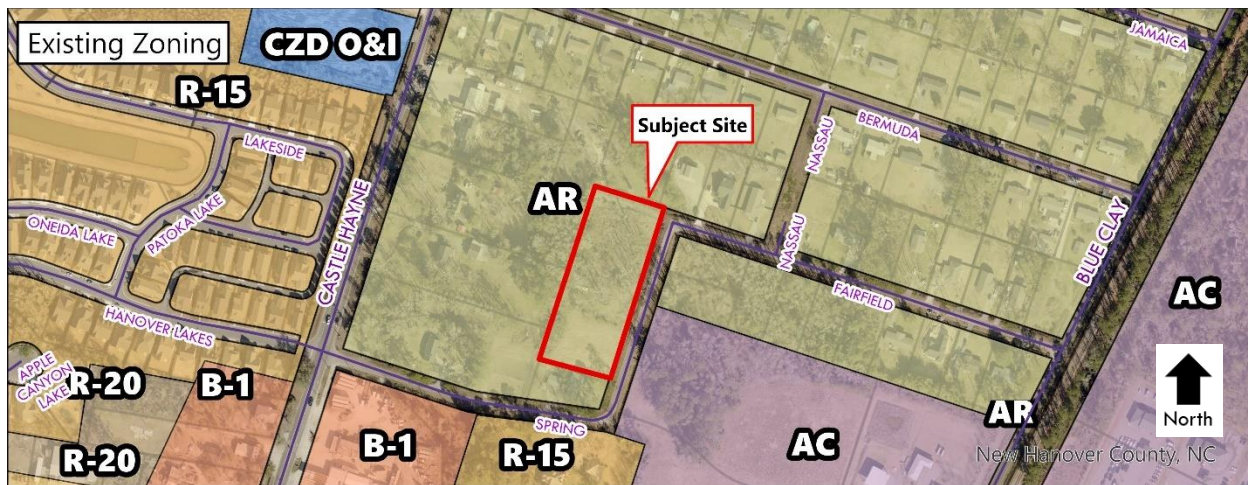


# STAFF REPORT FOR Z21-14

## ZONING MAP AMENDMENT APPLICATION

APPLICATION SUMMARY	
<b>Case Number:</b> Z21-14	
<b>Request:</b> Rezone 2.23 acres from AR Residential to (CZD) R-15, Residential	
<b>Applicant:</b> Cindee Wolfe with Design Solutions	<b>Property Owner(s):</b> Carolyn Faye Barefoot
<b>Location:</b> 137 Spring Road	<b>Acreage:</b> 2.23 acres
<b>PID(s):</b> R04107-002-006-000	<b>Comp Plan Place Type:</b> General Residential & Conservation
<b>Existing Land Use:</b> Undeveloped	<b>Proposed Land Use:</b> 5-lot single-family residential development
<b>Current Zoning:</b> AR, Airport Residential	<b>Proposed Zoning:</b> (CZD) R-15, Conditional R-15 district



SURROUNDING AREA		
	LAND USE	ZONING
North	Single-Family Residential (Sedgefield)	AR
East	Single-Family Residential (Sedgefield), Undeveloped	AR, AC
South	Single-Family Residential, Undeveloped	R-15
West	Single-Family Residential	AR



## ZONING HISTORY

<b>October 4, 1976</b>	Initially zoned AR (Area Airport)
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## COMMUNITY SERVICES

<b>Water/Sewer</b>	Water and sanitary sewer service are available through the CFPUA.
<b>Fire Protection</b>	New Hanover County Fire Services, New Hanover County Northern Fire District, New Hanover County Wrightsboro Station.
<b>Schools</b>	Wrightsboro Elementary, Holly Shelter Middle, and New Hanover High Schools
<b>Recreation</b>	Optimist Park

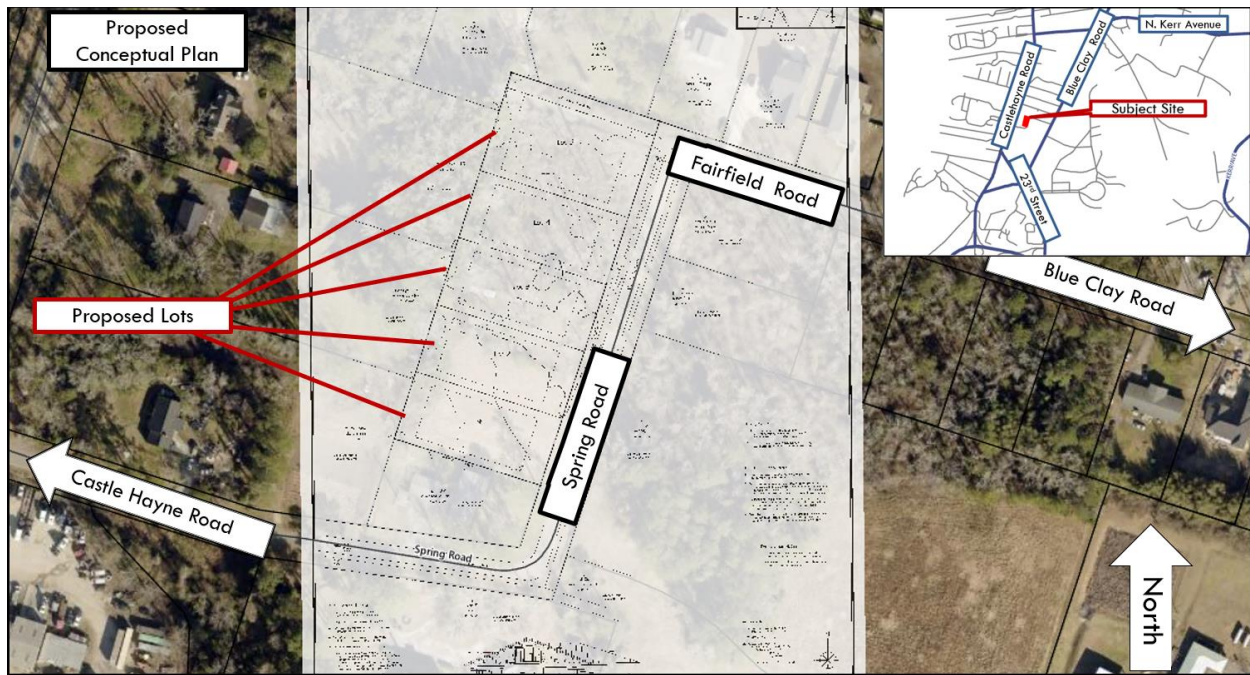
## CONSERVATION, HISTORIC, & ARCHAEOLOGICAL RESOURCES

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

## PROPOSED CONCEPTUAL SITE PLAN

- The applicant is proposing to rezone approximate 2.23 acres from AR to (CZD) R-15 to construct a 5-lot single-family subdivision.
- As currently designed, the proposal will comply with the County's standards for a minor subdivision and will meet the conventional R-15 district dimensional standards.
- No internal subdivision roads are planned to be constructed. The applicant's proposal will have direct access to Spring Road which is a state-maintained road.
- The applicant has agreed to a condition which states that the housing types in the development shall be limited to single family detached.





*Applicant's Conceptual Site Plan with Staff Markups*

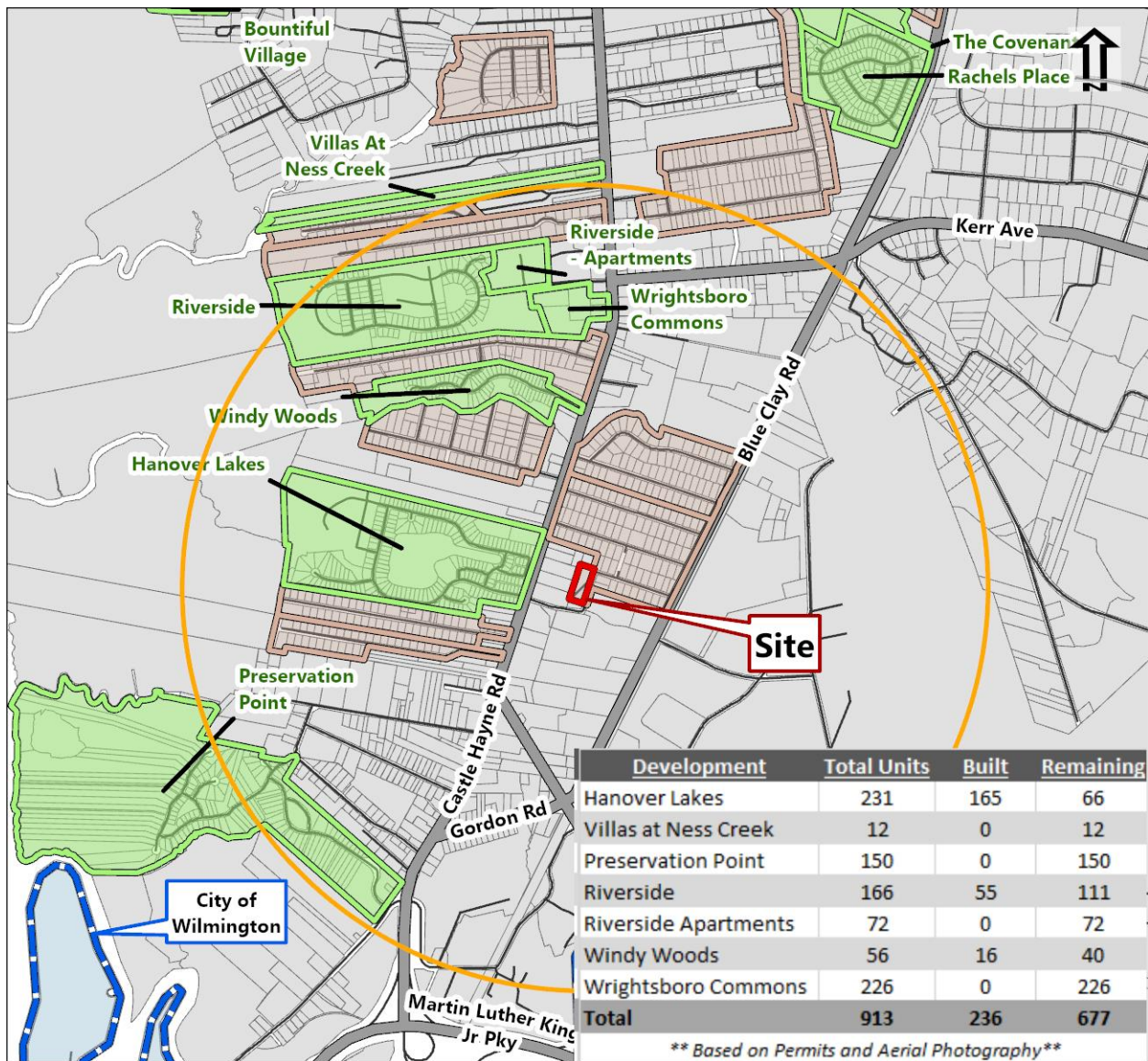
## ZONING CONSIDERATIONS

- The subject site is located in close proximity to the downtown and airport economic hubs, employment opportunities including GE and N. Kerr Industrial Park, and other regional destinations. In addition, the site is close to three major transportation corridors: MLK Jr. Parkway, Interstate 40, and Interstate 140.
- The subject site consists of one parcel bordering the Sedgefield subdivision to the east and north. Adjacent zoning includes Airport Residential (AR), Airport Commerce (AC), and R-15, residential district.
- The AR district in this area was established in 1974 after Sedgefield was platted. At the time, the purpose of the AR district was to promote low density housing in the vicinity of the Airport and discourage uses which tend to concentrate large numbers of people like schools, hospitals, and rest homes.
- That applicant has stated that the subject tract is not part of the platted Sedgefield subdivision.
- While the general area is currently zoned AR, the adjacent parcels have similar lot dimensions as the applicant's proposal.
- Dimensional differences for the current AR and proposed R-15 districts are outlined in the following chart.

	<b>Dimensional Standards</b>	<b>AR (Existing)</b>	<b>R-15 (Proposed)</b>
<b>Conventional Subdivision</b>	<b>Minimum lot size</b>	43,560 sq.ft. (single family)	15,000 sq.ft (single family)
		Not a permitted Use (duplex)	25,000 sq. Ft (duplex)
	<b>Minimum Lot Width</b>	100 ft.	80 ft.
	<b>Front setback (feet)</b>	25 ft	25 ft
	<b>Side Setback (street)</b>	30 ft	15 ft
	<b>Side setback (Interior)</b>	20 ft	10 ft
	<b>Rear setback</b>	20 ft	20 ft
<b>Performance Subdivision</b>	<b>Density</b>	N/A	2.5 du/ac

- The proposed 5-lot single-family subdivision would be subject to technical review to ensure compliance with applicable County and State regulations, including applicable site design and approval provisions within the UDO.

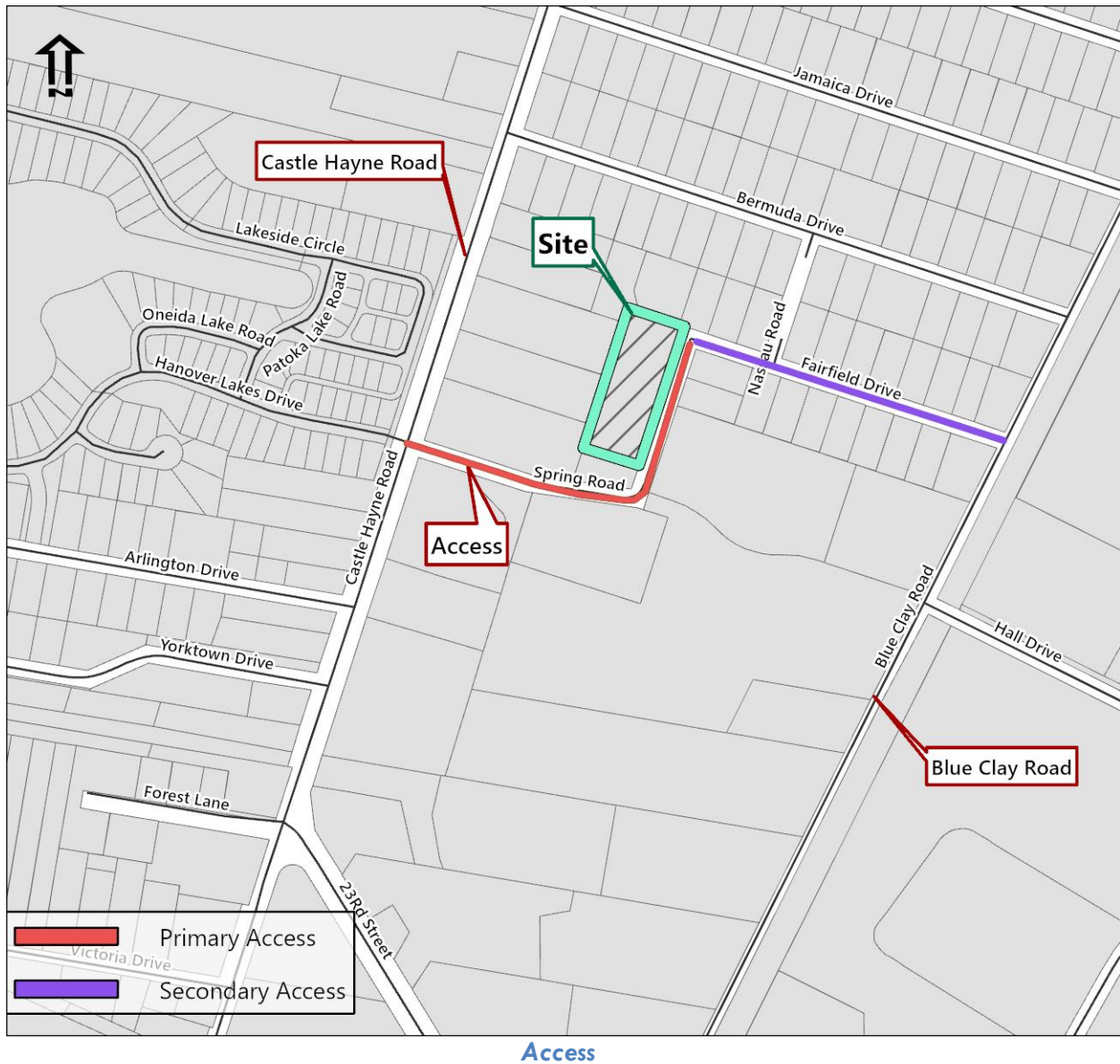
## AREA SUBDIVISIONS UNDER DEVELOPMENT



Area Subdivisions Under Development



## TRANSPORTATION



- Access will be provided to the subject site by Spring Road, a local street located east of Castle Hayne Road.
- 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 that may be required through the NCDOT Driveway permitting process.

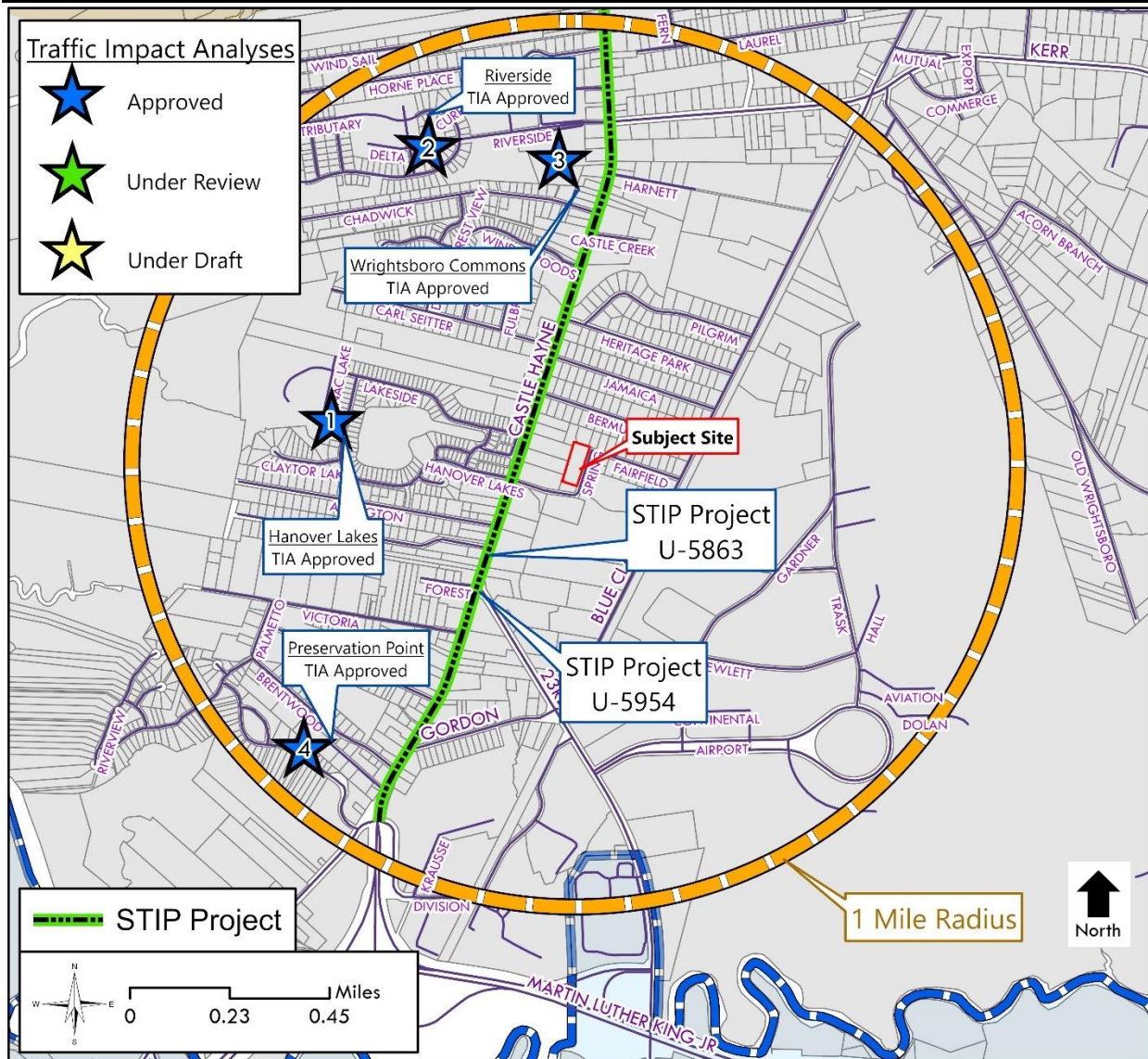
<b>Development</b>	<b>Intensity</b>	<b>Approx. Peak Hour Trips</b>
Existing Zoning (AR):	2 dwelling units	1 AM/2 PM
Proposed Zoning (CZD) R-15):	5 dwelling units	4 AM / 5 PM
	<b>3 dwelling units</b>	<b>+ 3 AM / + 3 PM</b>

- The estimated traffic generated from the site is under the 100 peak hour threshold that triggers the ordinance requirement for a Traffic Impact Analysis (TIA).
- Because a TIA is not required, staff has provided the volume to capacity ratio for Castle Hayne Road and Blue Clay Road near the subject site. While volume to capacity ratio, based on average daily trips, can provide a general idea of the function of adjacent roadways, the delay vehicles take in seconds to pass through intersections is generally considered a more effective measure when determining the Level of Service of a roadway.

***NCDOT Average Annual Daily Traffic (AADT) - 2019***

<b>Road</b>	<b>Location</b>	<b>Volume</b>	<b>Capacity</b>	<b>V/C</b>
Castle Hayne Road	2000 Block	17,445	16,803	1.04
Blue Clay Road	2000 Block (south of Fairfield)	10,074	10,978	0.92

## Nearby Planned Transportation Improvements and Traffic Impact Analyses



### Nearby NC STIP Roadway Projects:

- STIP Project U-5863
  - A multi-lane widening project is scheduled along NC-133 (Castle Hayne Road), from I-140 to SR 1310 (Division Drive).
  - The Right-of-Way acquisition is expected to occur in 2025.
- STIP Project U-5954
  - Project to construct a roundabout at the intersection of Castle Hayne Road and 23<sup>rd</sup> Street.
  - Right-of-Way acquisition for the project is scheduled for 2025, with construction to begin in 2027.



**Nearby Traffic Impact Analyses:**

Traffic Impact Analyses are completed in accordance with the WMPO and NCDOT standards. Approved analyses will expire if the proposed development is not completed by the build out date established within the TIA.

Proposed Development	Land Use/Intensity	TIA Status
<b>1. Hanover Lakes</b>	<ul style="list-style-type: none"><li>231 single-family dwellings</li></ul>	<ul style="list-style-type: none"><li>Approved August 13, 2015</li><li>2018 Build Out Year (per NCDOT, an update to the TIA is not required).</li></ul>
The TIA required improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"><li>Installation of a northbound left turn lane, southbound left turn lane, and southbound right turn lane on Castle Hayne Road at the subdivision's entrance.</li></ul>		
Nearby Proposed Developments included within the TIA:		
<ul style="list-style-type: none"><li>None</li></ul>		
<b>Development Status: The subdivision is under construction with 172 lots platted. The required roadway improvements have been installed.</b>		

Proposed Development	Land Use/Intensity	TIA Status
<b>2. Riverside</b>	<ul style="list-style-type: none"><li>165 Single-Family Dwellings</li><li>72 Multi-Family Units</li></ul>	<ul style="list-style-type: none"><li>TIA approved August 13, 2015</li><li>2019 Build Out Year (no update required per NCDOT)</li></ul>
The TIA requires improvements be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"><li>Installation of an eastbound right turn lane on Riverside Drive at Castle Hayne Road.</li></ul>		
Nearby Proposed Developments included within the TIA:		
<ul style="list-style-type: none"><li>River Bluffs</li><li>Trasco Distribution Center</li></ul>		
<b>Development Status: Currently under construction. The required roadway improvement has not been installed at this time.</b>		

Proposed Development	Land Use/Intensity	TIA Status
<b>3. Wrightsboro Commons</b>	<ul style="list-style-type: none"> <li>226 Multi-Family Units</li> </ul>	<ul style="list-style-type: none"> <li>TIA approved November 28, 2018</li> <li>2023 Build Out Year</li> </ul>
<p>The TIA requires improvements be completed at certain intersections in the area. The notable improvements consisted of:</p> <ul style="list-style-type: none"> <li>Installation of a new signal plan at the intersection of N. Kerr Avenue and Castle Hayne Road.</li> </ul>		
<u>Nearby Proposed Developments included within the TIA:</u>		
<ul style="list-style-type: none"> <li>Riverside</li> </ul>		
<b>Development Status: The applicant is addressing TRC comments.</b>		

Proposed Development	Land Use/Intensity	TIA Status
4. Preservation Point (Subject Site)	Phase 1 <ul style="list-style-type: none"><li>123 single-family dwellings</li><li>27 multi-family dwellings</li></ul>	<ul style="list-style-type: none"><li>Approved August 21, 2019</li><li>Phase 1 – 2022 Build Out Year</li><li>2023 Full Build Out Year</li></ul>
	Full Build <ul style="list-style-type: none"><li>123 single-family dwellings</li><li>27 multi-family dwellings</li><li>5,000 sf of day care</li><li>3,000 sf of high-turnover sit-down restaurant</li><li>2,000 sf of coffee/donut shop with drive-thru</li><li>Small office building with 20 employees</li></ul>	
The TIA required improvements must be completed at certain intersections in the area. The notable improvements consisted of: <ul style="list-style-type: none"><li>Phase 1: Construct a driveway at the entrance of the subject site and Castle Hayne Road that has one ingress and two egress lanes, with one continuous eastbound left turn lane, and construct a right turn lane to exit the site. Install a stop control at the entrance of the subject site and Castle Hayne Road.</li><li>Full Build: Construct a right turn lane at the intersection of Castle Hayne Road and Division Drive.</li></ul>		
Nearby Proposed Developments included within the TIA:		
<ul style="list-style-type: none"><li>None</li></ul>		
Development Status: The developer is currently in the process of constructing the Phase 1 required roadway improvements. A total of 123 lots have been platted, and site work is currently underway.		

## ENVIRONMENTAL

- The property does not contain any Special Flood Hazard Areas or Natural Heritage Areas.
- The subject property is located 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 limitations), and Class III (severe limitations) soils.
- According to the applicant there is no evidence of regulated wetlands within the area of the property to be developed.

## OTHER CONSIDERATIONS

### SCHOOLS

- Students living in the proposed development would be assigned to Wrightsboro Elementary, Holly Shelter Middle, and New Hanover High Schools. Students may apply to attend public magnet, year-round elementary, or specialized high schools.
- Under the current zoning, density would be limited to a maximum of 2 dwelling units. A maximum of 5 units could be developed under the proposed rezoning.
- Based on the current general student generation rate\*, the increase in homes would result in approximately 1.0 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 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.

Development Type	Intensity	Estimated Student Yield (current general student generation rate)
Existing Development	Undeveloped	Approximate**Total: 0.0 (0.0 elementary, 0.0 middle, 0.0 high)
Typical Development under Current AR Zoning	2 residential units	Approximate**Total: 0.00 (0.0 elementary, 0.0 middle, 0.0 high)
Typical Development under Proposed (CZD) R-15 Zoning	5 residential units	Approximate**Total: 1.0 (1.0 elementary, 0.0 middle, 0.0 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.

- Given the size of the proposed development, it may have a build-out date within 5 years, so staff has outlined existing school capacity to provide a general impact of the potential



impact on public schools. These numbers do not reflect any future capacity upgrades that may occur over the next five years or trends in student population changes.

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

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%	Wrightsboro	547	564	97%	None
Middle	107%	Holly Shelter	917	934	98%	None
High	105%	New Hanover	1,532	1,648	93%	None

\* Enrollment is based on the New Hanover County Schools enrollment that was projected 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 five 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 subject property is located in the Wrightsboro community area, where 39% 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 proposed (CZD) R-15 district, and number of units proposed would increase the number of residences within one-mile of goods and services.
- The predominant housing type in the area is single family detached at 88%. Under the proposed (CZD) R-15 district, single family detached housing units would remain the majority housing type.

## REPRESENTATIVE DEVELOPMENTS

### Representative Developments of AR:



### Representative Developments of R-15



### Representative Homes Constructed by the Applicant:

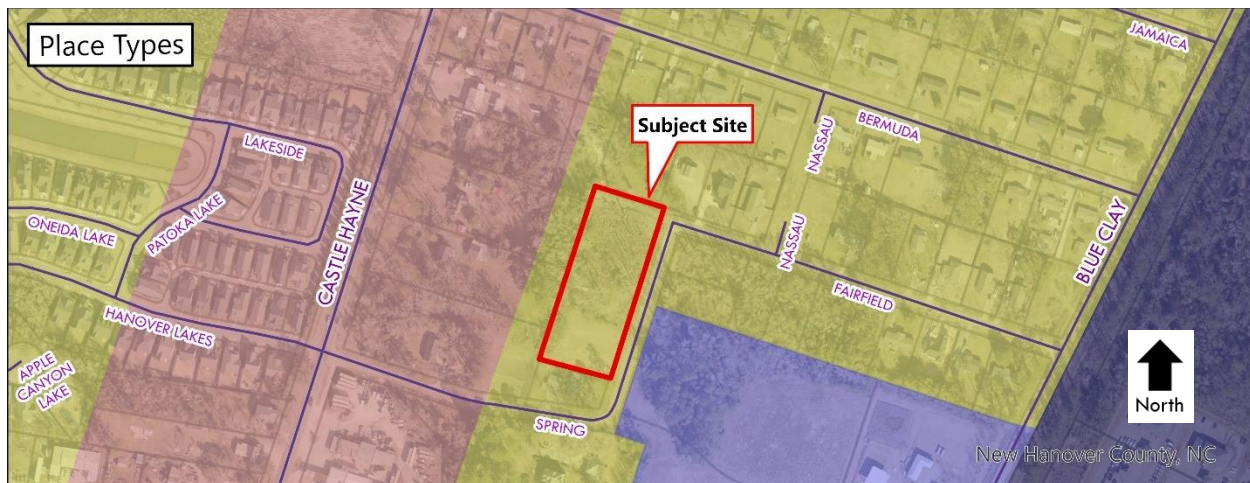


## CONTEXT AND COMPATIBILITY

- The rezoning will result in three additional lots, which are expected to have minimal impact on the surrounding areas.
- According to the applicant, the proposed lots sizes will meet the conventional R-15 district standards.
- The proposed lot sizes and single-family housing type are similar to existing development in the adjacent neighborhood of Sedgfield.
- The intent of the R-15 district is to serve as a transition between very low-density residential development patterns and smaller lot, more dense residential areas of the County.

## 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	General Residential
Place Type Descriptions	Focuses on lower density housing ranging up to approximately 8 du/ac, typically consisting of single-family or duplexes. Types of appropriate uses include single-family residential, low-density multi-family residential, light commercial, civic and recreational.



<p><b>Analysis</b></p>	<p>The area between the Airport and the Castle Hayne Road corridor was designated as a General Residential place type in order to reflect the existing development pattern. The proposed (CZD) R-15 zoning is consistent with the neighborhoods in the area. While the majority of the properties fronting Spring Road currently contain AR zoning, the lot dimensions are more reflective of the requested R-15 zoning.</p> <p>The proposal is in line with the preferred density range of the General Residential place type. This place type envisions lower density residential development of up to 8 dwelling units per acre. The applicant is proposing 5 lots, for an overall density of 2.24 units per acre.</p> <p>In addition, one of the stated goals of the comprehensive plan is to promote compact development which will minimize trips and vehicle miles traveled. The proposal locates future residents in close proximity to existing urban services. The subject parcel is approximately one mile from commercial services available at both the Airport Commerce employment center, to the east, and Wrightsboro commercial node, to the north. There is also a Wave Transit stop to the south at Castle Hayne Road and 23rd Street.</p>
<p><b>Consistency Recommendation</b></p>	<p>The proposed (CZD) R-15 rezoning is generally <b>CONSISTENT</b> with the Comprehensive Plan because it allows the types of uses recommended in the General Residential place type, is identified as a typical zoning category in this place type, and is consistent with the existing development pattern of the surrounding area.</p>

## STAFF RECOMMENDATION

The proposed rezoning is generally in line with the goals and objectives of the Comprehensive Plan and the types of uses encouraged in the General Residential place type. In Addition the proposed development would be similar to the surrounding residential development pattern.

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

I move to **APPROVE** the proposed rezoning to a Conditional R-15, district. I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposed density is in line with the residential housing densities outlined for General Residential areas. I also find **APPROVAL** of the rezoning request is reasonable and in the public interest because the proposal is consistent with the existing development pattern of the surrounding area.

Staff suggested condition:

1. Housing types in the development shall be limited to single-family detached.

### **Alternative Motion for Denial**

I move to **DENY** the proposed rezoning to a Conditional R-15, district. While I find it to be **CONSISTENT** with the purposes and intent of the Comprehensive Plan because the proposed density is in line with the residential housing densities outlined for General Residential areas, I find **DENIAL** of the rezoning request is reasonable and in the public interest because the proposal will adversely impact the adjacent neighborhoods.