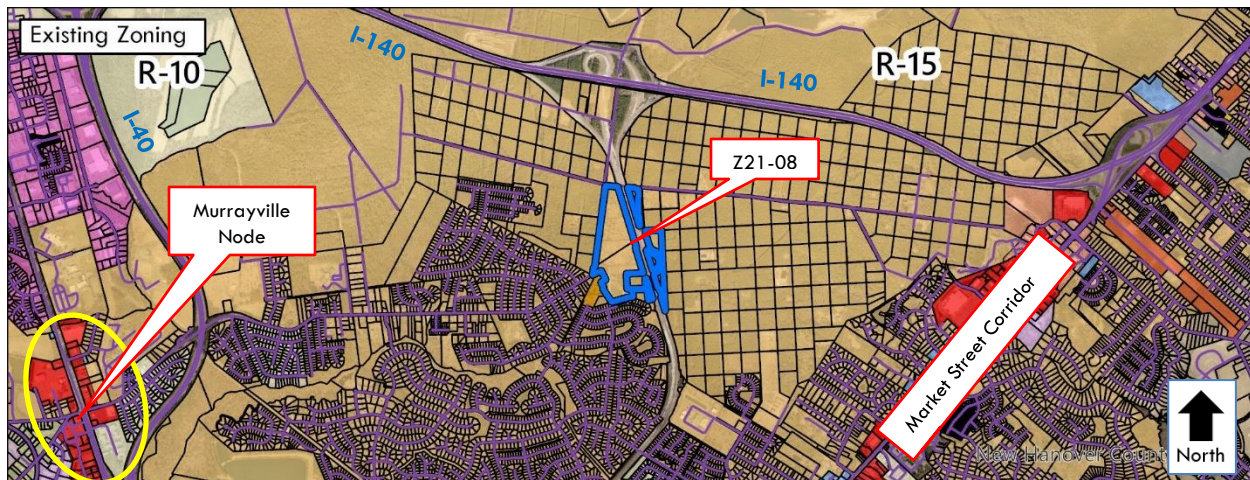


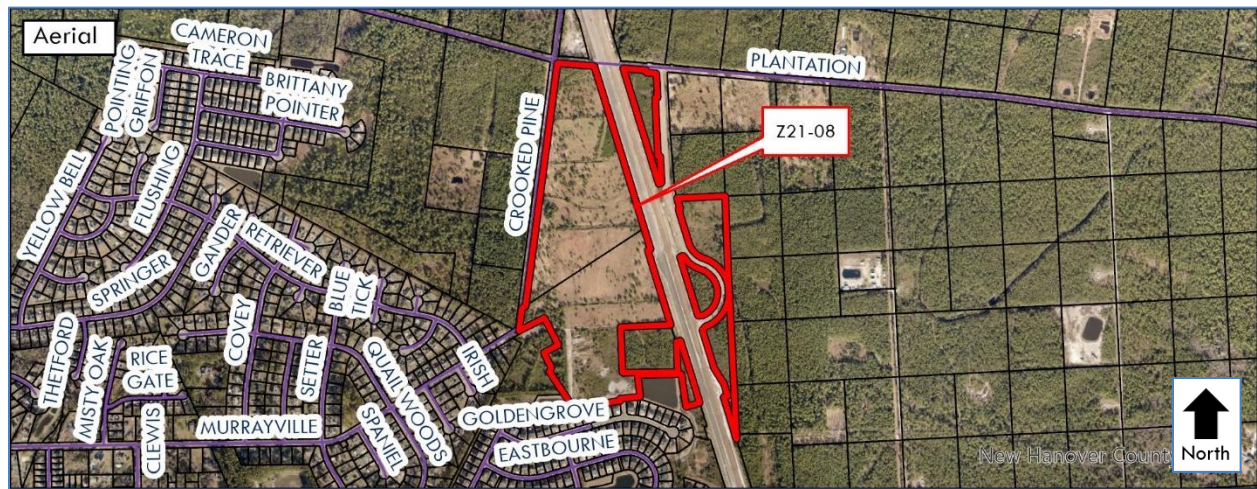
# STAFF REPORT FOR Z21-08

## PLANNED DEVELOPMENT APPLICATION

APPLICATION SUMMARY	
<b>Case Number:</b> Z21-08	
<b>Request:</b> Rezoning to a Planned Development (PD) district	
<b>Applicant:</b> TDR-HL, LLC	<b>Property Owner(s):</b> TDR-HL, LLC
<b>Location:</b> Eastern terminus of Murrayville Road	<b>Acreage:</b> 62.77
<b>PID(s):</b> R02800-004-031-000 R02800-004-104-000	<b>Comp Plan Place Type:</b> Community Mixed Use
<b>Existing Land Use:</b> Undeveloped	<b>Proposed Land Use:</b> Mixed-Use development
<b>Current Zoning:</b> R-15, Residential	<b>Proposed Zoning:</b> PD, Planned Development



SURROUNDING AREA		
	LAND USE	ZONING
<b>North</b>	Undeveloped	R-15
<b>East</b>	Undeveloped	R-15
<b>South</b>	Single-Family Residential	R-15
<b>West</b>	Undeveloped, Single-Family Residential attached and detached	R-15, R-5



## ZONING HISTORY

<b>July 7, 1972</b>	Initially zoned R-15 (Area 8B)
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## COMMUNITY SERVICES

<b>Water/Sewer</b>	Water and sewer services are available through CFPUA. Specific design will be determined during site plan review, and mainline extensions will be required.
<b>Fire Protection</b>	New Hanover County Fire Services, New Hanover County Northern Fire District, New Hanover County Murrayville Station
<b>Schools</b>	Murrayville Elementary, Trask Middle, and Laney High Schools
<b>Recreation</b>	Smith Creek Park, Olsen Park, Ogden Park

## CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

<b>Conservation</b>	No known conservation resources
<b>Historic</b>	No known historic resources
<b>Archaeological</b>	No known archaeological resources

## APPLICANT'S PROPOSED MASTER PLAN

### Overview

- The Planned Development (PD) district is a type of conditional zoning district that includes a site-specific design (master plan), and mutually agreed upon conditions can be attached. Master plans for PD districts are intended to be in a “bubble” format that illustrate the general location and intensity of the land uses within the development. Planned developments must be constructed in accordance with the standards established in the approved master plan and must comply with all other applicable development regulations (stormwater, landscaping, roadways, parking, etc.). Compliance with the master plan and other applicable regulations is verified during the review of a site-specific development proposal located within the planned development.
- The PD district was established to encourage innovative, integrated, and efficient land planning and site design concepts that achieve a high quality of development, environmental sensitivity, and adequate public facilities and services. The PD district can also provide more flexibility from conventional development standards, such as parking and street design, in order to help create a more mixed-use, pedestrian-oriented development.

#### 3.3.7. PLANNED DEVELOPMENT (PD) DISTRICT

[09-08-2020]

##### A. Purpose

The Planned Development (PD) District is established to encourage innovative, integrated, and efficient land planning and site design concepts that achieve a high quality of development, environmental sensitivity, and adequate public facilities and services, and that provide community benefits, by:

- Reducing the inflexibility of zoning district standards that sometimes result from strict application of the base district, and development standards;
- Allowing greater flexibility in selecting: the form and design of development, the ways by which pedestrians and traffic circulate, how the development is located and designed to respect the natural features of the land and protect the environment, the location, and integration of open space and civic space into the development, and design amenities;
- Encouraging a greater mix of land uses within the same development;
- Allowing more efficient use of land, with smaller networks of streets and utilities;
- Providing pedestrian connections within the site and to the public right-of-way; and
- Promoting development forms and patterns that respect the character of established surrounding neighborhoods and other types of land uses.

##### B. Concept



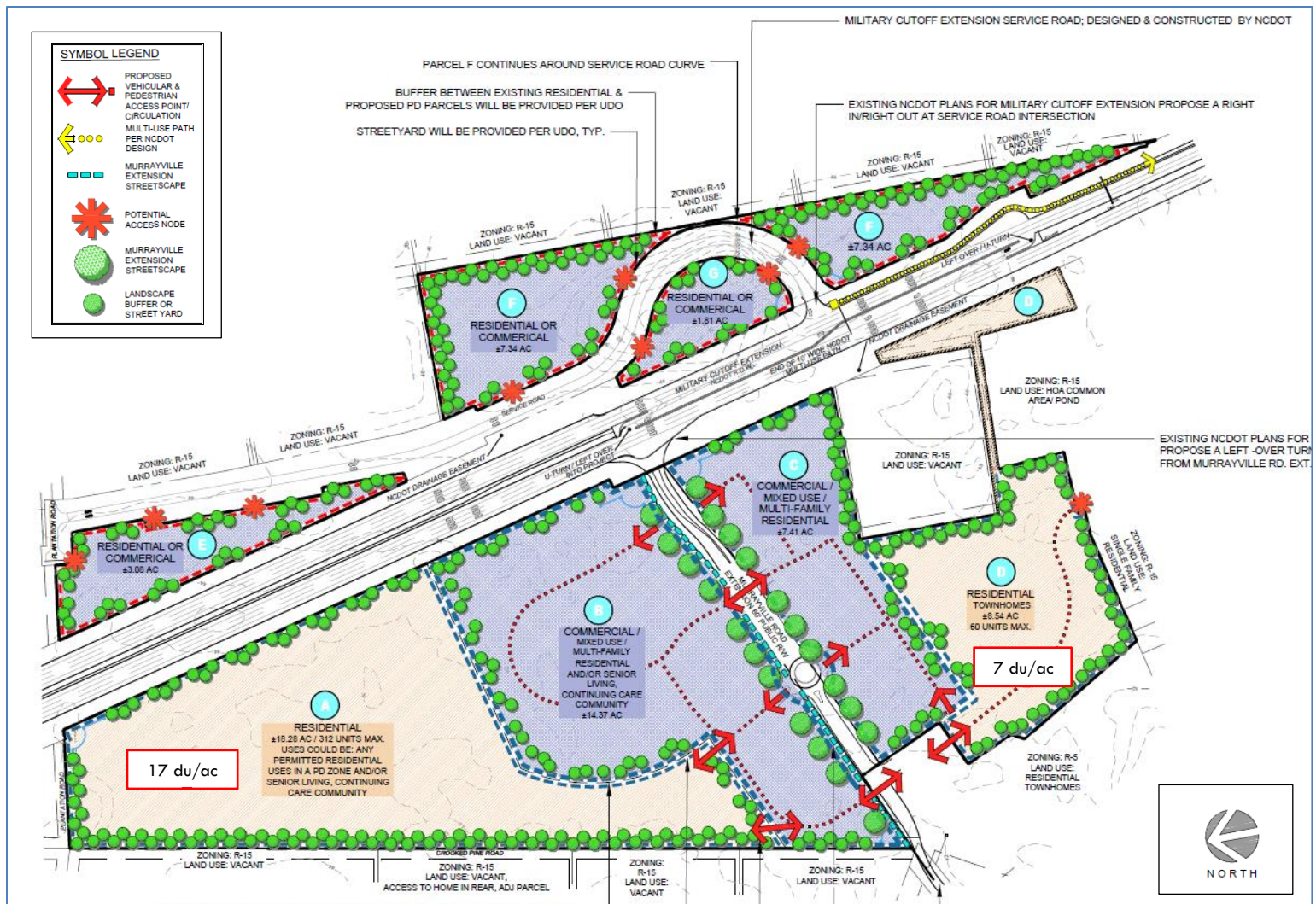
##### C. Use Standards

Allowed uses and use-specific standards for principal, accessory, and temporary uses are identified in Article 4: Uses and Use-Specific Standards. The allowed uses are only permitted for development if they are included in the MPD Master Plan that is approved as part of the PD district in accordance with Section 3.3.3.A, MDP Master Plan.

#### *UDO Section 3.3.7 – Planned Development (PD) District*



- Planned Developments are often used for larger, multi-phase projects or integrated projects with longer anticipated build-outs. This approach is intended to balance providing flexibility so a project can adapt to changes in market conditions while providing a clear expectation of future development for stakeholders and adjacent property owners.



*Proposed Site Plan with Staff Markups*

- The proposed PD district would allow for the development of a mixed-use project centered around a mixed-use node at the planned intersection of the Murrayville Road Extension and Military Cutoff Extension. The proposal would extend Murrayville Road approximately 1/4 mile eastward to the intersection of Military Cutoff Extension to provide additional interconnectivity in this portion of the county.
- This extension would create three master-planned areas within the subject site centered around a mixed-use core along a neighborhood streetscape fronting the Murrayville Road Extension. A proposed roundabout and additional access points are planned along this segment of the roadway to provide internal interconnectivity to other portions of the development.

- On the north side of the Murrayville Road Extension, approximately 14.37 acres fronting the roadway is planned for a mix of uses including commercial, multi-family residential, and senior living. An additional 18.26 acres north of this area is planned for residential development and senior living consisting of approximately 312 units in a range of housing options at a maximum density of 17 du/ac abutting currently undeveloped tracts.
- On the south side of the Murrayville Road Extension, approximately 7.41 acres adjacent to the roadway is planned for a mix of commercial and multi-family residential. An additional 8.54 acres south of this area is planned for a maximum of 60 townhomes at a density of 7 du/ac, providing a transition from the mixed-use areas along the Murrayville Road Extension to single-family detached portions of Hanover Reserve south of the subject site which have been previously approved.
- On the eastern side of the Military Cutoff Extension, four areas totaling 19.57 acres are planned for either residential or commercial development to provide flexibility in adapting to market conditions. Specific uses and area totals for commercial development were listed for study in the Traffic Impact Analysis (detailed in the TIA section of this report). Generally, the proposed commercial development in the TIA scope consists of just under 300,000 total square feet of non-residential development.
- The proposal contains a maximum of 473 residential units throughout the subject site. 372 units are proposed with a range of housing products in addition to senior living on the western side of Military Cutoff Extension. The remainder of residential units may be spread throughout the other areas identified as *Residential* on the master plan but will not exceed the proposed maximum.
- Building heights in the solely residential areas of the master plan (Section A and D) are proposed at a 65' maximum except for the planned townhomes in Section D, where a 35' maximum is proposed.
- Building heights in the commercial and mixed-use areas of the master plan (Sections B, C, E, F, G) are proposed at an 80' maximum except for buildings adjacent to the periphery of the site, where a 60' maximum is proposed. The PD district allows for 80' maximum building heights in Community Mixed Use areas identified on the New Hanover County Future Land Use Map and fronting along a collector, minor arterial, or principal arterial.
- The applicant's proposed Terms & Conditions document states that areas designated for Residential Use on the proposed master plan may allow any residential land use permitted within the PD district except for the following:
  - Mobile Home;
  - Mobile Home, Doublewide;
  - Mobile Home Park;
  - Mobile Home Subdivision

- The applicant's proposed Terms & Conditions document states that areas designated for Mixed-Use and Commercial on the proposed master plan may allow any commercial use permitted within the PD district.
- These uses would include the following from the Principal Use Table in the UDO:

#### Commercial Uses

- |  |  |
|--|--|
| ▪ Bar/Nightclub  | ▪ Instructional Services and Studios               |
| ▪ Event Center   | ▪ Personal Services, General                       |
| ▪ Indoor Recreation Establishment                      | ▪ Convenience Store                                |
| ▪ Outdoor Recreation Establishment                     | ▪ Food Market                                      |
| ▪ Animal Grooming Service                              | ▪ Grocery Store                                    |
| ▪ Equestrian Facility                                  | ▪ Pharmacy   |
| ▪ Veterinary Service                                   | ▪ Retail Nursery                                   |
| ▪ Bank/Financial Institution                           | ▪ Retail Sales, Building and Construction Supplies |
| ▪ Business Service Center                              | ▪ Retail Sales, General                            |
| ▪ Funeral Services                                     | ▪ Boat Dealer                                      |
| ▪ Mini-Warehouse/Self Storage                          | ▪ Car Wash   |
| ▪ Repair Shop  | ▪ Equipment Rental and Leasing                     |
| ▪ Commercial Kitchen, Catering                         | ▪ Farm Implement Sales                             |
| ▪ Microbrewery/Microdistillery                         | ▪ Fuel Sales                                       |
| ▪ Restaurant   | ▪ Mobile Home and Prefab Building Sales            |
| ▪ Campground/RV Park                                   | ▪ Vehicle Rentals                                  |
| ▪ Hotel or Motel                                       | ▪ Vehicle Sales                                    |
| ▪ Contractor Office                                    | ▪ Vehicle Service Stations (Large, Major, Minor)   |
| ▪ Offices for Private Business/Professional Activities |  |
| ▪ Dry Cleaning/Laundry Plant                           |  |

- In addition, the following office, civic and institutional, educational health care, industrial, and limited manufacturing uses are proposed to be allowed in the Mixed-Use and Commercial areas on the master plan:

Office, Civic and Institutional, Educational Services, Health Care Facilities:

- Adult Day Care
- Child Care Center
- Family Child Care Home
- Library
- Community Center
- Lodges, Fraternal, & Social Organizations
- Museum
- Post Office
- Senior Living, Assisted Living, Continuing Care Retirement Community
- Hospital, Medical & Dental Office and Clinic
- Nursing and Rehabilitation Center

Industrial and Limited Manufacturing:

- Broadcasting and Production Studio
- Research and Development Facility
- Artisan Manufacturing
- Beverage Manufacturing
- Mini-storage/self-storage
- Printing and Related Support Activities
- Office/Flex warehouse
- Watercraft and watercraft accessories and RV storage (if fenced/gated), includes drystack facilities
- Wholesaling

- The proposed Terms & Conditions document states that the following uses will not be permitted within areas designated for Mixed-Use and Commercial on the proposed master plan:
  - Animal Shelter;
  - Kennel;
  - Vehicle Towing Service

## Compensating Community Benefits

- In accordance with the standards of the Unified Development Ordinance (UDO), a Planned Development (PD) District must identify the compensating community benefit of the proposed project that helps achieve the stated goals of the district (noted on page 3). These benefits can include, but are not limited to: improved design, natural preservation, improved connectivity, mixed-use development, green building practices, and the dedication of land for public purposes. The applicant states the proposal would provide the below community benefits (quoted text taken directly from the application):

### 1. Improved Design

- *"This project has four main components all contributing to improved design:*
  - *Building a roadway connection that can alleviate traffic congestion in the northern part of New Hanover County.*
  - *The extension of Murrayville Road which moves the County closer to achieving its 2045 transportation goals in extension of the Road to the east. This opens up opportunities for public/private partnership to further vehicular and pedestrian transportation/recreation corridors.*
  - *A mixed-use community developed in a newly opened commercial growth node created in the county by the Military Cutoff Extension (MCE) corridor.*
  - *A cohesively designed project offering a variety of housing types that act as a transition from the proposed commercial/mixed use areas to the existing single-family homes and undeveloped land in the area."*

### 2. Improved Connectivity for Pedestrians and/or Vehicles, Expansion of County-Wide Parks and Recreation Opportunities

- *"Additional connections to existing roads, sidewalks, and paths allowing for bicycle and pedestrian facilities will be provided to improve connectivity internal to the development and, in appropriate places, to and from the development and existing residential and commercial development in the county, beyond the requirements of Section 5.2, Traffic, Access, and Connectivity."*
- *"Murrayville Extension and the developer's on-going work with NCDOT and County staff to plan the Murrayville Road Extension will further secure improved connectivity beyond the borders of the Murrayville area neighborhoods. This project will build an important connection of the County's 2045 transportation plan that could link the Murrayville residents to the regional County amenity of Ogden Park, Market Street, and future growth nodes. The developer is open to discussing private/public partnerships extending multi-modal connections through the development to expand recreation opportunities beyond this development and recognizes the Military Cutoff Extension as a key way to connect a large section of New Hanover County to goods and services without overloading existing roadways. The road will help alleviate congestion in this portion of the County and will form an alternate route to and from area neighborhoods to goods and services within this project and beyond."*



### 3. Mixed-Use Development

- “The proposed development will have a mixture of residential and commercial uses and product types all integrating well thought out design for a variety of residents both in our existing communities and travelers passing through on the future connected bypass network. The mixture of uses will be fully determined as the market drives demand, but the product types identify the myriad of uses possible in the community. However, there could be vertically integrated mixed-use buildings planned as well. These buildings, if constructed as envisioned at this time, will likely be a significant part of the streetscape along Murrayville Road Extension. It is these buildings that will drive the design of the community focusing on streetscapes. Those streetscapes assign identity to a project, create spaces in which we can all partake, and create opportunities to link a variety of goods and services to both existing and newly created community. Mixed-use projects like this one will create parks and recreation opportunities in integrated paths, plazas, courtyards, amenities, and open spaces. These developments also offer a variety of housing types to support a range of incomes and lifestyles as well as supporting an existing, well-established, and thriving single-family community in the nearby neighborhood.”

### 4. Architectural Design

- “The roadway connection is not only focused on vehicles. While the roadway connection will create significant positive impacts to the County as a whole, the road design will also include sidewalks/paths integrated into the overall proposed PD development which enhances pedestrian and bicycle use. This could be a public/private partnership to create a multi-use path (MUP). The sidewalks and paths are intended to be integrated into the plazas and landscaped streetscape along Murrayville Road to create a welcoming streetscape. The applicant intends to introduce safe corridors for the pedestrians to access and interact with the proposed retail/office/restaurant pocket parks, courtyards, and outdoor dining areas. This multi-faceted roadway design will set the tone for the entire development and create a walkable community accessible by sidewalks among and landscaped corridors.”
- “Beyond the connectivity, the mixed-use project will be cohesively designed, meaning the master planned community can create common design themes tying the community together and smoothly transitioning more intensive commercial uses to smaller scale retail, restaurant, and mixed-use buildings to multi-family to townhomes before abutting the existing undeveloped and single-family neighborhoods in the area.”

### 5. Transportation Facilities

- “The project is planning both improved design in the architectural and landscape architectural design as well as an improved traffic design for the area. The developers of this project have worked with New Hanover County planning staff and NCDOT to develop a plan to extend an existing dead-end road, Murrayville Road, to the Military Cutoff Extension (MCE) which is currently under construction. All parties recognized the potential for a commercial node at a new prominent traffic corridor, the MCE. The developer’s plans include extension of the Murrayville Road Extension running through the project as a public right of way to be dedicated to NCDOT. This connection provides a much-needed alternative route for a large number of residents in

*northern New Hanover County. Currently, northern New Hanover County relies heavily on connections to Market Street to get out of their neighborhoods and out to shopping, dining, and entertainment. By converting a dead-end road into an extended road accessing the primary traffic corridor to alleviate traffic on Market Street, especially in the northern part of the county.”*

6. Other Community Benefits

- *“The northern part of New Hanover County is primarily large tracts of vacant land, many tracts without paved roads or adequate access to property and major road networks. One reason for this portion of the county being undeveloped or at the edge of development is the lack of available sewer to support commercial and denser residential development. This project is actively seeking solutions in linking sewer to this development, a potential major commercial and mixed-use hub in New Hanover County. The community benefits are that sewer could be available to a new section of New Hanover County opening up an area for expanded tax base.”*
- *“Improved road connectivity within New Hanover County and nearby counties will be constructed without drastic impacts on existing road infrastructure. Goods and services, dining and entertainment will be offered to a large section of existing homes in northern New Hanover County, all with infrastructure built by and because of this project. While this is new development, it is smart development in all the ways our County’s future land use plan targets as goals and planning guidelines. This project offers so many benefits to the neighboring community by virtue of location and commitment to finding the right infrastructure improvements to better our County as a whole.”*

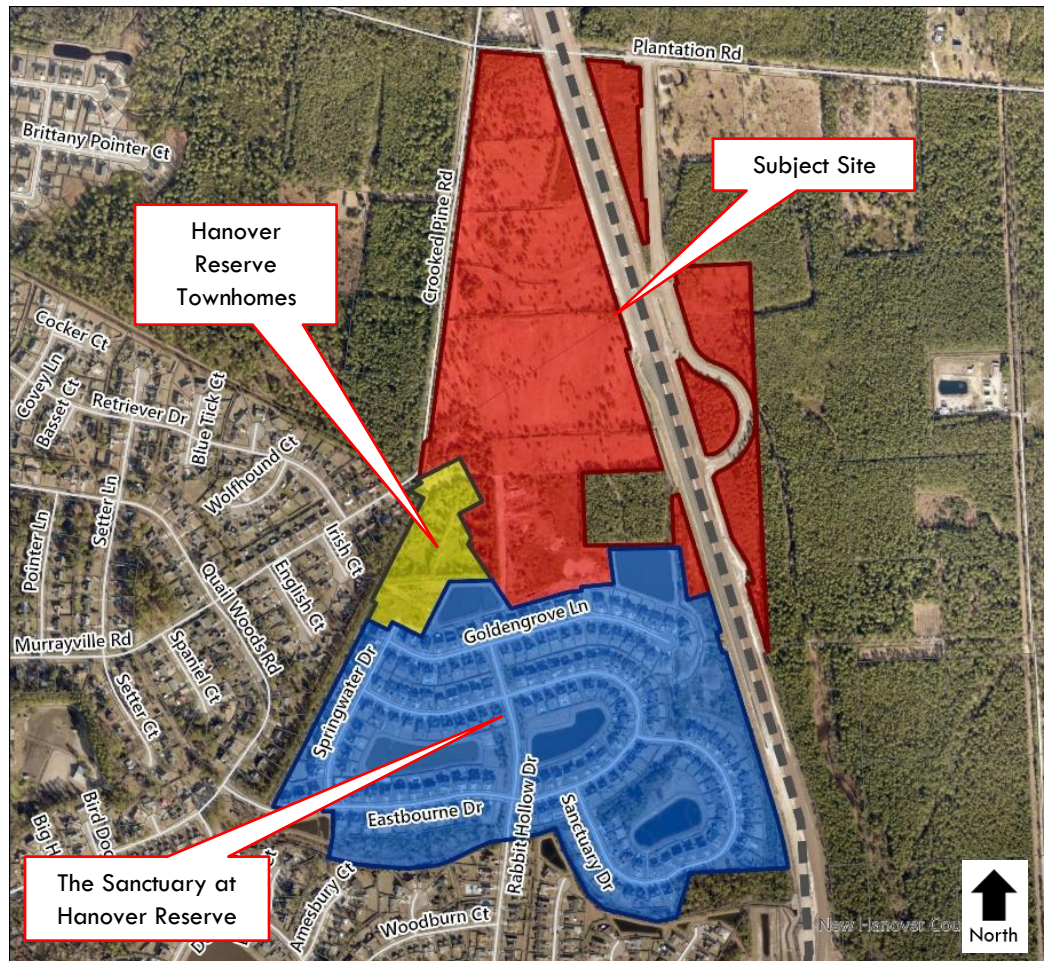
<b>Terms and Conditions</b>
-----------------------------

- In accordance with the standards of the Unified Development Ordinance (UDO), a Planned Development (PD) District includes a Terms and Conditions document that details any conditions of approval or proposed modifications to development standards. The following notable proposed conditions of the proposal are listed below. The full Terms and Conditions document is included in the application and will be incorporated with the master plan if the rezoning is approved.
  1. The use, density of use, and maximum building heights for the areas depicted in detail as on the development plans represent the proposed Planned Development (PD) Zoning district. The detail of the proposed zoning district requirements is represented on the Master Planned Development (MPD) master plan, but this terms and conditions document generally refers to the broad category of use as Commercial, Retail, Restaurant, Office, Mixed-Use, Multi-Family, and/or townhomes. The uses, and other regulations and conditions approved with this terms and conditions document and the MPD may be amended or modified in accordance with County requirements as necessary.
  2. Approval of this rezoning does not constitute technical approval of the site plan. Issuance of all required permits must occur prior to construction commencing.
  3. Proposed maximum density of residential units on this MDP PD is 473 total units, or 7.54 du/ac.
  4. Sidewalks will be provided in ways that promote pedestrian safety and access through the site.

- One component of the proposed plan includes coordinating with NCDOT to develop an extension of the multi-use path (MUP) along the Military Cutoff Extension corridor which is currently projected to end adjacent to the project boundary.
  - The potential extension of the MUP is estimated at least 8' wide along one side of the proposed Murrayville Road extension. Murrayville Road extension is identified as the portion of road connecting to the end of the existing Murrayville Road and continuing to the intersection with the Military Cutoff Extension roadway
  - The developer would coordinate with NCDOT and New Hanover County to identify a safe crossing across Military Cutoff Extension from the MUP to the developer's proposed Murrayville Road MUP.
5. Vehicular access from the master planned development site through to Murrayville Road Extension is open to the public with no gated access.
  6. The developer reserves the right to construct a gated access to the multi-family site to be accessed by residents of the MPD and by emergency vehicles.
  7. Existing vegetation will be augmented as required to meet opacity standards within the project's twenty-foot (20) buffer (depicted on the MPD master plan). The buffer is subject to the applicant's right to install required utilities and infrastructure and make any changes required by this zoning. To the extent necessary to satisfy County standards, additional vegetation, as well as fencing, will be added to the buffer area sufficient to establish required opacity in areas adjacent to residential uses.
  8. The street yard along Murrayville Road is intended to create a streetscape integrating the street yard landscape with the MUP as well as the plazas, courtyards, outdoor dining facilities, and entrances to proposed businesses. Buildings are encouraged to be close to the right of way or provide outdoor seating, dining, courtyards, fountains, or other amenities. As such, the project proposes a creative standard for the Murrayville Extension streetscape. *\*Full standards are located within the Terms & Conditions Document\**
  9. The Residential, Mixed Use and Commercial areas of the MDP shall be limited to the uses listed in the Terms and Conditions document (described on page 5 above).

## ZONING CONSIDERATIONS

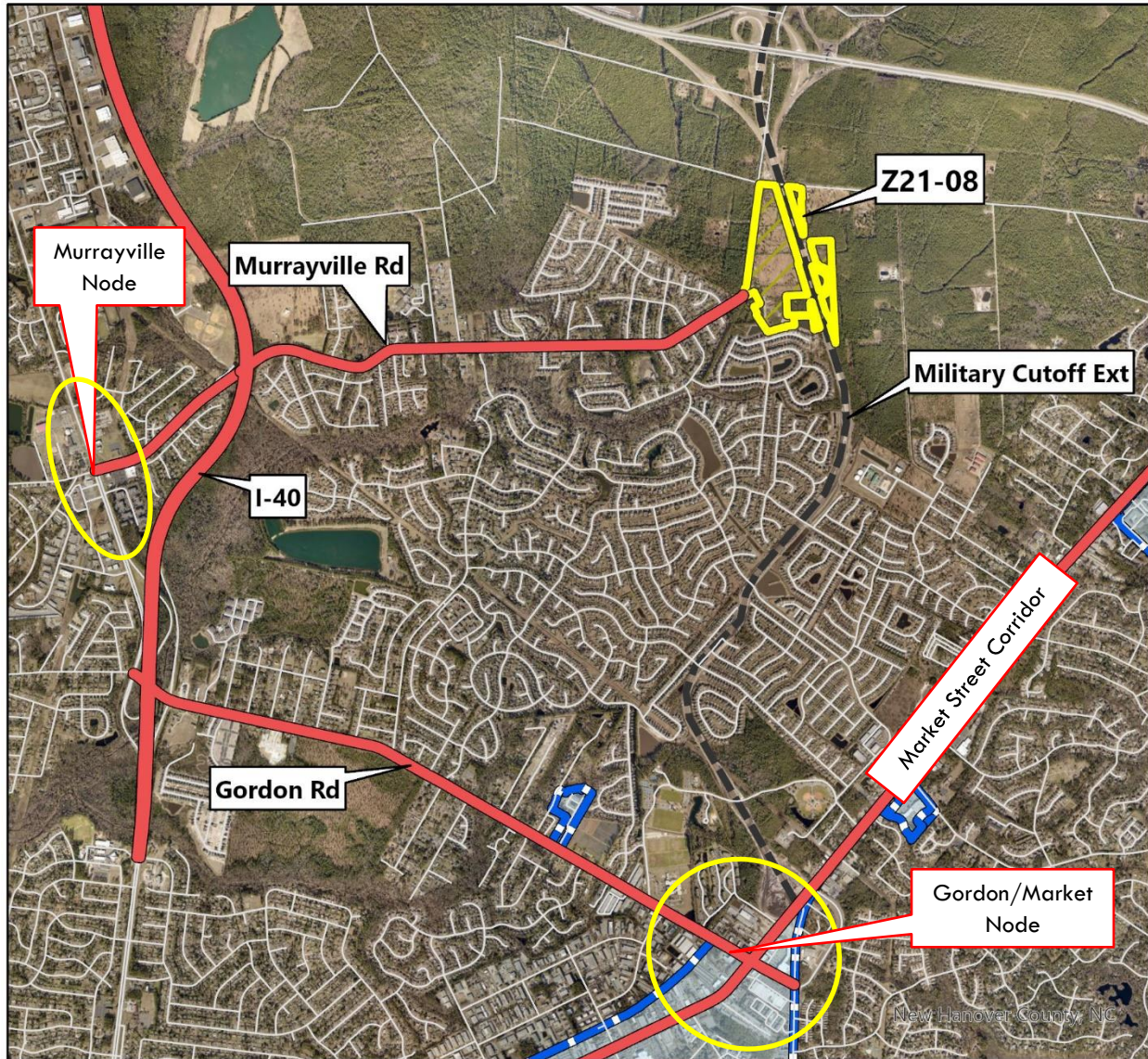
- The R-15 district in this area was established in 1972. At the time, the purpose of the R-15 district was to ensure that housing served by private septic and well would be developed at low densities. Since that time, water and sewer services have become available to the surrounding area; however, it is still mostly zoned for low density housing.
- Under the County's performance residential standards, the site would be permitted up to 157 dwelling units at a density of 2.5 du/ac. The proposed 473 units equates to an overall density of 7.54 du/ac.
- The subject property is adjacent to other portions of the Hanover Reserve development. From 2014 to 2021, separate phases of The Sanctuary at Hanover Reserve were platted with a total of 172 units at a density of 2.5 units per acre, located south of the proposed master plan. In January 2020, the Board of Commissioners approved a rezoning of 6.58 acres located directly southwest of the proposed master plan from R-15 to R-5 to develop 41 townhomes at a density of 6.2 units per acre. It was anticipated that the townhomes would assist in providing a transition in density from the single-family detached development nearby to a future node at the subject site with a future extension of Murrayville Road.



- By adding mixed-use zoning to the subject site, commercial services would be located within this larger residential area and access would be provided directly from the Murrayville Road Extension and Military Cutoff Extension. This proposal would provide commercial services closer to the surrounding residential housing, reducing travel time to these services and alleviating congestion along the internal local street network.



- The proposed master plan provides flexibility in the uses permitted in the planning areas, but a mixture of uses that includes non-residential components would be expected in these areas due to the anticipated costs of infrastructure required to be put in place to support the development including transportation and utility extensions.
- Residents in the immediate vicinity of the subject site and within the larger residential area in this portion of the county are closest to goods and services at the commercial node located at the intersection of Murrayville Road and N College Road, the eastern segment of Gordon Road, and along the Market Street corridor.

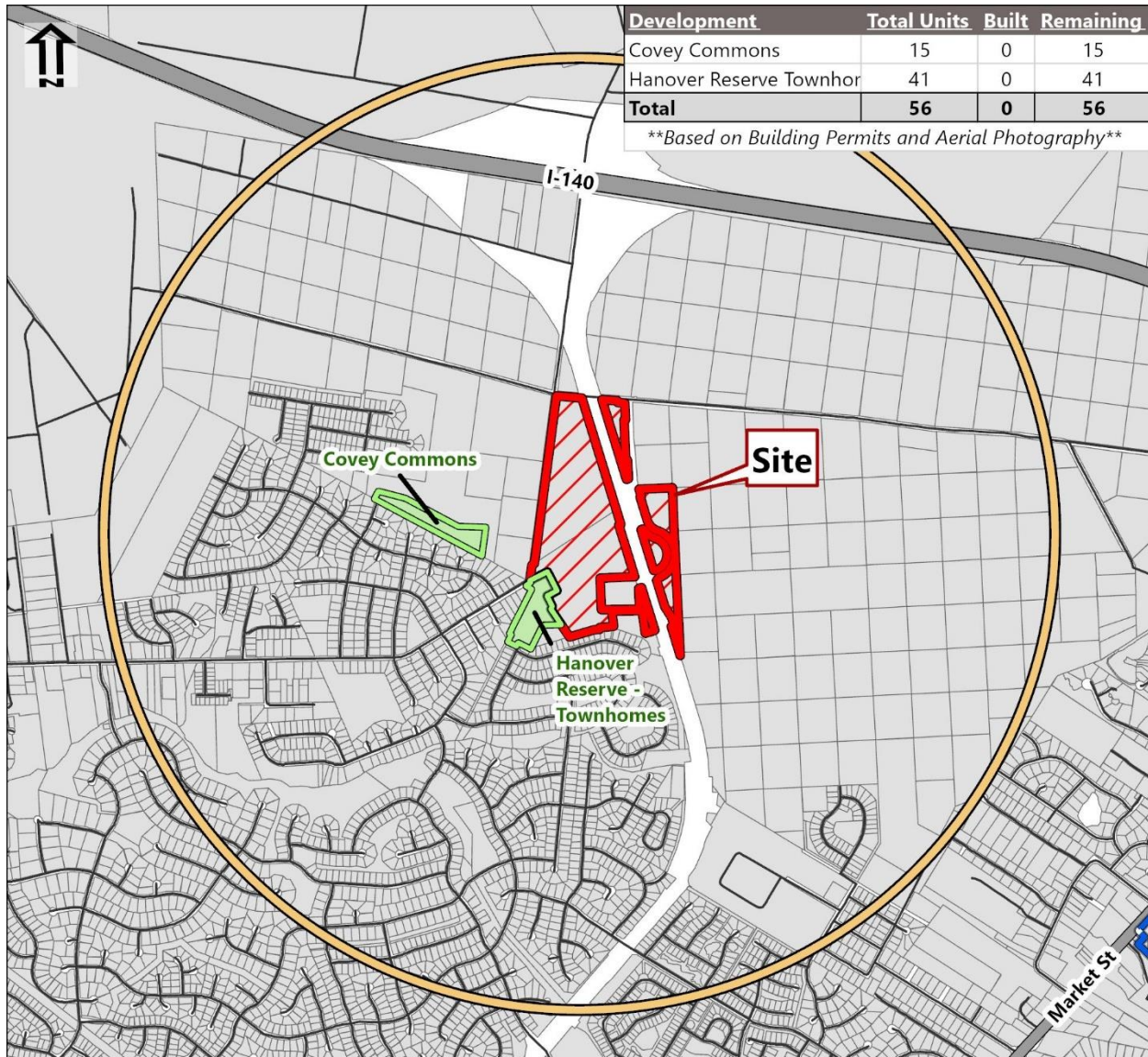


*Primary Commercial Areas in the Project Vicinity*

- A 20' minimum vegetated buffer is provided along the perimeter of the project adjacent to property zoned or developed as R-15 and R-5, Residential Districts.



## AREA SUBDIVISIONS UNDER DEVELOPMENT



## TRANSPORTATION

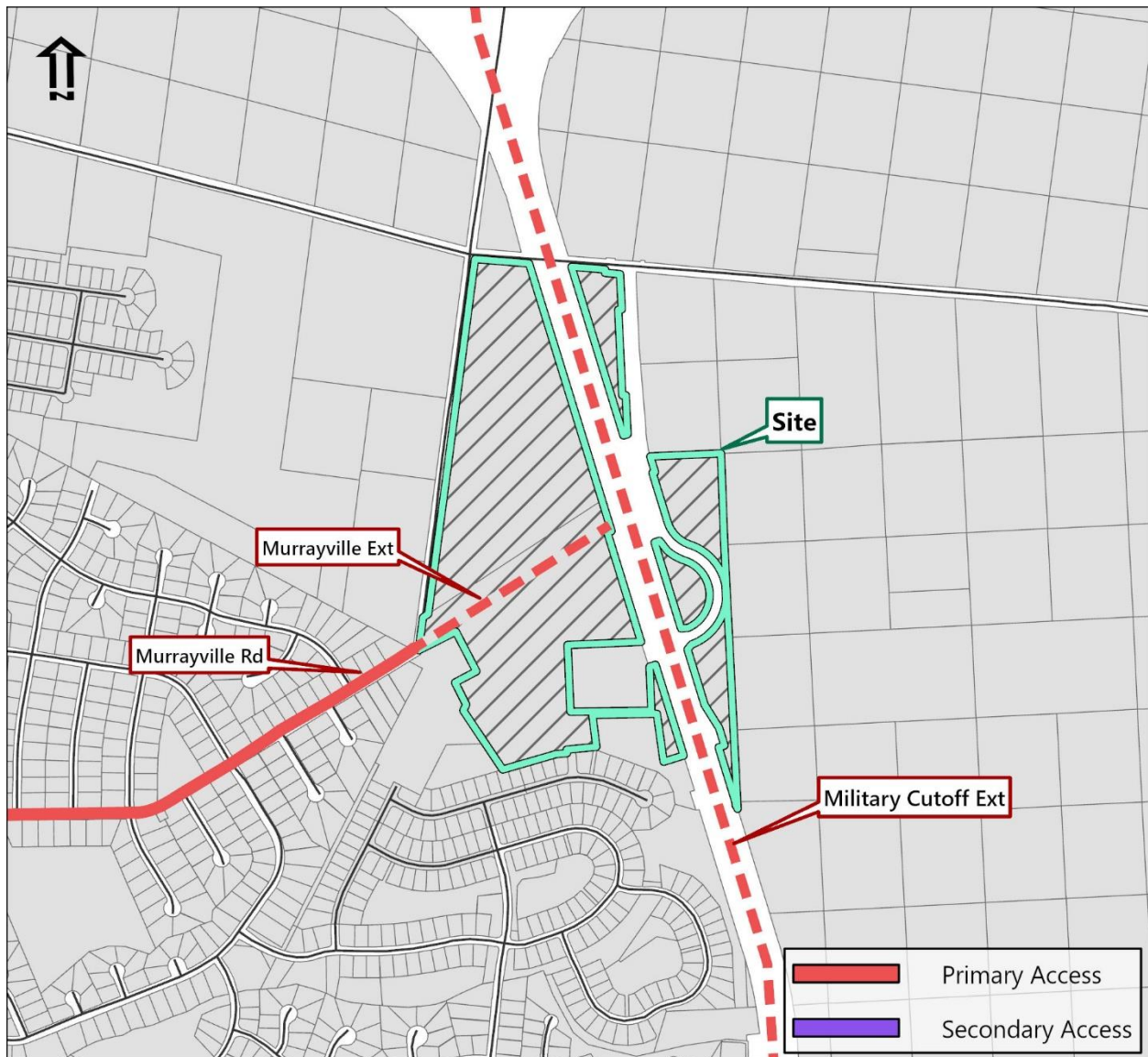
- The site will be accessed primarily by the planned extension of Murrayville Road, which is an existing NCDOT maintained Minor Collector street, as well the Military Cutoff Extension upon completion, which is currently classified as an NCDOT Principal Arterial street.
- Additional vehicular access points are proposed along the Murrayville Road extension to provide internal connectivity within the development. These connections and any other required external connections to adjacent properties will be required to be shown on preliminary plats at the time of specific site plan approvals through the Technical Review Committee.
- The intersection of Murrayville Road and Military Cutoff Extension is planned as a signalized right-in/right-out configuration. This intersection will also be configured with a left-over to Murrayville Road from the northbound lanes of Military Cutoff Extension.



### Notable Roadway Improvements and Access Points

- A proposed service road to the east of the Military Cutoff Extension corridor will provide access to Plantation Road in addition to the parcels on the eastern side of Military Cutoff Extension.
- A gated emergency access point is proposed to the Sanctuary at Hanover Reserve via an existing stub street to Golden Grove Road. In addition, internal access is proposed to the Hanover Reserve townhomes.
- Pedestrian connections will be provided at various points within the development as shown on the master plan to promote a walkable land use pattern.





- As currently zoned, it is estimated the site would generate about 116 trips during the AM peak hours and 157 trips during the PM peak hours if developed at the permitted density.
- A Traffic Impact Analysis (TIA) was conducted for the project and included estimated trip generation occurring in the three separate planning areas; these sections are north of the Murrayville Road Extension, south of the Murrayville Road Extension, and east of Military Cutoff Extension. The TIA estimates a total trip generation of 1,581 AM and 1,971 PM peak hour trips, not adjusted to account for pass-by trips and internal capture. The adjusted total trip generation is estimated at 1,096 AM and 1,191 PM peak hour trips.



- Breakdown of trip generation within the three separate sections for the proposal are summarized in the following tables:

**Estimated Trip Generation North of Murrayville Road Extension**

	<b>Intensity</b>	<b>Approx. Peak Hour Trips</b>
Existing Development:	Undeveloped	0 AM / 0 PM
Typical Development under Current Zoning:	82 single-family homes	63 AM / 84 PM
Proposed PD Development:	Mixed-Use	602 AM / 722 PM**

\*\* Estimated Trip Generation adjusted for pass-by trips and internal capture

**Estimated Trip Generation South of Murrayville Road Extension**

	<b>Intensity</b>	<b>Approx. Peak Hour Trips</b>
Existing Development:	Undeveloped	0 AM / 0 PM
Typical Development under Current Zoning:	40 single-family homes	33 AM / 42 PM
Proposed PD Development:	Mixed-Use	295 AM / 302 PM**

\*\* Estimated Primary Trip Generation adjusted for pass-by trips and internal capture

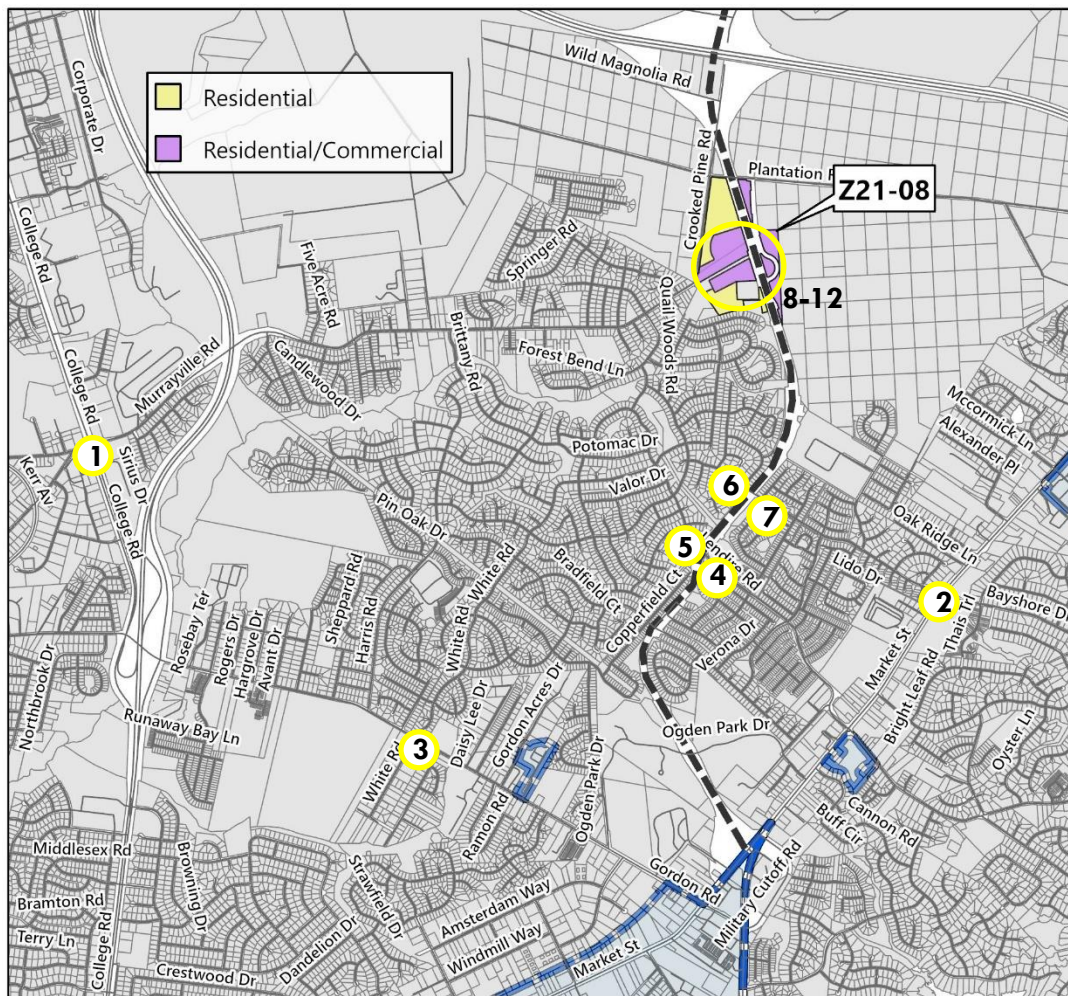
**Estimated Trip Generation East of Military Cutoff Extension**

	<b>Intensity</b>	<b>Approx. Peak Hour Trips</b>
Existing Development:	Undeveloped	0 AM / 0 PM
Typical Development under Current Zoning:	31 single-family homes	27 AM / 33 PM
Proposed PD Development:	Mixed-Use	199 AM / 167 PM**

\*\* Estimated Trip Generation adjusted for pass-by trips and internal capture

## **Traffic Impact Analysis**

- The TIA conducted for the project has been approved by NCDOT and the WMPO. Overall, the TIA analyzed the development of:
  - 85 townhomes
  - 288 apartment units
  - 100 hotel rooms
  - 26,000 square feet of general office
  - 36,400 square feet of medical - dental office
  - 106,922 square feet of shopping center
  - 17,540 square feet of high-turnover (sit-down) restaurant
  - 5,610 square feet of super convenience gas station
  - 102,700 square feet of mini warehouse
- While the final constructed master plan may not ultimately align exactly with what was analyzed by the TIA, the proposal is intended to provide additional flexibility in housing location and building type and would not result in changes that exceed the scale and trip budget of what was studied, according to the applicant.
- The TIA analyzed the Level of Service (LOS) in vehicle delay per second at notable intersections in the area, summarized below:
  - N College Road at Bavarian Drive/Murrayville Road (1)
  - Market Street at Torchwood Boulevard/Bayshore Drive (2)
  - Gordon Road at White Road (3)
  - Military Cutoff Extension at Lendire Road (4)
  - Military Cutoff Extension at Brittany Lakes Drive (5)
  - Military Cutoff Extension at Torchwood Boulevard Westbound (6)
  - Military Cutoff Extension at Torchwood Boulevard Eastbound (7)
  - Military Cutoff Extension at Northbound Torchwood Boulevard U-turn (8)
  - Military Cutoff Extension at Southbound Murrayville Road Extension U-turn (9)
  - Military Cutoff Extension at Murrayville Road Extension (10)
  - Murrayville Road Extension at proposed roundabout (11)
  - Military Cutoff Extension at Plantation/Service Road (12)

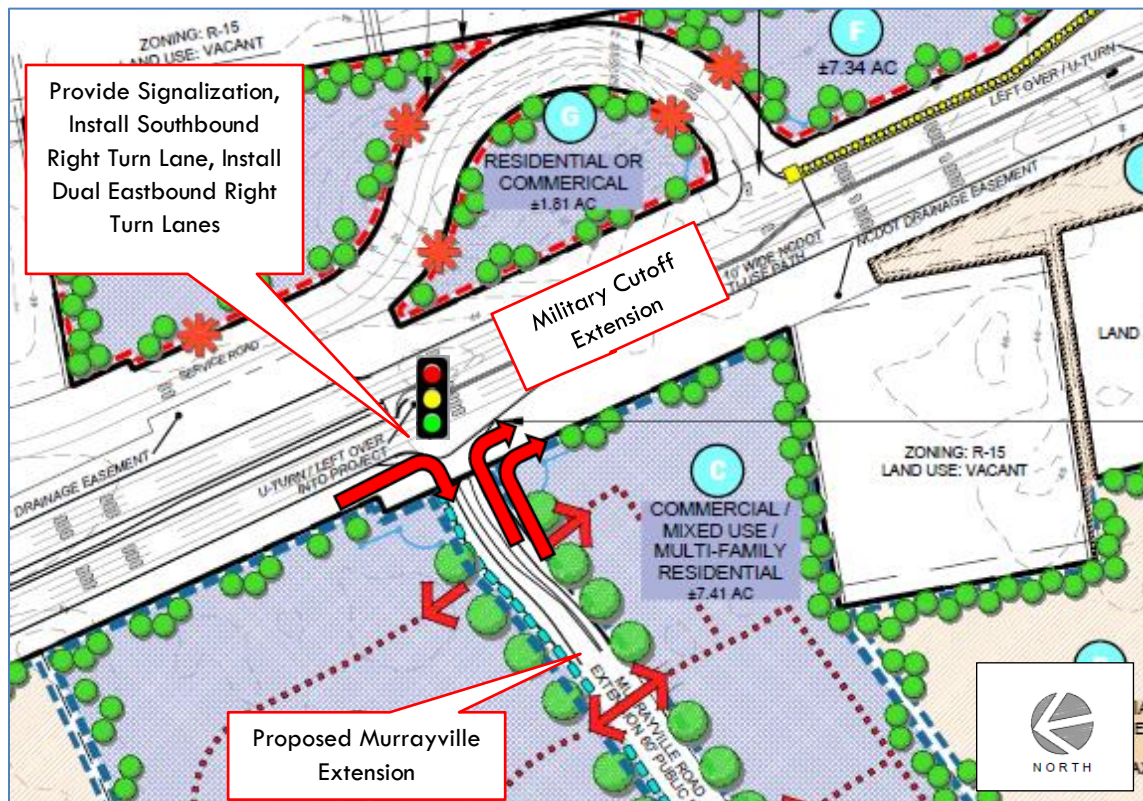


*Location of Intersections Analyzed in TIA*

- After review by NCDOT and WMPO staff, an approval letter for the TIA was issued which requires roadway improvements at multiple intersections in the vicinity of the project at full build out if the project is developed at the scale for which it was scoped. Notable improvements from this approval letter that affect the proposed site plan include the following, with the intersection capacity analyses conducted shown in the respective tables (improvements referenced in the tables are those identified in the Traffic Impact Analysis):
  - Military Cutoff Extension at Murrayville Road Extension
    - Connect Murrayville Road Extension +/- 450 feet south of the northern northbound U-Turn location on Military Cutoff Road, as close to the southern property line as possible.
    - The applicant is currently in discussion with NCDOT and WMPO staff regarding the request to connect Murrayville Road to Military Cutoff Extension further south than shown on the proposed site plan. A potential re-configuration of the dual eastbound right turn lanes is in discussion, which would slightly alter the configuration at this intersection but still be within the spirit and intent of the proposed master plan.



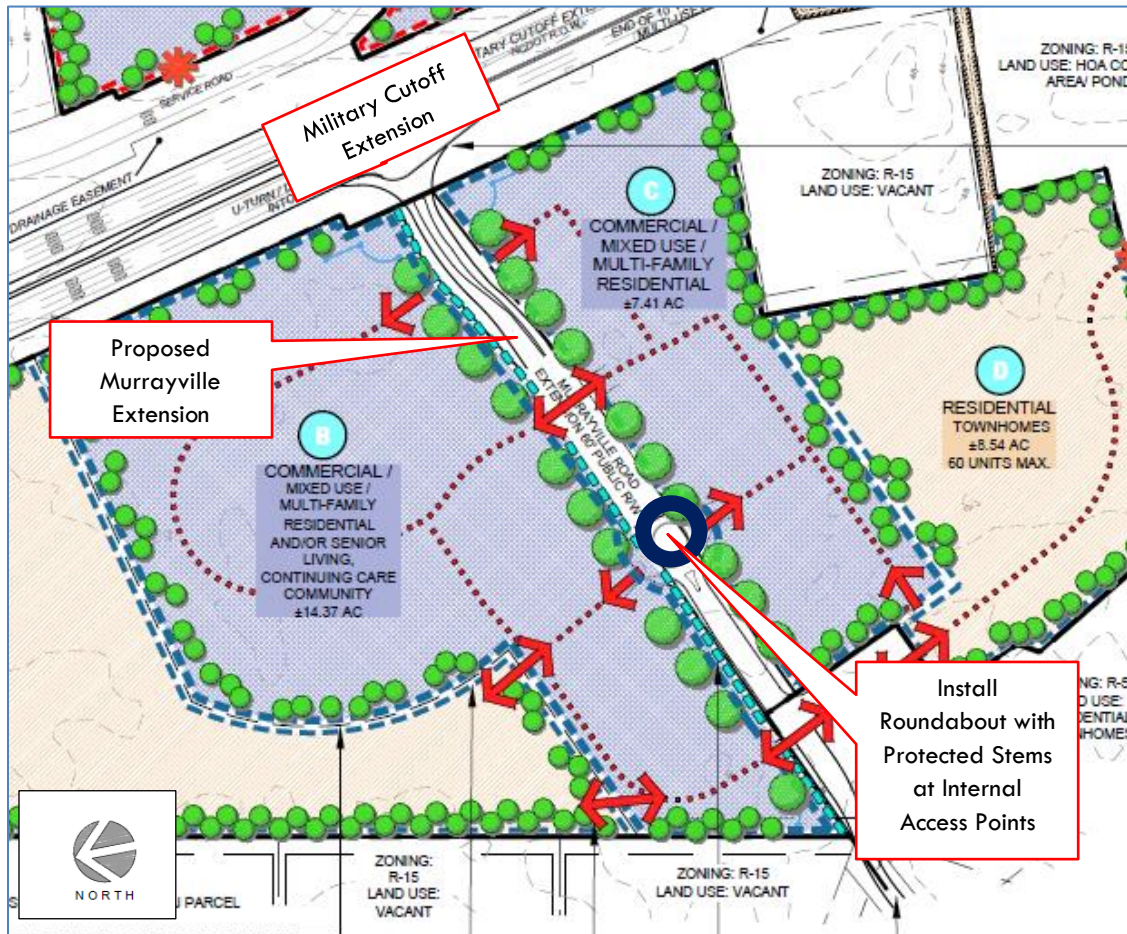
- If the road is shifted further south per current approval requirements, it would be eligible to be authorized as a minor deviation to the site plan that can be approved administratively, provided there are no changes to permitted uses or density, or that there are no resultant changes to the site plan that would have a material effect on the character of the approved development.
- Provide a southbound right turn lane. Begin right turn lane at the northern northbound to southbound U-Turn bulb.
- Provide dual eastbound right turn lanes on Murrayville Road Extension: one with full storage and one with 400 feet of storage.
- Provide signalization.



Military Cutoff Extension at Murrayville Road Extension		
Scenario	Overall	Delay in Seconds
AM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	C	28
PM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	C	31

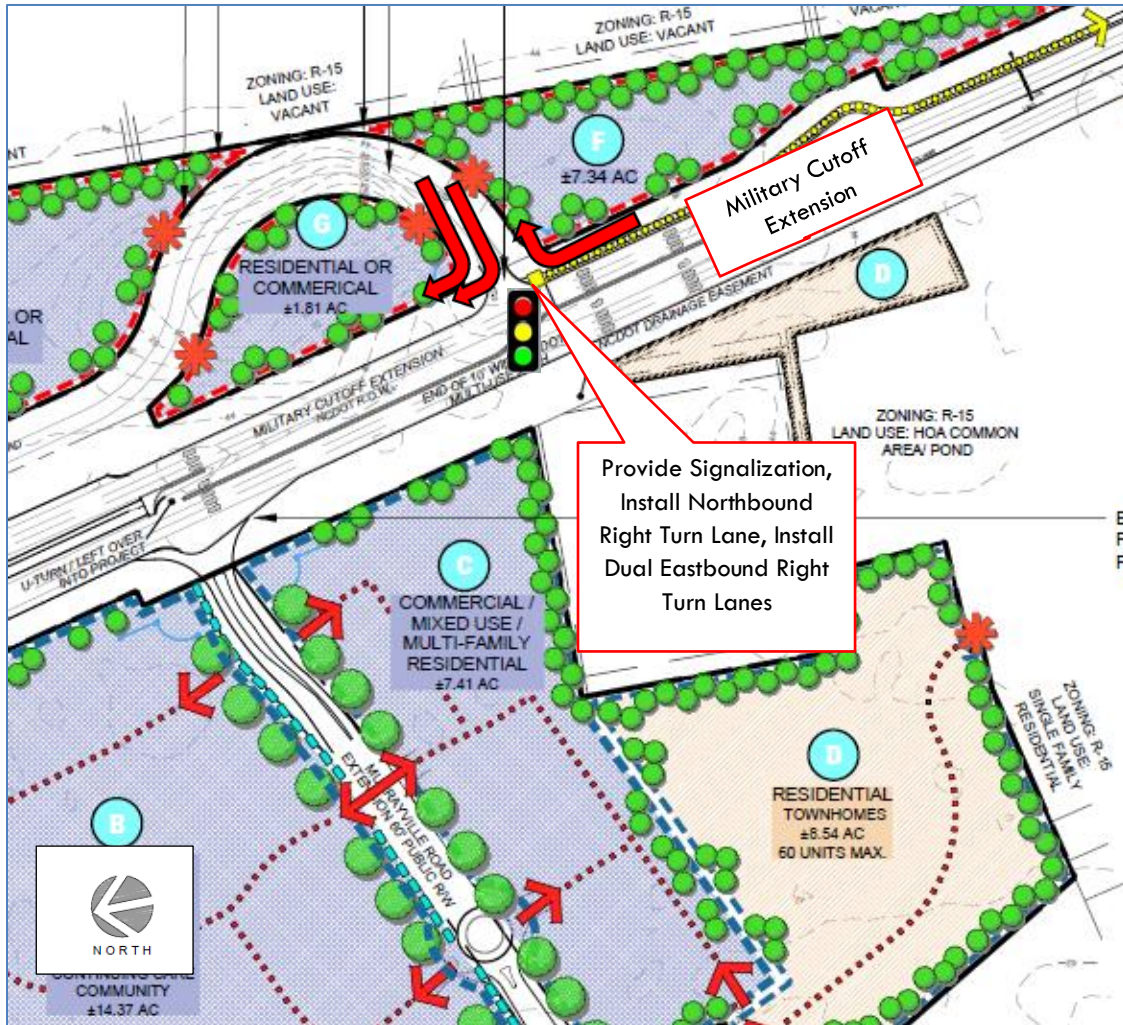


- Murrayville Road Extension at Roundabout Access
  - Install single lane roundabout
  - Provide 500 feet of internal protected stem on northern site access drive.
  - Provide 100 feet of internal protected stem on southern site access drive.



Murrayville Road Extension at Roundabout Access		
Scenario	Overall	Delay in Seconds
AM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	B	11
PM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	C	17

- Military Cutoff Extension at Plantation Road (Service Road)
  - Provide a northbound right turn lane. Begin right turn lane at the southbound to northbound U-Turn bulb.
  - Provide dual eastbound right turn lanes on Plantation Road: one with full storage and one with 400 feet of storage.
  - Provide signalization.



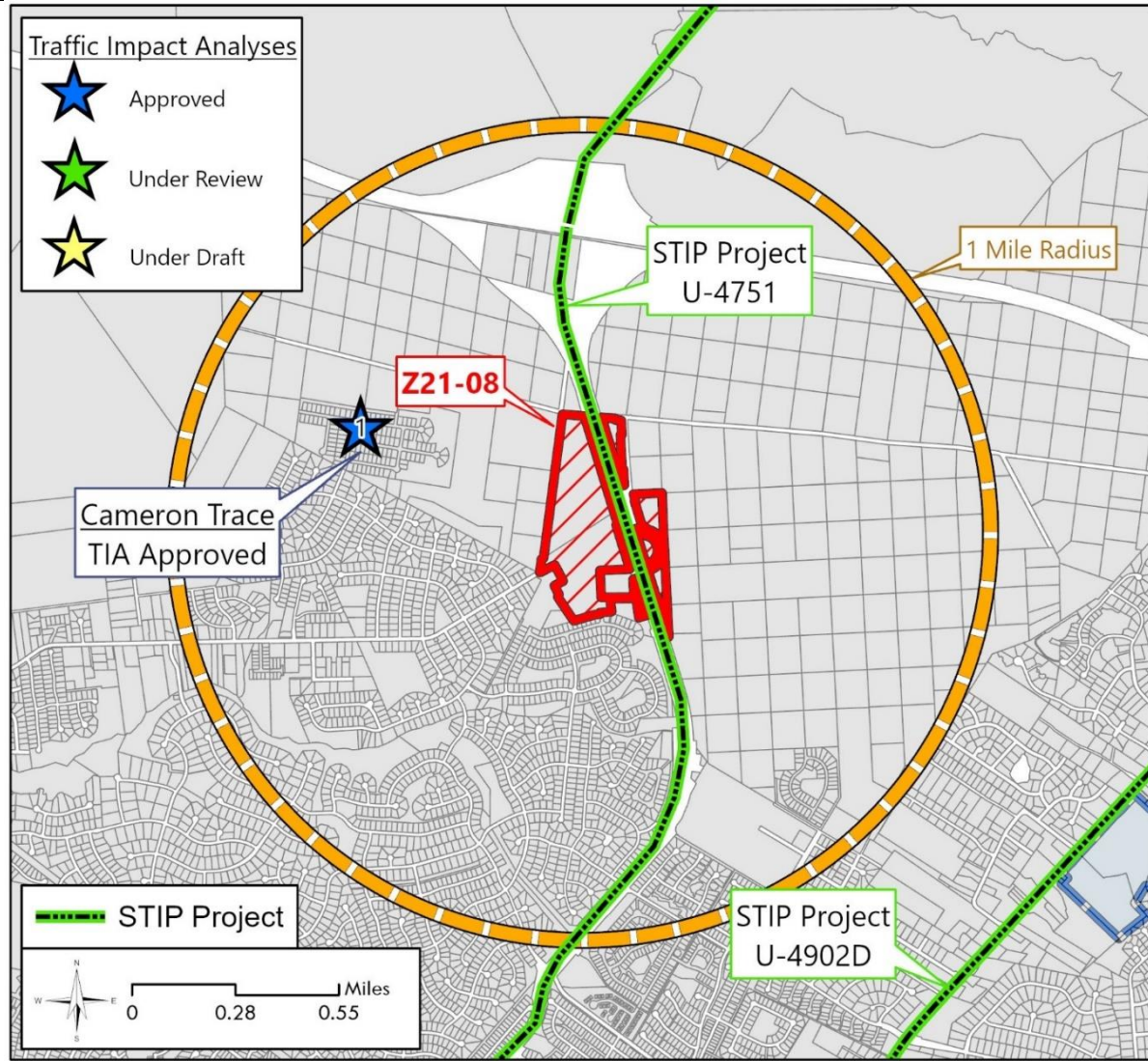
Military Cutoff Extension at Plantation/Service Road		
Scenario	Overall	Delay in Seconds
AM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	A	4
PM PEAK		
2030 Future without Project	N/A	N/A
2030 Future with Project & Improvements	A	5

- Notable roadway improvements at nearby intersections were also outlined in the TIA approval letter and are summarized along with the remaining intersection capacity analyses, in the following table (improvements referenced in the table are those identified in the Traffic Impact Analysis):
  - N. College Road at Murrayville Road/Bavarian Lane
    - Maximize existing storage for the southbound left turn lane.
  - Northbound U-turn on Military Cutoff Extension (North of Murrayville Road Extension)
    - Provide dual northbound U-Turn lanes with maximum available storage.
    - Provide signalization.
  - Southbound U-turn on Military Cutoff Extension (South of Service/Plantation Road)
    - Provide dual southbound U-Turn lanes: one with 500 feet of storage and one with 200 feet of storage.
    - Provide signalization
  - Military Cutoff Extension at Torchwood Boulevard
    - Provide dual westbound right turn lanes: one with full storage and one with 250 feet of storage.



Intersection	Scenario	AM PEAK		PM PEAK	
		Overall LOS	Delay in Seconds	Overall LOS	Delay in Seconds
N. College Road at Murrayville Road/Bavarian Drive	2020 Existing	D	48	D	51
	2030 Future without Project	D	55	D	51
	2030 Future with Project & Improvements	E	60	E	64
Market Street at Torchwood Boulevard/Bayshore Drive	2020 Existing	C	35	C	35
	2030 Future without Project	F	98	F	101
	2030 Future with Project & Improvements	F	111	F	137
Gordon Road at White Road	2020 Existing	C	25	C	24
	2030 Future without Project	D	36	D	39
	2030 Future with Project & Improvements	D	42	D	50
Military Cutoff Extension at Lendire Road	2030 Future without Project	C	20	C	20
	2030 Future with Project & Improvements	C	21	C	21
Military Cutoff Extension at Brittany Lakes Drive	2030 Future without Project	B	15	B	11
	2030 Future with Project & Improvements	B	15	B	10
Military Cutoff Extension at Westbound Torchwood Boulevard	2030 Future without Project	B	15	C	21
	2030 Future with Project & Improvements	D	36	D	39
Military Cutoff Extension at Eastbound Torchwood Boulevard	2030 Future without Project	B	15	B	15
	2030 Future with Project & Improvements	B	15	B	14
Military Cutoff Extension at Northbound Torchwood Boulevard U-turn	2030 Future without Project	A	9	B	12
	2030 Future with Project & Improvements	A	9	B	13
Military Cutoff Extension at Southbound Murrayville Extension U-turn	2030 Future without Project	N/A	9	N/A	12
	2030 Future with Project & Improvements	B	18	B	17

## Nearby Planned Transportation Improvements and Traffic Impact Analyses



### Nearby NC STIP Projects:

- **STIP Project U-4751 (Military Cutoff Extension)**
  - Project to extend Military Cutoff from Market Street to I-140.
  - The project is currently under construction and is expected to be completed in early-2023.
  - The extension of Military Cutoff will utilize a super-street design and bisect the subject site. Lendire Road/Brittany Lakes Drive, Torchwood Boulevard, and Putnam Drive/Bradfield Court will connect to the Military Cutoff extension, allowing access to neighborhoods west of the site.
  - The project will also install a sidewalk and multi-use path along the extension of Military Cutoff and the sections of Market Street included in the project, including the eastern side of the subject site as shown on the proposed master plan.

- STIP Project U-4902D (Market Street Median)
  - Project to install a center median and pedestrian accessways along Market Street from Middle Sound Loop Road to Marsh Oaks Drive. The pedestrian accessways will consist of a 10-foot multi-use path on the eastern side of the street, and a 5-foot sidewalk on the western side of the street.
  - The project is currently under construction and is expected to be completed by early-2023.

#### **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.*

<b>Proposed Development</b>	<b>Land Use/Intensity</b>	<b>TIA Status</b>
<b>1. Cameron Trace</b>	<ul style="list-style-type: none"> <li>• Phase 1: 35 single-family dwellings</li> <li>• Phase 2: 85 single-family dwellings</li> </ul>	<ul style="list-style-type: none"> <li>• Approved May 8, 2017</li> <li>• 2017 Build Out Year</li> </ul>
<p>The TIA required improvements must be completed during Phase 2 of the development. The notable improvements consisted of:</p> <ul style="list-style-type: none"> <li>• Providing an eastbound left turn lane at the intersection of Murrayville Road and Covey Lane</li> </ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"> <li>• N/A</li> </ul>		
<b>Development Status: Development and required improvement is complete.</b>		

#### **ENVIRONMENTAL**

- The property does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- The property is within the Smith Creek watershed, with a small area on the northern extent of the site within the Island Creek watershed.
- Per the Classification of Soils in New Hanover County for Septic Tank Suitability, soils on the property consist of Class III (severe limitation for septic suitability). However, the site is expected to be served by CFPWA when developed.



## OTHER CONSIDERATIONS

### SCHOOLS

- Students living in the proposed 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 157 dwelling units would be permitted under the current R-15 zoning base density, and a maximum of 473 units could be developed under the proposed rezoning, resulting in an increase of 316 dwelling units.
- Based on the current general student generation rate\*, the increase in homes would result in approximately 69 additional students than would be generated under current zoning.
- The general student generation rate provides only an estimate of anticipated student yield as different forms of housing at different price points yield different numbers of students. Over the past four years, staff has also seen a decline in the number of students generated by new development. Student numbers remained relatively stable between 2015 and 2020 (excepting the impacts of the COVID-19 pandemic), while 14,500 new residential units were permitted across the county. In addition, the student population is anticipated to only grow by approximately 1,300 students over the next 10 years based on the recent New Hanover County Schools Facility Needs Study.

<b>Development Type</b>	<b>Intensity</b>	<b>Estimated Student Yield (current general student generation rate) *</b>
Existing Development	Undeveloped	Approximate** Total: 0 (0 elementary, 0 middle, 0 high)
Typical Development Under Current R-15 Zoning	157 residential units	Approximate** Total: 35 (14 elementary, 8 middle, 13 high)
Proposed Planned Development (PD) Zoning	473 residential units	Approximate** Total: 104 (43 elementary, 24 middle, 38 high)

\*The current general student generation rate was calculated by dividing the projected New Hanover County public school student enrollment for the 2021-2022 school year by the number of dwelling units in the county. Currently, there are an average of 0.22 public school students (0.09 for elementary, 0.05 for middle, and 0.08 for high) generated per dwelling unit across New Hanover County. These numbers are updated annually and include students attending out-of-district specialty schools, such as year-round elementary schools, Isaac Bear, and SeaTech.

\*\*Because the student generation rate often results in fractional numbers, all approximate student generation yields with a fraction of 0.5 or higher are rounded up to a whole number and yields with a fraction of less than 0.5 are rounded down. This may result in student numbers at the elementary, middle, and high school levels not equaling the approximate total.

- Developments of the size and type associated with the proposed rezoning would likely not reach full built-out until approximately 10 years away, as reflected in the anticipated 2030 build-out referenced in the Traffic Impact Analysis. As a result, existing school enrollment and capacity is not likely to be relevant. New Hanover County Schools staff would include this project if approved in future facility planning initiatives in order to accommodate any resulting student growth.
- Staff has provided information on existing school capacity to provide a general idea of the potential impact on public schools, but these numbers do not reflect any future capacity upgrades.

**School Enrollment\* and Capacity\*\* (2021-2022 School Year)**

<b>Level</b>	<b>Total NHC Capacity</b>	<b>School</b>	<b>Projected Enrollment of Assignment School</b>	<b>Capacity of Assigned School w/Portables</b>	<b>Capacity of Assigned School</b>	<b>Funded or Planned Capacity Upgrades</b>
Elementary	95%	Murrayville	559	663	84%	None
Middle	108%	Trask	719	662	109%	None
High	100%	Laney	2125	2013	106%	None

\*Enrollment is based on the New Hanover County Schools enrollment projections for the 2021-2022 school year.

\*\*Capacity calculations were determined based on the projected capacities for the 2021-2022 school year, and funded or planned capacity upgrades were those included in the Facility Needs Study presented by New Hanover County Schools to the Board of Education in January 2021. This information does not take into account flexible scheduling that may be available in high school settings, which can reduce the portion of the student body on campus at any one time.

- The recent facility needs survey that has been prepared by Schools staff indicates that, based on NC Department of Public Instruction (DPI) student growth projections and school capacity data, planned facility upgrades, combined with changes to student enrollment patterns, will result in adequate capacity district wide over the next ten years if facility upgrades are funded.

## 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 proposed PD zoning district would allow for an increase in housing diversity and would allow those residents to utilize existing goods and services within one mile of the subject property. The proposed project would also allow for the development of new retail and commercial businesses, increasing the number of residents within one mile of goods and services.
- The subject property is located in the Murrayville community area, where 64% of residents currently live within one mile of a convenience need (grocery store, retail staples, pharmacies, etc.), a support service (urgent care, primary doctor's office, child & adult care, etc.), and a community facility (public park, school, museum etc.).
- The predominant housing type in the area is single family detached at 71%. If developed under the current R-15 zoning district, single family housing would remain the dominant housing type and the number of residences within one-mile of goods and services of would only increase from 64% to 66%.
- Under the proposed PD district, the site would allow for a mixture of housing types including single family detached, single family attached (townhomes), and multi-family (apartments). The project could increase housing type diversity by reducing the percentage of single family detached and increasing the percentage of single family attached and multi-family residences.
- The proposed PD district would allow for the development of convenience needs, support services, and/or community facilities. The addition of just a convenience need on the proposed site would increase the number of existing residences within one mile from 63% to 86%. When including the number of residential units proposed, that percentage increases to 88%. The addition of a support service would increase the number of existing residences within one mile from 83% to 100%. The addition of a community facility would increase the number of existing residences within one mile from 83% to 100%.
- If at least one convenience need, support service and community facility were located at the proposed site, the percentage of residents within one mile of all three would increase (64% to 87%). When including the number of residential units proposed, that percentage increases to 89%.



## REPRESENTATIVE DEVELOPMENTS

### Representative Developments of R-15:



*Grayson Park*



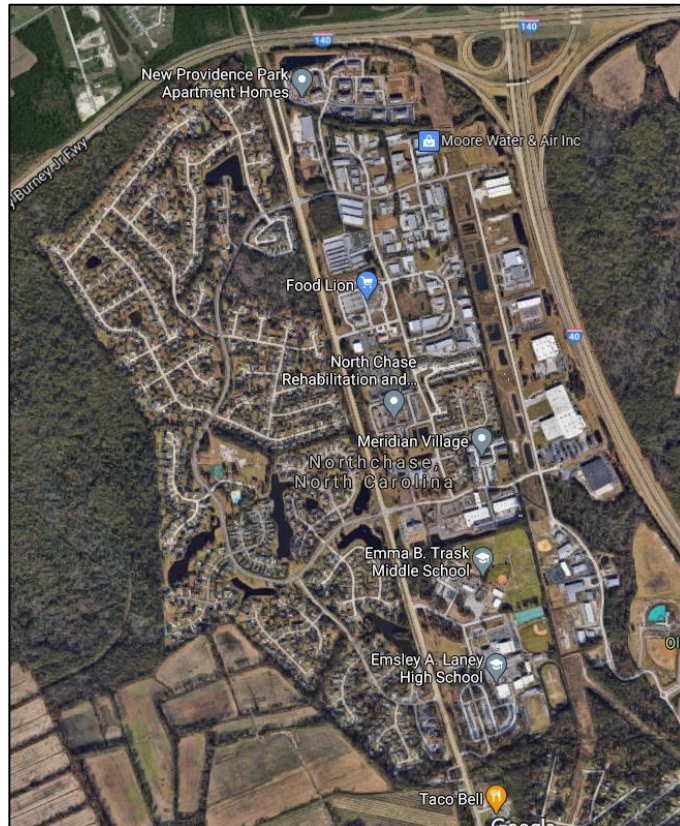
*Clay Crossing*



*Plantation Landing*



*River Bluffs:*



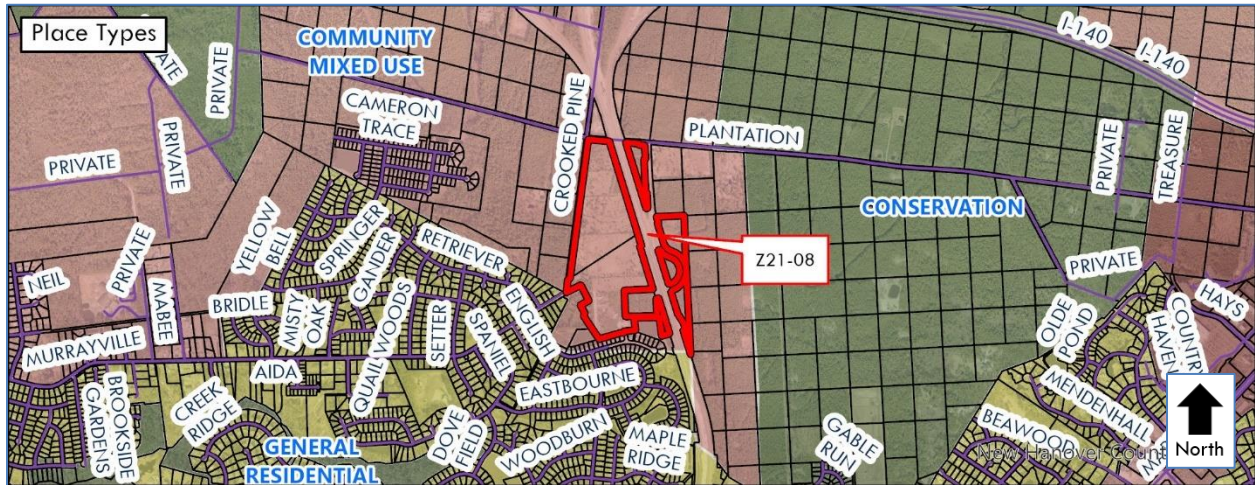
## Context and Compatibility

- While the area was zoned for low density housing in the early 1970s, the 2016 Comprehensive Plan recommends a mixture of commercial uses and residential densities ranging from 8 to 15 dwelling units per acre.
- The subject property is between the terminus of Murrayville Road and Military Cutoff Extension. The extension of Murrayville Road to Military Cutoff Extension is included in the WMPO 2045 Metropolitan Transportation Plan (MTP) and is anticipated to be utilized as a significant east/west collector road that will connect Castle Hayne Road to Military Cutoff, allowing access to the Murrayville, Northchase, and the Laney High School areas. In addition, it is anticipated that the Murrayville Road Extension and completion of the Military Cutoff Extension may aid in alleviating traffic along Market Street, Gordon Road and other local roadways as motorists have additional routes to reach their destination in the northern portion of the County.
- The extension of Murrayville Road and completion of Military Cutoff Extension is also anticipated to facilitate access to sites east of Military Cutoff Extension which currently have limited access. In addition, the extension of Murrayville Road further east toward Market Street is recommended in the 2045 MTP, which also includes improvements and an extension of Plantation Road eastward to Market Street in the Porters Neck area.
- The proposed master plan establishes a new mixed-use node centered around the intersection of Murrayville Road Extension and Military Cutoff Extension. This would make commercial services available to nearby residents without having to travel to existing services along Market Street, N College Road, and further south on Military Cutoff.
- The proposed master plan would also provide a range of housing options in this area of the county which is predominantly single-family detached residential.



## 2016 COMPREHENSIVE 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.

<p><b>Analysis</b></p>	<p>The subject property is located in the northeastern portion of the county in an area that is has historically been developed as single-family residential, but without centrally located commercial or neighborhood services. Residents in this general area typically navigate the internal local street network to the Market Street, Gordon Road, N College Road, or Military Cutoff Road corridors for access to goods and services.</p> <p>The Comprehensive Plan classifies the property as Community Mixed Use, which is intended to promote the development of commercial services and moderate to high density residential development (between approximately 8 to 15 units per acre). The design of the proposed planned development provides the type of land use intended by the plan, with a mixed-use node located at a strategic intersection and with the overall residential density of the project being in line with the recommendation for this place type. In addition, the project supports the Comprehensive Plan's goal to provide for a range of housing types and opportunities for households of different sizes and income levels. By creating a mixed-use node with the extension of Murrayville Road to the planned Military Cutoff Extension, the project can provide more efficient access and reduced travel times to goods and services for residents in the northern portion of the county. In addition, the <i>Cape Fear Moving Forward 2045</i> Metropolitan Transportation Plan shows a recommendation for the extension of Murrayville Road, and the proposed project will provide this improvement.</p>
<p><b>Consistency Recommendation</b></p>	<p>The proposed PD rezoning is generally <b>CONSISTENT</b> with the 2016 Comprehensive Plan because the project provides for the types and mixture of uses recommended in the Community Mixed Use place type, the residential densities are in-line with those recommended within this place type, and the project will develop a new commercial node in close proximity to nearby residents.</p>

## STAFF RECOMMENDATION

Staff recommends **approval** of this application and suggests the following motion:

I move to recommend **APPROVAL** of the proposed rezoning to a PD district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the project provides for the types and mixture of uses recommended in the Community Mixed Use place type, the residential densities are in-line with those recommended within this place type, and the project will develop a new commercial node in close proximity to nearby residents. I also find recommending **APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal would benefit the community by providing diverse housing options and commercial services to nearby residents and promote principals of walkable urbanism. The proposal also provides a transition from a mixed-use node to adjacent single-family residential neighborhoods, additional access points to properties east of Military Cutoff Extension, and extension of water and sewer services which will allow for integrated planning for future community services.

### Alternative Motion for Denial

I move to recommend **DENIAL** of the proposed rezoning to a PD district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the project provides for the types and mixture of uses recommended in the Community Mixed Use place type, the residential densities are in-line with those recommended for the property, and the project will provide commercial services in close proximity to nearby residents, I find recommending **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.