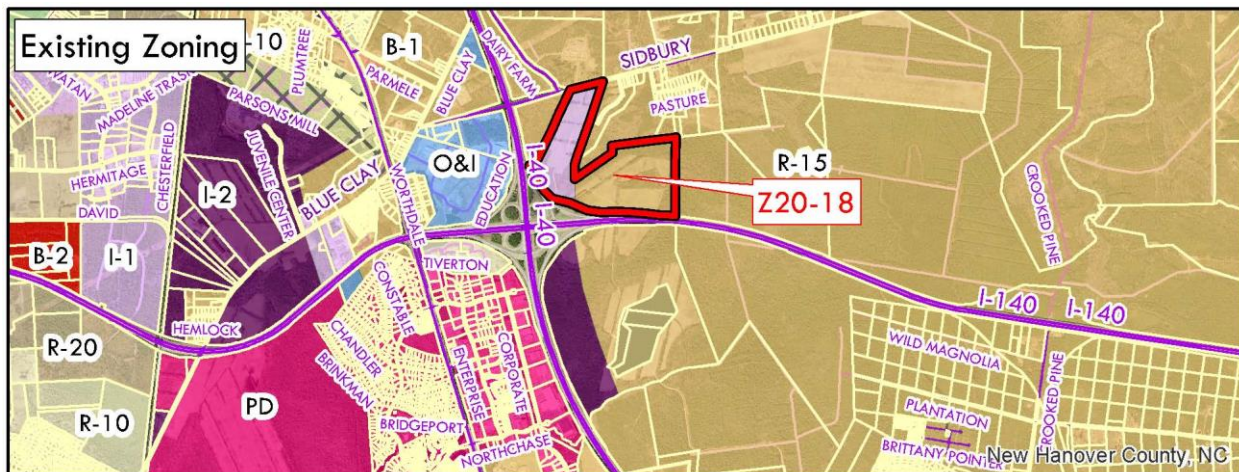


STAFF REPORT FOR Z20-18

ZONING MAP AMENDMENT APPLICATION

APPLICATION SUMMARY	
Case Number: Z20-18	
Request: Rezoning to RMF-L and R-5 districts	
Applicant: Trask Land Company, Inc.	Property Owner(s): TF Holdings Limited Partnership
Location: NE quadrant of interchange of I-40 and I-140	Acreage: 158.65
PID(s): Portion of R02700-001-002-000 north of I-140	Comp Plan Place Type: Community Mixed Use
Existing Land Use: Undeveloped	Proposed Land Use: The property would be allowed to be developed in accordance with the RMF-L and R-5 districts
Current Zoning: I-1, Light Industrial and R-15, Residential	Proposed Zoning: RMF-L, Residential Multi-Family Low Density and R-5, Residential Moderate-High Density



SURROUNDING AREA		
	LAND USE	ZONING
North	Undeveloped, Institutional (SEA-Tech)	R-15
East	Single-Family Residential, Undeveloped	R-15
South	I-140 Right-of-Way	N/A
West	Undeveloped, I-40 Right-of-Way	R-15, N/A

APPLICANT'S PROPOSAL

- This application proposes to rezone 158.65 acres from I-1 (approximately 62.01 acres) and R-15 (approximately 96.64 acres) to RMF-L and R-5.
- The western 62.01 acres would be rezoned from I-1 to R-5, and the eastern 96.64 acres would be rezoned from R-15 to RMF-L.



Proposed Zoning Districts with Respective Acreage

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

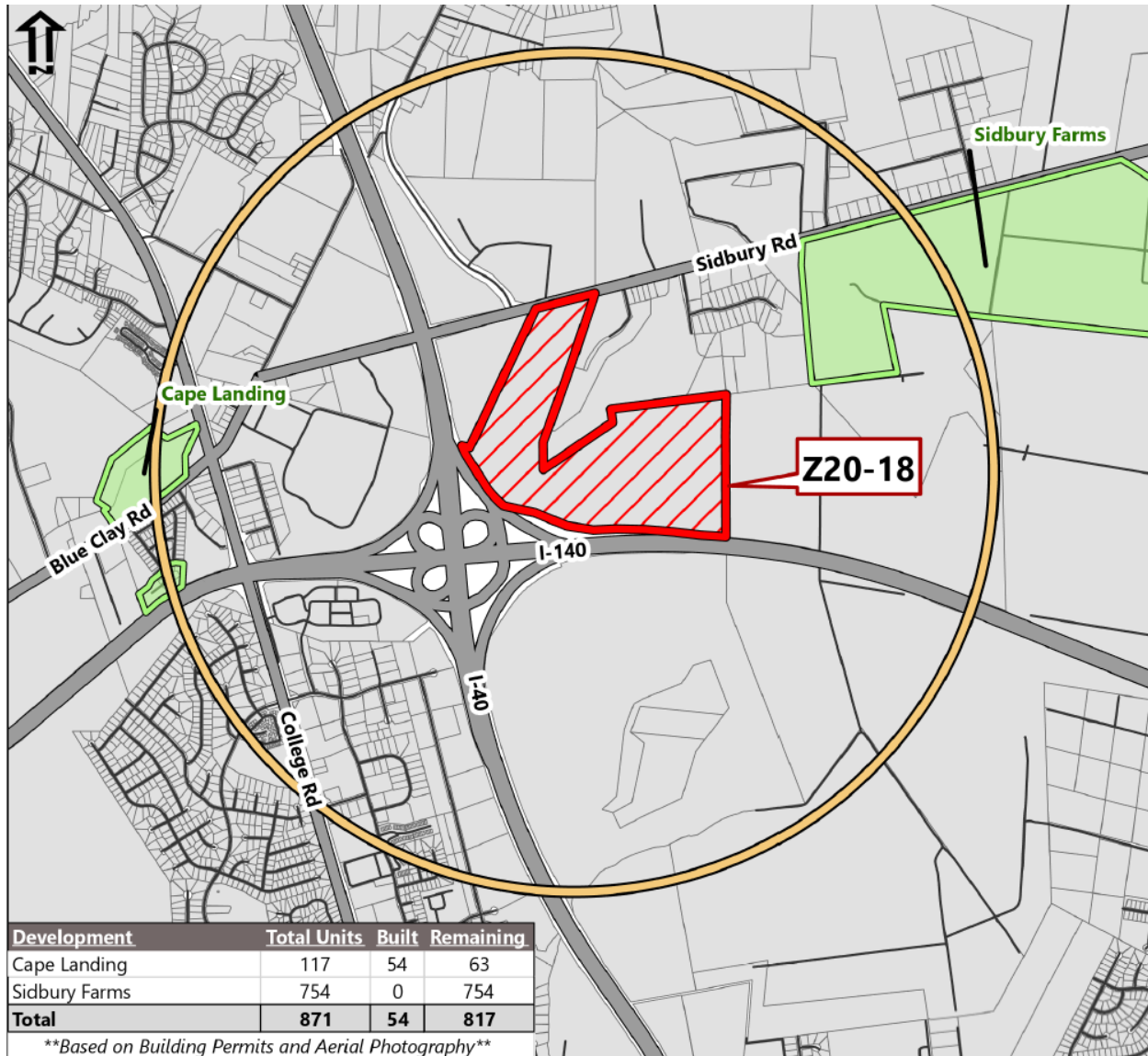
ZONING CONSIDERATIONS

- Under the County's performance residential standards, the current residentially zoned portion of the property (R-15/96.64 acres) could allow up to 242 dwelling units at a maximum density of 2.5 du/ac.
- The current R-15 area of the subject property is proposed to be rezoned to RMF-L. This could yield a potential maximum of 966 dwelling units at a density of 10 dwelling units per acre.

- The portion of the property zoned I-1 (approximately 62.01 acres) is generally estimated to support approximately 296,000 square feet of traditional light 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-1 area is similar to the area of Dutch Square from N Green Meadows Drive to Judges Road.
- The acreage currently zoned I-1 is proposed to be rezoned to R-5. If developed at the maximum density of 8 units per acre, this could yield a potential maximum of 496 dwelling units.
- Based on the allowable densities of the proposed districts, a maximum of 1,462 potential dwelling units may be accommodated on the 158.65-acre site.
- Although there are a limited number of civic, institutional, educational, and recreational uses permitted by-right in the RMF-L and R-5 districts, 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.

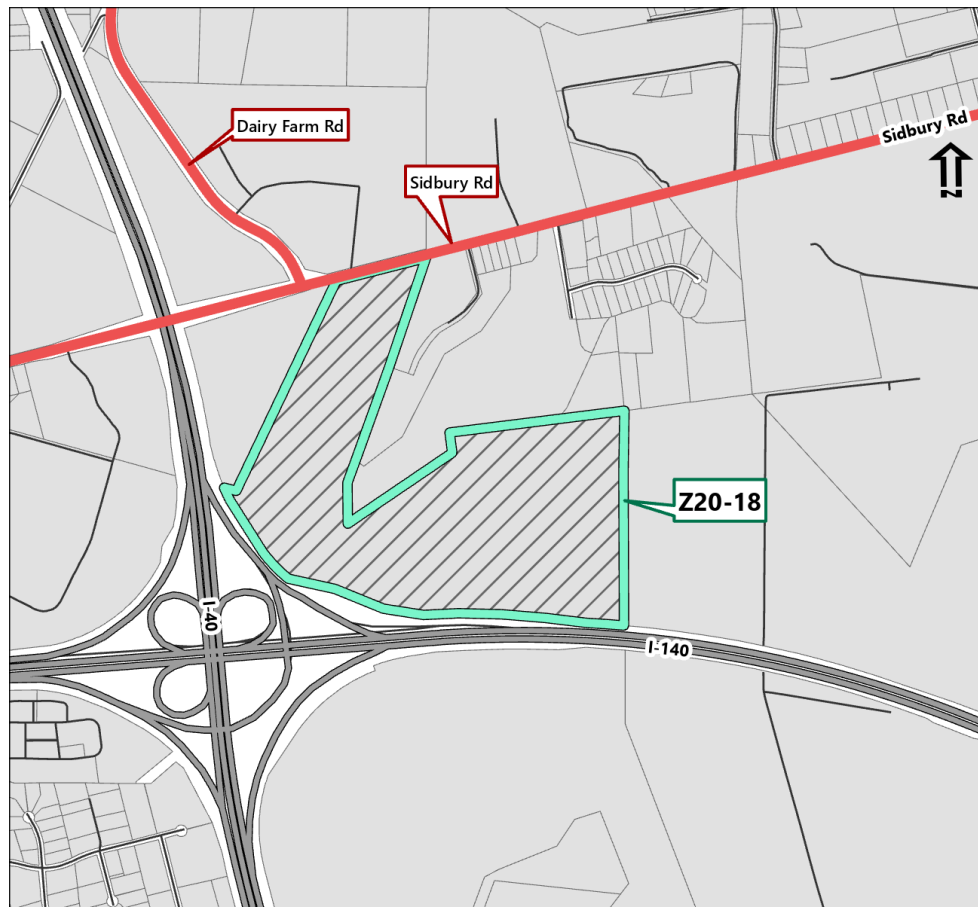
	Residential	Industrial/Commercial
Typical Development under Current Zoning:	R-15: 242 Dwelling Units	I-1: 296,000 sf
Typical Development under Proposed Zoning:	RMF-L: 966 Dwelling Units R-5: 496 Dwelling Units Total: 1,462 Dwelling Units	None
Net Change:	+ 1,220 Dwelling Units	- 296,000 sf

AREA SUBDIVISIONS UNDER DEVELOPMENT



TRANSPORTATION

- The site is accessed by Sidbury 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 242 dwelling units under the performance zoning standards, which is estimated to generate about 177 AM and 237 PM peak hours. The trips generated from existing I-1 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 296,000 sf of light industrial uses or comparable development could be built and is estimated to generate about 100 AM and 78 PM peak hours. The total number of potential trips generated under the current zoning districts is approximately 277 AM and 315 PM peak hour trips.
- Under the proposed zoning districts, 1,462 dwelling units could potentially be constructed on the site, which is estimated to generate about 627 trips in the AM and 750 trips in the PM peak hours, likely over a longer-term phased development.
- If developed at the maximum density for the RMF-L and R-5 districts, the proposal could generate approximately 350 AM peak hour trips and 435 PM peak hour trips more than if developed as currently zoned.

	Intensity	Approx. Peak Hour Trips
Existing Development:	Undeveloped	0 AM / 0 PM
Typical Development under Current Zoning:	R-15: 242 single-family homes I-1: 296,000 sf General Light Industrial (ITE-110) TOTAL:	177 AM / 237 PM 100 AM / 78 PM 277 AM / 315 PM
Potential Trip Generation under Proposed Zoning:	RMF-L: 966 units 70% Apts – 676 15% Townhomes – 145 15% SFD – 145 R-5: 496 performance units Townhomes TOTAL:	233 AM / 277 PM 68 AM / 82 PM 108 AM / 145 PM 218 AM / 246 PM 627 AM / 750 PM
Potential Net Change under Proposed Zoning:	–	+ 350 AM / + 435 PM

- Sidbury Crossing, a proposed development consisting of 288 multi-family units located to the north of the subject property off Dairy Farm Road, was approved by the Board of Commissioners at the October 5, 2020 meeting.
- A recent Traffic Impact Analysis (TIA) completed for Sidbury Crossing (that does not include this subject proposal) can help provide general information on the Levels of Service (LOS) of nearby intersections in the area. The TIA studied the intersections of Dairy Farm Road at Sidbury Road, Blue Clay Road at Sidbury Road, and N College Road at Blue Clay Road.
- The Sidbury Crossing TIA found that the intersections of Dairy Farm Road at Sidbury Road and Blue Clay Road at Sidbury Road are expected to remain at an acceptable LOS with adequate capacity to accommodate the trip generation from development of the subject rezoning request.
- However, according to the TIA, the intersection of N College Road at Blue Clay Road is expected to see a decrease in LOS to below acceptable levels with increased delays, most notably on the eastbound left turn movement from Blue Clay Road to N College Road. Any improvements required to mitigate impacts to this intersection directly related to the subject property would be addressed at the time of an actual development proposal on this site.
- In addition to the Sidbury Crossing TIA information, 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

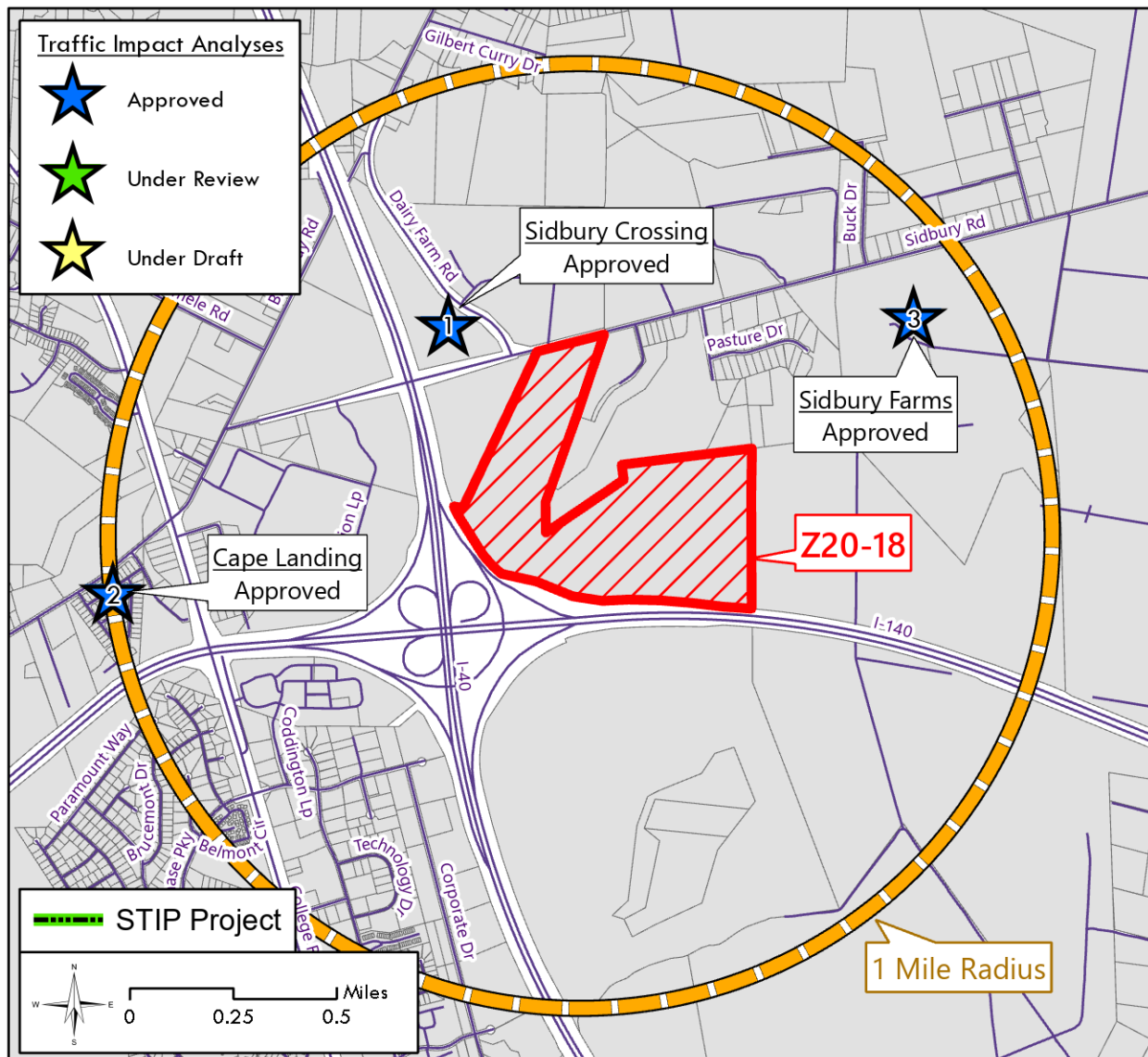
generally considered a more effective measure when determining the Level of Service of a roadway.

- The most recent traffic counts in the area indicate capacity currently exists on the Sidbury Road corridor.

NCDOT Average Annual Daily Traffic (AADT) - 2018

Road	Location	Volume	Capacity	V/C
Sidbury Road	5400 Block (east of Dairy Farm Road)	4,200	12,500	0.34

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.

Proposed Development	Land Use/Intensity*	TIA Status
1. Sidbury Crossing	<ul style="list-style-type: none">• 320 Apartments	<ul style="list-style-type: none">• Approved August 17, 2020• Full Build 2024
The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none">• Installation of southbound and westbound turn lanes; extension of eastbound turn lane at Dairy Farm Road and Sidbury Road.• Realignment of the intersection of Blue Clay Road and Sidbury Road.• Installation of westbound turn lane, extension of westbound turn lane, and signal modification at N College Road and Blue Clay Road.		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none">• Cape Landing• Sidbury Farms		
Development Status: Conditional rezoning request scheduled to be heard at October 5, 2020 Board of Commissioners meeting.		

Proposed Development	Land Use/Intensity	TIA Status
2. Cape Landing	126 single-family	<ul style="list-style-type: none">• Approved December 21, 2017• 2021 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">• Extension of the existing eastbound left-turn lane at Blue Clay Road and N. College Road.		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none">• None		
Development Status: Phase 1 is nearing completion with approximately 55 homes being constructed and occupied. Roadway improvement will be required with Phase 2 of development.		

Proposed Development	Land Use/Intensity	TIA Status
3. Sidbury Farms	<ul style="list-style-type: none"> 655 single-family dwellings 103 townhomes 	<ul style="list-style-type: none"> Approved February 12, 2020 Build Out Years: <ul style="list-style-type: none"> 2024 – 258 SFDs 2029 – 421 SFDs, 59 townhomes 2034 – Full Build
<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 right and left turn lanes at the site's access points on Sidbury Road (Phase 1). Installation of southbound right turn lane and westbound right turn lane, and extension of the westbound left turn lane and northbound right turn lane at the intersection of N. College and Blue Clay Road (Phase 2). Installation of a roundabout at Sidbury Road and Blue Clay Road (Phase 2). Installation of a southbound left turn lane at Dairy Farm Road and Sidbury Road (Full Build) 		
<p><u>Nearby Proposed Developments included within the TIA:</u></p> <ul style="list-style-type: none"> Scott's Hill Medical Blake Farms Scott's Hill Village Cape Landing Coastal Prep Academy 		
<p>Development Status: Construction plans for Phase 1 are currently under review.</p>		

ENVIRONMENTAL

- A portion of the subject property just northeast of the I-40/I-140 interchange, within the area proposed to be rezoned to R-5, contains Special Flood Hazard Areas. Any proposed development within this area must comply with applicable floodplain management regulations. The property does not contain any Natural Heritage Areas.
- The property is within the Prince George 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) and Class III (severe limitation) soils. However, the site is expected to be served by CFPWA as utilities become available.

OTHER CONSIDERATIONS

SCHOOLS

- Students generated from this development would be assigned to Castle Hayne Elementary, Holly Shelter Middle, and Laney High schools. Students may apply to attend public magnet, year-round elementary, or specialty high schools.
- A maximum of 242 dwelling units would be permitted under the current R-15 zoning base density, and 1,462 units could potentially be developed under the proposed zoning for an increase of 1,202 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 districts can be estimated to generate 351 (161 elementary, 73 middle, and 117 high) students, which is approximately 293 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>Development Type</i>	<i>Intensity</i>	<i>Estimated Student Generation</i>
Existing Development	Undeveloped	Total: 0 (0 elementary, 0 middle, 0 high)
Typical Development under Current Zoning	242 residential units	Total: 58 (27 elementary, 12 middle, 19 high)
Potential Development under Proposed Zoning Districts	1,462 residential units	Total: 351 (161 elementary, 73 middle, 117 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**

Level	Total NHC % Capacity	School	Enrollment of Assigned School	Capacity of Assigned School w/ Portables	% of Capacity of Assigned School	Funded Capacity Upgrades
Elementary	97%	Castle Hayne	483	529	91%	None
Middle	107%	Holly Shelter	917	934	98%	None
High	105%	Laney	2,063	1,903	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 northeast quadrant of the interchange of I-40 and I-140, which separates the western and southern boundaries of the site from adjacent land-uses.
- The northern portion of the site is adjacent to Sidbury Road and has direct access to the NCDOT maintained collector road. The site is adjacent to undeveloped property on other boundaries with the exception of the far northeastern corner, which is adjacent to attached single-family dwelling units.
- The proposed districts provide 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 districts eliminate the potential for 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 higher density housing and commercial uses along the Sidbury Road corridor.

Representative Developments of RMF-L:



Woodlands at Echo Farms



Villages at Plantation Landing



Stephens Point

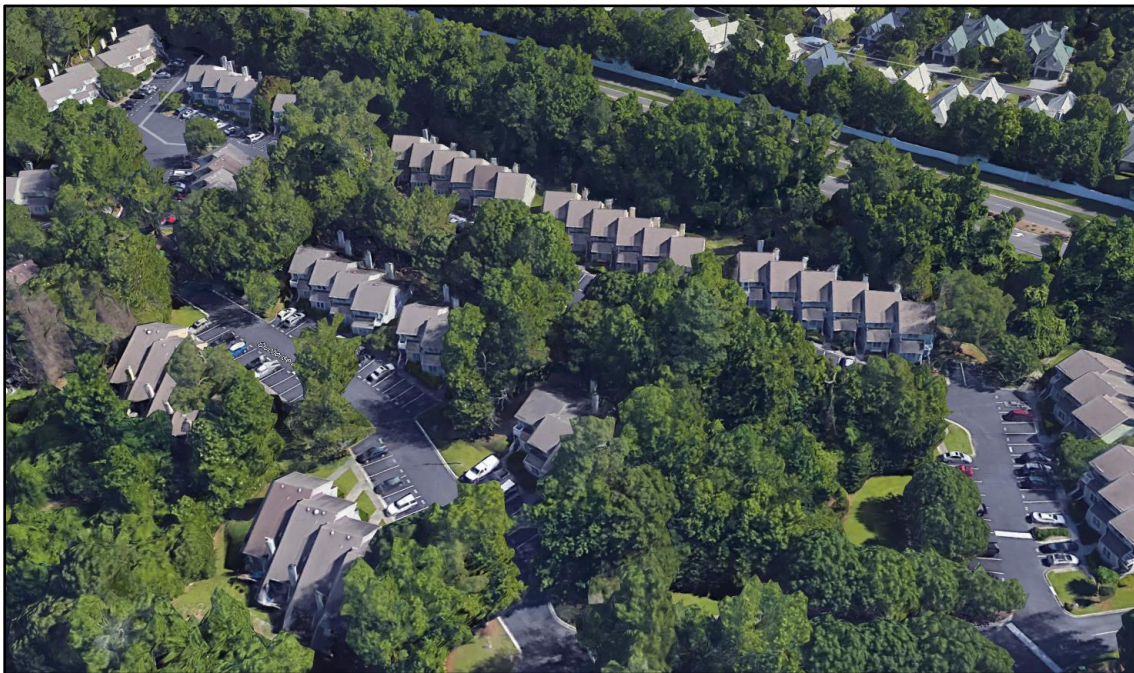
Representative Developments of R-5:



Marsh Oaks



Plantation Village



Lions Gate

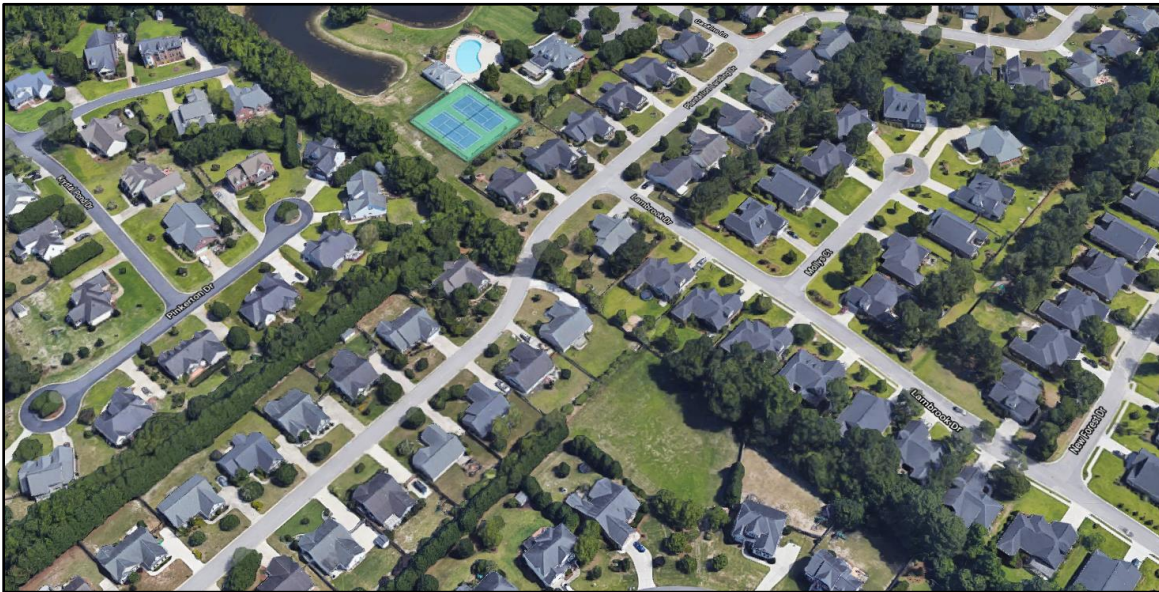
Representative Developments of R-15:



Grayson Park



Clay Crossing



Plantation Landing

Representative Industrial Developments:



Northchase Industrial Park



Dutch Square



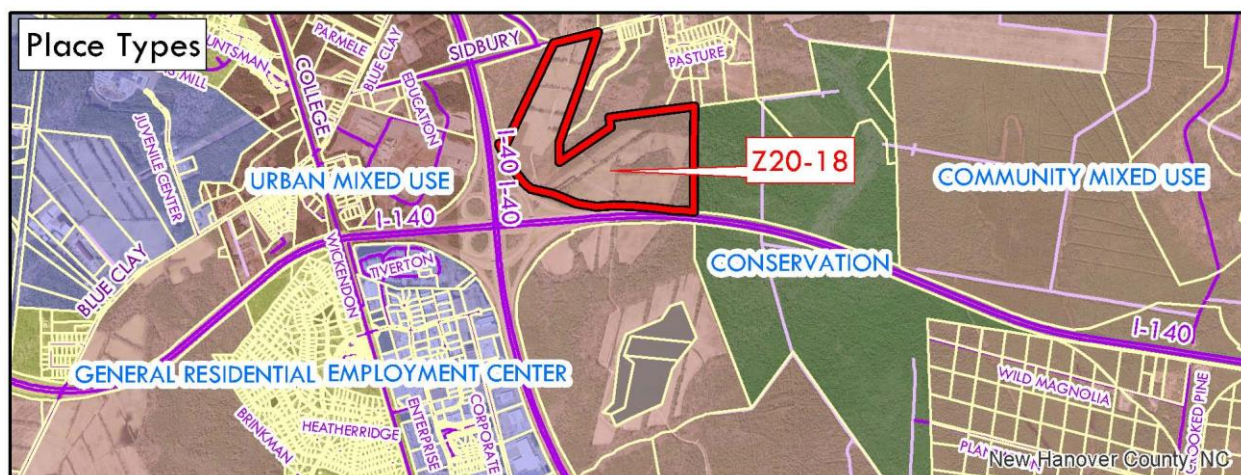
Portion of Dutch Square

NEW HANOVER COUNTY STRATEGIC PLAN

- One of the goals of the New Hanover County Strategic Plan for 2018-2023 is to encourage the development of complete communities in the unincorporated county by increasing housing diversity and access to basic goods and services.
- The subject site is located in the Castle Hayne community area. Detached single-family homes are the predominant housing type in this community, making up 75% of existing residential units. Planned development in this area (Sidbury Farms, Parsons Mill, and Sidbury Crossing) is also primarily detached single-family residential.
- The proposed R-5 and RMF-L districts would allow for attached housing types less likely under the current R-15 zoning and could increase the diversity of housing types in the Castle Hayne community area.

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	Community Mixed Use is a common place type designation along major roadways as its higher densities and mix of uses provides for an orderly transition of densities and intensities to areas farther from the roadway corridor and existing low-density development. Typical zoning associated with this place type includes moderate density residential, commercial, office and institutional, and mixed-use.

	<p>The proposed RMF-L and R-5 zoning districts were designed to allow the residential densities outlined for Community Mixed Use places, which provides for residential densities of up to 15 units/acre. R-5 allows for up to 8 dwelling units/acre, and RMF-L allows up to 10 units/acre. The existing R-15 only allows for by-right residential density of 2.5 units/acre, which is less consistent with the Community Mixed Use designation. In addition, the current I-1 zoning designation would allow for the commercial uses recommended for Community Mixed Use areas but is more commonly associated with Employment Centers and Commerce Zones because of the range of industrial uses possible.</p> <p>The densities and range of housing types permitted by the proposed rezoning would allow for the desired development pattern in this area and provide an efficient use of land between the interstate highway and CFCC Growth Node to the west and the existing residential districts and future Community Mixed Use development along Sidbury Road to the east.</p>
Consistency Recommendation	<p>The proposed RMF-L and R-5 zoning is generally CONSISTENT with the 2016 Comprehensive Plan because the densities and uses allowed in these districts are more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning. These districts would allow for the development pattern and diverse housing options recommended for this area and would provide an orderly transition from a major road corridor to areas zoned for lower density housing.</p>

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 potential proximity of multi-family buildings to private amenities on an adjacent single-family property, drainage, traffic, impacts to schools, and impacts to wildlife. The Planning Board recommended approval of the application (5-0), finding it to be:

CONSISTENT with the purposes and intent of the Comprehensive Plan because these districts are more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning and would allow for the diverse housing options recommended for this area. The Planning Board also found recommending **APPROVAL** of the rezoning request is reasonable and in the public interest because it would allow for the desired development pattern in this area and provide an efficient use of land between the interstate highway and CFCC Growth Node to the west and the existing residential districts and future Community Mixed Use development along Sidbury Road to the east.

STAFF RECOMMENDATION

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

I move to **APPROVE** the proposed rezoning to a RMF-L and R-5 district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because these districts are more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning and would allow for the diverse housing options recommended for this area. I also find **APPROVAL** of the rezoning request is reasonable and in the public interest because it would allow for the desired development pattern in this area and provide an efficient use of land between the interstate highway and CFCC Growth Node to the west, and the existing residential districts and future Community Mixed Use development along Sidbury Road to the east.

Alternative Motion for Denial

I move to **DENY** the proposed rezoning to a RMF-L and R-5 district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because these districts are more in line with the densities and uses recommended for Community Mixed Use areas than the existing zoning and would allow for the diverse housing options recommended for this 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 areas.