and the variety of densities within the established single-family neighborhoods north, west, and east of the subject site. Providing options for alternative housing types in direct relationship to single-family detached development is one of the stated intents for this district.</p> <p>While connectivity is difficult for this location due to the existing development pattern and roadway configuration in the area, the proposed development will connect with Jasmine Cove Way. Future residents will also have access to an existing Wave Transit stop on South College Road, located between Jasmine Cove Way and Pine Hollow Drive to access goods and services in close proximity.</p> <p>The proposal is in line with the preferred density range for the General Residential place type. This place type envisions lower density residential development up to 8 dwelling units per acre. The applicant is proposing 40 units, for an overall density of 7.8 units per acre.</p>
<p>Consistency Recommendation</p>	<p>The proposed (CZD) R-5, Conditional Residential Moderate-High Density District rezoning is generally CONSISTENT with the intent of the 2016 Comprehensive Plan because the project provides for the types of uses and density recommended in the General Residential place type and the proposal will provide a transition between a place of worship and the established low and moderate residential neighborhoods.</p>

PLANNING BOARD MEETING

The Planning Board considered this application at their August 5, 2021 meeting. At the meeting, six residents spoke in opposition to the request, citing concerns with density, parking, traffic, and drainage.

Upon the applicant's request, the Planning Board voted to continue the item until their September 2, 2021 meeting (5-0).

STAFF RECOMMENDATION

While this area was zoned for low density housing in 1969, and the 2016 Comprehensive Plan encourages lower density in this particular area, the proposed 7.8 du/ac density is consistent with the recommended range of approximately 8 du/ac envisioned on the plan. Adjacent land uses include established neighborhoods, to the north, west and south, with density ranging from 2.6 units per acre to 8.7 units per acre, and a place of worship to the east. The intent of the proposed R-5 zoning district is to serve as a transition between mixed-use or commercial development and low to moderate density residential development. As a result,

Staff recommends approval of this application and suggests the following motion and condition:

I move to **APPROVE** the proposed rezoning to a (CZD) R-5 district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the

project provides for the types of uses and density recommended in the General Residential place type and the proposal will provide a transition between a place of worship and the existing low and moderate density housing. I also find **APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal supports the County's goals of providing for a range of housing types and opportunities for households of different sizes and income levels.

(Optional) Note any conditions to be added to the district.

1. Each residential structure shall include an attached garage consistent with the elevations submitted with the revised petition.

Alternative Motion for Denial

I move to **DENY** the proposed rezoning to a (CZD) R-5 district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the project provides for the types of uses recommended in the General Residential place type, the residential densities are in-line with those recommended for the property, and the project will provide an appropriate transition between a place of worship and existing low and moderate density housing, I find **DENIAL** of the rezoning request is reasonable and in the public interest because the proposal is not consistent with the desired character of the surrounding community and the density will adversely impact the adjacent neighborhoods.