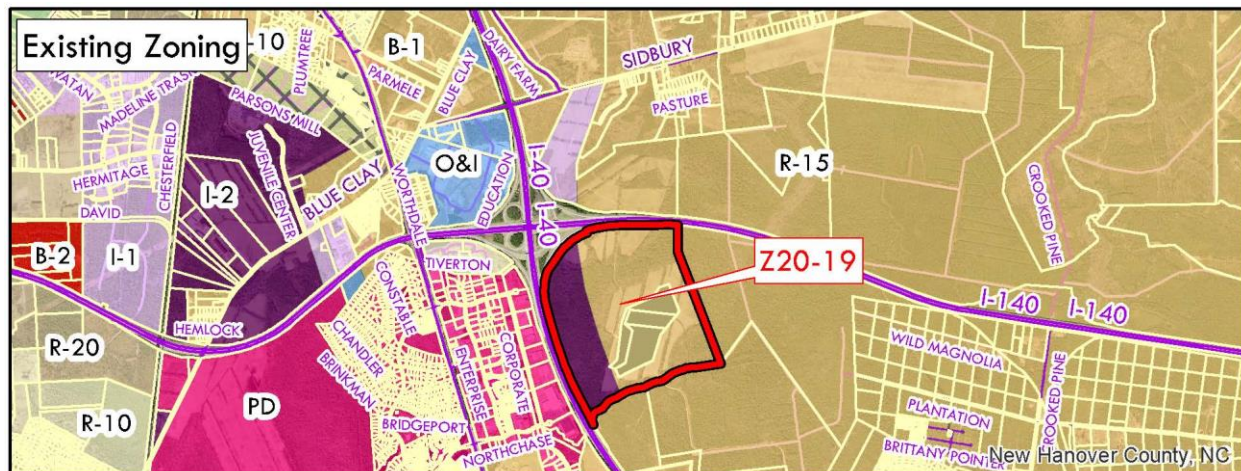


# STAFF REPORT FOR Z20-19

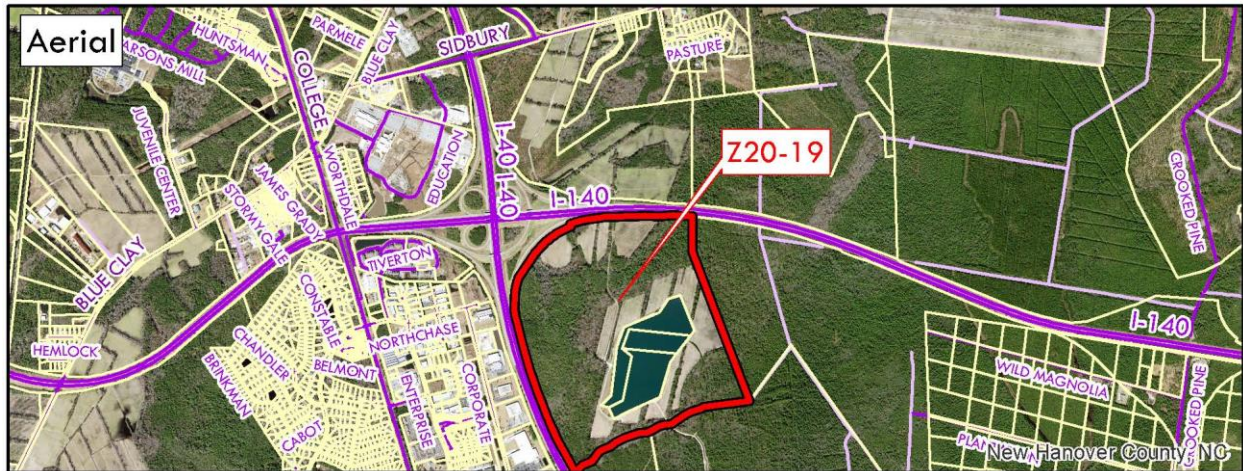
## ZONING MAP AMENDMENT APPLICATION

| APPLICATION SUMMARY  |   |
|--|---|
| <b>Case Number:</b> Z20-19   |   |
| <b>Request:</b><br>Rezoning to R-10 district   |   |
| <b>Applicant:</b><br>Trask Land Company, Inc.  | <b>Property Owner(s):</b><br>TF Holdings Limited Partnership  |
| <b>Location:</b><br>SE quadrant of interchange of I-40 and I-140   | <b>Acreage:</b><br>350.01   |
| <b>PID(s):</b><br>Portion of R02700-001-002-000 south of I-140<br>R02700-001-054-000<br>R02700-001-055-000<br>R02700-001-056-000 | <b>Comp Plan Place Type:</b><br><br>Community Mixed Use   |
| <b>Existing Land Use:</b><br>Undeveloped   | <b>Proposed Land Use:</b><br>The property would be allowed to be developed in accordance with the R-10 district |
| <b>Current Zoning:</b><br>I-2, Heavy Industrial and R-15, Residential  | <b>Proposed Zoning:</b><br>R-10, Residential  |



## SURROUNDING AREA

|              | LAND USE           | ZONING |
|--------------|--------------------|--------|
| <b>North</b> | I-140 Right-of-Way | N/A    |
| <b>East</b>  | Undeveloped        | R-15   |
| <b>South</b> | Undeveloped        | R-15   |
| <b>West</b>  | I-40 Right-of-Way  | N/A    |



## ZONING HISTORY

|                       |  |
|-----------------------|--|
| <b>July 7, 1972</b>   | Initially zoned R-15 (Areas 8A, 8B)  |
| <b>August 2, 1999</b> | 134.71 acres zoned I-2 via Z-674. Acreage subsequently decreased slightly by I-140 right-of-way acquisition. |

## COMMUNITY SERVICES

|                        |  |
|------------------------|--|
| <b>Water/Sewer</b>     | Not currently available through CFPUA, however it is anticipated to be served by CFPUA via extension of services from Murrayville Road at time of development. |
| <b>Fire Protection</b> | New Hanover County Fire Services, New Hanover County Northern Fire District, New Hanover County Station Murrayville  |
| <b>Schools</b>         | Murrayville Elementary, Trask Middle, and Laney High schools<br>For more information, see the Schools section of this report.                                  |
| <b>Recreation</b>      | Olsen Park, Smith Creek Park   |



## CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

|                       |   |
|-----------------------|---|
| <b>Conservation</b>   | Conservation Resource maps indicate that a small area of Pocosin Wetlands may be present on the far southern border of the property. The location of any wetlands will be verified during the TRC review process. |
| <b>Historic</b>       | No known historic resources   |
| <b>Archaeological</b> | No known archaeological resources   |

## APPLICANT'S PROPOSAL

- This application proposes to rezone 350.01 acres from I-2 (approximately 99.83 acres on the western portion of the site) and R-15 (approximately 250.18 acres on the eastern portion of the site) to R-10.



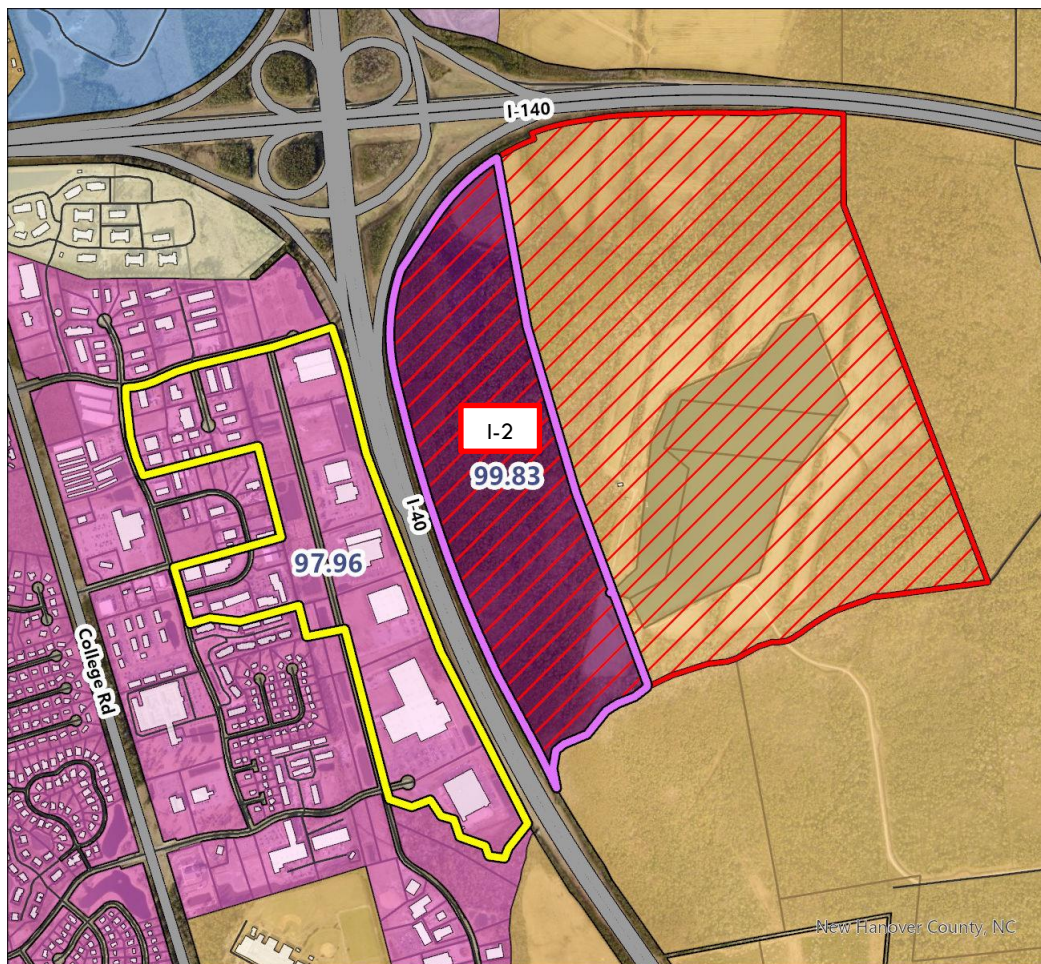
*Area Proposed for Rezoning with Acreage*

- The I-2 zoning was approved by the Board of Commissioners in 1999 as part of a larger rezoning that included land north of the current location of I-140. The property was split once right-of-way was acquired by NCDOT, and the portion north of the alignment was zoned I-1.
- According to the applicant, the proposed zoning will allow for the provision of housing for future development in a land use pattern that is more consistent with the 2016 Comprehensive Land Use Plan.



## ZONING CONSIDERATIONS

- Under the County's performance residential standards, the current residentially zoned portion of the property (R-15/250.18 acres) could allow up to 625 dwelling units at a maximum density of 2.5 (du/ac).
- The portion of the property zoned I-2 (approximately 99.83 acres) is generally estimated to support approximately 435,000 square feet of industrial uses (assembly, fabrication, packaging, and transport) based on a typical 10% building area for this type of zoning. For comparison, the acreage of the I-2 area is similar to the area of Northchase Industrial Park along Corporate Drive just west of I-40. Although Northchase Industrial Park is zoned PD, it was initially anticipated that the existing I-2 area would develop with a land use pattern comparable to that of the Northchase Industrial Park at the time it was zoned I-2.



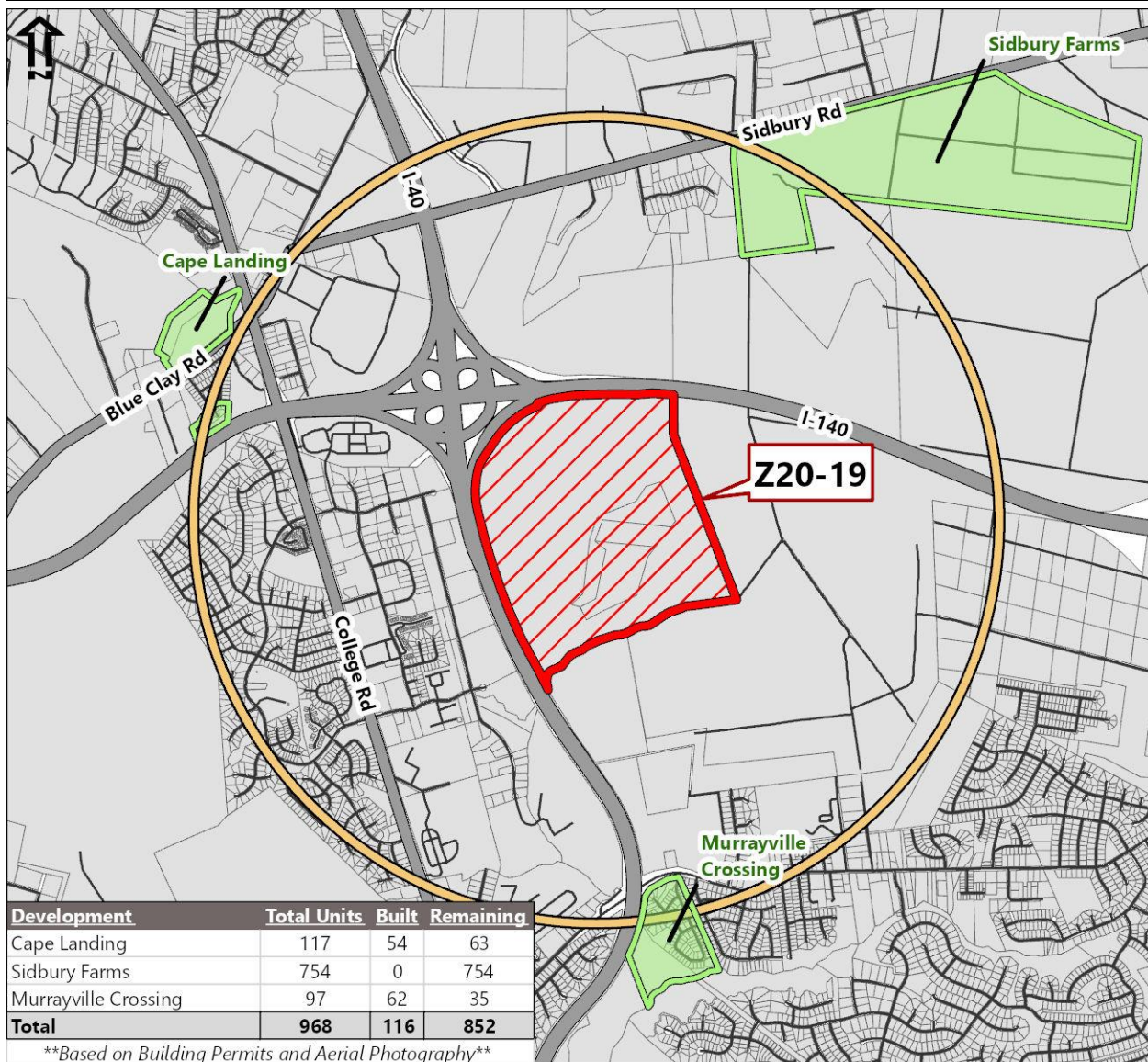
*Comparable Area of Industrial Property in Northchase*

- If developed at the maximum R-10 density of 3.3 units per acre, this could yield a potential maximum of 1,155 dwelling units.

- Although there are a limited number of civic, institutional, educational, and recreational uses permitted by-right in the R-10 district, the typical development pattern in these districts do not include such uses. Any proposed non-residential use would be subject to the applicable site design and approval provisions within the UDO.

|  | Residential                       | Industrial/Commercial    |
|--|-----------------------------------|--------------------------|
| Typical Development under Current Zoning:  | <b>R-15:</b> 625 Dwelling Units   | <b>I-2:</b> ~ 435,000 sf |
| Typical Development under Proposed Zoning: | <b>R-10:</b> 1,155 Dwelling Units | None                     |
| Net Change:                                | <b>+ 530 Dwelling Units</b>       | <b>- 435,000 sf</b>      |

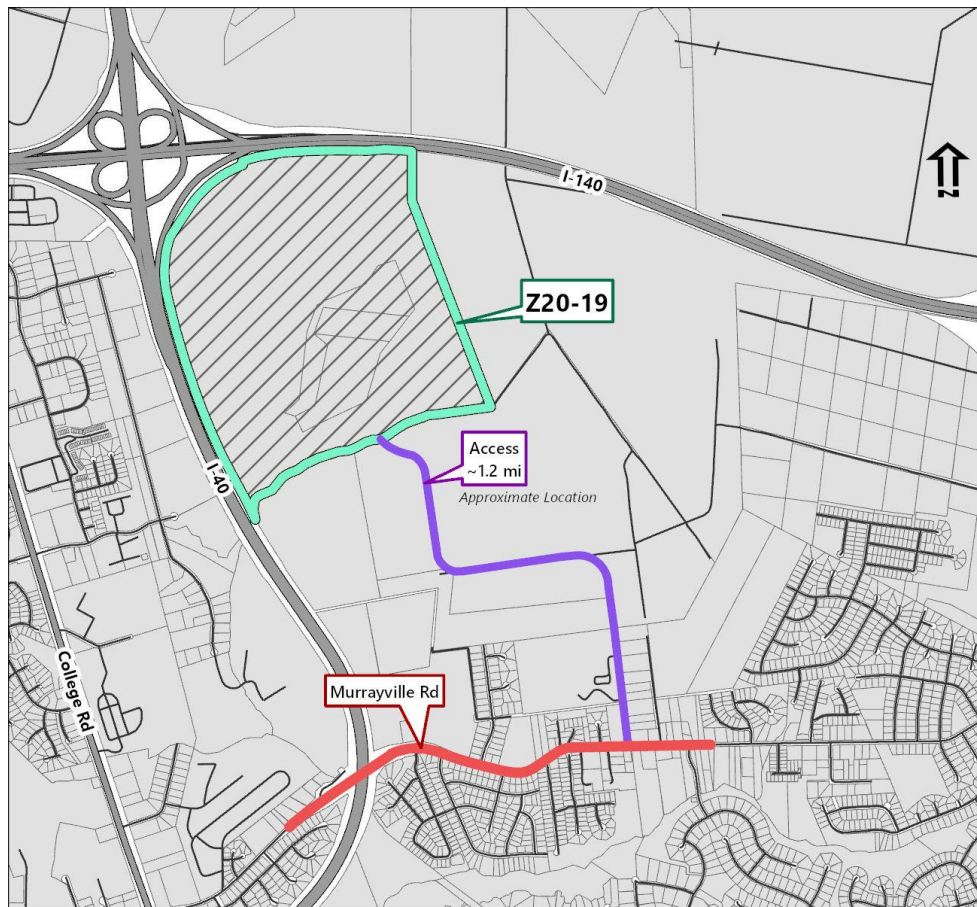
### AREA SUBDIVISIONS UNDER DEVELOPMENT





## TRANSPORTATION

- The site is accessed by Murrayville Road, an NCDOT maintained collector road.
- Traffic Impact Analyses are not required for a straight rezoning, as a specific development proposal is required to thoroughly analyze access, potential trip generation, and roadway improvements.
- Before any development can occur on this site, the Technical Review Committee will review all plans for compliance with applicable land use regulations, including any recommended roadway improvements from traffic impact analyses to ensure adequate traffic safety and distribution. Recommended roadway improvements will be completed as required by a TIA or through the NCDOT Driveway permitting process.



- The portion of the site currently zoned R-15 would be permitted a maximum of 625 dwelling units under the performance zoning standards, which is estimated to generate about 449 AM and 590 PM peak hours. The trips generated from the existing I-2 portion of the property would vary based on the proposed uses within this district. If this portion of the site was developed with a typical approximate 10% building footprint, approximately 435,000 sf of heavy industrial uses or comparable development is estimated to generate about 300 AM trips and 299 PM trips in the peak hours. The total number of potential trips generated under the current zoning districts is approximately 749 AM and 889 PM peak hour trips.

- Under the proposed zoning district, 1,155 dwelling units could potentially be constructed on the site, which is estimated to generate about 825 trips in the AM and 1,064 trips in the PM peak hours, likely over a longer-term phased development.
- If developed at the maximum density for the R-10 district, the proposal could generate approximately 76 AM peak hour trips and 175 PM peak hour trips more than if developed as currently zoned.

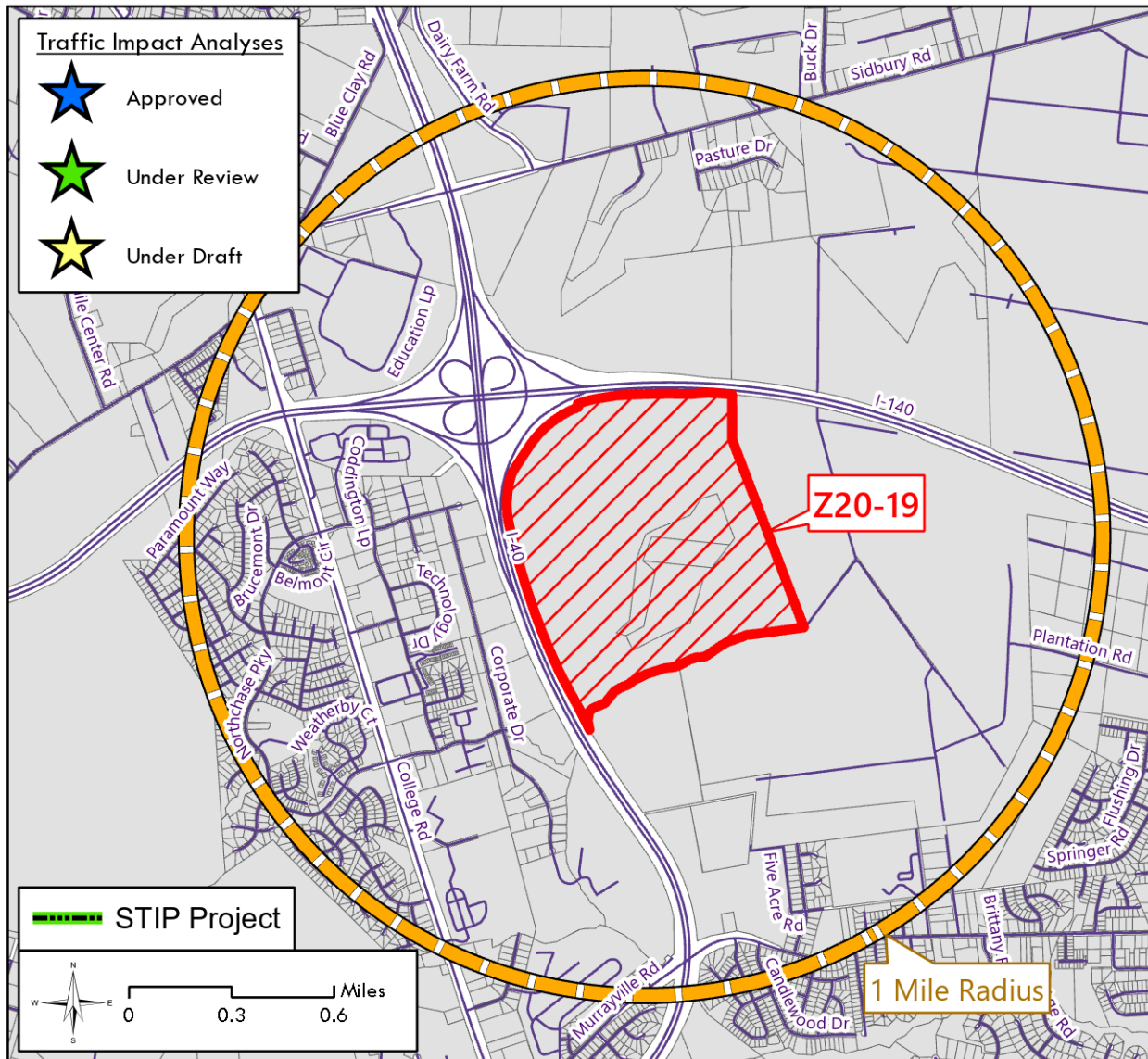
|  | <b>Intensity</b>                                  | <b>Approx. Peak Hour Trips</b> |
|--|---|--------------------------------|
| Existing Development:                            | Undeveloped                                       | 0 AM / 0 PM                    |
| Typical Development under Current Zoning:        | <b>R-15:</b> 625 single-family homes              | 449 AM / 590 PM                |
|  | <b>I-2:</b> 435,000 sf<br>Manufacturing (ITE 140) | 300 AM / 299 PM                |
|  | <b>TOTAL:</b>                                     | 749 AM / 889 PM                |
| Potential Trip Generation under Proposed Zoning: | <b>R-10:</b> 1,155 performance units              | 825 AM / 1,064 PM              |
| Potential Net Change under Proposed Zoning:      | -   | <b>+ 76 AM / + 175 PM</b>      |

- As there is not a specific development proposal at this time to analyze traffic impacts for, staff has provided the volume to capacity ratio for roadways in the vicinity of 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.
- The most recent traffic counts in the area indicate capacity currently exists on the Murrayville Road and N College Road corridors.

#### **NCDOT Average Annual Daily Traffic (AADT) - 2018**

| <b>Road</b>      | <b>Location</b>                        | <b>Volume</b> | <b>Capacity</b> | <b>V/C</b> |
|------------------|--|---------------|-----------------|------------|
| Murrayville Road | 6100 Block (east of N College Road)    | 9,900         | 12,500          | 0.79       |
| N College Road   | 2400 Block (north of Murrayville Road) | 23,000        | 49,250          | 0.47       |
| N College Road   | 2700 Block (south of Murrayville Road) | 23,000        | 49,250          | 0.47       |

## Nearby Planned Transportation Improvements and Traffic Impact Analyses



### **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.

- There have not been any recent TIA's in the vicinity of the subject site that would impact the nearby transportation network expected to be used by development on this site.



## ENVIRONMENTAL

- The property does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- The northern portion of the site is within the Prince George Creek watershed and the southern portion is within the Smith Creek watershed.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class II (moderate limitation), III (severe limitation), and a small area of Class IV (unsuitable) soils. However, the site is expected to be served by CFPUA as utilities become available.

## OTHER CONSIDERATIONS

### SCHOOLS

- Students generated from this development would be assigned to Murrayville Elementary, Trask Middle, and Laney High schools. Students may apply to attend public magnet, year-round elementary, or specialty high schools.
- A maximum of 625 dwelling units would be permitted under the current R-15 zoning base density, and 1,155 units could potentially be developed under the proposed zoning for an increase of 530 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. Development within the proposed zoning district can be estimated to generate 277 (127 elementary, 58 middle, and 92 high) students, which is approximately 127 more than if developed under existing zoning.
- County Planning staff has worked with Schools staff to analyze recent trends related to development patterns and student generation. From 2015 to 2019, student enrollment remained at a generally stable rate of just over 27,000 students enrolled despite the issuance of approximately 11,000 permits for new residential units throughout the entire county. Using the generalized historic student generation rate, staff would have estimated that about 3,000 students would have been generated from the new units over the 5-year period. However, this increase is not reflected in the enrollment data. As a result, recent trends indicate new residential development may be generating much less student population than the historic generation rate would have indicated and the student generation estimates for this proposal may be much greater than the actual resulting student growth.

| <i><b>Development Type</b></i>                        | <i><b>Intensity</b></i> | <i><b>Estimated Student Generation</b></i>         |
|---|-------------------------|--|
| Existing Development                                  | Undeveloped             | Total: 0<br>(0 elementary, 0 middle, 0 high)       |
| Typical Development under Current Zoning              | 625 residential units   | Total: 150<br>(69 elementary, 31 middle, 50 high)  |
| Potential Development under Proposed Zoning Districts | 1,155 residential units | Total: 277<br>(127 elementary, 58 middle, 92 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**

| <b>Level</b> | <b>Total<br/>NHC %<br/>Capacity</b> | <b>School</b> | <b>Enrollment of<br/>Assigned<br/>School</b> | <b>Capacity of<br/>Assigned<br/>School w/<br/>Portables</b> | <b>% of<br/>Capacity of<br/>Assigned<br/>School</b> | <b>Funded<br/>Capacity<br/>Upgrades</b> |
|--------------|-------------------------------------|---------------|--|---|---|---|
| Elementary   | 97%                                 | Murrayville   | 526  | 643   | 82%   | None                                    |
| Middle       | 107%                                | Trask         | 717  | 662   | 108%  | None                                    |
| High         | 105%                                | Laney         | 2063   | 1903  | 108%  | 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.

**CONTEXT AND COMPATIBILITY**

- The subject property is located adjacent to the southeastern quadrant of the interchange of I-40 and I-140, which separates the western and northern boundaries of the site from adjacent land-uses.
- The site has access via private roadways to Murrayville Road, which is an NCDOT maintained collector road. The site is adjacent to undeveloped property on the eastern and southern boundaries. Closer to Murrayville Road, the land use pattern transitions to single-family residential developments and Murrayville Elementary School.
- The proposed district provides a transition from the high-intensity adjacent interstates to undeveloped land and existing single-family neighborhoods in the vicinity of the subject property.
- The proposed zoning district eliminates the potential for heavy industrial uses.
- While the majority of this area was zoned for low density housing in the early 1970s, the 2016 Comprehensive Plan recommends a mixture of higher density housing and commercial uses generally north of Murrayville Road.



Representative Developments of R-10:



*Rachel's Place*



*Planter's Walk*



*Palm Grove*

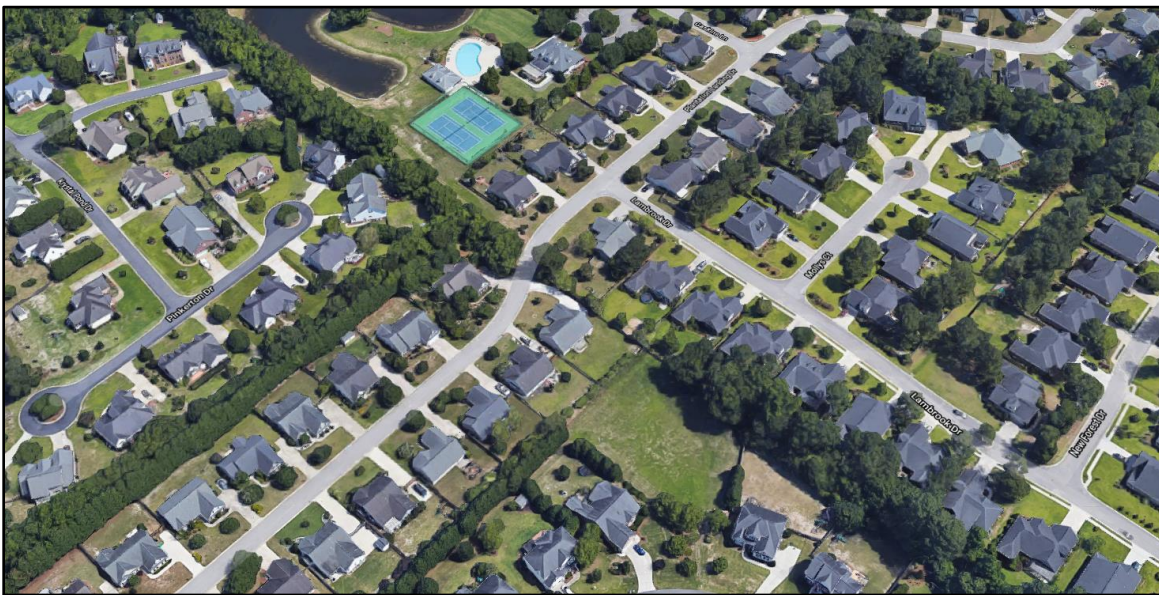
Representative Developments of R-15:



*Grayson Park*



*Clay Crossing*



*Plantation Landing*



Representative Industrial Developments:



*N Kerr Industrial Park*



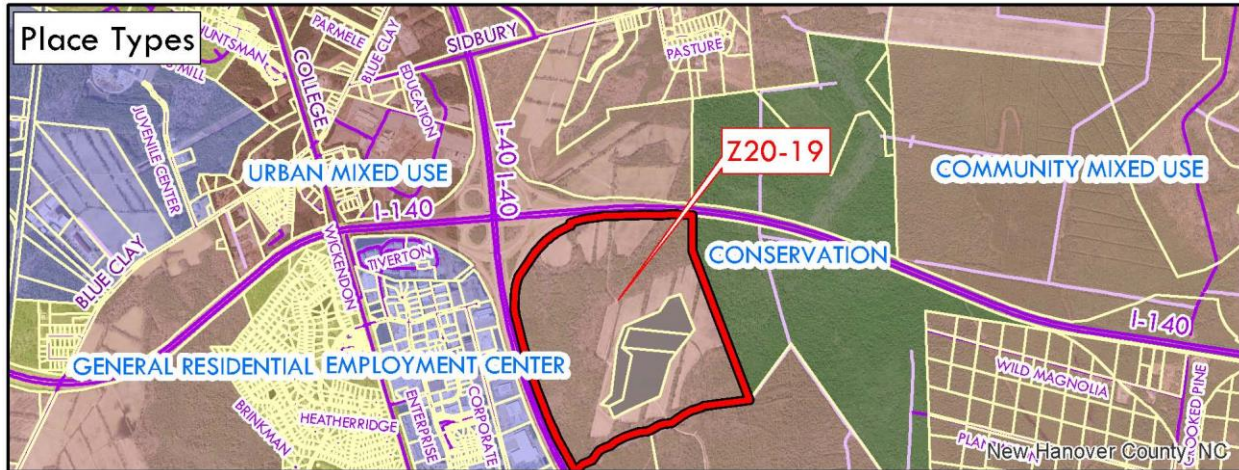
*Dutch Square*



*N Kerr Industrial Park*

## 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.



|                                       |   |
|---------------------------------------|---|
| <b>Future Land Use Map Place Type</b> | Community Mixed Use   |
| <b>Place Type Description</b>         | 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.   |
| <b>Analysis</b>                       | <p>The Community Mixed Use place type designation encourages a mix of uses, including single- and multi-family residential, commercial, civic, mixed-use, and recreational uses. Typical zoning associated with this place type includes moderate density residential, commercial, office and institutional, and mixed-use.</p> <p>The Community Mixed Use place type provides opportunities for moderate-density housing (up to 15 units/acre) but lower density residential development is appropriate when limitations to mixed use developments exist, such as the subject property's lack of direct access to I-40, I-140, or an existing collector street.</p> <p>In general, the proposed R-10 rezoning is more consistent with the residential densities and types of uses allowed under existing R-15 and I-2 zoning. The R-10 base density of 3.3 dwelling units/acre is more consistent with that range than the 2.5 units/acre base density allowed in the R-15 district. In addition, the current I-2 zoning designation would allow for the commercial uses recommended for Community Mixed Use areas but is more commonly associated with Commerce Zones because of the range of industrial uses possible.</p> |



|                                   |   |
|-----------------------------------|---|
| <b>Consistency Recommendation</b> | The proposed R-10 zoning is generally <b>CONSISTENT</b> with the 2016 Comprehensive Plan because the district is more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning. Additionally, the densities and range of housing types allowed in the proposed zoning district would support existing and future community-level nodes. |
|-----------------------------------|---|

## PLANNING BOARD ACTION

The Planning Board considered this application at their October 1, 2020 meeting. At the meeting, two members of the public spoke in opposition to the request, discussing concerns related to traffic congestion, access near Murrayville Elementary School, and maintenance of a property which is not part of the subject site. The Planning Board recommended approval of the application (4-1), finding it to be:

**CONSISTENT** with the purposes and intent of the Comprehensive Plan because the district is more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning. The Planning Board also found recommending **APPROVAL** of the rezoning request is reasonable and in the public interest because the densities and range of housing types allowed in the proposed zoning district would support existing and future community-level nodes, and while the current I-2 zoning designation would allow for the commercial uses recommended for Community Mixed Use areas it is more commonly associated with Commerce Zones because of the range of industrial uses possible.

## STAFF RECOMMENDATION

Staff concurs with the Planning Board's recommendation and suggests the following motion:

I move to **APPROVE** the proposed rezoning to an R-10 district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the district is more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning. I also find **APPROVAL** of the rezoning request is reasonable and in the public interest because the densities and range of housing types allowed in the proposed zoning district would support existing and future community-level nodes, and while the current I-2 zoning designation would allow for the commercial uses recommended for Community Mixed Use areas it is more commonly associated with Commerce Zones because of the range of industrial uses possible.

### Alternative Motion for Denial

I move to **DENY** the proposed rezoning to an R-10 district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the district is more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning, 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 areas.