

CASE SUMMARY • GENERAL REZONING

Planning Commission Legislative Hearing • March 5, 2024

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1. Case Overview and Status

Application to rezone ±0.81 acres located at **3933 Princess Place Drive** from R-10, Residential District to O&I, Office and Institutional District. Frankie Roberts, Applicant, froberts@linc.org, 910.332.1135 for Leading Into New Communities (LINC Inc.), Owner.

Staff Recommendation

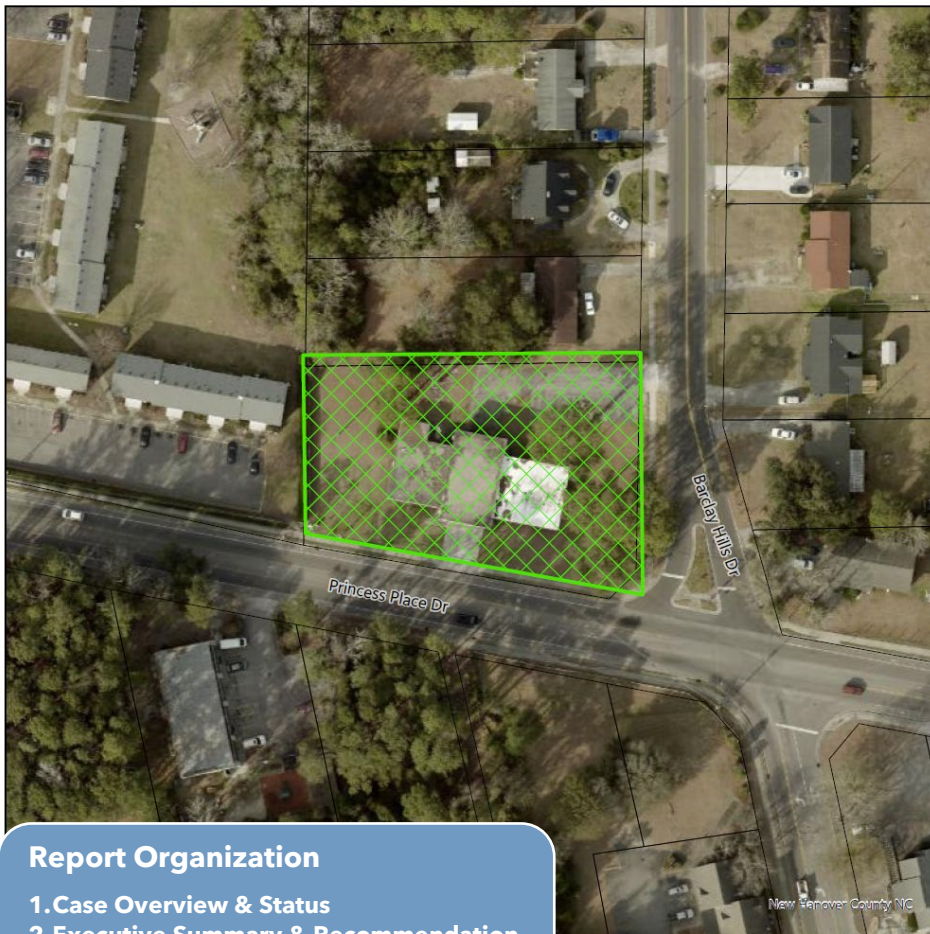
- Approval

Planning Commission

- Legislative Hearing Scheduled for 3/5/24

City Council

- Legislative Hearing Scheduled for 4/2/2024, pending outcome of the Planning Commission meeting



Z-6-324

Attachment 2
Aerial Imagery

3933 Princess Place Dr

- Site
- Parcels

N



0 50 100
Feet

2/23/2024

Report Organization

1. Case Overview & Status
2. Executive Summary & Recommendation
3. Analysis
4. Attachments

2. Executive Summary & Recommendation

2.1 Proposal

- The subject property is a decommissioned municipal fire station that was constructed circa 1972 and is zoned R-10, Residential District. The city vacated the fire station in 2019 and designated the property as surplus in 2021. On September 21, 2021, City Council approved the transfer of this property to LINC, Inc. with the requirement that it be utilized for a public purpose.
- The applicant proposes to rezone the property to O&I, Office and Institutional District, to facilitate the use of the property as housing and an educational center for young males reentering the community following incarceration for low-level criminal offenses.
- The proposed use of the property is classified as a “group home, residential”, which is permitted in the O&I District by special use permit. The special use permit will be considered by City Council concurrent with this rezoning request.
- The resolution conveying the subject property to LINC, Inc. specifies that if the property is not utilized for an approved public purpose and/or ceases operation as such, it shall revert back to city ownership.

2.2 Community Outreach

2.2.1 Public Hearing Notices

	Planning Commission 1/10/24 Public Hearing	City Council Public Hearing
<i>Signs Posted</i>	2/22/24	pending
<i>Letters mailed to property owners within 300 feet</i>	2/23/24	
<i>Advertisement Date(s)</i>	3/1/2024	

2.2.2 Other

No communications regarding the proposal were received as of the date of this report.

2.3 Staff Recommendation: APPROVAL

2.3.1 Criteria for Review and Recommendation

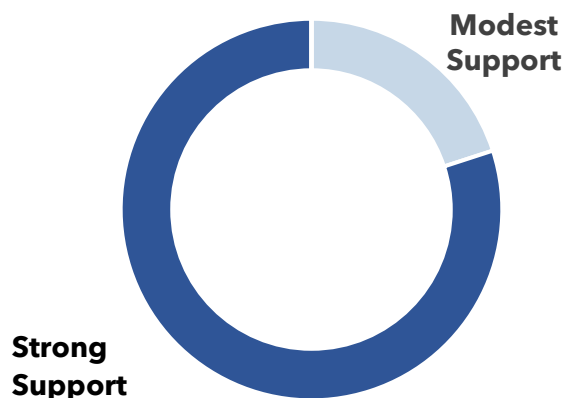
General rezoning decisions are made in consideration of identified relevant adopted land use plans for the area, including comprehensive, district, area, neighborhood, corridor, and other policy documents.

2.3.2 Basis for Staff Recommendation

In reviewing the application, staff finds the following:

- The comprehensive plan identifies this site as located on the fringes of an Urban Mixed-use Center. It is immediately adjacent to a High-Density Transition Area of Opportunity.
- The plan supports increased densities with infill development near major commercial services.

- The proposed rezoning would facilitate adaptive reuse of an existing structure that is already served by water, sewer, and other necessary infrastructure in an area that is proximate to goods, services, and amenities.
- The proposed rezoning is consistent with the recommendations of the Create Wilmington Comprehensive Plan. While staff has evaluated the proposal for consistency with several policies, the policies identified below show strong support for the proposed rezoning:
 - **1.3.7** Sites within proximity to planned or proposed major transit lines should be developed with a relatively high residential density and a mix of uses to take full advantage of and support the city’s and the region’s investment in transit services.
 - **3.2.2** The city should work in partnership with nonprofit housing providers to expand their capacity to provide housing.
 - **3.3.1** Agencies and organizations that address the root causes of homelessness including re-entry, deinstitutionalization, and poverty should be supported.
 - **3.3.3** Linkages and coordination between public and nonprofit agencies and the business community in support of affordable housing and supportive services should be strengthened.
 - **5.4.3** Job training, retraining, and related programs should be supported to help Wilmington’s workforce transition to the jobs of tomorrow. Training services should be accessible to and located near those with the greatest need.
 - **5.5.4** Collaborations that provide job opportunities for Wilmington’s youth should be supported.
- **Policy Support/Non-Support.** The following chart identifies the breakdown of consistency between applicable policies and the proposed rezoning. (See analysis for detailed policy analysis). Staff notes that not all policies carry equal weight; applicability and priority of policies may depend on the weight/importance assigned to the various policies by the City’s legislative bodies could shift the balance.



2.1 Planning Commission Recommendation: PENDING

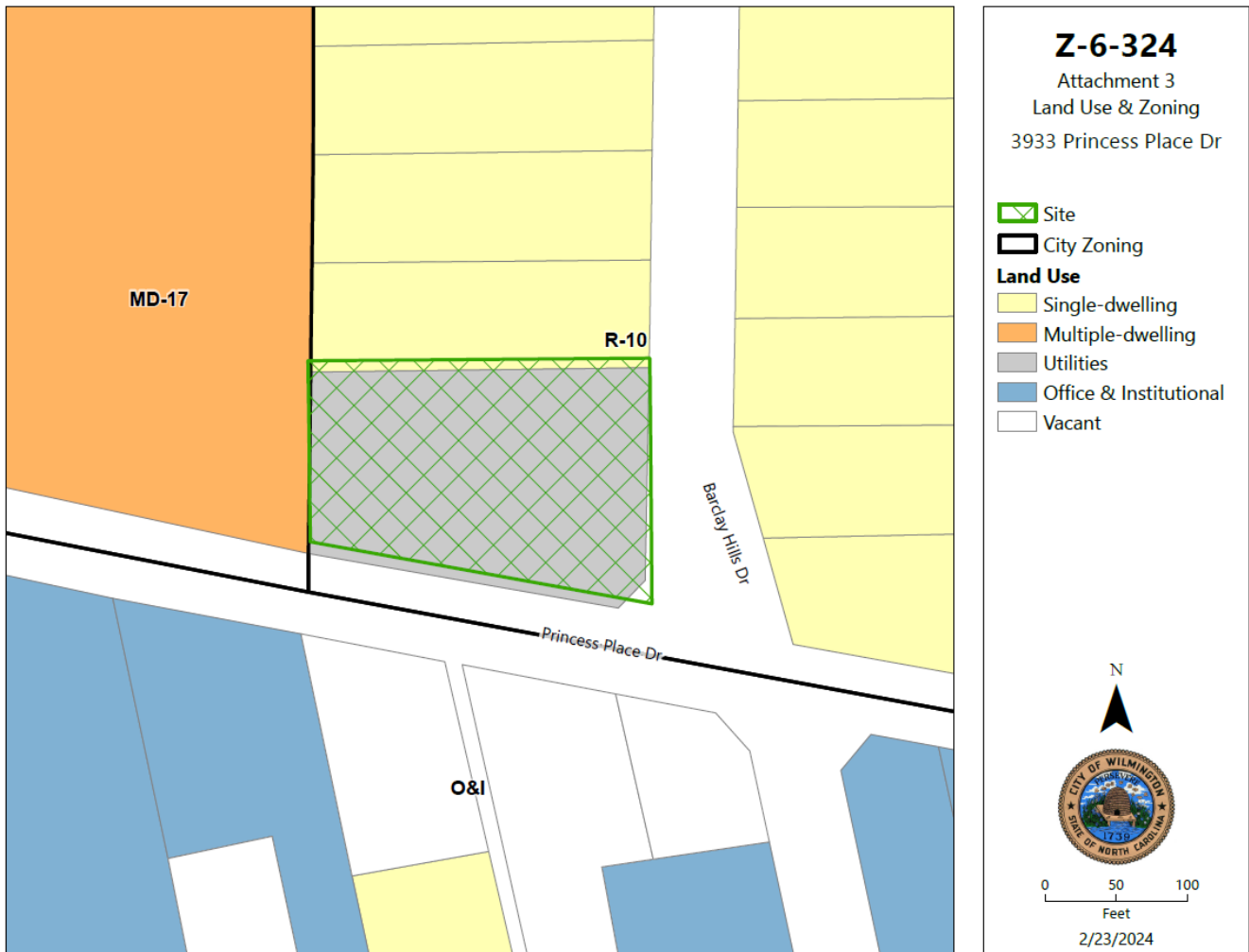
Pending outcome of March 6, 2024 legislative hearing.

3. Analysis

3.1 Area Context and Existing Conditions

- The site includes approximately 0.81 acres of land (approximately 35,425 sq. ft.) that is currently zoned R-10, Medium-density single-dwelling district and contains a vacant 2,960 square foot municipal fire station that was constructed circa 1972.

Figure 3.1-A: Land Use & Zoning Map



	Current Zoning	Existing Land Use(s)
Subject Property	R-10	Former municipal fire station
North	R-10	Residential
South	O&I	Right-of-Way, Vacant
East	R-10	Right-of-Way, Residential
West	MD-17	Apartments

3.1.1 Site History

- The subject site served as the location of Wilmington Fire Department Station Number 3 from about 1972 until the new Station 3 opened in 2015, after which time the old station was used for storage. The city completely vacated the building in 2019. In 2021, City Council passed a resolution to designate the property as surplus and accepted an unsolicited bid from LINC, Inc. to utilize the property for a designated public good.
- LINC, Inc. is a non-profit organization with 501(c)(3) status that was established in 1999 to assist men and women recently released from prison in becoming contributing members of the community.
- In recognition of the growing need for similar support initiatives for a younger population, LINC, Inc. established an L.I.T.E. program for 16 to 24-year-old African American men who have been involved in the court system. This program will house, educate, employ, and offer services to approximately 10-12 young men per 14-month term to allow them to earn their Graduate Equivalency Degree and learn life skills necessary to succeed within and contribute to their community.
- The proposed use of the subject property will require a special use permit from City Council, to be considered concurrent with the rezoning request. Should use of the property cease to be for the specified public good, ownership of this property would revert back to the city.

3.2 Consistency of Proposed Development with Land Development Code (LDC) Requirements

3.2.1 Zoning District Purpose Statements

- **R-10, Medium-Density Single-Dwelling Residential District (existing):** The R-10 district is intended to accommodate single-dwelling development at a gross density of about four units per acre. To retain the character of existing neighborhoods and ensure their continued viability, this district permits a variety of residential types at a scale compatible with the established residential surroundings. R-10 frequently serves as a transition between nonresidential or higher-density neighborhoods and lower-density single-dwelling neighborhoods.
- **O&I, Office and Institutional District (proposed):** This district is intended to accommodate professional and medical offices, institutions of various sizes, places of assembly, and complementary uses without the added traffic and development intensity associated with broad commercial and retail activities. The O&I district is well suited to supporting higher education and health care centers and office uses, along with complementary uses such as small-scale retail, services, and restaurants. When appropriate conditions are met, residential uses, in combination with compatible office and institutional uses, are appropriate within this district to support a desirable live/work environment.

3.3 Consistency with Adopted Plans

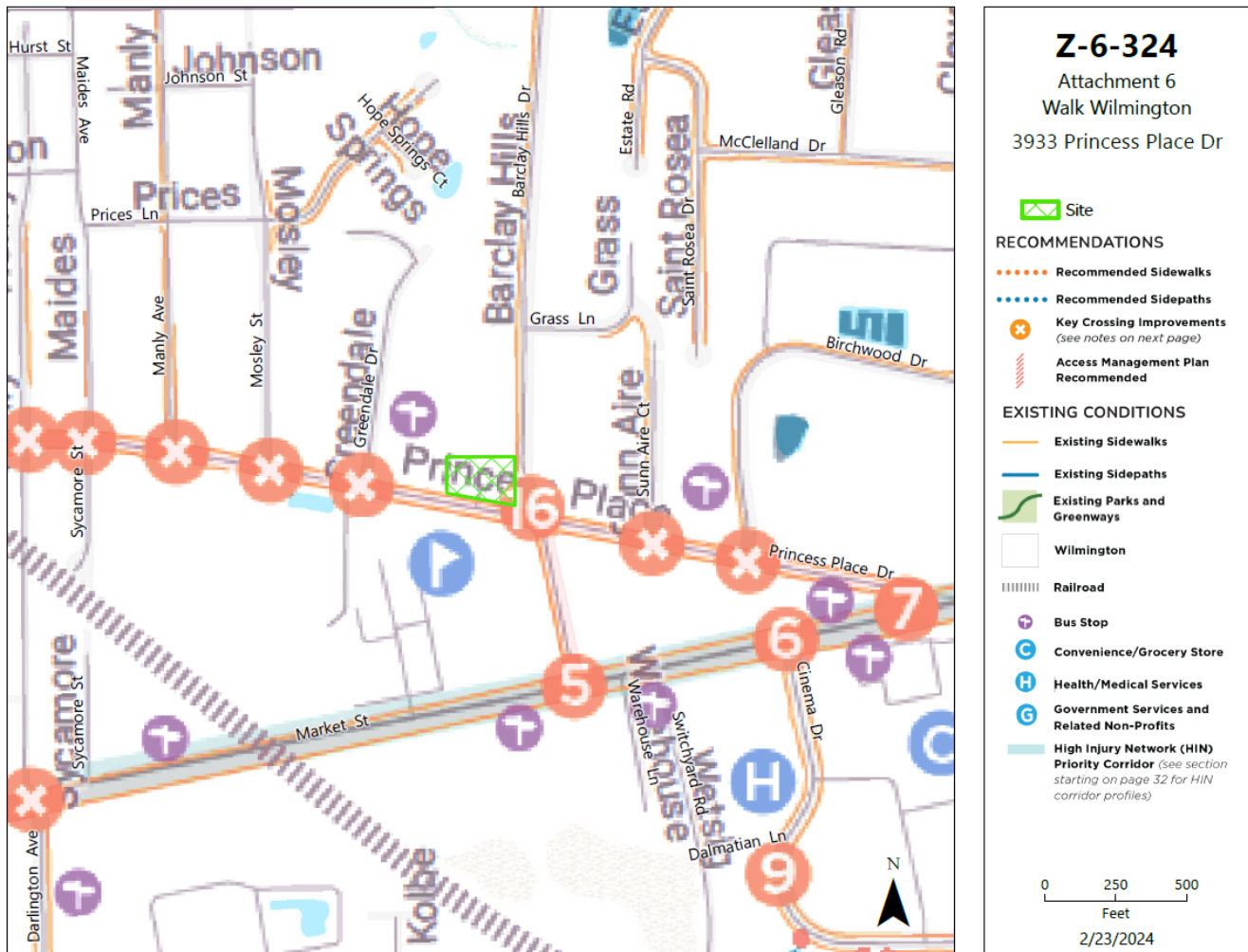
3.3.1 CAMA Plan

The property is designated as Urban in the 2006 CAMA plan.

3.3.2 2023 Walk Wilmington Plan

Though the location is served by sidewalk on both sides of Princess Place Drive, the high volume of pedestrian activity in the area lends itself to pedestrian improvements identified in the 2023 Walk Wilmington Plan, including the conversion of the intersection with Barclay Hills Drive to a signalized intersection with crosswalks and pedestrian countdown signals or a pedestrian-friendly roundabout due to an offset intersection. These improvements would not be required as part of the proposed reuse of the site.

Figure 3.3-A: Walk Wilmington Map



3.4 Consistency with Create Wilmington Comprehensive Plan

The Comprehensive Plan identifies three questions to be considered when determining the consistency of a proposed use or zoning district with the Comprehensive Plan:

- Is the proposal consistent with the themes and policies contained in the Comprehensive Plan?
- Is the form and function of the proposed development appropriate for the category designated on the Growth Strategy Maps?
- Will community facilities, parks, and other infrastructure be available at the appropriate levels to serve the development as proposed?





Analysis of policies that are applicable to the proposed amendment are organized pursuant to these three considerations. Only policies that directly relate to the location and design of development and associated infrastructure have been included in this analysis. (Policies that recommend changes to regulation as well as policies that recommend action by the City or other organizations were deemed not applicable to this proposal.)

Not all policies carry equal weight; applicability and priority of policies may depend on the specifics of the proposal.

The policy analysis uses the following symbology:



3.1.1 Is the Proposal consistent with the themes contained in the Comprehensive Plan?

1	Development and City Building	
Land Use and Transportation		
1.3.7	Sites within proximity to planned or proposed major transit lines should be developed with a relatively high residential density and a mix of uses to take full advantage of and support the city's and the region's investment in transit services.	
Compatibility		
1.4.3	When new institutional uses are permitted in residential neighborhoods, they should be designed and operated in a way that is sensitive to neighborhood issues, maintains quality of life, and enhances the services provided to the neighborhood.	
Infill and Redevelopment		
1.11.2	In collaboration with regional partners, the city and other local governments in the region should focus on reducing sprawling development patterns and encouraging infill and redevelopment that helps achieve the goals of a healthy, diverse, and efficient community.	
1.11.3	Areas well-suited for infill and redevelopment, should be redeveloped in a way that maintains or enhances the desired character of the surrounding area, improves access to goods, services, and amenities, increases housing options, and improves the overall quality of life in the vicinity.	

3 Housing

Diversity of Housing Options

- 3.1.6 "Location-efficient housing" should be promoted, encouraged, and preserved where already existing to help supply Wilmington with diverse housing options that are accessible to individuals and families of all incomes, needs, and preferences.



Affordability

- 3.2.2 The city should work in partnership with nonprofit housing providers to expand their capacity to provide housing.



Special Needs Housing

- 3.3.1 Agencies and organizations that address the root causes of homelessness including re-entry, deinstitutionalization, and poverty should be supported.



- 3.3.3 Linkages and coordination between public and nonprofit agencies and the business community in support of affordable housing and supportive services should be strengthened.



5 Economic Development

Education, Training, and Access

- 5.4.3 Job training, retraining, and related programs should be supported to help Wilmington's workforce transition to the jobs of tomorrow. Training services should be accessible to and located near those with the greatest need.

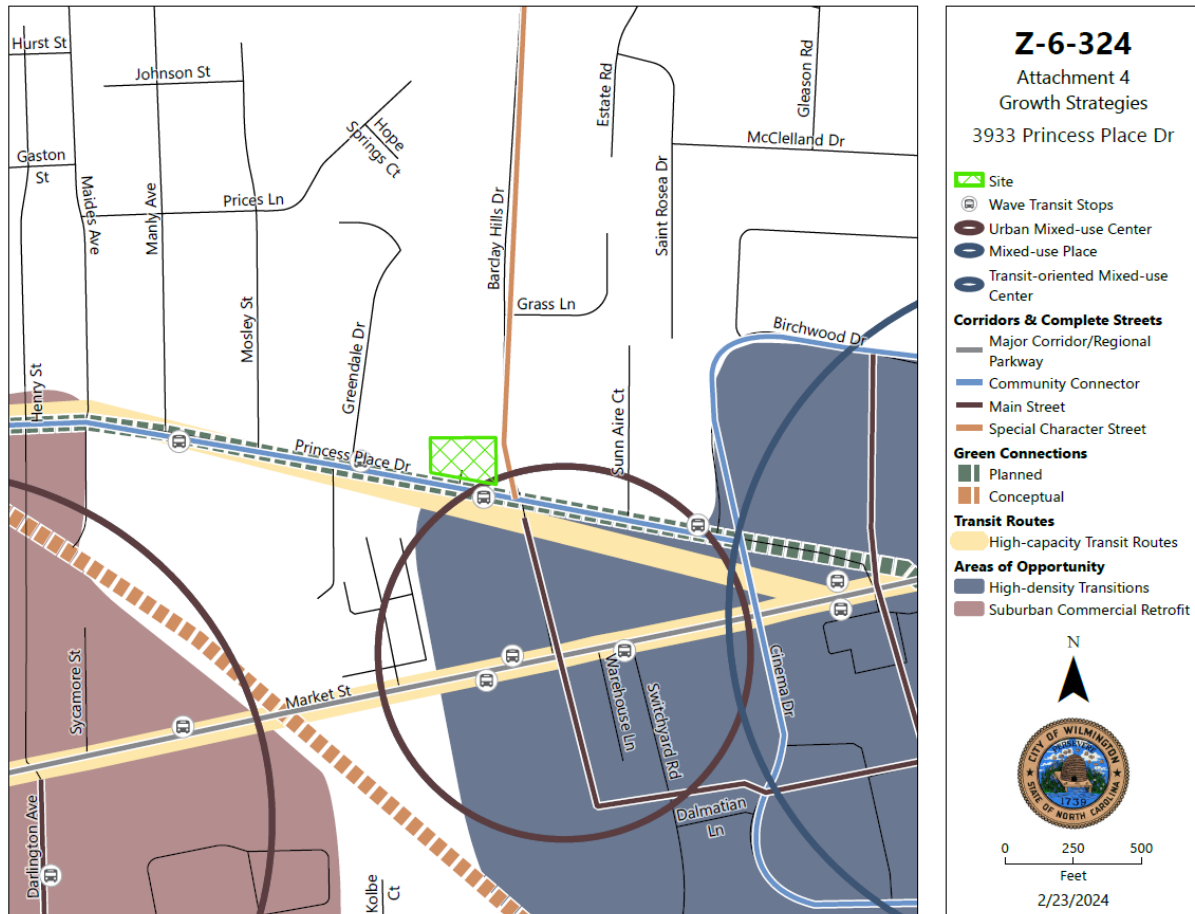


- 5.4.4 Collaborations that provide job opportunities for Wilmington's youth should be supported.



3.4.1 Is the form and function of the proposed development appropriate for the category designated on the Growth Strategies Maps?

Figure 3.4.1-A: Growth Strategies Map



Areas of Opportunity

The subject property is adjacent to a High-Density Transition Area of Opportunity on the Growth Strategies Map. Areas of Opportunity represent the parts of the city that have the greatest potential to accommodate future growth, infill, and new development. Efforts should be made to ensure a cohesive development pattern in these areas.

There are several types of Areas of Opportunity, and they vary in terms of land use hierarchy, intensity of development, and anticipated change. Each area has an overarching growth strategy. Development within an Area of Opportunity should be reflective of the underlying community development patterns.

The following policy identified for High-Density Transition areas is applicable to the proposal:

Map	Areas of Opportunity
	High-Density Transition
	Increase densities with infill development, mid-rise buildings, parking decks, and other urban solutions. ↑

3.5 Will community facilities, parks and other infrastructure be available at appropriate levels to serve the development as proposed?

3.5.1 Vehicular Traffic

- Table 3.4.2-A below indicates that Princess Place drive in this vicinity is currently operating at level of service (LOS) F, indicating that traffic is over capacity and that speed is significantly delayed by traffic volume. Given the prior use of this property for a fire station, it is unlikely that the traffic counts taken when the station was operational would increase under the proposed zoning and use as housing for approximately 14 young males.

Table 3.4.2-A. Current Volumes, Capacities, and Levels of Service

Road	Location	Volume	Planning Capacity	V/C	LOS
Princess Place Drive	Between Montgomery and Evans	15,234	12,351	1.23	F

Table 3.4.2-B. Estimated Trip Generation

- The following analysis provides the trip generation for the prior use as a fire station, the potential residential density under current zoning, and the proposed use as transitional housing.

Zoning	Land Use (ITE Code)	Intensity	AM Peak Hour Trips	PM Peak Hour Trips	Average Weekday 2-way Volume Trips (ADT)
Existing R-10	Fire station (575)	2,960 sf	-	1	n/a
Existing R-10	Residential (215)	3 lots/6 units	3	3	43
Proposed O&I	Transitional housing (254)	14 units	3	3	36
NET DIFFERENCE			0	0	-7

*Assumes potential development with 80% building lot coverage.

Source: Institute of Transportation Engineers Trip Generation, 11th Edition, 2021.

3.5.2 Bicycle, Pedestrian and Transit Facilities

- There are existing sidewalks located along the north and south sides of Princess Place Drive and along the west side of Barclay Hills Drive which provide a connection to the existing pedestrian network across the area.
- There are several WAVE Transit stops proximate to the site, one approximately 275 feet west at the intersection of Greendale Drive and Princess Place Drive, one approximately 680 east near the intersection of Birchwood Drive and Princess Place Drive, and several along Market Street within 1,000 feet of the subject site.

3.5.3 Public Utilities

- The site has existing water and sewer provided by mains along Princess Place Drive.

Table 3.4.4-A. Cape Fear Public Utilities (CFPUA)

Utility Type	Ownership	Size	Location
Water Main (Existing)	CFPUA	8"	Princess Place Drive
Sewer Main (Existing)	CFPUA	10"	Princess Place Drive

4. Attachments

1. General Rezoning Application (1/17/24)
2. Resolution Authorizing the City to Transfer Property (9/21/24)