

STAFF REPORT FOR Z20-04

CONDITIONAL ZONING DISTRICT APPLICATION

APPLICATION SUMMARY	
Case Number: Z20-04	
Request: Zoning Map amendment to rezone 3.0 acres from R-15 to (CZD) R-5 to develop 22 townhomes	
Applicant: Cindee Wolf with Design Solutions	Property Owner(s): Trinity Reformed Orthodox Church
Location: 4725 S. College Road	Acreage: 3.0
PID(s): R07100-004-012-001	Comp Plan Place Type: Community Mixed Use
Existing Land Use: Undeveloped	Proposed Land Use: Dual-Unit Attached & Quadraplex Dwellings (2- 4- unit townhome structures)
Current Zoning: R-15	Proposed Zoning: (CZD) R-5 Moderate-High Residential



SURROUNDING AREA		
	LAND USE	ZONING
North	Single-Family Residential	R-15
East	Single-Family Residential	R-15
South	Single-Family Residential, Institutional	R-15
West	S. College Road Right-of-Way, Multi-Family Residential	MF-L (City of Wilmington)



ZONING HISTORY	
October 15, 1969	Initially zoned R-15 (Masonboro)

COMMUNITY SERVICES	
Water/Sewer	Water and sewer services are available through CFPUA. Specific design will be determined during site plan review.
Fire Protection	New Hanover County Fire Services, New Hanover County Southern Fire District, New Hanover County Station Myrtle Grove
Schools	Bellamy Elementary, Myrtle Grove Middle, and Ashley High schools For more information, see the full School statistics below.
Recreation	Myrtle Grove School Park, Arrowhead Park, Trails End Park

CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES	
Conservation	No known conservation resources
Historic	No known historic resources
Archaeological	No known archaeological resources

APPLICANT'S PROPOSED CONCEPTUAL PLAN

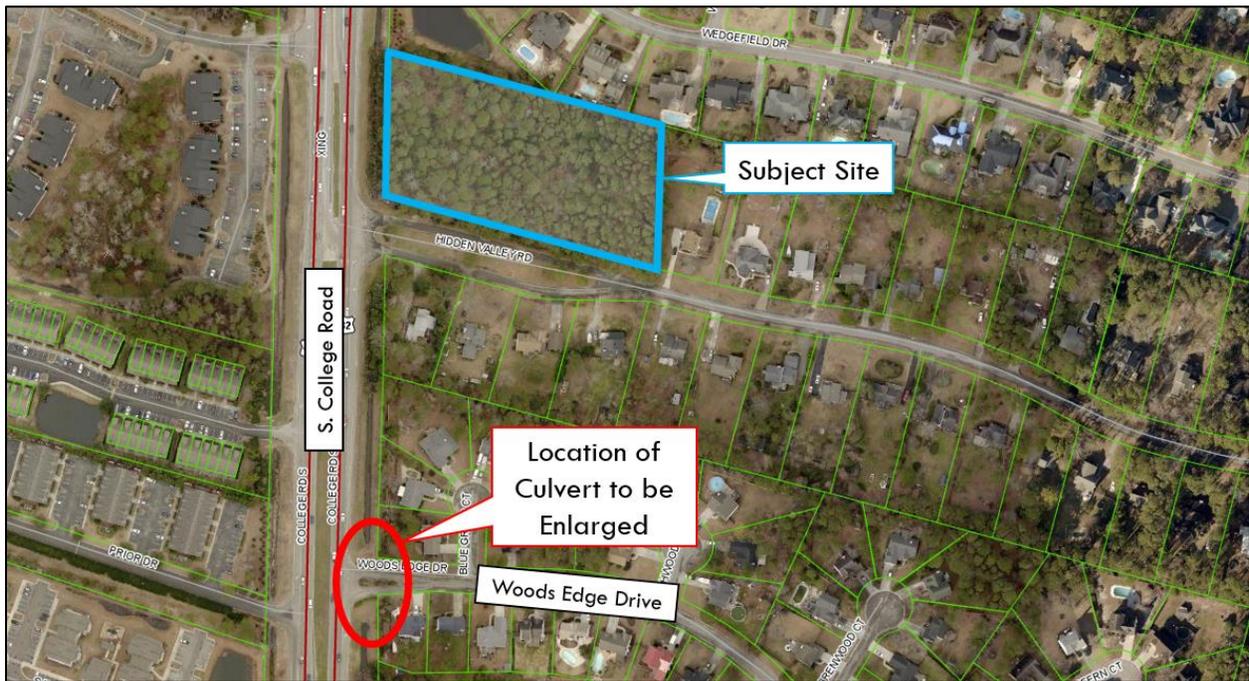
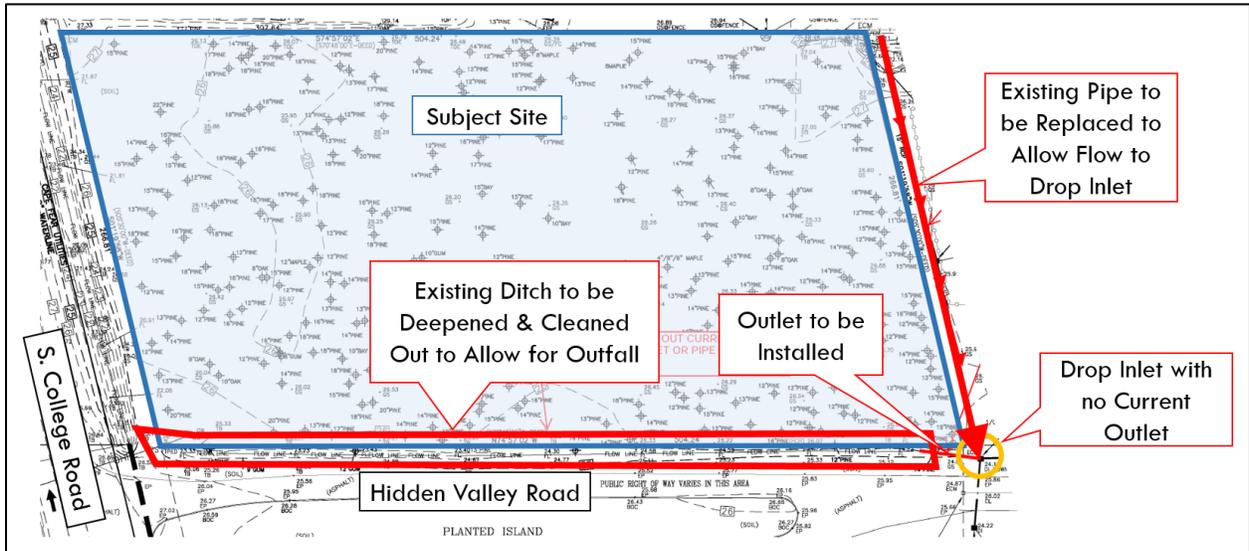


Above: Applicant's Conceptual Plan

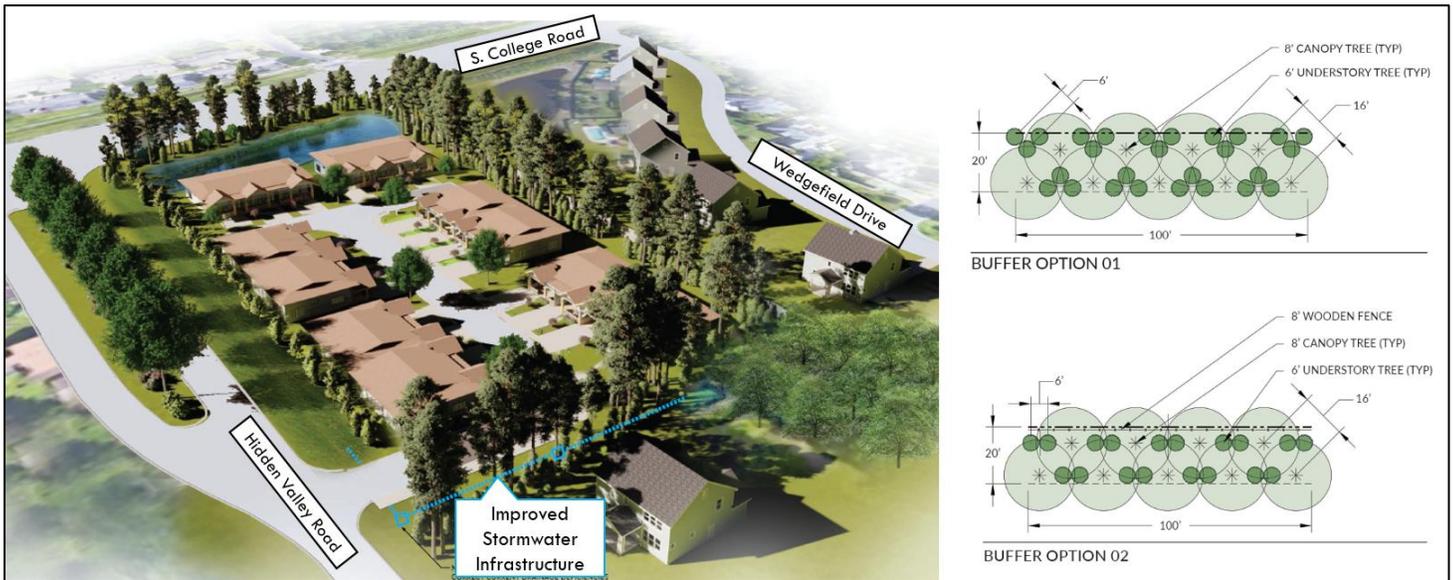
- The applicant is proposing to rezone approximately 3.0 acres from R-15 to (CZD) R-5 in order to construct a townhome development located near the intersection of Hidden Valley Road and South College Road. The proposal will consist of 22 dwelling units with a maximum of 4 units in any structure.
- The structures will be limited to one story in height, about 14 feet, and constructed with fiber cement or brick exterior.
- The applicant is proposing to install at least four pet waste stations within the development.
- At the Planning Board meeting, concerns were presented regarding flooding that occurs in area during large rain events. New Hanover County Engineering staff have indicated the Hidden Valley subdivision, along with other neighborhoods in the vicinity, have on-going drainage issues that existed prior to Hurricane Florence because they are situated in a lower area between College Road and Masonboro Loop Road with a portion of the stormwater runoff draining west to College Road towards Mott's Creek and the remainder draining to Masonboro Loop Road towards Whiskey Creek. In addition, there have been drainage issues identified along the NCDOT right-of-way (College Road) and in the backyards of homes located east of the site.
- The applicant further examined the flooding issue and has identified deficiencies with the existing stormwater infrastructure. Specifically, the applicant located a drop inlet located near the southeastern corner of the property that does not currently have an outlet. According to the applicant, this drop inlet collects stormwater from approximately 20 properties, and with no outlet, the stormwater accumulates to flood the nearby area.
- To help alleviate the flooding issue, the applicant is proposing to add an outlet to the aforementioned drop inlet and to deepen and clean out an existing ditch along the southern property to provide offsite flow. In addition, the applicant is proposing to replace an existing stormwater pipe along the eastern property line to allow additional flow to the

drop inlet to help reduce flooding that is occurring in the back yards of the adjacent houses east of the site.

- The applicant is also proposing to make improvements off-site by replacing an existing culvert under Woods Edge Road (located approximately 650 feet from the subject site). The culvert is currently 18 inches in size and will be replaced to a minimum 36-inch culvert.



- Also, New Hanover County Engineering staff has submitted a FEMA Hazard Mitigation Grant Program proposal to determine potential mitigation and/or improvement projects to help with issues in this area. In addition to possible federal funding, the County's Stormwater Services program will begin maintenance and capital improvement projects in July 2021.
- A 20-foot perimeter setback and bufferyard is required along the northern and eastern property boundaries adjacent to the single-family dwellings within the Hidden Valley and Wedgefield subdivisions. The applicant is proposing to preserve the existing vegetation within the buffer areas and supplement as necessary to meet the opacity requirements.



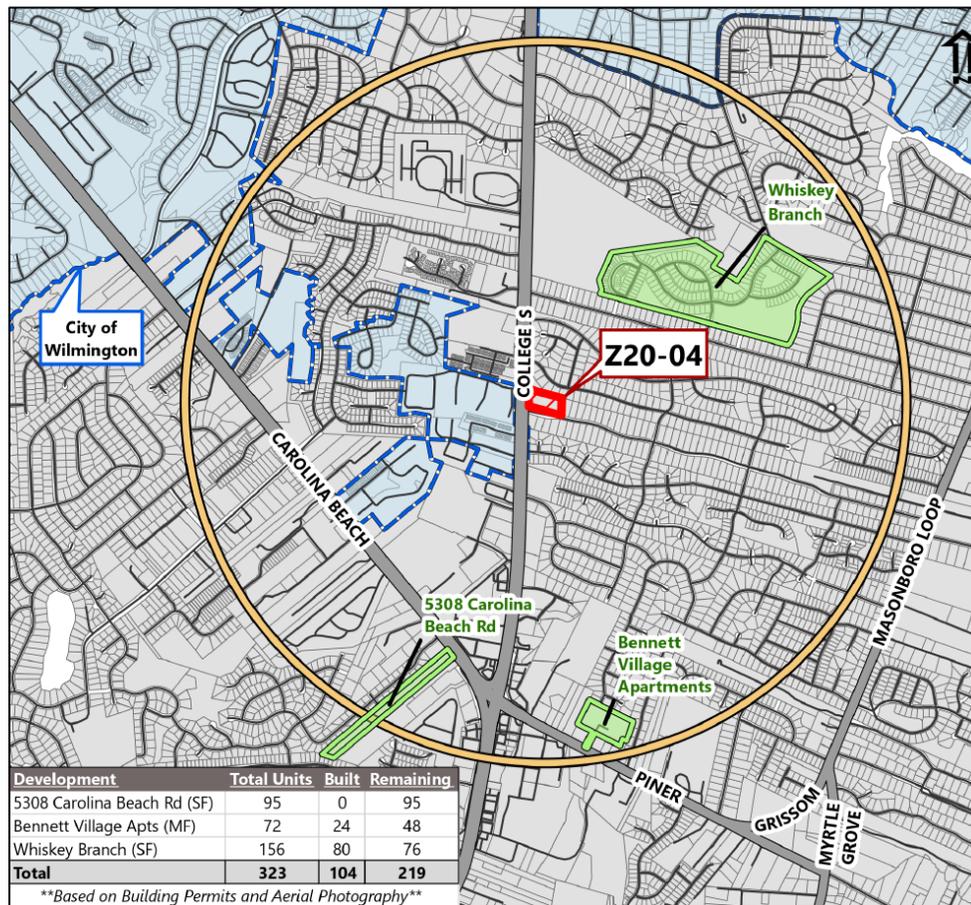
Above: Applicant's Rendering with Staff Markups

ZONING CONSIDERATIONS

- The R-15 and R-5 districts are both residential zoning districts. While the R-5 district (8 du/ac) permits more base density than the R-15 district (2.5 du/ac), it prohibits mobile homes and typical multi-family development, like apartments, allowing a maximum of 4 units within any residential structure. In addition, the additional dwelling allowance special use permit is not allowed in the R-5 district, and the number of permitted nonresidential uses is reduced.
- The current zoning of the property (R-15) would allow up to 8 dwelling units at a maximum density of 2.5 dwelling units per acre under the performance residential standards. The applicant is proposing 22 townhomes at a net density of 7.33 dwelling units per acre, which is below the maximum density of the R-5 district (8 dwelling units per acre), as well as the recommended density of the Comprehensive Plan's Community Mixed Use Place Type (12-15 dwelling units per acre).

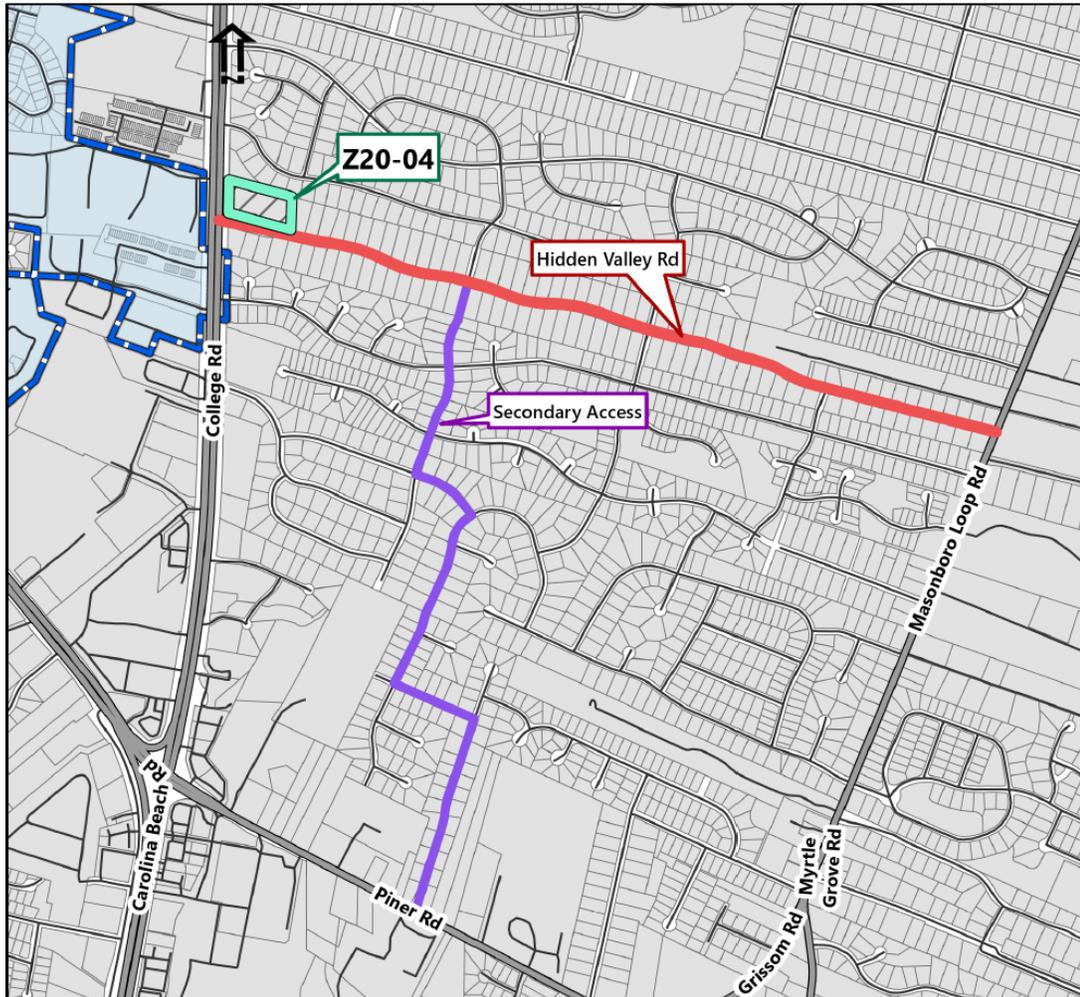
	R-15	R-5	Proposed (CZD) R-5
Min Lot Size (Conventional)	15,000 sf	5,000 sf	N/A
Base Density (Performance)	2.5 du/ac (8 total units)	8 du/ac (24 total units)	7.33 du/ac (22 total units)
Additional Dwelling Allowance Permit	10.2 du/ac (31 total units)	N/A	N/A
Permitted Housing Types	Single-family, mobile home, duplex, townhomes, multi-family	Single-family, duplex, townhomes (max 4-units/building)	Townhomes (max 4-units/building)
Nonresidential Uses	≈ 20 uses w/ SUP (convenience stores, kennels, camping) ≈ 15 uses by-right (wholesale nurseries, stables)	≈ 10 uses w/ SUP (recreation establishments, day care centers) ≈ 10 uses by-right (parks, libraries, churches)	N/A

AREA SUBDIVISIONS UNDER DEVELOPMENT



TRANSPORTATION

- The conceptual plan shows access is provided to the subject property by Hidden Valley Road (SR 1704) which connects to South College Road, approximately 500 feet to the west. Hidden Valley Road currently has a divided median near the intersection with South College Road separating traffic entering and exiting the existing Hidden Valley subdivision.



- There are no turning movement restrictions for both traffic entering or exiting the proposed subdivision. The driveway location Hidden Valley Road allows traffic generated by the subdivision to access both South College Road to the west or Masonboro Loop Road to the east. A driveway permit will be required to access the site via Hidden Valley Road. Additional review will be conducted during the driveway permitting process.
- Typically, townhomes generate approximately 0.5 trips in the peak hours, while single-family dwellings generate approximately one trip in the peak hours. A by-right residential development on the site under the current zoning would allow 8 dwelling units, which is estimated to generate about 10 trips in the AM peak hours and 9 trips in the PM peak hours. Under the proposed R-5 zoning, 22 townhomes could be constructed on the site, which is estimated to generate about 11 trips in the AM peak hours and 15 trips in the PM peak hours. The expected net difference in traffic would be an increase of 1 AM and 6 PM peak trips.

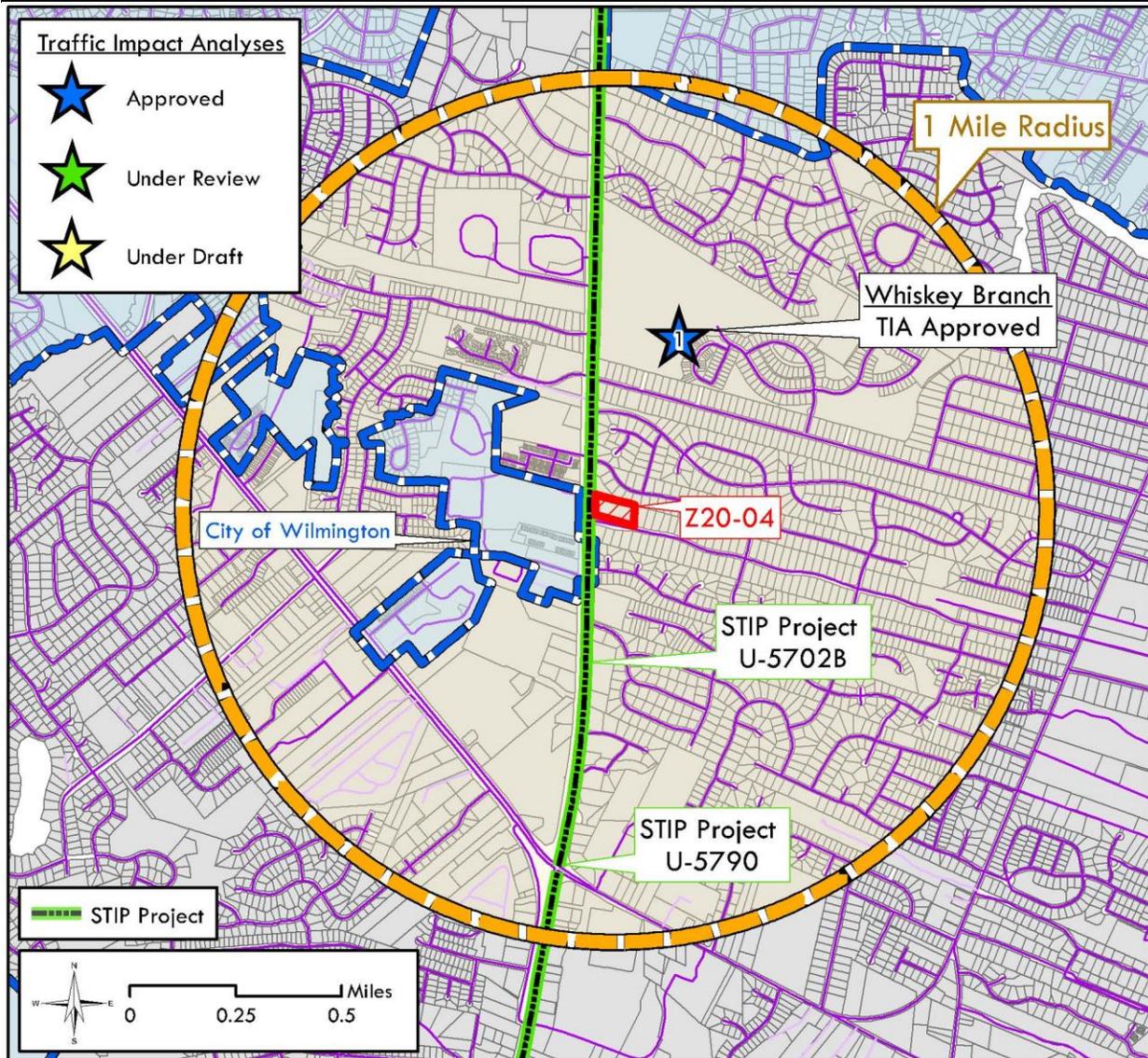
	Intensity	Approx. Peak Hour Trips
Existing Development:	Undeveloped	0 AM / 0 PM
Typical Development under Current Zoning:	8 single-family homes	10 AM / 9 PM
Proposed Development under Proposed (CZD) R-5 Zoning:	22 townhome units	11 AM / 15 PM

- Because the proposed use does not meet the 100 peak hour trips threshold to require a TIA, staff has provided the volume to capacity ratio for South College 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 intersections is generally considered a more effective measure when determining the Level of Service of a roadway. However, the available volume to capacity data indicates capacity currently exists in this area to support the expected minor increase in traffic projected if this request is approved.

NCDOT Average Annual Daily Traffic (AADT) - 2018

Road	Location	Volume	Capacity	V/C
South College Road	From 17 th Street to Mohican Trail	40,000	49,248	0.81
South College Road	Mohican Trail to Carolina Beach Road/Piner Road	33,000	49,248	0.67

Nearby Planned Transportation Improvements and Traffic Impact Analyses



Nearby NC STIP Projects:

- **STIP Project U-5702B**
 - Proposal that will install access management and travel time improvements to S. College Road from Shipyard Boulevard to Carolina Beach Road. This project is currently unfunded.
- **STIP Project U-5790**
 - Proposal that will 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. Construction schedule of the project is currently on hold for the foreseeable future.

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. Whiskey Branch	<ul style="list-style-type: none"> • Phase 1A: 88 Single-Family Dwellings, 82 Townhomes • Phase 1B: 325 Apartments • Phase 2: 50,000 sq. ft. of General Office, 150,000 sq. ft. of Shopping Center 	<ul style="list-style-type: none"> • TIA originally approved August 25, 2017 • Revised TIA approved October 10, 2019
<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"> • Phase 1B: <ul style="list-style-type: none"> ○ Construct southernmost site access and restrict to right-in/right-out (roughly across from Pine Hollow Drive) • Full Build: <ul style="list-style-type: none"> ○ Install traffic signal at the unsignalized U-turn pair north of Mohican Trail. ○ Construct a southbound signalized left turn lane on S. College Road at the northernmost site access (roughly across from The Gardens Condominiums) ○ Construct a southbound to northbound U-turn south of Weybridge Lane ○ Construct a northbound to southbound U-turn north of Weybridge Lane. 		
<p>Nearby Proposed Developments included within the TIA:</p>		
<ul style="list-style-type: none"> • None 		
<p>Development Status: 156 lots in Phase 1 have been platted at this time. The commercial component is not currently permitted and would require the site to be rezoned.</p>		

SCHOOLS

- Students generated from this development would be assigned to Bellamy Elementary, Myrtle Grove Middle, and Ashley High schools. Students may apply to attend public magnet, year-round elementary, or specialty high schools.
- Eight dwelling units would be permitted under the current R-15 zoning base density, and 22 units would be allowed under the proposed zoning for an increase of 14 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 5.3 (2.4 elementary, 1.2 middle, and 1.7 high) students, which is approximately 3.4 more than if developed under existing zoning.

<i>Development Type</i>	<i>Intensity</i>	<i>Estimated Student Generation</i>
Existing Development	Undeveloped	Total: 0
Typical Development under Current Zoning	8 residential units	Total: 1.9 (0.9 elementary, 0.4 middle, 0.6 high)
Proposed Development under Proposed (CZD) R-5 Zoning	22 residential units	Total: 5.3 (2.4 elementary, 1.2 middle, 1.7 high)

*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**

<i>Level</i>	<i>Total NHC % Capacity</i>	<i>School</i>	<i>Enrollment of Assigned School</i>	<i>Capacity of Assigned School w/ Portables</i>	<i>% of Capacity of Assigned School</i>	<i>Funded Capacity Upgrades</i>
Elementary	97%	Bellamy	465	499	93%	None
Middle	107%	Myrtle Grove	714	738	97%	None
High	105%	Ashley	1869	1776	105%	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 does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- Existence of wetlands will be verified during the development review process.
- The property is located along the boundary of two watersheds (Whiskey Creek and Mott Creek). Based on the applicant’s preliminary stormwater design and existing infrastructure, the site will be designed to drain south toward Mott Creek.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class III (severe limitation) soils, however, the site will be served by CFPWA water and sewer.

CONTEXT AND COMPATIBILITY

- Attached homes like quadplexes, triplexes, and duplexes are commonly seen as a transitional development between major roads like S. College Road and single-family neighborhoods.
- As the site abuts S. College Road, it is expected the majority of the trips generated from the development will utilize this road for access.
- Townhomes tend to generate less traffic per unit than traditional single-family homes because they are often occupied by smaller households (retirees or young adults without children).
- In order to enhance compatibility, the applicant has agreed to conditions to limit the height of the dwellings so they will be shorter than most of the abutting single-family homes to the north. Many of the homes on Wedgefield Drive north of the site are two stories and exceed 14 feet in height. The applicant has also agreed to preserve the existing vegetation located along the property abutting the single-family homes.

Representative Developments in R-5:



Marsh Oaks



Jumpin' Run

Marsh Oaks:



Representative Developments in R-1.5:



Wedgefield



Hidden Valley

*Wedgefield/
Hidden Valley:*



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	Community Mixed Use
Place Type Description	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.
Analysis	<p>The subject property is located at the corner of S. College Road and Hidden Valley Road, just north of the Carolina Beach Road and South College Road intersection (Monkey Junction). It is designated Community Mixed Use, which is common for areas along highway corridors. This place type assignment is intended to support more density near major roads with a transition to lower densities adjacent to existing lower intensity residential neighborhoods.</p> <p>Existing development along this section of Carolina Beach Road includes townhome and multi-family units along the west side (south bound) of the South College Road corridor. The subject parcel is one of the few parcels on the east side (north bound) of South College Road where there is opportunity to provide housing options other than detached single-family homes. Housing forms such as townhomes tend to use land more efficiently and be smaller in size, making new units more affordable and providing a greater range of housing price points in the area.</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 Community Mixed place type calls for up to 15 multi-family dwelling units per acre and 8 dwelling units an acre for single family residential. The proposed density at 8 units an acre falls in line with the place type. The 7.3 unit per acre density of the proposed townhome development is in line with this recommendation and would provide the intended transition from higher density uses along South College Road to the lower density existing neighborhoods.</p>

Consistency Recommendation	The proposed (CZD) R-5 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, is in line with density range recommended for the Community Mixed Use place type, and provides for the provision of a range of housing choice and diversity in the area.
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PLANNING BOARD ACTION

The Planning Board considered this item at their March 5 meeting. At the meeting, neighboring residents expressed concerns regarding flooding issues in the area and with buffering from the existing single-family homes. The Planning Board recommended denial (3-2) of the application.

While finding the proposal to be **CONSISTENT** with the Comprehensive Plan because the proposal provides an orderly transition of residential densities from higher intensity to lower intensity areas and provides for the provision of a range of housing choice and diversity in the area, the Planning Board found **DENIAL** of the rezoning request is reasonable and in the public interest because the proposal is not of a derisive character due to flooding that will adversely impact the adjacent neighborhoods.

STAFF RECOMMENDATION

The proposed R-5 rezoning is generally **CONSISTENT** with the 2016 Comprehensive Plan because it contributes to providing a mix of housing options in the area, provides for the orderly transition of between existing lower density residential neighborhoods and South College Road, and the overall project density is in-line with those recommended in the Community Mixed Use place type.

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

I move to **APPROVE** the proposed rezoning to a conditional 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 of residential densities from higher intensity to lower intensity areas and provides for the provision of a range of housing choice and diversity in the area. I also find **APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal is in line with the density range recommended for the Community Mixed Use place type, and it supports opportunities for more affordable housing and assists with providing a range of housing types to the area.

Conditions:

1. The structures shall be limited to one-story in height (approximately 14 feet).
2. The existing trees located within the required buffer areas shall be preserved and supplemented as needed to provide an opaque screen.
3. Pet waste stations shall be provided within the development.

4. As proposed and agreed to by the applicant, the existing stormwater infrastructure shall be improved along the site. The improvements will include replacing an existing stormwater pipe along the eastern property line to allow flow to an existing drop inlet located at the southeastern corner of the site, installing an outlet to and deepening and cleaning out an existing ditch along the southern property to provide offsite flow from the aforementioned drop inlet.
5. As proposed and agreed to by the applicant, an existing 18-inch culvert under Woods Edge Road (located approximately 650 feet south of the subject site), shall be replaced with a minimum 36-inch culvert. Installation of the culvert improvements shall be coordinated with the County and NCDOT and shall be constructed in accordance with NCDOT standards.
6. As proposed and agreed to by the applicant, the structures shall be constructed of either fiber cement or brick exterior.

Alternative Motion for Denial

I move to **DENY** the proposed rezoning to a conditional 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 of residential densities from higher intensity to lower intensity areas and provides for the provision of a range of housing choice and diversity in the area, 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.