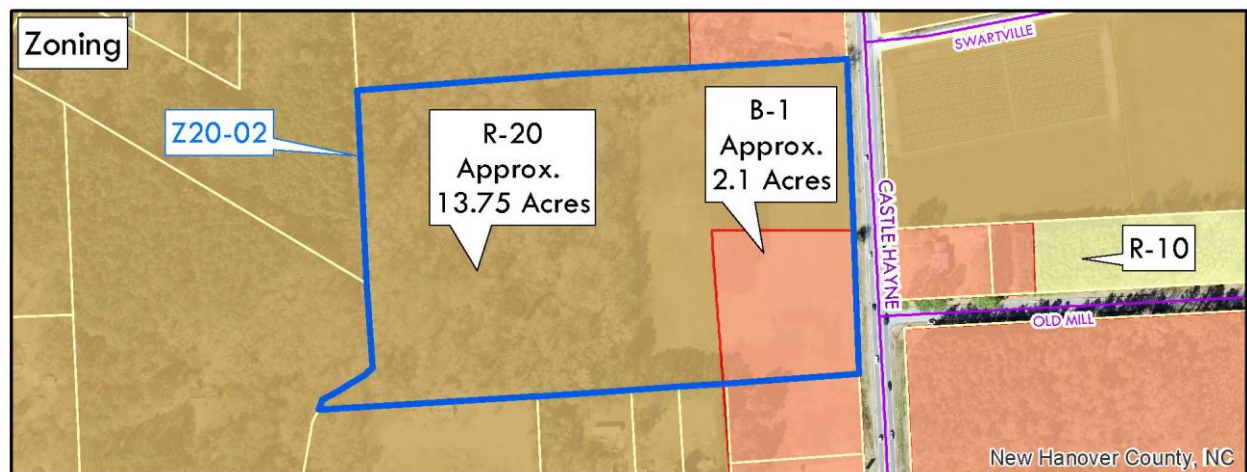


STAFF REPORT FOR Z20-02

ZONING MAP AMENDMENT APPLICATION

| APPLICATION SUMMARY | |
|---|---|
| Case Number: Z20-02 | |
| Request: Zoning Map amendment to rezone 15.86 acres from R-20 and B-1 to R-10 | |
| Applicant: New Hanover County | Property Owner(s): New Hanover County |
| Location: 3101 Castle Hayne Road | Acreage: 15.86 |
| PID(s): R02519-001-011-000 | Comp Plan Place Type: General Residential & Community Mixed Use |
| Existing Land Use: Undeveloped | Proposed Land Use: The property would be allowed to be developed in accordance with the R-10 district |
| Current Zoning: R-20 and B-1 | Proposed Zoning: R-10 |



| SURROUNDING AREA | | |
|------------------|---|-----------|
| | LAND USE | ZONING |
| North | Undeveloped, Single-Family Residential | B-1, R-20 |
| East | Undeveloped, Agriculture, Single-Family Residential | B-1, R-20 |
| South | Undeveloped, Single-Family Residential, Gas Station | B-1, R-20 |
| West | Undeveloped, Single-Family Residential | R-20 |



| ZONING HISTORY | |
|----------------|---|
| July 1, 1974 | Initially zoned R-20 and B-1 (Area 10A) |

| COMMUNITY SERVICES | |
|--------------------|---|
| Water/Sewer | Water services are scheduled to be installed along the adjacent portion of Castle Hayne Road in 2020. Sewer services are approximately one quarter miles away on Old Mill Road and would require extension to serve the site. |
| Fire Protection | New Hanover County Fire Services, New Hanover County Northern Fire District, New Hanover County Station Wrightsboro |
| Schools | Districted for Wrightsboro Elementary, Holly Shelter Middle, and New Hanover High schools. For more information, see the full School statistics below. |
| Recreation | Optimist Park, Northern Regional Park |

CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

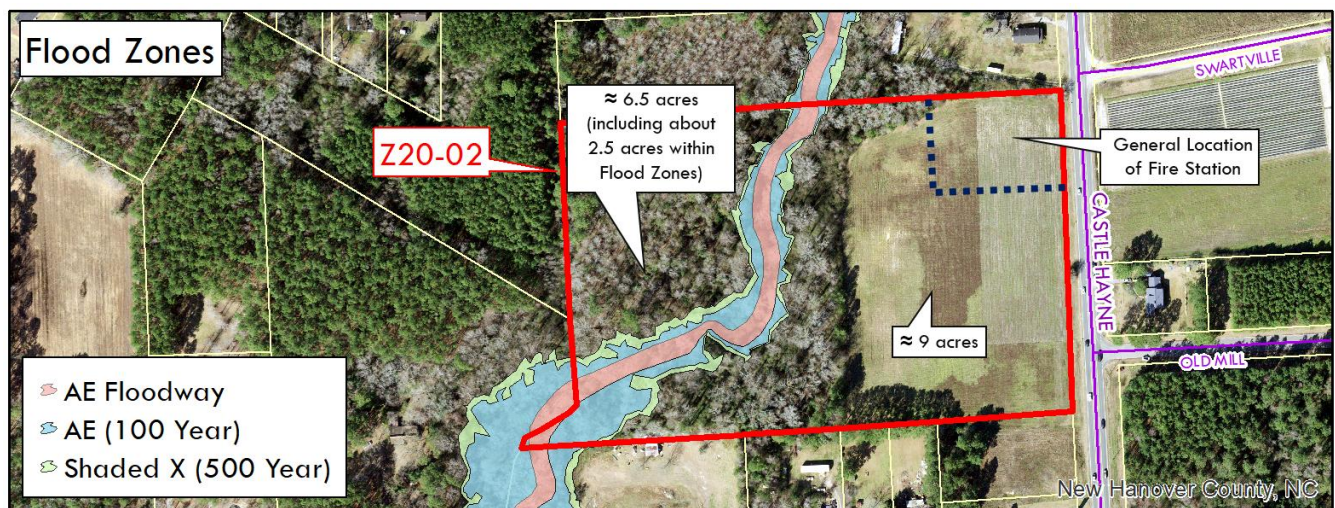
| | |
|-----------------------|--|
| Conservation | The Conservation Overlay District Map indicates that swamp forest wetlands may be present on the site. The location of wetlands will be verified and any impacts addressed through the TRC review process when any specific developments are proposed. |
| Historic | No known historic resources |
| Archaeological | No known archaeological resources |

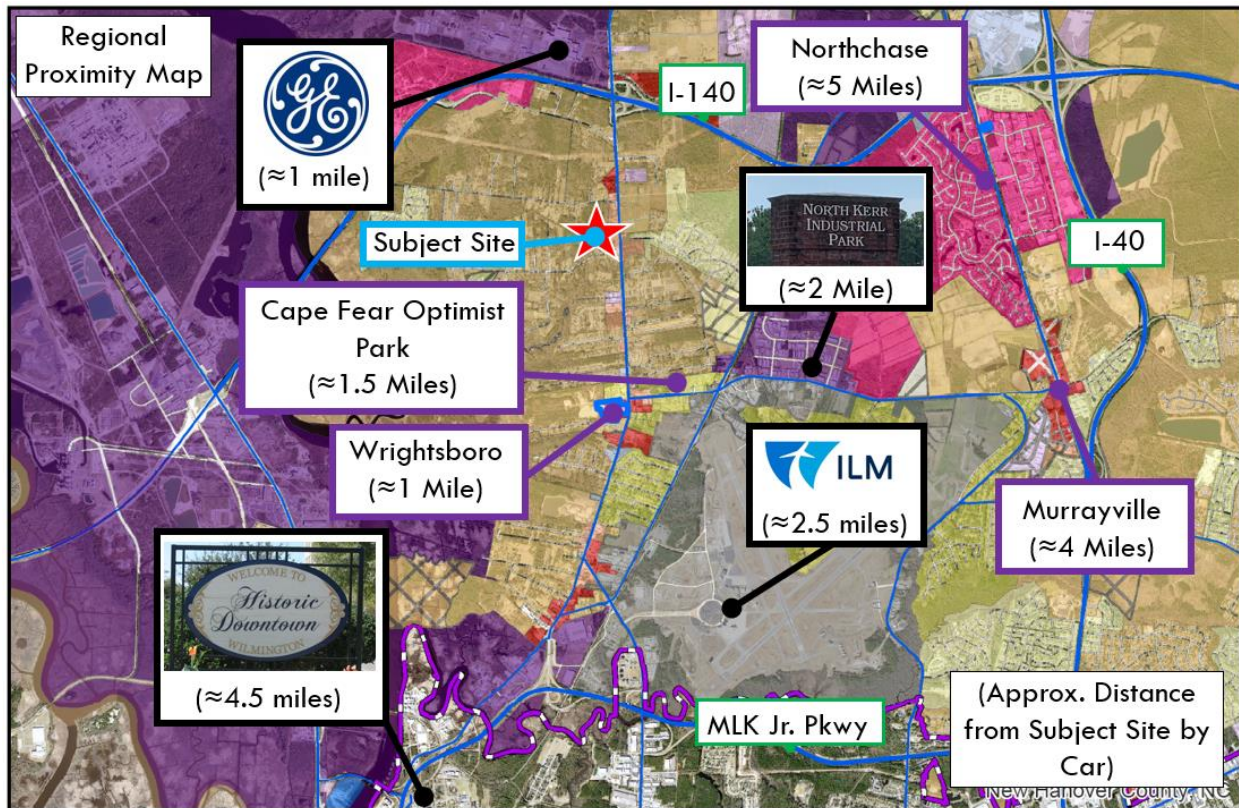
ZONING CONSIDERATIONS

- The property is currently split zoned, with approximately 13.76 acres zoned R-20 and 2.1 acres zoned B-1.
- Under the performance residential standards, the portion of the property currently zoned R-20 would allow up to 26 dwelling units at a maximum density of 1.9 dwelling units per acre. Under the proposed R-10 district, this property would be permitted up to 52 dwelling units at maximum density of 3.3 dwelling units per acre.
- Much of the Wrightsboro area was zoned R-20 in 1974. At that time, public utilities were limited and many homes in the unincorporated areas of the County utilized private well and septic.
- The portion of the property zoned B-1 would allow for the development of traditional commercial uses like restaurants, offices, and retail establishments. Residential uses require Special Use Permit in the B-1 district. At approximately 2.1 acres, it is estimated that the portion of the property zoned B-1 could support about 20,000 square feet of commercial related uses based on a typical 25% building area.

| | Existing Zoning | | Proposed R-10 |
|--|--|--|--|
| | R-20 (approx 13.76 acres) | B-1 (approx 2.1 acres) | |
| Min Lot Size (Conventional) | 20,000 sf | n/a | 10,000 sf |
| Max Density | 1.9 du/ac (Performance) | n/a | 3.3 du/ac (Performance) |
| Max Dwelling Units for Subject Property | 26 (Performance) | n/a | 52 (Performance) |
| Commercial Uses | Limited (ex. kennels, recreation, and convenience stores w/ SUP) | Variety of commercial uses including retail, restaurant, and office. | Limited (ex. kennels, recreation, and convenience stores w/ SUP) |

- Because this is a general map amendment, uses that would be allowed on the property are those allowed by right or by Special Use Permit in the R-10 district. If approved, the development of the site must comply with the standards of the R-10 district and other applicable regulations, including buffering and stormwater standards. Compliance with these provisions will be reviewed by the Technical Review Committee during the development review process.
- The subject property is owned by New Hanover County. The majority of the property is being considered for conveyance to a nonprofit organization for a workforce housing subdivision. The remainder of the property (approx. 1.5 acres) will be reserved for the development of a possible future fire station.
- A northern branch of Ness Creek runs through the property and has been identified as an AE Floodway. Because of the costs associated with crossing the creek, it is expected development of the property will be limited to the eastern side of this waterway, leaving about 4 acres to remain for open space or recreational purposes.





- 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.

TRANSPORTATION

- Access is provided to the subject property by Castle Hayne Road (NC 133). It is anticipated the driveway connection for a residential development would align at the intersection of Castle Hayne Road and Old Mill Road.
- As currently zoned, the residential portion of the subject site would be permitted a maximum of 26 dwelling units under the performance residential standards for the R-20 zoning district. A detached single-family dwelling typically generates about one trip during the PM peak hours.
- The trips generated from the B-1 portion of the property would vary based on the commercial use of the site. For general reference, if the B-1 portion of the site was developed with a typical approximate 25% building footprint, a 20,000 square foot shopping/strip center or comparable development could be built. Using ITE trip generation figures, that center would generate an estimated 100 trips in the AM peak and 62 trips in the PM peak.
- The estimated total trips that could be generated from the site as currently zoned is about 120 in the AM peak and 90 in the PM peak.
- As a result, the cumulative impact of the proposed rezoning is expected to reduce the number of trips generated from development of the site. Specifically, 47 single-family

homes that could be built under the proposed R-10 zoning are estimated to generate up to about 47 trips during the peak hours. The possible fire station is expected to have minimal trip generation during the peak hours due to shift schedules that typically change at 7:00 am.

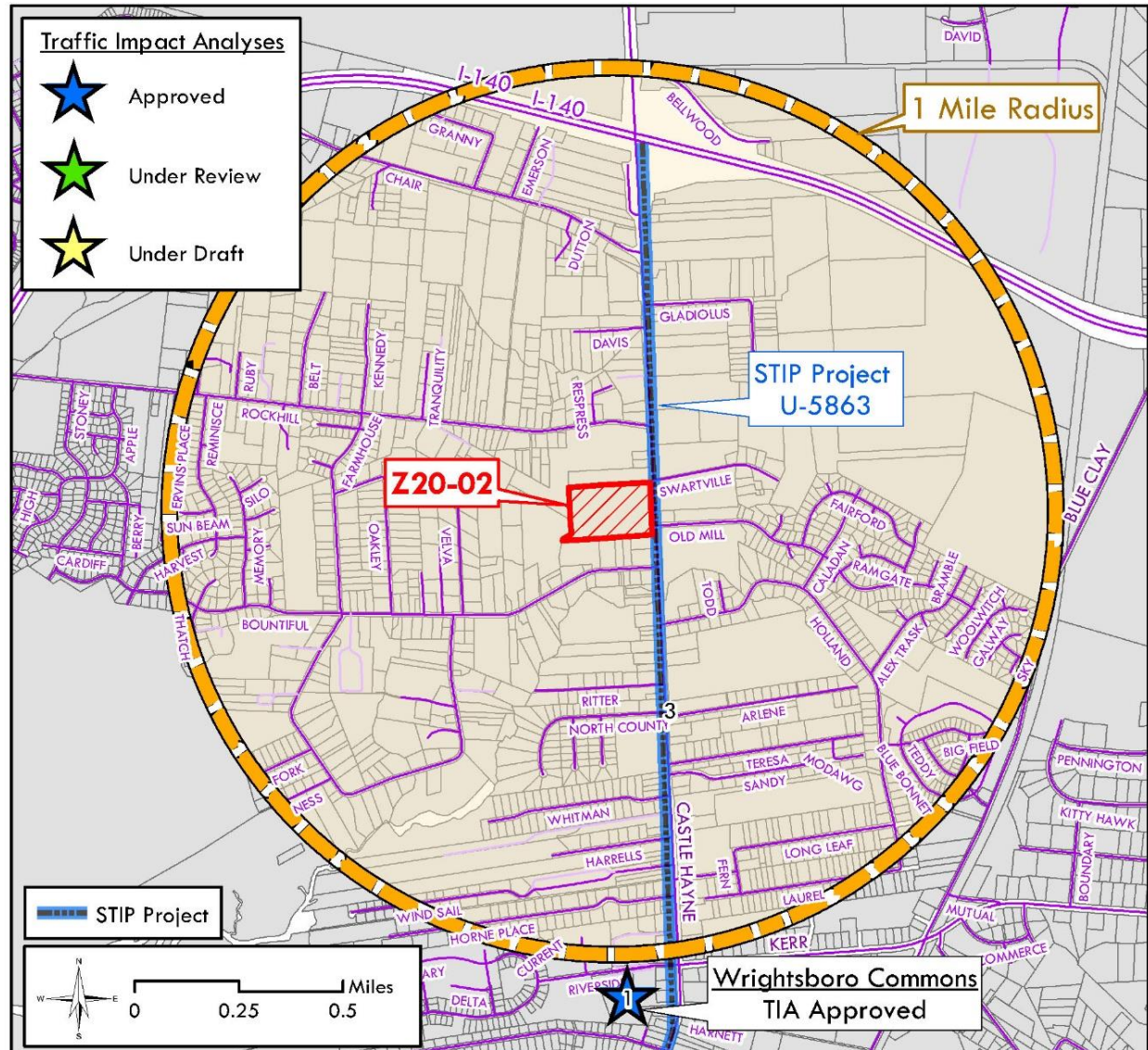
| | Intensity | Approx. Peak Hour Trips |
|---|---|--------------------------------|
| Existing Development: | Undeveloped | 0 AM / 0 PM |
| Typical Development under Current Zoning: | 26 single-family homes 20,000sf commercial | 120 AM / 90 PM |
| Typical Development under Proposed R-10 Zoning: | 47 single-family homes Fire Station | 35 AM / 50 PM |

- Traffic impacts are analyzed at the time a development is proposed. Any use that increases the trips generated by 100 in the AM or PM peak hours will be required to conduct a Traffic Impact Analysis (TIA). Even if a TIA is not required, improvements may be required when any proposed use is reviewed by NCDOT during the driveway permitting process.
- Because there have not been any recent TIAs in the area to analyze traffic flow along this portion of Castle Hayne Road, staff has provided the volume to capacity ratio for Castle Hayne Road near the subject site. While 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 an intersection is generally considered a more effective measure when determining the Level of Service of a roadway. The volume to capacity ratio indicates capacity currently exists in this area to accommodate what is expected to be a net reduction in trips when compared to the existing zoning.

Traffic Counts – 2018

| Road | Location | Volume | Capacity | V/C |
|-------------------|-----------------------------------|---------------|-----------------|------------|
| Castle Hayne Road | 1,000 feet south of Rockhill Road | 14,256 | 15,860 | 0.90 |

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 a center turn lane directly adjacent the subject site.

- The project also includes the installation of traffic signals at the intersections of Castle Hayne Road at Oakley Road and Rockhill Road. Both intersections are within a quarter mile of the subject site.

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 | <ul style="list-style-type: none"> • 226 Multi-Family Units | <ul style="list-style-type: none"> • Approved January 24, 2019 • 2023 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"> • 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 at this time. | | |

SCHOOLS

- Students generated from this development would be assigned to Wrightsboro Elementary, Holly Shelter Middle, and New Hanover High schools. Students may apply to attend public magnet, year-round elementary, or specialty high schools.
- Twenty-six dwelling units would be permitted under the current R-20 zoning base density, and 52 units would be allowed under the proposed zoning for an increase of 26 dwelling units
- Based on average student generation rates,* there are an average of 0.24 public school students (0.11 for elementary, 0.05 for middle, and 0.08 for high) generated per dwelling unit across New Hanover County. The proposed development can be estimated to generate an additional 6.2 students (2.8 elementary, 1.4 middle, and 2.0 high) than if developed under existing zoning.

*Average student generation rates are calculated by dividing the projected New Hanover County public school student enrollment for the 2020-2021 school year by the estimated number of dwelling units in the county. While different housing types and different locations typically yield different numbers of students, these average generation rates can provide a general guide for the number of students to anticipate. Total projected student enrollment was used, which includes students attending out-of-district specialty schools, such as year-round elementary schools, Isaac Bear, and SeaTECH.

School Enrollment* and Capacity**—2021-2022 Estimates

| Level | Total NHC % Capacity | School | Enrollment of Assigned School | Capacity of Assigned School | % of Capacity of Assigned School | Funded Capacity Upgrades |
|------------|----------------------|---------------|-------------------------------|-----------------------------|----------------------------------|--------------------------|
| Elementary | 97% | Wrightsboro | 547 | 564 | 97% | None |
| Middle | 107% | Holly Shelter | 917 | 934 | 98% | None |
| High | 105% | New Hanover | 1532 | 1648 | 93% | None |

*Enrollment is based on projected New Hanover County Schools enrollment for the 2020-2021 school year.

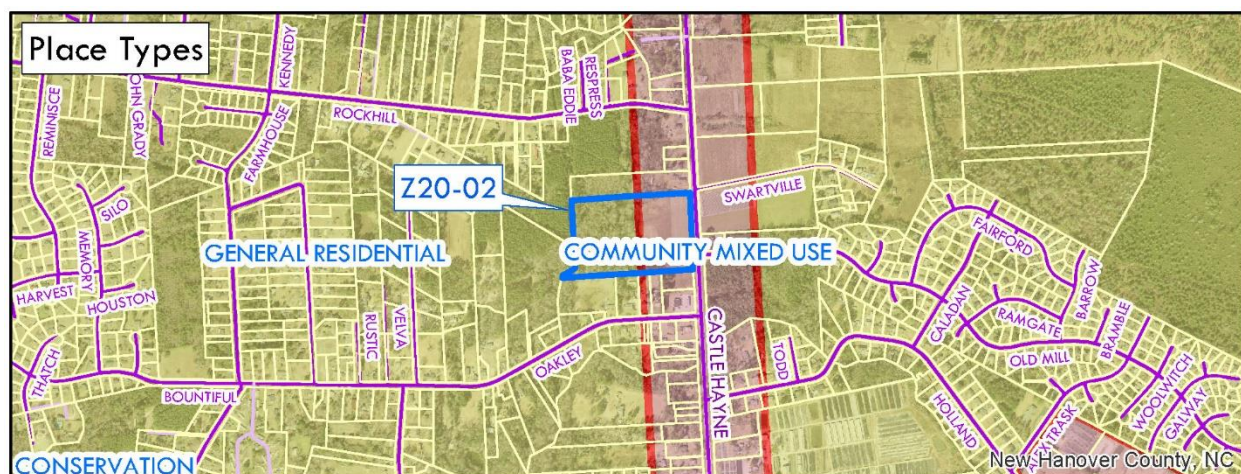
**Capacity calculations were determined by New Hanover County Schools for the 2020-2021 school year and are based on NC DPI Facility Guidelines & Class Size Requirements. Modifications refer to specific program requirements unique to a particular school. These may include exceptional children's classrooms beyond the original building design; classrooms to serve a unique population such as ESL; or classrooms designated for art and music if the building wasn't specifically designed with those spaces.

ENVIRONMENTAL

- The property contains an AE Floodway and AE Special Flood Hazard Area. The property does not contain Natural Heritage Areas.
- Existence of wetlands will be verified during the development review process for the site.
- 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), Class III (severe limitation), and Class IV (unsuitable) soils, however, the site is expected to 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. 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 | <p>Community Mixed Use & General Residential</p> <p>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.</p> |
| Place Type Description | <p>Community Mixed Use: 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>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> |
| Analysis | <p>The subject property is located along Castle Hayne Road, just north of the fueling station and convenience store at the intersection with Oakley Road. This intersection is the approximate midpoint between GE to the north and the Wrightsboro community-level commercial node centered around the intersection of Castle Hayne Road and N. Kerr Avenue to the south. Due to the existing commercial use and location, this general area is well-suited to serve as a future neighborhood-level commercial and service node, where higher density residential developments would be appropriate.</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>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. The base density for the proposed R-10 district would allow 3.3 dwelling units per acre, which is in the middle of the range of the residential densities outlined as appropriate in General Residential areas and lower than those (7-10 single family units per acre) indicated for the Community Mixed Use portion of the property most likely to be developed. While lower than what is outlined on the Future Land Use Map, the base density in R-10 could provide a transition between B-1 zoned properties currently along Castle Hayne Road and the very low density R-20 zoned residential properties to the west.</p> |

| | |
|-----------------------------------|--|
| Consistency Recommendation | The proposed R-10 rezoning is generally CONSISTENT with the Comprehensive Plan's intent of providing an orderly transition of residential densities from higher intensity to lower intensity areas and provides for the provision of workforce housing on the site. |
|-----------------------------------|--|

PLANNING BOARD ACTION

The Planning Board considered this application at the February 6, 2020 meeting. One member of the public spoke in support of the proposal. Four others had questions and concerns regarding property value and traffic impacts and inquired about the location and availability of sewer infrastructure if it is extended to the site along Old Mill Road.

The Planning Board recommended approval of the application (6-0), finding it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposal provides an orderly transition between existing lower density residential areas and the Castle Hayne Road corridor and provides for the provision of workforce housing. The Board also found **APPROVAL** of the rezoning is reasonable and in the public interest because it will provide for the provision of workforce housing on the site and allows densities more appropriate along a major highway corridor and still compatible with the existing development patterns.

STAFF RECOMMENDATION

Staff recommends approval of the requested rezoning as stated in the Planning Board's action. Staff concurs with the Planning Board's statements that the application is consistent with the Comprehensive Plan and suggests the following motion:

I move to **APPROVE** the proposed rezoning. I find it to be **CONSISTENT** with the Comprehensive Plan's intent of providing an orderly transition of residential densities from higher intensity to lower intensity areas and provides for the provision of workforce housing on the site. I find **APPROVAL** of the rezoning is reasonable and in the public interest because it will provide for the provision of workforce housing on the site and allows densities more appropriate along a major highway corridor and still compatible with the existing development patterns.

Alternative Motion for Denial

I move to **DENY** the proposed rezoning. While I find it to be **CONSISTENT** with the Comprehensive Plan's intent of providing an orderly transition of residential densities from higher intensity to lower intensity areas and provides for the provision of workforce housing on the site, 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.