

# STAFF REPORT FOR Z19-15

## ZONING MAP AMENDMENT APPLICATION

### R-5 MODERATE-HIGH RESIDENTIAL ZONING OVERVIEW

- The R-5 Moderate-High Residential Zoning District is one of eight new zoning districts approved by the Board of Commissioners in July.
- The intent of the R-5 district is to provide moderate to high density residential development on smaller lots in conjunction with a compact and walkable development design. The R-5 district permits a range of housing types that can be developed in concert with non-residential developments, creating a mixed-use development pattern. This district serves as a transition between mixed-use or commercial development and low to moderate density residential developments.
- The R-5 district allows duplexes, triplexes, quadruplexes, townhomes, and accessory dwelling units. However, mobile homes and multi-family developments, such as traditional apartments, are not permitted in this district.

### APPLICATION SUMMARY

**Case Number:** Z19-15

**Request:**

Zoning Map amendment to rezone 76.92 acres from R-15 to R-5

**Applicant:**

Cindee Wolf with Design Solutions

**Property Owner(s):**

HD, LLC

**Location:**

5800 Block of Carolina Beach Road;  
600 Block of Manassas Drive.

**Acreage:**

74.85

**PID(s):**

*The PIDs are included in the applicant's materials.*

**Comp Plan Place Type:**

General Residential & Urban Mixed Use

**Existing Land Use:**

Undeveloped

**Proposed Land Use:**

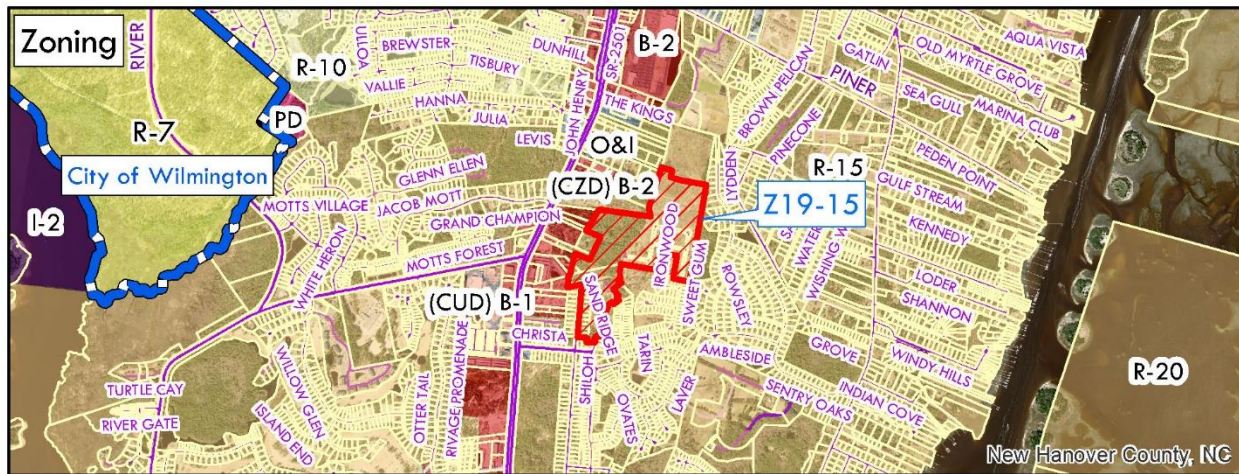
The property would be allowed to be developed in accordance with the R-5 district

**Current Zoning:**

R-15

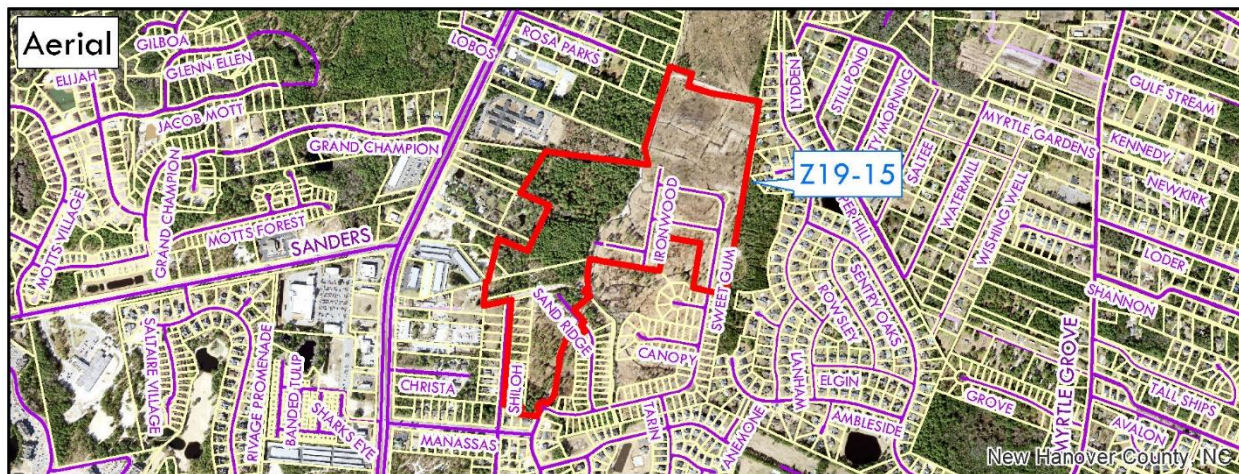
**Proposed Zoning:**

R-5 Moderate-High Residential



## SURROUNDING AREA

	LAND USE	ZONING
<b>North</b>	Undeveloped, Institutional (Autumn Care of Myrtle Grove), Commercial (Discount House), Single-Family Residential	R-15, (CZD) B-2
<b>East</b>	Single-Family Residential (Sentry Oaks)	R-15
<b>South</b>	Single-Family Residential (Tarin Woods, Battle Park, Covington)	R-15
<b>West</b>	General Commercial – Office, retail, warehousing, Tregembo Animal Park	B-2



## ZONING HISTORY

<b>April 7, 1971</b>	Initially zoned R-15 (Area 4)
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## COMMUNITY SERVICES

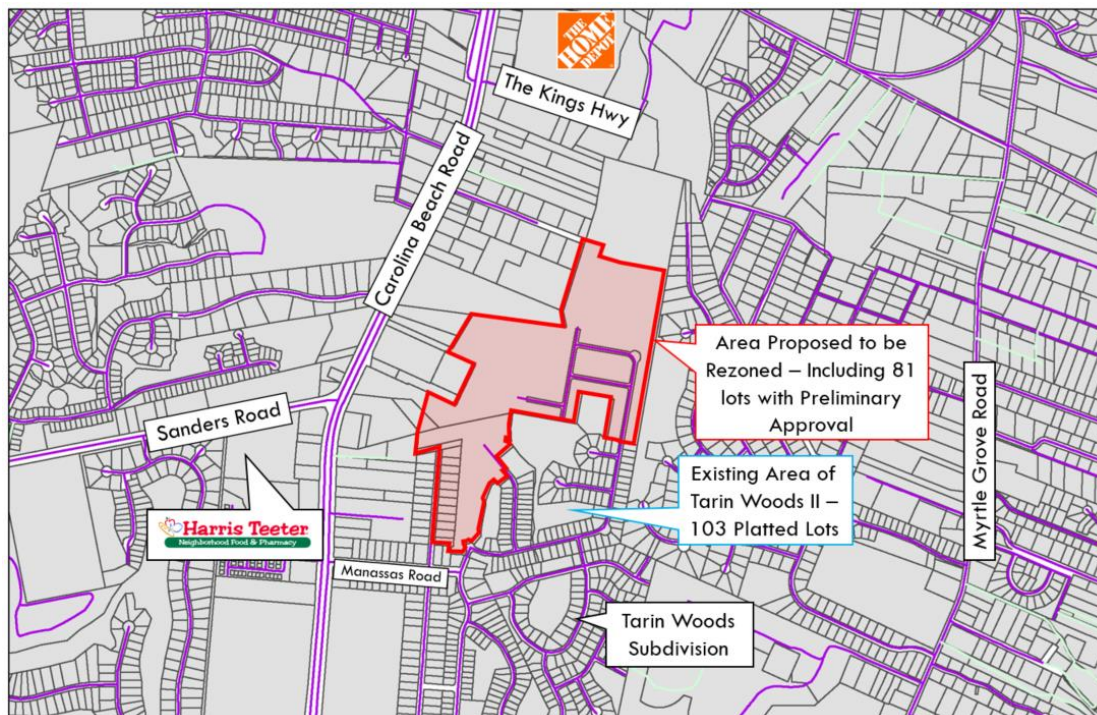
<b>Water/Sewer</b>	Water and sewer services are available through CFPUA.
<b>Fire Protection</b>	New Hanover County Fire Services, New Hanover County Southern Fire District, New Hanover County Station Myrtle Grove
<b>Schools</b>	Bellamy Elementary, Codington Elementary, Myrtle Grove Middle, Murray Middle, and Ashley High schools
<b>Recreation</b>	Myrtle Grove School Park, Monterey Heights, Veterans Park

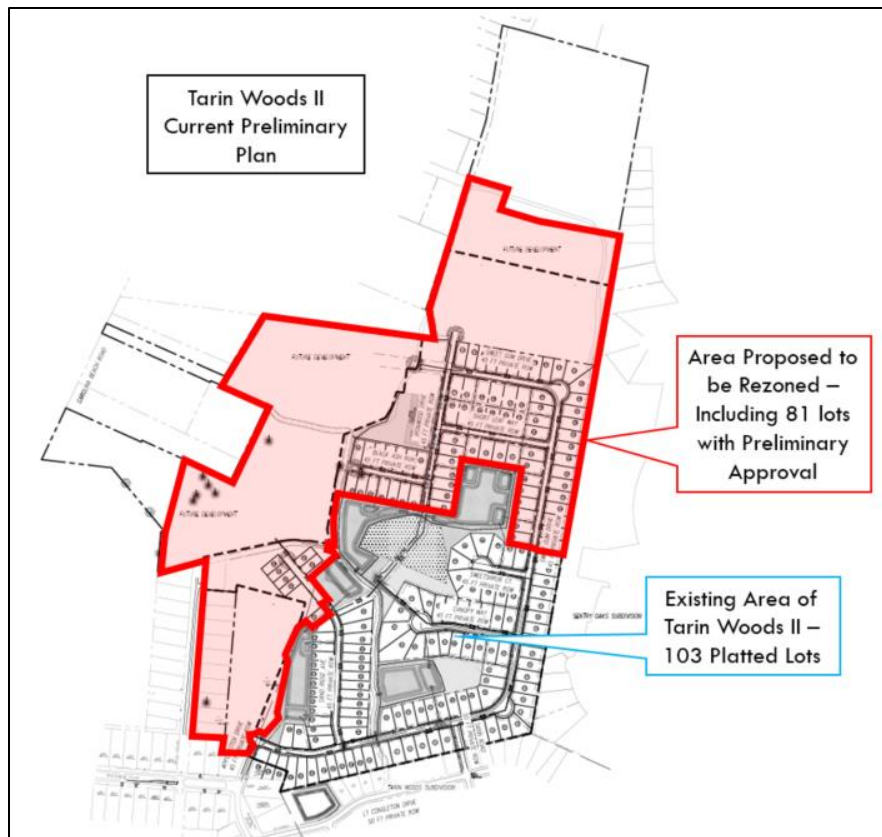
## CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

<b>Conservation</b>	The Conservation Overlay District Map indicates that pocosin wetlands may exist on the property. The property owner further evaluated the site during a previous preliminary plat application and delineated the areas which are subject to additional standards of the Conservation Overlay District. The preliminary plat review indicated that the proposed development is capable of complying with these standards.
<b>Historic</b>	No known historic resources
<b>Archaeological</b>	No known archaeological resources

## ZONING CONSIDERATIONS

- The area proposed to be rezoned is an extension of the existing Tarin Woods II subdivision. This subdivision currently has approval for 188 single-family lots, 81 of which are located in the area proposed to be rezoned. 103 lots have been platted, about half of which contain occupied homes.





- The current zoning of the property (R-15) would allow up to 187 dwelling units at a maximum density of 2.5 dwelling units per acre. The proposed R-5 district would allow up to 599 dwelling units at maximum density of 8 dwelling units per acre. The proposed zoning would allow a maximum of increase of 412 units.
- The R-15 and R-5 districts are both residential zoning districts. While the R-5 district permits more base density than the R-15 district, it prohibits mobile homes and typical multi-family development, like apartments, allowing a maximum of 4 units within any residential structure. In addition, the special use permit for high density developments is not permitted in the R-5 district, and the number of permitted nonresidential uses is reduced.

	<b>R-15</b>	<b>R-5</b>
<b>Min Lot Size</b> (Conventional)	15,000 sf	5,000 sf
<b>Base Density</b> (Performance)	2.5 du/ac (187 total units)	8 du/ac (615 total units)
<b>HD Special Use Permit</b>	10.2 du/ac (763 total units)	N/A
<b>Permitted Housing Types</b>	Single-family, mobile home, duplex, townhomes, multi-family	Single-family, duplex, townhome (max 4-units)
<b>Nonresidential Uses</b>	<p>≈ 20 uses w/ SUP (convenience stores, kennels, camping)</p> <p>≈ 15 uses by-right (wholesale nurseries, stables)</p>	<p>≈ 10 uses w/ SUP (recreation establishments, day care centers)</p> <p>≈ 10 uses by-right (parks, libraries, churches)</p>

- Because this is a general map amendment and not a conditional rezoning, uses that would be allowed on the property are those allowed by right or by Special Use Permit in the R-5 district. A conceptual site plan is not included with this application, however, if approved, the development of the site must comply with the standards of the R-5 district and other applicable regulations, including buffering and stormwater standards. Compliance with these provisions will be reviewed by the Technical Review Committee during the subdivision review process.

## TRANSPORTATION

- Access is provided to the subject property by Manassas Drive (SR 1581) which connects to Carolina Beach Road. The development also connects to the adjacent residential subdivisions of Battle Park, Covington and Tarin Woods by way of Shiloh Drive, Appomattox Drive, and Tarin Road. In addition, existing and future interconnectivity allows for access to Myrtle Grove Road through the Sentry Oaks subdivision and the proposed Congleton Farms subdivision.
- Although the project provides three access points to adjacent subdivisions, only Manassas Drive provides a direct connection to Carolina Beach Road. This is not the preferred approach for access but, there are limits to providing additional access points to the project due to the existing development pattern in the area. Many of the abutting properties have been developed, and a possible direct connection to Carolina Beach Road from the subject property was requested to be removed by NCDOT due to safety issues caused by the proximity to the intersection of Carolina Beach Road and Sanders Road. The subject property also abuts Rosa Parks Lane, however, this road is not maintained by NCDOT and is unimproved adjacent the subject site. A future phase of Tarin Woods II, located south of the Myrtle Grove Shopping Center, had proposed a connection to that shopping center via The Kings Highway. That phase is not proposed at this time and there is no guarantee that connection will be made.
- The applicant completed a Traffic Impact Analysis (TIA) for the Tarin Woods II subdivision in 2018 which studied the impacts of 339 single-family units and 192 multi-family units being proposed at that time. The estimated trips from a development of this intensity is about 350 in the AM peak hour and 460 in the PM peak. The improvements required as part of that TIA included the installation of northbound leftover/U-turn lane on Carolina Beach Road at the Harris Teeter driveway (required to be installed prior to 215 lots being platted), and the installation of a second westbound right turn lane on Manassas Drive at Carolina Beach Road.

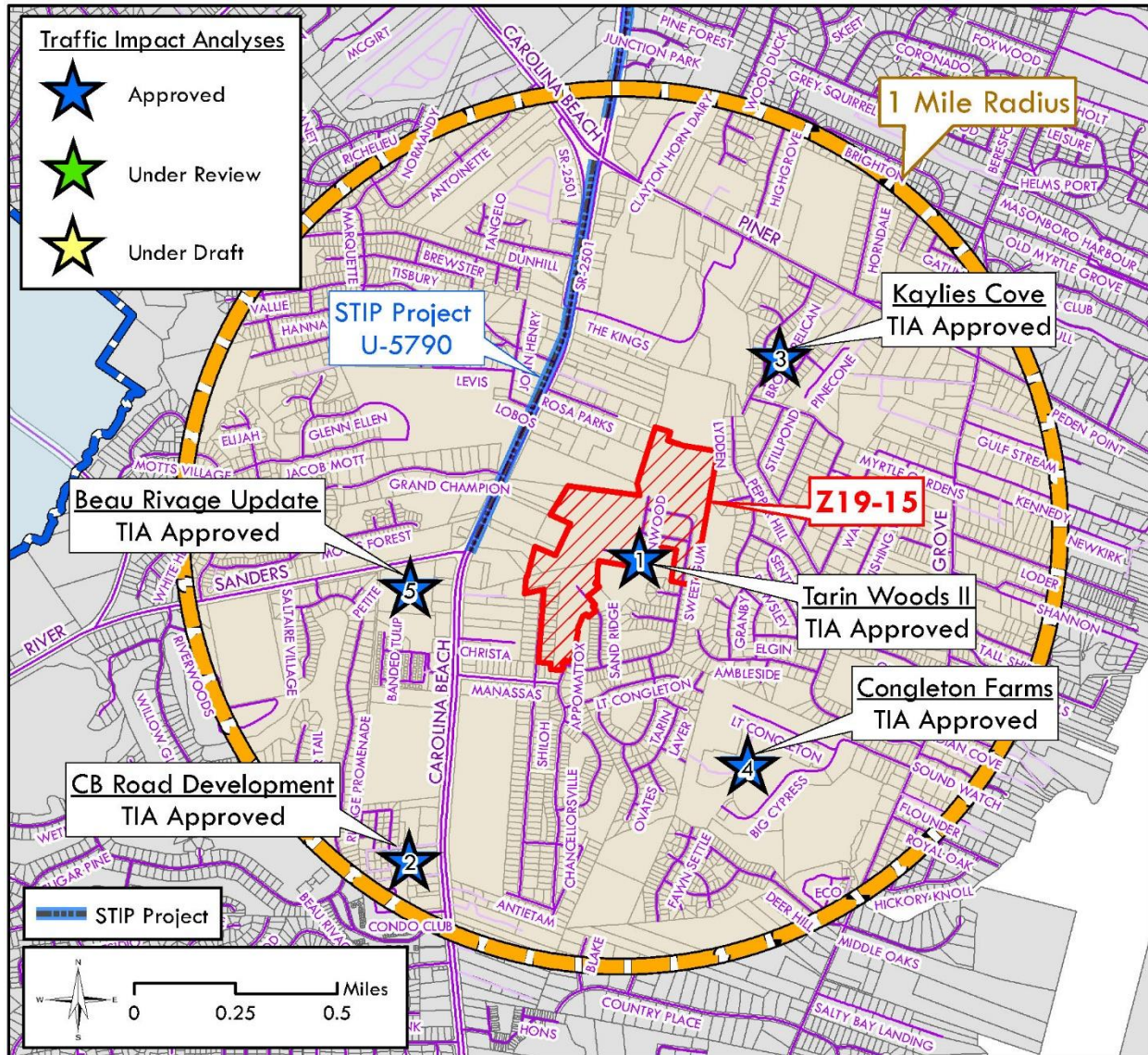




*Required Road Improvements based on 2018 TIA*

- As currently zoned, R-15, the subject site would be permitted a maximum of 187 dwelling units under the performance residential standards (including the 81 lots already given preliminary approval). A detached single-family dwelling typically generates about one trip during the PM peak hours. Therefore, the property could currently generate approximately 187 trips during the PM peak hours.
- The R-5 district would allow up to 599 dwelling units (8 du/ac), however, due to the area needed for the lots, roads, and open space, it is expected the subdivision would have to include attached housing, like townhomes, in order to achieve the maximum density in this district. According to the Institute of Transportation Engineers (ITE), townhomes generally generate about half the amount of trips as a single-family dwelling.
- The applicant provided staff a conceptual mix of housing types for the subject site that they are considering if the R-5 zoning is approved. The conceptual mix of housing includes 340 units consisting of 154 single-family dwellings and 186 townhomes. When including the existing 103 platted single-family lots, a development of this intensity would generate about 270 trips in the AM peak and 350 trips in PM peak. The estimated trip generation is less than what was studied in the TIA.
- Under this proposed mix of units, the estimated trip generation would be an increase of about 65 trips in the AM peak hour and 160 trips in the PM peak hour from what could be developed on the site under its current zoning.
- If the proposed R-5 zoning is approved, NCDOT will determine if additional traffic analysis and improvements are needed as part of the development review process.

## Nearby Planned Transportation Improvements and Traffic Impact Analyses



### Nearby NC STIP Projects:

- STIP Project U-5790
  - Project to convert the intersection of Carolina Beach Road and College Road to a continuous flow intersection and widen a portion of Carolina Beach Road south of that intersection. Continuous flow intersections permit more efficient travel movements and help alleviate congestion by allowing more of the main street's traffic to move through the intersection. Bidding of the project is expected to occur in 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
<b>1. Tarin Woods II (Includes Subject Site)</b>	Phase 2A: <ul style="list-style-type: none"><li>• 214 Single-Family Homes</li></ul> Phase 2B(1) – Includes Phase 2A: <ul style="list-style-type: none"><li>• 339 Single-Family Homes</li><li>• 192 Multi-Family Units</li></ul>	<ul style="list-style-type: none"><li>• Approved October 31, 2018</li><li>• 2020 Build Out Year</li></ul>
The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"><li>• Installation of a northbound leftover/U-turn on Carolina Beach Road at the Harris Teeter driveway (required to be installed during the development of Phase 2A).</li><li>• Installation of a second westbound right turn lane on Manassas Drive at Carolina Beach Road.</li></ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"><li>• Beau Rivage Update</li><li>• Beau Rivage Townhomes</li></ul>		
<b>Development Status: Development is under construction. 103 lots have been platted at this time.</b>		

<b>2. Carolina Beach Road Development</b>	<ul style="list-style-type: none"><li>• 20,320sf of Discount Store</li><li>• 14,830sf of Shopping Center</li></ul>	<ul style="list-style-type: none"><li>• Approved February 26, 2018</li><li>• 2022 Build Out Year</li></ul>
The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"><li>• Installation of a southbound right turn lane on Carolina Beach Road at the site's access.</li><li>• Increasing the length of an existing southbound u-turn lane on Carolina Beach Road at Cathay Road.</li></ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"><li>• Beau Rivage Update</li><li>• Beau Rivage Townhomes</li></ul>		
<b>Development Status: No construction has started at this time</b>		



<b>3. Kaylies Cove</b>	<ul style="list-style-type: none"> <li>• 110 Single-Family Homes</li> </ul>	<ul style="list-style-type: none"> <li>• Approved February 20, 2018</li> <li>• 2019 Build Out Year</li> </ul>
<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"> <li>• Installation of a eastbound right turn lane and westbound left turn lane on Piner Road at the site's access.</li> </ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"> <li>• None</li> </ul>		
<b>Development Status: Under construction. 79 lots have been platted at this time. The right-turn has been installed.</b>		

<b>4. Congleton Farms</b>	<ul style="list-style-type: none"> <li>• 162 Single-Family Homes</li> </ul>	<ul style="list-style-type: none"> <li>• Approved February 5, 2018</li> <li>• 2018 Build Out Date</li> </ul>
<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"> <li>• Constructing the section of Lieutenant Congleton Road along the site frontage to connect to the existing roadway with one lane in each direction.</li> </ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"> <li>• None</li> </ul>		
<b>Development Status: Construction of the subdivision's infrastructure is currently underway.</b>		

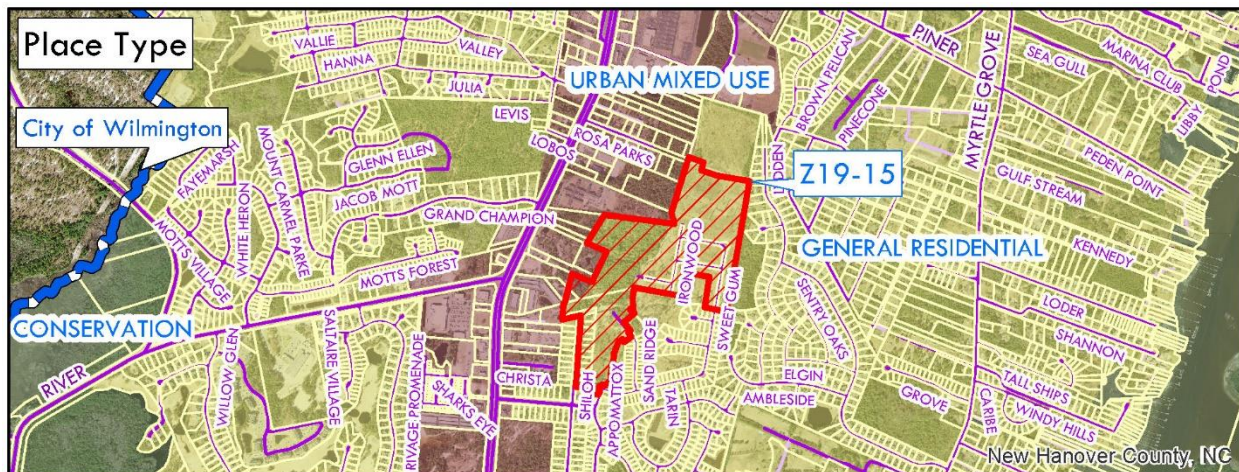
<b>5. Beau Rivage Update</b>	<ul style="list-style-type: none"> <li>• 4,500 square feet of drive-thru bank</li> <li>• 3,500 square feet of fast food drive thru</li> <li>• 6,900 square feet of supermarket (addition to the existing Harris Teeter)</li> <li>• 7,500 square feet of shopping center</li> </ul>	<ul style="list-style-type: none"> <li>• Approved December 28, 2016</li> <li>• 2018 Build Out Date</li> </ul>
<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"> <li>• Installation of an eastbound right-turn lane on Sanders Road at the site's access and Carolina Beach Road.</li> </ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"> <li>• Tarin Woods</li> <li>• River Lights</li> </ul>		
<b>Development Status: Under construction. The right-turn lane on Sanders Road at the site's access has been constructed.</b>		

## ENVIRONMENTAL

- The property does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- Existence of wetlands will be verified during the development review process for the undeveloped portions of the site.
- The property is within the Everett Creek (SA;HQW) and Motts Creek (C;Sw) watershed.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class I (suitable/slight limitation), Class III (severe limitation), and Class IV (unsuitable) soils, however, the site will be served by CFPWA water and sewer.

## 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

#### General Residential & Urban Mixed Use

The subject parcel is primarily General Residential, with roughly 2.5% designated as Urban Mixed Use.

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

<b>Place Type Description</b>	<p>General Residential: 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> <p>Urban Mixed Use: Promotes development of a mix of residential, office, and retail uses at higher densities. Types of uses encouraged include office, retail, mixed use, small recreation, commercial, institutional, single-family, and multi-family residential.</p>
<b>Analysis</b>	<p>The subject parcel is located between existing lower density residential neighborhoods and the Carolina Beach Road commercial corridor, which is envisioned for the most intensive place type, Urban Mixed Use.</p> <p>In general, the Comprehensive Plan designates areas along roadways for higher residential densities and a mix of uses and those near existing neighborhoods as General Residential in order to allow for an orderly transition of densities and intensities.</p> <p>The proposed R-5 zoning, one of the new zoning tools adopted this summer to provide for the development patterns outlined in the Comprehensive Plan, would provide a transition in density and intensity between existing and future development along Carolina Beach Road, and the existing single family residential districts to the east. Providing a transition between mixed-use or commercial development and low to moderate density residential development is one of the stated intents of this districts.</p>
<b>Consistency Recommendation</b>	<p>The proposed R-5 zoning is generally <b>CONSISTENT</b> with the intent of the 2016 Comprehensive Plan because this zoning district is intended to provide a transition between higher intensity uses and residential densities, such as those allowed in the Urban Mixed Use place type along Carolina Beach Road, and the General Residential development pattern of the existing neighborhoods east of the site.</p>

## STAFF RECOMMENDATION

The proposed R-5 rezoning is generally **CONSISTENT** with the 2016 Comprehensive Plan because it would provide an orderly transition between existing lower density residential neighborhoods and anticipated higher intensity development adjacent to Carolina Beach Road and would align with the Comprehensive Plan's goals of more diversity of housing types.

Therefore, **staff recommends approval of this application** and suggests the following motion:

I move to **APPROVE** the proposed rezoning to a R-5 district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposal provides an orderly transition between the existing lower density residential areas and the anticipated higher intensity development adjacent to Carolina Beach Road and provides for a range of housing types along a major roadway. I also find



**APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal supports opportunities for more affordable housing and assists with providing a range of housing types to the area.

**Alternative Motion for Denial**

I move to **DENY** the proposed rezoning to a R-5 district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposal provides an orderly transition between the existing lower density residential areas and the anticipated higher intensity development adjacent to Carolina Beach Road, and provides for a range of housing types along a major roadway, 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.