

STAFF REPORT FOR Z19-09

ZONING MAP AMENDMENT APPLICATION

URBAN MIXED USE ZONING (UMXZ) OVERVIEW

- The Urban Mixed Use Zoning District (UMXZ) is one of eight new zoning districts approved by the Board of Commissioners in July.
- The intent of the UMXZ is to promote mixed-use developments on sites large enough to create a mix of uses within the development and surrounding area. The UMXZ district encourages the development of a mixture of housing types and the enhancement of transportation options by promoting higher density housing to be located closer to commercial services.
- The district is established to meet the following five primary objectives. These objectives to mix uses can be met within a subject site or can create a mixture of uses in the overall area of the community where it is located:
 1. To encourage the efficient mixed use development pattern envisioned in the comprehensive plan;
 2. To result in quality design and a variety of built forms of lasting value that result in a pedestrian scale;
 3. To provide a mix of housing options;
 4. To promote and enhance transportation options, particularly those that are pedestrian-oriented, while reducing demand for automobile trips; and
 5. To encourage a mix of uses to foster a sense of community.
- The UMXZ district is considered to be a type of conditional zoning district and includes a conceptual site plan illustrating the location and intensity of all major land uses. Conceptual site plans for UMXZ districts are intended to be in a bubble format that illustrate the general location and intensity of the land uses within the development, similar to what is used for Planned Development zoning proposals.
- In addition to requiring a mix of residential and nonresidential uses, the UMXZ district requires specific layout and design standards which will be verified by the Technical Review Committee (TRC) during the site plan review process. These standards include providing pedestrian access and connectivity, incorporating architectural design elements, and locating the parking to the rear and side of the buildings.

APPLICATION SUMMARY

Case Number: Z19-09

Request:

Establish an Urban Mixed Use Zoning District

Applicant:

Chris Dunbar – Southeastern Site Acquisitions, LLC

Property Owner(s):

Edwin I. Ennis Jr. & Nancy R. Ennis

Location:

2500 Block of Castle Hayne Road

Acreage:

12.3

PID(s):

R03300-001-014-000; R03300-001-060-000;
R03300-001-059-000; R03300-001-039-000;
R03300-001-013-000.

Comp Plan Place Type:

Community Mixed Use & General Residential

Existing Land Use:

Commercial/Shopping Center & Single-Family Residence

Proposed Land Use:

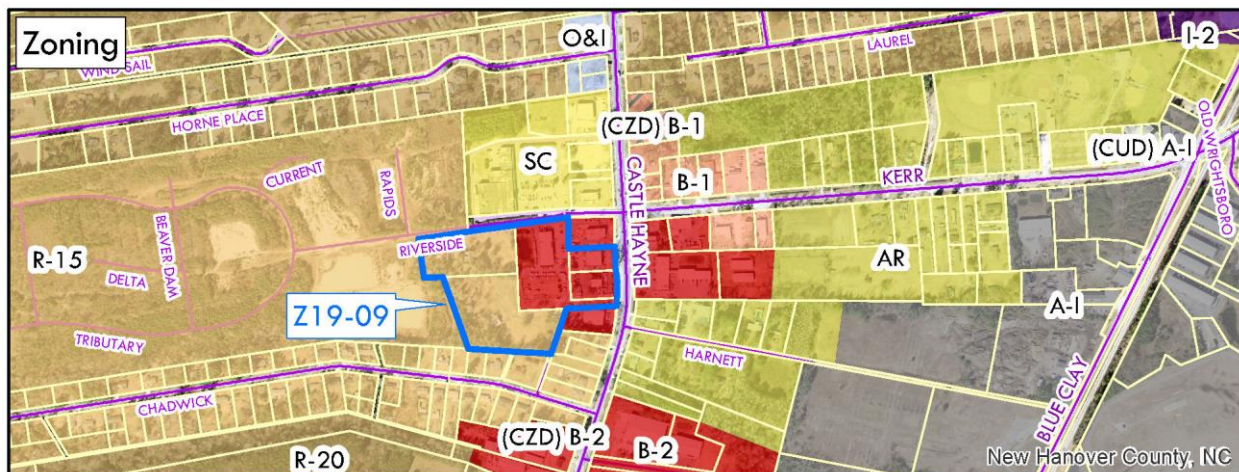
Mixed-Use Development

Current Zoning:

B-2 & R-15

Proposed Zoning:

UMXZ



SURROUNDING AREA

| | LAND USE | ZONING |
|--------------|---|---------------------------|
| North | Wrightsboro Plaza (Food Lion Shopping Center), Restaurants (McDonald's, Nigori Gourmet & Sushi Bar), Retail (Family Dollar, Advance Auto Parts) | SC (Shopping Center), B-2 |
| East | Strip-Center (Restaurants, Retail, Services), Auto Service (Exxon Gas Station, Auto Repair), Residential | B-2, B-1, AR |
| South | Single-Family Residential, Commercial Services | R-15, B-2 |
| West | Stormwater Infrastructure for the Riverside subdivision, Single-Family Residential | R-15 |



ZONING HISTORY

| | |
|------------------------|---|
| July 1, 1974 | Portions of the site initially zoned R-20 and B-1 (Area 10A) |
| July 2, 1990 | Portions of the site rezoned from R-20 and B-1 to B-2 (Z-409) |
| April 6, 1999 | Portions of the site rezoned from R-20 to B-2 (Z-651) |
| October 2, 2006 | Portions of the site rezoned from R-20 to R-15 (Z-848) |

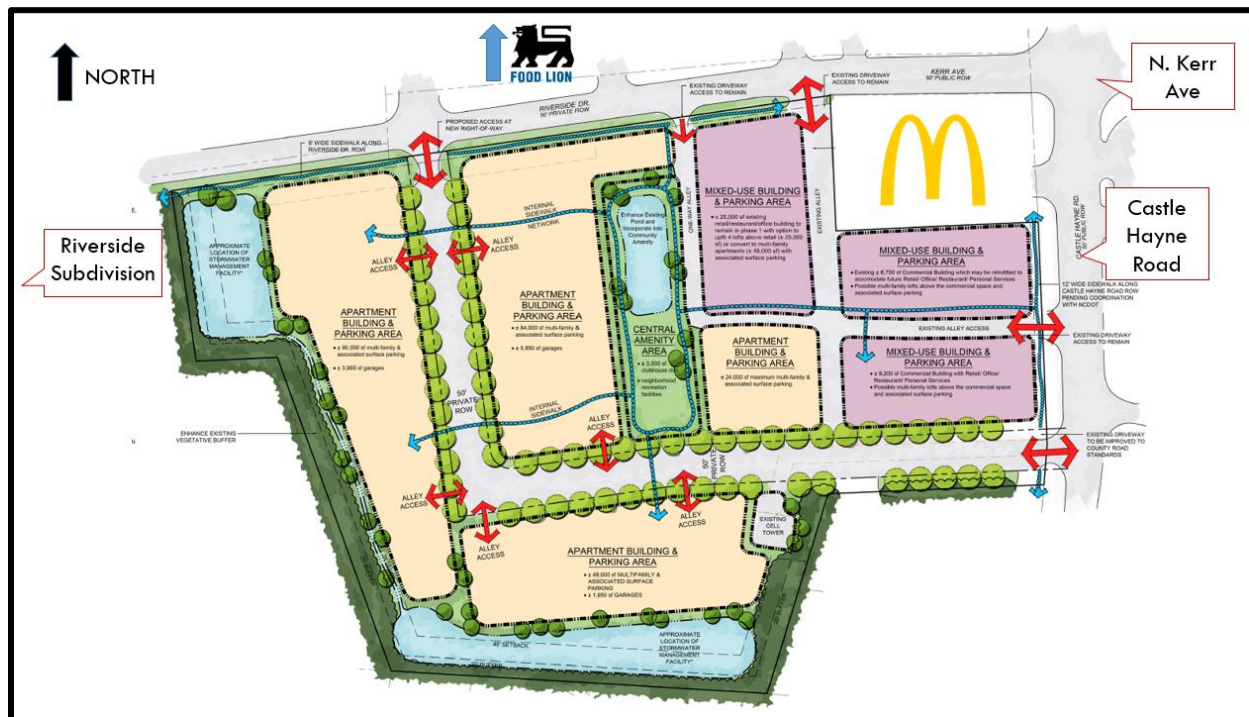
COMMUNITY SERVICES

| | |
|------------------------|---|
| Water/Sewer | Water and sewer will be provided by CFPUA. Specific design will be determined during site plan review. |
| Fire Protection | New Hanover County Fire Services, New Hanover County Northern Fire District, New Hanover County Station Wrightsboro |
| Schools | Wrightsboro Elementary, Eaton Elementary, Holly Shelter Middle, and New Hanover High Schools |
| Recreation | Optimist Park |

CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

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

PROPOSED CONCEPTUAL PLAN



Includes Staff Markups

- The proposed mixed-use development will consist of up to 226 dwelling units located within apartment buildings and mixed-use buildings, and approximately 41,000 square feet of commercial building space. The commercial uses proposed are retail, restaurant, office, and personal services. The buildings will be restricted to a maximum height of 45 feet.
- The western and southern boundaries of the site are designated for stormwater facilities on the conceptual plan. As a result, the areas designated for apartment buildings will exceed the required minimum setback of 45' from single-family zoning districts. In addition, the single-family lots to the west of the site within the proposed Riverside subdivision will not directly abut the subject site due to the existing stormwater pond within that subdivision. The applicant is also proposing to install solid fencing and a mixture of vegetation at varying heights above the minimum requirements to screen the multi-family units from the existing single-family lots adjacent the property on Chadwick Ave.
- The area designated for mixed-use buildings within the UMXZ conceptual plan are currently developed with commercial businesses consisting of restaurants, offices, personal services, and equipment sales.



Existing Commercial Building within Proposed Development

- The plan would allow the existing commercial buildings to be replaced or renovated as mixed-use structures that include both commercial businesses and residential units. Overall, the entire project would be allowed a maximum of 226 dwelling units that could be divided between the multi-family and mixed-used buildings.
- The plan proposes to remove the equipment sales business (a utility trailer retailer) and replace it with a commercial building consisting of retail, office, and neighborhood services. Additionally, the new building may be designed to include residential units above the commercial space. The outdoor storage area of the equipment sales business will be replaced with multi-family housing.



Existing Utility Trailer Business – Proposed to be Replaced



Existing Outdoor Storage Area – Proposed to be Replaced

- The plan allows for the existing strip commercial building, located directly west of the McDonald's, to remain or be upfitted with residential units above the commercial space or be converted completely to multi-family apartments.



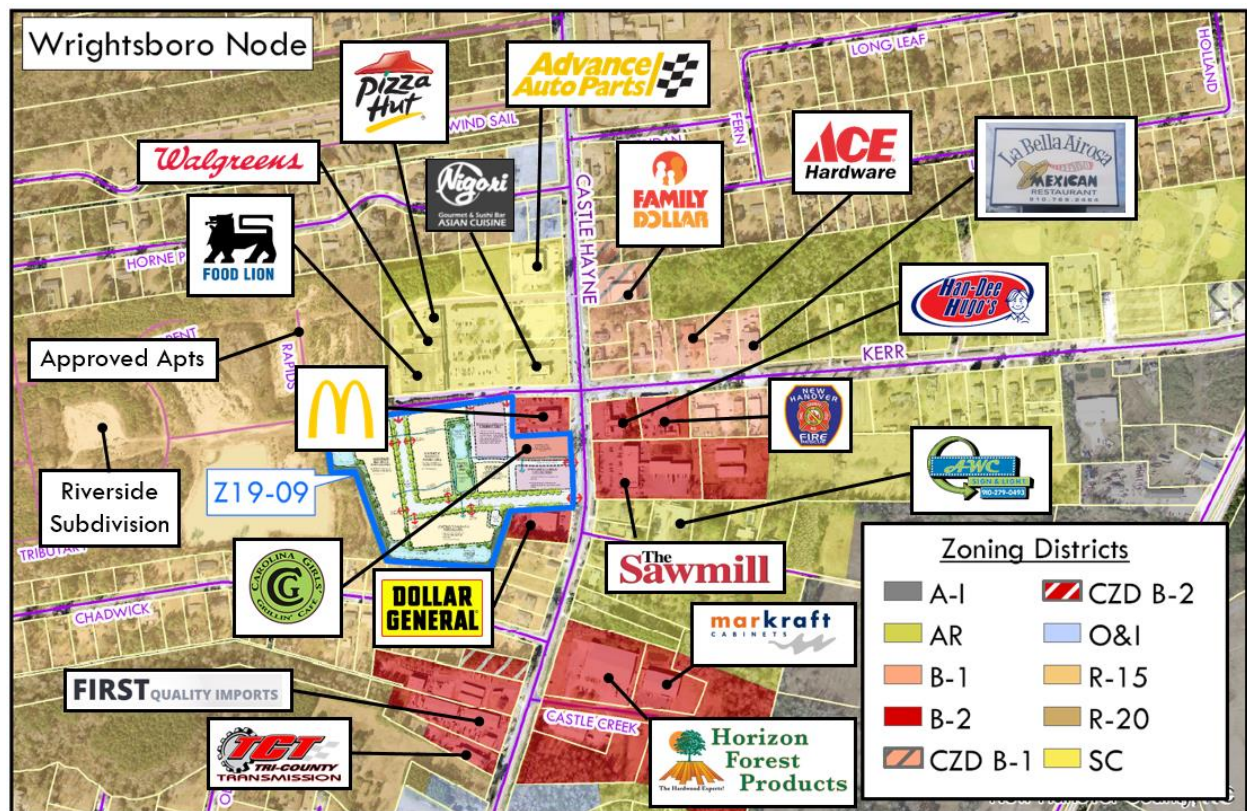
Existing Commercial Building West of McDonald's – Proposed to be Upfitted or Converted to Multi-Family Units

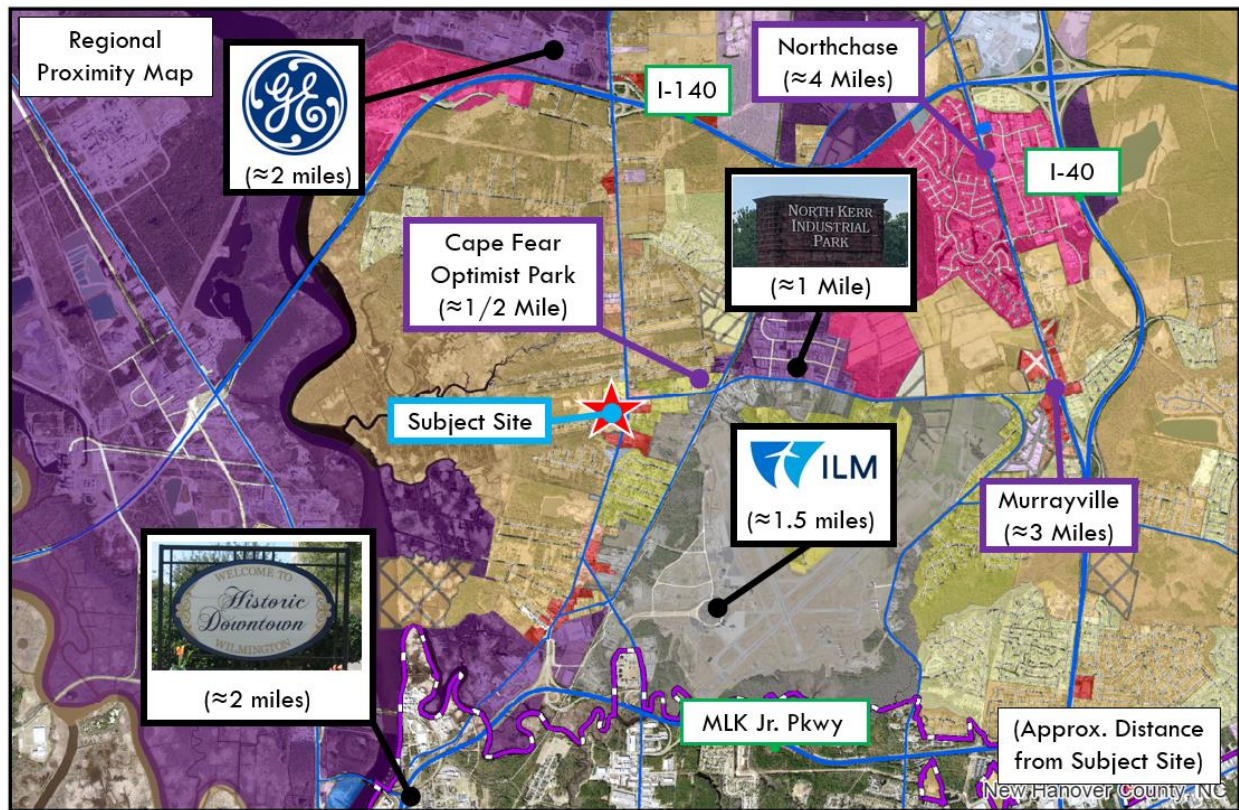


Rear of Building – Potential Future Dwelling Units

ZONING CONSIDERATIONS

- The subject site is located with the Wrightsboro commercial node, at the intersection of N. Kerr Ave and Castle Hayne Road.
- The subject site is located in close proximity to the downtown and airport economic hubs, employment opportunities including GE and N. Kerr Industrial park, and other regional destinations. In addition, the site is close to three major transportation corridors: MLK Jr. Parkway, Interstate 40, and Interstate 140.





- The subject site consists of 5 parcels of land totaling approximately 12.3 acres. Three of the parcels (about 5 acres or 40% of the site) are currently zoned B-2 and contain existing commercial businesses. The outdoor storage area associated with the existing utility trailer business consists of approximately one acre of the B-2 zoned area. The remaining 7 acres of the site is zoned R-15 and contains a single-family dwelling, barn, and telecommunications tower.
- Currently, the 7 acres zoned R-15 would be permitted approximately 18 dwelling units under the County's performance residential standards at a maximum density of 2.5 du/ac. The proposed 226 residential units as part of the full mixed-use site would equate to a density of 18.4 du/ac.
- The existing B-2 zoned land is estimated to support about 50,000 square feet of commercial/shopping center uses (based on typical 25% building area for this type of zoning). In addition, the B-2 district allows for heavy commercial and light industrial uses including contractor offices, outside storage, mini-warehousing, auto repair, and artisan manufacturing.

TRANSPORTATION

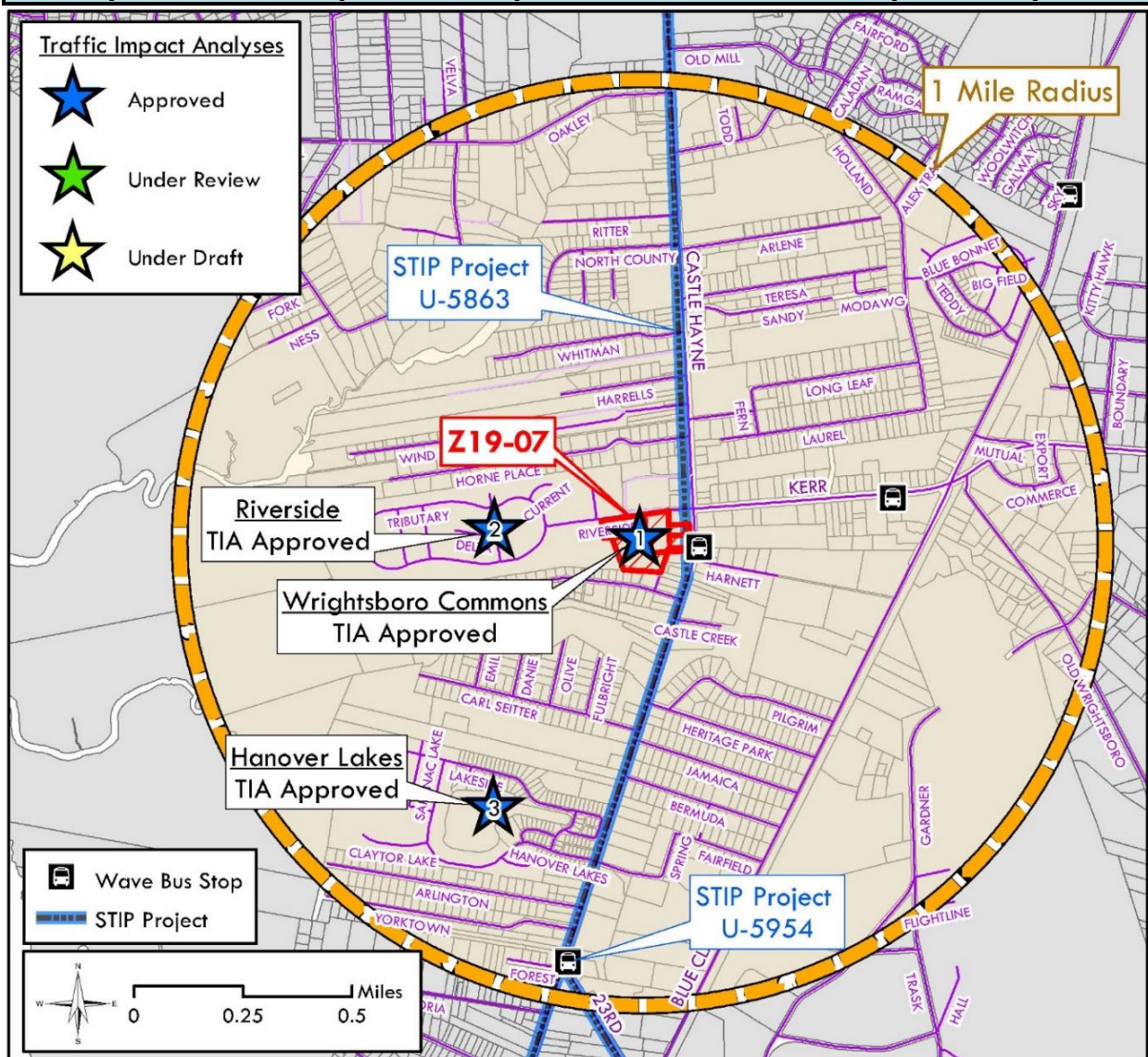
- The subject site is located at the corner of Castle Hayne Road (NC 133), a minor arterial street, and Riverside Drive, a private road used by the adjoining commercial businesses including Wrightsboro Plaza. This intersection is signalized and also intersects with N. Kerr Ave (SR 1322). The signal at this intersection includes an eastbound left turning movement from Riverside Drive. The subject site will have direct access to both Castle Hayne Road and Riverside drive.

- Redevelopment of the site as currently zoned would potentially allow for 50,000 square feet of commercial/shopping center uses and 18 dwelling units. According to NCDOT trip generation data, development of this intensity is estimated to generate about 200 trips in the AM peak hours and 350 trips in the PM peak hours.
- The proposed UMXZ would convert some of the existing commercial area to multi-family uses, and is proposing about 40,000 square feet of commercial uses and a maximum of 226 multi-family units. This equates to a projected trip generation of 250 in the AM peak hours, and 375 in PM peak hours. The proposed changes are estimated to result in a net increase of 50 trips in the AM peak and 25 trips in the PM peak.
- The applicant previously prepared a Traffic Impact Analysis (TIA) for a 360-unit multi-family project in late 2018, which was proposed to be developed on a portion of the subject site and on neighboring property to the northwest (located within the Riverside subdivision, directly behind Food Lion). That TIA was approved by NCDOT and the WMPO and requires a new signal timing plan be provided for the intersection of Castle Hayne Road and N. Kerr Ave, but no additional improvements to the surrounding roadway network. Recent improvements, including the installation of a new eastbound right turn lane on Riverside Drive at Castle Hayne Road were installed as part of the development of the Riverside subdivision.
- The above referenced TIA analyzed the impacts of 360 multi-family units. Because the current proposal reduces the number of dwelling units included in the project to 226 units, NCDOT staff has indicated that no update to the TIA will be required to develop the residential portion of the project. Traffic impacts will be reviewed with any redevelopment of the existing commercial component of the project and additional TIAs may be required at that time in accordance with County and NCDOT regulations.

Traffic Analysis

- The TIA analyzed the Level of Service (LOS) in delay in seconds per vehicle at the intersection of Castle Hayne Road and N. Kerr Ave/Riverside Drive. The intersection currently operates a LOS of C, and is expected to be operating at a LOS of D in the AM peak hours and a LOS of E in the PM peak hours in 2021.
- Although delays getting through the intersection are expected to increase over the next few years due to overall growth in the area, the TIA indicates this project will not increase that delay and with the required improvements could reduce the delay slightly.
- NCDOT analyzed the capacity of Castle Hayne Road from Division Drive to I-140 as part of the State project to widen the road (U-5863). The report examined three alternatives to improve Castle Hayne Road along this segment, and forecasted the LOS at notable intersections along the road segment, including at N. Kerr Ave. The report found that in 2040, the studied intersections would operate at a LOS of E or better with no improvements being made to the road. With the construction of the recommended improvements included in the three alternatives for the NCDOT project, the studied intersections would operate at an acceptable LOS of D or better. Bidding of the NCDOT project is expected to take place in 2024, with construction to be completed in the late 2020s.

Nearby Planned Transportation Improvements and Traffic Impact Analyses



Nearby NC STIP Projects:

- **STIP Project U-5863**
 - Project to widen Castle Hayne Road from I-140 to MLK Parkway.
 - Current production schedule for this project is to begin right-of-way acquisition in 2020 and bidding of the project in 2022. However, the draft STIP, which will be finalized in September, has moved the dates for right-of-way acquisition to 2021 and bidding of the project to 2024.
 - This project will widen Castle Hayne Road by adding a center turn lane or median to certain sections of the Road. Currently the draft plans include the addition of center median directly adjacent the subject site which would prevent left turning movements outside of the signalized intersection at Riverside Drive/N. Kerr Ave and Castle Hayne Road.

- Based on the preliminary 25% plans, left turns to enter and exit Chadwick Ave (the residential community directly south of the site) would still be permitted. However, a median would be installed along Horne Place Drive (a residential community located north of Wrightsboro Plaza), preventing left turning movements from entering and exiting the street and requiring the use of proposed u-turn bulbs that will be installed with the project.
- STIP Project U-5954
 - Project to install a roundabout at the intersection of Castle Hayne Road and 23rd Street.
 - Current production schedule for this project is to begin right-of-way acquisition in late 2019 and bidding of the project in 2022. However, the draft STIP, which will be finalized in September, has moved the dates for right-of-way acquisition to 2022 and bidding of the project to 2024.

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 |
|---|--|--|
| 1. Wrightsboro Commons (CBR Castle Hayne) – Residential Portion of Subject Site | <ul style="list-style-type: none"> ● Phase 1: 216 multi-family units ● Phase 2: 144 multi-family units | <ul style="list-style-type: none"> ● Approved January 24, 2019 ● 2023 Build Out Year |
| The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"> ● Updating the signal timing at the intersection of Castle Hayne Road and North Kerr Avenue | | |
| <u>Nearby Proposed Developments included within the TIA:</u> | | |
| <ul style="list-style-type: none"> ● Riverside Development | | |
| Development Status: Construction has not started pending rezoning application. Project was also modified to reduce multi-family units. | | |

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| 2. Riverside Subdivision | <ul style="list-style-type: none"> • Phase 1: 100 single-family dwellings • Phase 2: 65 single-family and homes 72 multi-family units | <ul style="list-style-type: none"> • Approved August 13, 2015 • 2019 Build Out Year |
| <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"> • Installing a separate eastbound right turn lane and extending the existing eastbound left turn lane on Riverside Drive at the intersection of Castle Hayne Road. • Signal modification. | | |
| <u>Nearby Proposed Developments included within the TIA:</u> | | |
| <ul style="list-style-type: none"> • River Bluffs • Trasco Distribution Center | | |
| Development Status: Site work is underway. No lots have been recorded at this time. | | |

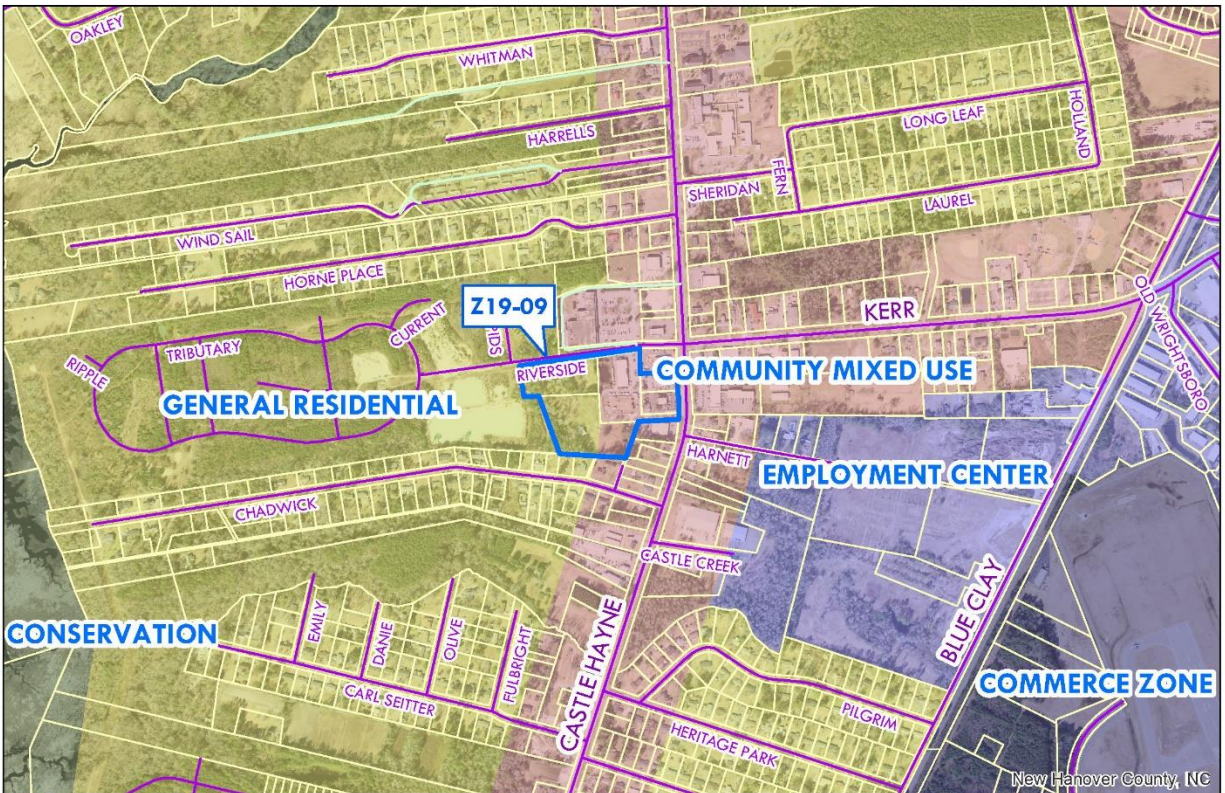
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|---|---|---|
| 3. Hanover Lakes | <ul style="list-style-type: none"> • 231 single-family dwellings | <ul style="list-style-type: none"> • Approved August 13, 2015 • 2018 Build Out Year |
| <p>The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of:</p> <ul style="list-style-type: none"> • Installation of a northbound left turn lane, southbound left turn lane, and southbound right turn lane on Castle Hayne Road at the subdivision's entrance. | | |
| <u>Nearby Proposed Developments included within the TIA:</u> | | |
| <ul style="list-style-type: none"> • None | | |
| Development Status: The subdivision is under construction. The required roadway improvements have been installed. | | |

ENVIRONMENTAL

- The property is not within a Natural Heritage Area or Special Flood Hazard Area.
- The property is within the Ness Creek (C;Sw) watershed.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class II (moderate limitation) and Class III (severe limitation) soils, however, the project will connect to CFPWA sewer services.

2016 COMPREHENSIVE LAND USE 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. Specific goals of the comprehensive plan are designated to be promoted in each place type, and other goals may be relevant for particular properties.



Future Land Use Map Place Type

Community Mixed Use & General Residential

Because of the general nature of place type borders, sites located in proximity to the boundaries between place types could be appropriately developed with the characteristics of either or both place types, allowing site-specific features and evolving development patterns in the surrounding area to be considered.

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|-------------------------------|--|
| Place Type Description | <p><u>Community Mixed Use:</u> Focuses on small-scale, compact, mixed use development patterns that serve all modes of travel and act as an attractor for county residents and visitors. Types of appropriate uses include office, retail, mixed use, recreational, commercial, institutional, and multi-family and single-family residential.</p> <p><u>General Residential:</u> Focuses on lower-density housing and associated civic and commercial services. Typically, housing is single-family or duplexes. Commercial uses should be limited to strategically located office and retail spaces, while recreation and school facilities are encouraged throughout. Types of uses include single-family residential, low-density multi-family residential, light commercial, civic, and recreational.</p> |
| Analysis | <p>The proposed mixed use development is located at the Wrightsboro community-level commercial node centered around the intersection of Castle Hayne Road and N. Kerr Avenue and is immediately adjacent to the Riverside Subdivision, a performance project with a mix of multi-family and lower-density single family dwellings.</p> <p>The subject property is designated Community Mixed Use along Castle Hayne Road and General Residential further west, closer to the existing single family neighborhoods. This is a common place type designation for areas along highway corridors and is intended to support more density near major roads and existing higher-intensity development, with a transition to lower densities adjacent to existing lower intensity residential neighborhoods.</p> <p>Due to its location in a transitional area between established commercial properties and residential neighborhoods, the conceptual plan for the proposed development, which provides an orderly transition from commercial to a mixture of commercial and residential to residential, is in line with the type of development pattern envisioned in the Comprehensive Plan.</p> <p>The Comprehensive Plan identifies a suggested density range for residential development in each place type to assist in identifying what might be appropriate depending on the context of a site and adjacent development patterns. At 18 dwelling units per acre, the proposed maximum density for the development is slightly higher than the 12-15 dwelling units per acre suggested for Community Mixed Use areas but could be appropriate given its location at an existing higher-intensity commercial node and provisions for pedestrian connections to basic goods and services, such as the grocery store and pharmacy. Site features, such as landscaping buffers and stormwater facilities, have been located along the boundaries with existing and approved single family neighborhoods to assist with an orderly transition. In addition, allowing higher densities in this area would more efficiently use the land resources available in the county and increase the likelihood that the new homes will be affordable to area residents.</p> <p>The design requirements of the new UMXZ zoning district in this area can also assist in providing for street connections with the adjacent existing and</p> |

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|-----------------------------------|---|
| | planned development, reducing the impact of traffic since residents will be able to access a grocery store, pharmacy, and a variety of restaurants without using primary roadways. |
| Consistency Recommendation | The proposed UMXZ rezoning is generally CONSISTENT with the Comprehensive Plan's intent of providing an orderly transition of uses from higher intensity to lower intensity areas, providing for a range of housing types, and allowing for future residents' convenient access to basic goods and services. |

PLANNING BOARD ACTION

The Planning Board considered this application at their August 1, 2019 meeting. At the meeting one resident spoke in opposition citing concerns over traffic; and the applicant provided several letters of support.

The Planning Board recommended approval of the application, finding it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposal provides an orderly transition of uses from higher intensity to lower intensity areas, provides for a range of housing types, and allows for future residents' convenient access to basic goods and services. The Board also found **APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal would benefit the Wrightsboro community by providing diverse housing options, by increasing the customer base to support area businesses, and by allowing for more pedestrian-oriented travel.

STAFF RECOMMENDATION

Staff concurs with the Planning Board's recommendation. The proposal is consistent with the objectives of the Urban Mixed Use Zoning District and the Comprehensive Plan. The project will add a new higher density housing type to the community in a location that promotes pedestrian-oriented travel. Residents of the development will be able to walk to everyday services including a grocery store, pharmacy, restaurants, and retail establishments, benefiting both the residents and businesses. In addition, Wrightsboro is conveniently located near economic hubs, employee centers, and major transportation corridors. The site also benefits by having direct access to a signalized intersection which allows for left turning movements and efficient access to N. Kerr Ave.

Overall the project is generally consistent with the goals and objectives of the both the Comprehensive Plan and Urban Mixed Use Zoning District because it contributes to providing a mix of housing options in the area and promotes business success and pedestrian-oriented travel while reducing demand for automobile trips.