

MINUTES ADOPTED BY THE GREENVILLE PLANNING AND ZONING COMMISSION

December 19, 2017

The Greenville Planning and Zoning Commission met on the above date at 6:00 P.M. in Council Chambers of City Hall.

Mr. Terry King –Chair \*  
Mr. Doug Schrade – X            Ms. Chris Darden – X  
Mr. Les Robinson –\*            Mr. John Collins - \*  
Ms. Margaret Reid - X           Mr. Hap Maxwell - \*  
Ms. Betsy Leech –X            Mr. Ken Wilson - \*  
Mr. Michael Overton - \*

The members present are denoted by an \* and the members absent are denoted by an X.

**VOTING MEMBERS:** Robinson, Collins, Maxwell, Overton, Wilson,

**PLANNING STAFF:** Chantae Gooby, Planner II; Michael Dail, Lead Planner; Thomas Weitnauer, Interim Director of Community Development; and Amy Nunez, Secretary

**OTHERS PRESENT:** Emanuel McGirt, City Attorney; Rik DiCesare, Traffic Engineer; and Brock Letchworth, Communication Manager

Chairman King recognized and welcomed new City Attorney Emanuel McGirt.

**MINUTES:** Motion made by Mr. Robinson, seconded by Mr. Wilson, to accept the October 17, 2017 minutes as presented. Motion passed unanimously.

**NEW BUSINESS**  
**REZONINGS**

ORDINANCE REQUESTED BY AMANDA M. GARRIS AND KARL B. MANNING ET AL TO REZONE 21.6929 ACRES LOCATED BETWEEN DICKINSON AVENUE EXTENSION AND GREENVILLE BOULEVARD AND 800+/- FEET WEST OF WILLIAMS ROAD FROM RA20 (RESIDENTIAL-AGRICULTURAL) AND CG (GENERAL COMMERCIAL) TO R6 (RESIDENTIAL [HIGH DENSITY MULTI-FAMILY]) - APPROVED

Ms. Gooby delineated the property. It is located between Dickinson Avenue Extension and Greenville Boulevard. This request consists of several parcels and two (2) zoning districts. This rezoning will result in all of the property being rezoned to R6. This area contains a variety of uses: churches, residential and retail. It is anticipated this request could generate an increase of 1,200 trips per day. Since there is commercial zoning to the south, ingress/egress will be on Dickinson Avenue and will eventually connect to Manning Forest Townhomes. Under the proposed zoning, the site could accommodate 60-75 single-family lots. Under the requested zoning, the site could

accommodate 250-290 multi-family units. The Future Land Use and Character Plan Map recommends mixed use (MU) at the intersection of Dickinson Avenue Extension and Greenville Boulevard, transitioning to office/institutional (OI) then to traditional neighborhood, medium-high density (TNMH). The requested zoning district is considered part of the traditional neighborhood, medium-high density (TNMH) character. In staff's opinion, the request is in compliance with Horizons 2026: Greenville's Community Plan and the Future Land Use and Character Plan Map.

Chairman King opened the public hearing.

Ken Malpass, Malpass and Associates, representative for the applicant, spoke in favor of the request. Ingress/egress will be on Dickinson Avenue and possible lineup with the Brook Hollow Duplex entrance and will connect to Manning Forest Townhomes eventually.

Mr. Maxwell asked if there will be a stoplight at the entrance.

Mr. Malpass stated that a stoplight most likely would not be installed.

No one spoke in opposition.

Chairman King closed the public hearing and opened for board discussion.

**Motion made by Mr. Overton, seconded by Mr. Collins, to recommend approval of the proposed amendment to advise that it is consistent with the Comprehensive Plan and other applicable plans and to adopt the staff report which addresses plan consistency and other matters. Motion passed unanimously.**

ORDINANCE REQUESTED BY JAMES F. HOPF AND AMY A. WELLS, CO-TRUSTEES OF THE TRUST CREATED UNDER THE LAST WILL AND TESTAMENT OF PHILIP E. CARROLL TO REZONE 1.0025 ACRES LOCATED ALONG THE SOUTHERN RIGHT-OF-WAY OF PACTOLUS HIGHWAY AND 850+/- FEET EAST OF MUMFORD ROAD FROM RA20 (RESIDENTIAL-AGRICULTURAL) TO OR (OFFICE-RESIDENTIAL [HIGH DENSITY MULTI-FAMILY]) - APPROVED

Ms. Gooby delineated the property. It is located north of the Tar River along Pactolus Highway. The subject property contains a vacant commercial building. This area mainly consists of residential uses and farmland. This property is impacted by the 100 and 500-floodplains associated with the Tar River. This general area was flooded by Hurricane Floyd. There are several city-owned properties in the vicinity. Under the current zoning, the site could accommodate no more than four (4) single-family lots. Under the requested zoning, staff would anticipate the current building being used as professional office space. An increase in traffic is not anticipated. The Future Land Use and Character Plan Map recommends office/institutional (OI) along Pactolus Highway west of Cedar Drive. Further the Future Land Use and Character Plan Map recommends Potential Conservation/Open Space which identifies potential environmental constraints. In staff's

opinion, the request is in compliance with Horizons 2026: Greenville's Community Plan and the Future Land Use and Character Plan Map.

Chairman King opened the public hearing.

Jon Day, representative for the applicant, spoke in favor of the request. He stated the owner intends to use the existing building.

No one spoke in opposition.

Chairman King closed the public hearing and opened for board discussion.

**Motion made by Mr. Wilson, seconded by Mr. Robinson, to recommend approval of the proposed amendment to advise that it is consistent with the Comprehensive Plan and other applicable plans and to adopt the staff report which addresses plan consistency and other matters. Motion passed unanimously.**

## **OTHER**

DISCUSSION ITEM: PRESENTATION ON THE STATUS OF THE STUDENT AND MARKET-RATE APARTMENT ANALYSIS.

Mr. Dail opened the discussion. He stated that earlier this year City Council requested a Student/Market-Rate apartment analysis. Funds were appropriated to hire a consultant, Kimley-Horn, to complete the analysis. Ms. Jessica Rossi will present the draft findings. Please note that this will not contain policy recommendations. The final report will be completed prior to the January 8, 2018 City Council meeting.

Ms. Jessica Rossi, consultant with Kimley-Horn, presented the draft findings of the analysis. The data analysis is completed and they are working on a draft report.

Project Description and Major Tasks: to determine whether the supply of private, off-campus student and market-rate communities, both existing properties and those approved for construction, could saturate the apartment housing market. The information does not include policy or land use recommendation nor information on affordable housing. Student rate are properties renting by the bedroom targeted to students but does not omit others from renting there. Market rate are units rented by the entire unit to households without targeting specific groups.

Public Input Opportunities. There were two stakeholder interview sessions for both the public and private sectors. There was a public workshop and a separate student forum held at ECU.

Local Education Profiles. An in-depth analysis was done on both ECU and PCC to get a better understanding of future housing demands. Both schools have modest enrollment growth and suggest similar growth for the future.

Demographics, socio-economic traits and jobs were analyzed to determine future housing needs.

**Off-Campus Student Apartments.** The data focuses on larger, professionally-managed communities. Analysis included existing inventory on the market of 16 properties which have over 11,000 bedrooms targeting students. One third of the inventory is located more than three miles from campus. The aggregate vacancy rate at student targeted communities is 11.6% (nearly 1,300 available bedrooms). Vacancy is highest at communities furthest from campus. The industry standard vacancy rate is 5%. Rents decline further from campus. The Paramount 3800 and the Bellamy have high a vacancy rate.

**Market-rate Apartments.** The data focuses on professionally-managed communities with more than 25 units which lease to households but residents are not restricted. There are 5,200 market-rate units in Greenville with about 35% completed in the 90s. The newest product has gravitated to areas in proximity to Vidant. Vacancy rates have notably declined between 2011 and 2017, reaching 2.6% in the third-quarter of 2017. The industry standard vacancy rate is 7.0% which represents a healthy market. There is currently a limited new supply.

**Apartment Supply.** Apartment development has been heavily weighted towards student-targeted product. Current student: 1,930 bedrooms under construction and 656 bedrooms proposed. Current market-rate: 281 units under construction and 508 proposed units.

**Apartment Demand.** Demand is based on ECU student enrollment forecast and population/household growth. ECU enrollment forecast is based on a 2015 Enrollment Management Report and couple with university feedback. Forecasts can be impacted by a variety of factors and can change based on state funding. Enrollment could increase by nearly 4,000 students by 2027. PCC student enrollment forecast is more limited and based on feedback from PCC. Full-time curriculum students could increase by 700 over the next ten years.

**Student Demand.** Demand for off-campus student housing communities is based on capture assumptions by ECU/PCC enrollment profiles. This information equates to ten-year off-campus demand of nearly 1,600 bedrooms. The majority of the demand is expected to come from ECU.

**Student Supply and Demand Reconciliation.** The forecasted demand of 1,593 bedrooms is less than the combined future supply and current vacancy. The student rate market is headed towards saturation.

**Household Forecast.** The market-rate forecast methodology considers historic trends and future potential. The information shows an increase of over 20,000 new residents over the next 10 years. The City of Greenville could reach 47,772 households by 2027 which in an increase of 22%.

**Market-rate Demand.** This is forecasted by analyzing household growth in Greenville. The analysis shows a demand of 1,765 net new market-rate units supported in Greenville through 2027.

**Market-rate Supply and Demand Reconciliation.** The forecasted demand of 1,765 units is more than the future supply. There is room for more market-rate product.

Conclusion. The future supply of student-targeted product exceeds demand. For market-rate product, additional units could be supported. The focused nature of student product design has a limiting impact on target market, especially communities offering majority 4x4 units. Proximity in student-housing is clearly highlighted in national trend data, but Greenville is following suit. Student-targeted communities that are obsolete or located further from ECU's campus have been adjusting pricing to remain competitive; however, offering a variety of price points is critical. Market-rate product has gravitated towards healthcare jobs, as well as along corridors that offer retail goods and services.

Mr. Overton asked if the under construction bedrooms would be less than ½ mile from campus.

Ms. Rossi stated yes and that in turn could cause a higher vacancy level.

Mr. Robinson asked if ECU online students were taken into consideration in the analysis.

Ms. Rossi stated yes and they were netted out of their data.

Mr. Wilson stated the need for professional housing.

Ms. Rossi stated she heard many comments about that in her research.

Mr. Maxwell asked for a copy of the presentation.

Ms. Rossi stated she will make it available to staff so they can share it with the Commission.

**DISCUSSION ITEM ON MISSING MIDDLE HOUSING AND ENVIRONMENTAL CONCERNS AS DISCUSSED IN CHAPTER 5: CREATING COMPLETE NEIGHBORHOODS IN HORIZONS 2026: GREENVILLE'S COMMUNITY PLAN. THIS ITEM WAS APPROVED BY THE PLANNING AND ZONING COMMISSION AT ITS OCTOBER 17, 2017 MEETING.**

Mr. Maxwell stated his concerns with the need to recommend ordinances and stricter requirements to lessen the impact of future flooding. He has heard comments about overconcentration of student housing and not enough concentration on market-rate or affordable housing. He has concerns that properties will have high vacancy rates and that can lead to higher crime rates. He is looking for Commission members' feedback and reaction from his information which was in the meeting packet. He thinks staff should research other jurisdictions to see how they have included mixed income housing. He referenced page 117 of the Horizons 2026 plan: "...affordable units be mixed throughout development and that exterior design not vary between affordable and market-rate units." He encouraged members to share their opinions and concerns. He feels they need to follow the goals of the Horizons 2026 plan.

Mr. Collins stated he agreed with the main points in Mr. Maxwell's letter.

Mr. Maxwell suggested a motion be made to have staff research areas in order to make changes to current ordinances so that the Horizons Plan can be more closely followed for future development. In the past there has not been an all-inclusive look at past development and how it will impact flooding in neighborhoods. The floor of the Tar River is at sea level just west of the airport which causes more flooding concerns. Issues need to be addressed and ordinances need to be upgraded, including the tree ordinance. The current tree ordinance seems to protect trees until someone wants to develop the property.

Ms. Gooby stated that vegetation is required when a property is to be developed and required to be there in perpetuity.

Mr. Maxwell stated that the ordinance doesn't protect 75 year old trees that get replaced with smaller trees.

Mr. Wilson asked if staff protects trees when looking at site plans.

Ms. Gooby stated it refers to perimeter trees on larger tracts.

Mr. Maxwell stated that other jurisdictions have better ordinances. It is important to preserve trees.

Mr. Wilson stated there are too many issues Mr. Maxwell has identified for staff to work on.

Mr. Overton asked if these issues could be considered at a future training session/retreat.

Ms. Gooby stated that any type of code change would require a text amendment which requires City Council to make the final decision. She suggested it would be nice to be in sync with Council. Council is scheduled in January for a planning session. She suggested to wait to see what their priorities are and then follow their lead with the Commission's concerns.

Mr. Maxwell stated he will wait before pursuing his concerns.

**With no further business, Mr. Robinson made a motion to adjourn, seconded by Mr. Overton. Motion passed unanimously. Meeting adjourned at 7:27 P.M.**

Respectfully Submitted,

Thomas Weitnauer, Secretary to the Commission  
Interim Director of Community Development Department