



MEMORANDUM

To: Mayor and Members of the City Council

From: Reginald Goodson, City Manager
Carl Best, Director of Development Services

Date: February 18, 2026

Subject: Consideration - Call for a Public Hearing Case No RZ 05-25

BACKGROUND:

On December 2, 2025, the Elizabeth City Planning Commission heard Case RZ 05-25 regarding the rezoning of property for Tanglewood Crossing LLC. The request is to rezone the subject property from the C-1, Commercial and I-2, Industrial to Residential, R-6 and R-8 Districts. The Planning Commission voted unanimously to approve the rezoning request.

ANALYSIS:

The 157-acre tract is located adjacent to the Tanglewood Parkway So. Subdivision at the Southern end of Tanglewood Parkway So., west of the Stockbridge at Tanglewood and the end of Mount Everest So. The subject property is located outside the City limits in the Extraterritorial Jurisdiction (ETJ). The development plan is to construct 565 residential units with an overall density of 3.6 units per acre. The development will be comprised of a mixture of single-family homes, attached duplex and townhomes.

Staff comments and additional information can be found in the attachment.

STAFF RECOMMENDATION:

By motion, call for a public hearing on rezoning request RZ 05-25 to be held at the City Council's 7:00 p.m. March 9, 2025 Regular Session.



CITY OF ELIZABETH CITY
DEVELOPMENT SERVICES PLANNING DIVISION

STAFF ANALYSIS

CASE NO.

RZ 05-25

MEETING DATE

February 16, 2026

DESCRIPTION/LOCATION

The 157 +/- acre tract is located adjacent to the Tanglewood Parkway South subdivision at the southern terminus of Tanglewood Parkway South and the western boundary of Stockbridge at Tanglewood and the terminus of Mount Everest South. This site is located outside of the City limits and the Extraterritorial Jurisdiction (ETJ).

PARCEL INFORMATION

Tax Map P56, Parcels 3 and 3B

OWNER

Tanglewood Crossing LLC
Mehul Shah
1660 Spring House Trail
Virginia Beach, VA 23455
757-675-8729

APPLICANT

Canopy Development
Tim Culpepper
208 East Plume Street, Suite 310
Norfolk, VA 23510
757-206-2582

EXISTING ZONING

Commercial (C-1) and Industrial (I-2) - County Residential (R-6 and R-8)

REQUESTED ZONING



ADJACENT ZONING & LAND USE

North: Commercial (GB) – Proposed apartment house development, car dealership, retail business and vacant commercial land
South: Agriculture (A-1) - Cropland
East: Residential (R-6 and R-8) – Stockbridge at Tanglewood - Proposed apartment development and single family homes
West: Industrial (I-2) - US 17 Bypass and cropland

FLOOD PLAIN

The property is located outside of the 100-year flood zone.



REQUEST

The applicant has a parcel located in the Halstead Boulevard Extended Overlay District that is approximately 157 acres in size located about a ¼ of a mile south of the Halstead Boulevard Extension at the southern end of Tanglewood Parkway South. The site currently falls in two County zoning districts, Commercial C-1 and Industrial I-2. The desire is to rezone the northern and western portions of the site to Residential R-6 and the southeastern portion of the site to Residential R-8 and construct 565 residential units. The proposed 565 residential units will yield an overall density of about 3.6 units per acre, comparable with the 3.3 density found at Stockbridge at Tanglewood.

The denser Residential R-6 portion of the site will act as a transitional area from the commercial and multi-family uses fronting Saint Helens Drive, Halstead Boulevard, Patrick Way, and the US 17 Bypass. This area will incorporate 6,000 square foot lots for single family homes along with several types of attached duplex and townhouse products. The R-8 portion will be located in the southeastern portion of the site adjacent to the Stockbridge at Tanglewood development and the railroad. Similar to Stockbridge this area will be developed with 8,000 square foot single family lots.

As noted, it is anticipated that the residential development will offer a variety of housing choices and recreational amenities. This neighborhood will blend harmoniously with the single and multi-family developments found at the adjacent Stockbridge at Tanglewood development. The master plan proposes a central community clubhouse, pool, and play area, as well as several pocket parks and walking trails. A buffer with a minimum width of 75 feet will be provided adjacent to the 17 Bypass and a 50-foot buffer along the railroad.

During the pre-application meeting there was a discussion regarding the lack of a fire station in the Tanglewood area. The property owner offered to lease a fire station site to the City within the Parkway South subdivision. This is an opportunity for the City Council to consider.

ZONING SUMMARY

The applicant is seeking to rezone a tract approximately 157 acres in size from the County zonings of Commercial C-1 and Industrial I-2. The site is currently being farmed. This rezoning is an extension of the Residential R-6 and R-8 zoning found in the adjacent Stockbridge at Tanglewood development.

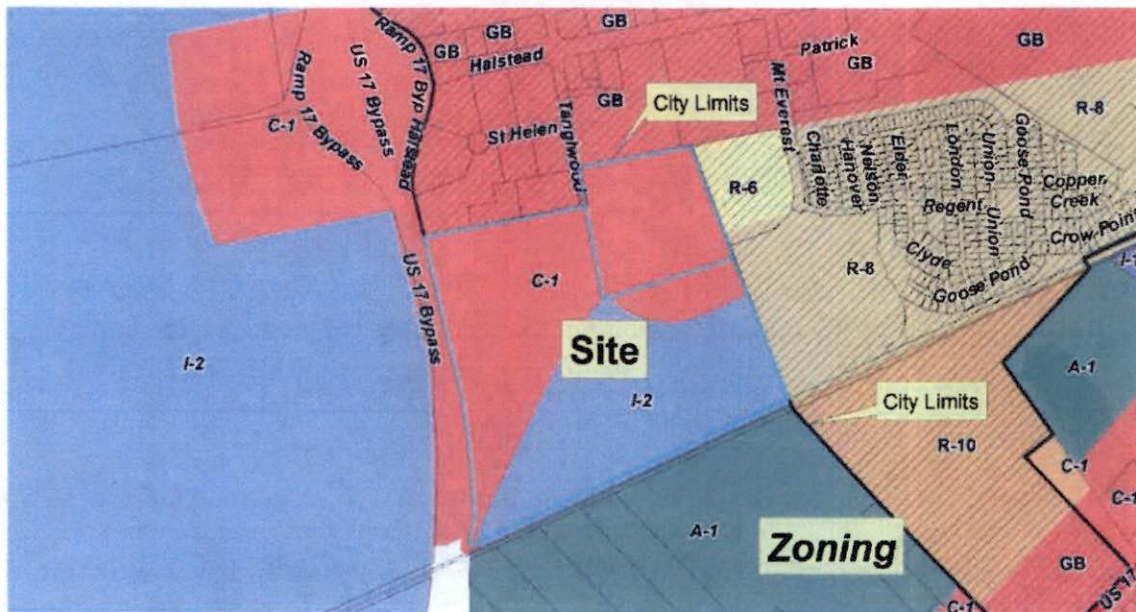
The main intention of the County's I-2 Industrial District is to accommodate an area where manufacturing establishments may be developed. This may include limited retail outlets for products produced on the premises. The purpose of this district is to permit taller industrial buildings and the (normal) operations of almost all industries except those that would be detrimental to adjoining properties.

The County's C-1 Commercial district is defined as certain areas that are designed to serve both non-residents and residents using the major state and county roads that run through the county. This district is designed to accommodate retail or service establishments customarily patronized by transient traffic as well as non-transient traffic

The City's Residential R-6 and R-8 zoning districts are intended to accommodate a variety of medium to moderate density single family detached dwellings, modular homes and

duplex homes. Multi-family dwellings and limited neighborhood-oriented convenience stores are permitted in the R-6 zoning district. Maximum densities within the R-6 District include approximately seven dwelling units per gross acre for single-family detached dwellings, nine dwelling units per gross acre for two-family residences, and 10 to 12 multi-family dwelling units per gross acre. Maximum densities within the R-8 District include approximately five dwelling units per gross acre for single-family detached dwellings and seven dwelling units per gross acre for two-family residences.

The property is located outside the City's Limits and Extraterritorial Jurisdiction (ETJ). Since the site is located outside of the City's corporate limits, the site will need to be annexed into the City prior to any development. The applicant has filed a petition requesting annexation to the City. On January 26th a petition requesting annexation of a 157-acre site was received by the City Council. The City Clerk and City Attorney were directed to investigate the sufficiency of the annexation petition and to certify as soon as possible the result of the investigation to the City Council. The annexation will be concurrent with the rezoning of the site.



TRANSPORTATION

Access to the subject property is via Halstead Boulevard to Tanglewood Parkway South and Mount Everest Drive South. Halstead Boulevard is a public street and is maintained by the North Carolina Department of Transportation, NCDOT. Tanglewood Parkway South and Mount Everest Drive South have a dedicated public right-of-way. These street in the future will become City streets and maintained by the City. The Pasquotank County-Elizabeth City Capital Transportation Plan (CTP) adopted in 2016 classifies

Halstead Boulevard as a limited access major thoroughfare, intended as a primary traffic artery for the City.

The Capital Transportation Plan reports a 2015 traffic volume of 15,000 vehicles per day (VPD) and a capacity of 24,500 VPD. The 2040 traffic volume is predicted to be 19,000 VPD with the capacity remaining at 24,500 VPD. The 2015 traffic volume at the Halstead/US 17 Bypass interchange was reported to be 15,000 with a capacity of 14,600.

This project will complete the extension of Tanglewood Parkway South to Mount Everest Drive South creating a loop road. The loop road will provide access to the commercial outlots located along Patrick Way and the Stockbridge residential development. A 50-foot right-of-way will be dedicated along the project's eastern boundary. This will complete the dedication of a 100-foot right-of-way for a future collector road that will eventually connect Mount Everest Drive South to US Highway 17 South.

In 1997 NCDOT began the process of locating the 17 Bypass right-of-way. The new route was planned to go through farmland owned by the Winslow's, the Berry's and the Bateman & Son's Inc. where there were established private easements for ingress and egress to the surrounding farmlands. The Bypass right-of-way necessitated the relocation of these joint private easements. The parties conveyed non-exclusive 40' wide easements for ingress and egress alongside the 17 Bypass right-of-way to an existing field path and continuing along said existing field path, a width for 40', northeastwardly to Circus Road.

Pasquotank County and the City of Elizabeth City have passed resolutions in support of the US 17 Corridor (between Elizabeth City and the Hampton Roads region of Virginia) being classified as a Future Interstate by the United States Congress. In December 2015 the US Congress approved the Future Interstate designation and the American Society of State Highway and Transportation Officials (ASHTO) has approved the interstate number of I-87 for this portion of the corridor from Williamston to the Virginia state line.

Due to the size of the project staff is requesting that a Traffic Impact Analysis be submitted for this development.

PUBLIC UTILITIES

According to information provided by the project engineer, the domestic and fire supply demands for the proposed development will be met with County water. The existing waterlines on Tanglewood Parkway South and Mount Everest Drive South will be extended and connected which will provide a looped water system servicing the area. Per the Master Water design for Stockbridge at Tanglewood, it is understood that a third water main connection to the 24" water main along US17 Bypass will be needed to provide additional water pressure. The 24" water service will be tapped into the proposed looped water main to provide additional water pressure.

The site's sewer needs will be met by the City's existing gravity sewer system by tying into the existing terminal sewer manhole that exists at the end of Tanglewood South. The gravity sewer line will connect to a pump station which will pump the sewage up to the Halstead force main.

Multiple stormwater management basins will be designed to comply with local and state regulations to treat the additional stormwater runoff generated from the proposed impervious areas.

Albemarle Electric Membership Cooperative has confirmed that they will provide electric service to the 157-acre site known as Tanglewood Crossing.

LAND USE PLAN

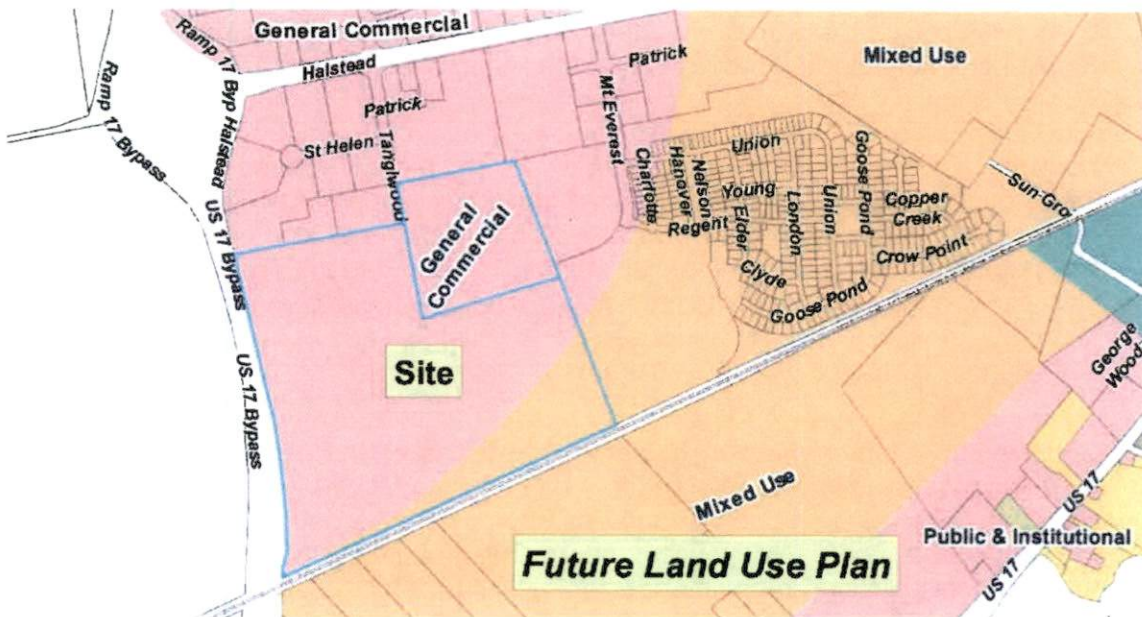
The Elizabeth City & Pasquotank County Land Use Plan (LUP) has two classifications for the site *General Commercial* and *Mixed Use*. The *General Commercial* classification is intended to delineate lands that can accommodate a wide range of retail, wholesale, office, business uses along with personal services. Areas classified as *General Commercial* may also include some multi-family uses as well as some intensive public and institutional land uses. The City's future land use classification of *General Commercial* does not support the proposed use and rezoning request to use of the site for single family homes.

The *Mixed Use* classification is intended to delineate lands, in areas where there is no established urban land use pattern, that can accommodate a variety of residential, general commercial, and support institutional land uses or a mixture of these land uses within a single development. Land uses within the *Mixed Use* designated areas are generally compatible with the medium/high residential and business zoning designations. The *Mixed Use* areas are potential growth areas that may develop primarily as one use type or may evolve into multi-use areas. Where adequate public utilities exist, or can be upgraded, the City's goals and policies support the intensity of development encouraged in this classification. Along the Halstead Boulevard Extension, it is envisioned that these properties will be a mix of single and multi-family uses intermixed with limited office and commercial development. Development of sites for commercial use only is discouraged.

When considering zoning transitions and uses, nationally accepted planning principles and practices are used. Heavy commercial uses typically locate along major corridors and arterial roads. As properties are developed away from these nodes, the uses gradually become less intense. Development patterns in core areas typically transition from high-intensity commercial uses, to low-intensity commercial office, institutional, or mixed uses, to high-density residential, to low-density residential. As evidenced by the development patterns emerging along the Halstead Boulevard Corridor, this area is following the model. With Halstead Boulevard's classification as a major thoroughfare for the City, more intensive development is expected adjacent to the corridor becoming gradually less intense as you move further from the highway. This can be seen in the

number of residential developments approved for construction or under review in the Tanglewood area.

While the Future Land Use Map (FLUM) depicts the general location of projected patterns of future land uses, the LUP states that the ultimate use and development of a particular parcel of land will be determined by the property owner's desires, overall market conditions, implementation tools employed by the City to regulate land use and development, and the availability of necessary infrastructure (water, sewer, roads, etc.) to support development. Ultimately, there are many relevant factors in addition to the FLUM that come into play to determine if a projected use is appropriate.



PUBLIC SCHOOLS

Dr. Keith Parker Superintendent with the Elizabeth City-Pasquotank Public Schools was able to provide some information about the impact of the proposed development on the school services. Central Elementary School would service this development. The school is over its 425-student capacity with a current enrollment of 488 students. The middle and high schools have the capacity to handle the students generated by the proposed development.

Dr. Keith Parker, School Superintendent stated; "We support the growth and the increased number of housing units for Elizabeth City, which is a much-needed venture. This project will put additional strain on the Central Elementary capacity and would likely require modular units or rezoning for that school to accommodate these numbers." They note that they "support all growth in the county and city and believe that growth is a good thing for Pasquotank County. We also want to highlight that new growth will require us to

re-evaluate our attendance zones and school facilities and capacities. Growth of this nature will require school renovation and possible new school construction over time."

STAFF COMMENTS and RECOMMENDATION

When making a determination, as to whether to approve or deny a rezoning, Staff considers the area's zoning pattern, adjacent land uses, Elizabeth City LUP, as well as the impact on roads and City services such as utilities and fire protection. Staff also takes into account the impact the rezoning will have on the adjacent property owners and neighbors.

The approximate 157-acre site is currently being farmed. The requested Residential R-6 and R-8 zoning districts is an extension of the zoning districts found in the adjacent Stockbridge neighborhood which City Council approved on April 28, 2008.

The Land Use classification of the site in the Elizabeth City and Pasquotank County Land Use Plan is *General Commercial and Mixed Use*. Along Halstead Boulevard Extension the *Mixed Use* classification is envisioned that these properties will be a mix of single and multi-family uses intermixed with limited office and commercial development. Development of sites for commercial use only is discouraged. The *General Commercial* classification may include some multi-family uses but does not support the proposed use for single family homes. The proposed Residential R-6 and R-8 zonings are found to be conditionally consistent with the *Mixed Use* classification.

Considering the aforementioned elements, staff is of the opinion that the proposed rezoning request is appropriate for the area and is conditionally consistent with the 2012 Elizabeth & Pasquotank County Land Use Plan. The project supports the goal of the LUP to provide a variety of housing opportunities and promote diversified economic development and staff recommends **APPROVAL** of this application with the following **consistency statement**:

The proposed zoning request for approximately 157 acres from General Industrial I-2 and Commercial C-1 to Residential R-6 and R-8, is found to be reflective of the current land use patterns emerging in the Tanglewood portion of the City. The rezoning supports the Land Use Plan goal of providing a variety of housing opportunities affordable to a broad range of income levels; and is an extension of the existing R-6 and R-8 zonings found along the site's eastern boundary.

On December 2nd rezoning case RZ 05-25 was heard by the Planning Commission. There were discussions on maintaining access for farm equipment and pavement width for school bus and EMS access. Developer anticipates full build out would take approximately eight years. Commission voted unanimously with a 6-0 vote to approve the rezoning.

Tanglewood Crossing

Conceptual Master Plan

Currently located in Pasquotank County, NC
Proposed annexation into Elizabeth City, NC
Rev. December 30, 2025

SITE DATA:

PINs: 7993 741815 & 7993 757018
 Map Numbers: P56-3 & P56-3B
 Total Site Area: +/-157 ac.
 Current Zoning: C-1 and I-2
 Proposed Zoning: R-8 (+/-54.5 ac.) & R-8 (+/-82.5 ac.)

Proposed R-8 Development:

Single-Family Attached Product: +/-295
 Single-Family Detached Lots (6,000 SF min.): +/-120
 Subtotal for R-8: +/-415

Proposed R-8 Development:

Single-Family Detached Lots (8,000 SF min.): +/-150

Total Dwelling Units: 565

All proposed neighborhood roadways within a 50' ROW shall limit parking to one side only. Signage, pavement markings, and enforcement shall be utilized to prohibit parking on both sides.

Note: This Conceptual Master Plan is provided for illustrative purposes only. The placement of product types, mix of units, and lot sizes may vary provided that they meet the respective R-8 and R-8 zoning district criteria.



LAND PLANNING SOLUTIONS
 1871 HARBOR VIEW DRIVE, SUITE 202
 SURREY, VA 22442-2657
 O 757-935-9614 F 757-935-9615
www.landplanning.com

Tanglewood Crossing

Conceptual Master Plan

Currently located in Pasquotank County, NC
 Proposed annexation into Elizabeth City, NC
 Rev. December 30, 2025

SITE DATA:

PINs: 7993 741815 & 7993 757018
 Map Numbers: P66-3 & P66-3B
 Total Site Area: +/-157 ac.
 Current Zoning: C-1 and I-2
 Proposed Zoning: R-6 (+/-94.5 ac.) & R-8 (+/-62.5 ac.)

Proposed R-6 Development:
 Single-Family Attached Product: +/-295
 Single-Family Detached Lots (8,000 SF min.): +/-120
 Subtotal for R-6: +/-415

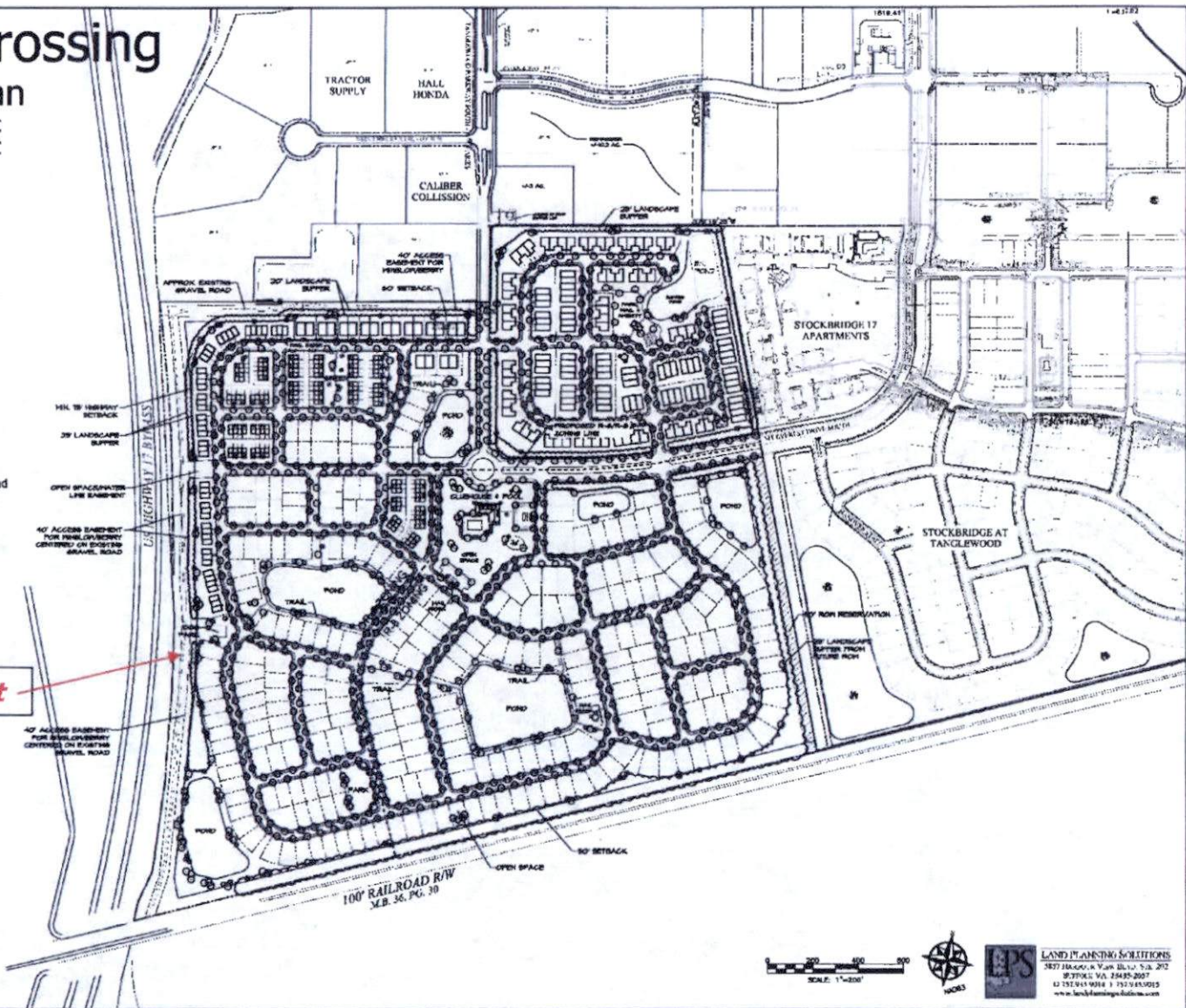
Proposed R-8 Development:
 Single-Family Detached Lots (8,000 SF min.): +/-150

Total Dwelling Units: 666

All proposed neighborhood roadways within a 50' ROW shall limit parking to one side only. Signage, pavement markings, and enforcement shall be utilized to prohibit parking on both sides.

Note: This Conceptual Master Plan is provided for illustrative purposes only. The placement of product types, mix of units, and lot sizes may vary provided that they meet the respective R-6 and R-8 zoning district criteria

40' Farm Access Easement



C:\Projects\City\Development\CAM2025 - Rezoning - Tanglewood Crossing\Drawings\Site\Site\Site - Tanglewood Crossing.dwg - Plot Date: Jan 07, 2026 - 12:36pm

SCALE: 1"=50'
 LAND PLANNING SOLUTIONS
 1827 HARRISON WAY, SUITE 202
 WYOMING, VA 22448-2007
 434.331.9314 | 757.944.0015
 www.landplanning.com

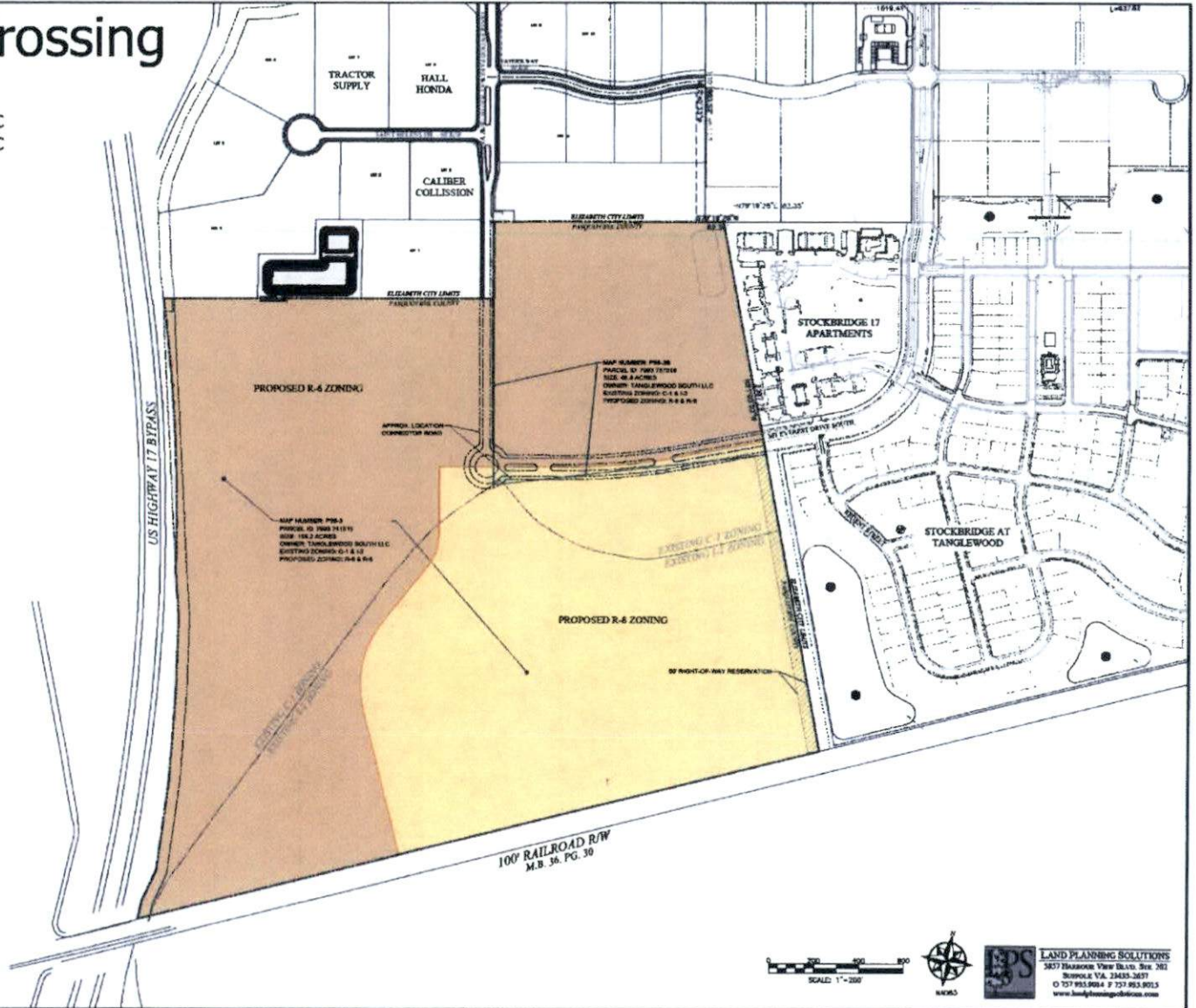
Tanglewood Crossing Rezoning Exhibit

Currently located in Pasquotank County, NC
Proposed annexation into Elizabeth City, NC
September 15, 2025

SITE DATA:

PINs: 7993 741815 & 7993 757018
Map Numbers: P56-3 & P56-3B
Total Site Area: +/-157 ac.
Current Zoning: C-1 and I-2

Proposed Zoning: R-8 (+/-94.5 ac.) and
 R-8 (+/-62.5 ac.)



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**RESOLUTION #2025-01-02
DIRECTING THE CITY ATTORNEY TO INVESTIGATE
A PETITION RECEIVED UNDER G. S. 160A-31
157 ACRES
BETWEEN THE 17 BYPASS AND STOCKBRIDGE AT TANGLEWOOD
PARCEL IDs: 7993 741815 and 7993 757018**

WHEREAS, a petition requesting annexation of an area described in said petition has been received on January 26, 2026 by the City Council; and

WHEREAS, G. S. 160A-31 provides that the sufficiency of the petition shall be investigated by the City Clerk or City Attorney before further annexation proceedings may take place; and

WHEREAS, the City Council of the City of Elizabeth City deems it advisable to proceed in response to this request for annexation;

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Elizabeth City:

THAT the City Clerk and City Attorney are hereby directed to investigate the sufficiency of the above described petition and to certify as soon as possible to the City Council the result of her investigation.

ADOPTED, this the 26th day of January 2026

E. Kirk Rivers
Mayor

April Onley, NCCMC
City Clerk



ANNEXATION PETITION – CONTIGUOUS PROPERTY

TO: The City of Elizabeth City
ATTN: City Clerk
P. O. Box 347
Elizabeth City, NC 27907

RE: Petition Requesting Annexation

Pursuant to the provisions of Sections 160A-31 of the NC General Statutes, we the undersigned owners of real property described below do hereby request that said property

Located at: Between the 17 Bypass and Stockbridge at Tanglewood, 1/4 mile south of Halstead Blvd.

Tax Block(s) P56 (PINs 7993 741815 & 7993 757018)

Tax Lot(s) 3 & 3B

be annexed into the City of Elizabeth City.

We certify: that the property is contiguous to the present City limits; that a legal description (metes and bounds) is attached as Exhibit A and a map of said property is attached and denoted as Exhibit B. Exhibit B shall conform to the City of Elizabeth City Mapping and Documentation Policy for voluntary annexation petitions. (The policy is attached.)

Upon certification of the petition, petitioner will provide one digital file and 10 copies (11" x 17") of a map and an electronic legal description (in a format accessible by Word).

All individuals whose names appear on the deed to the property or otherwise have an ownership interest shall sign.

[Signatures on following page(s)]

County of Virginia Beach

On this, the 2nd day of October, 2025, before me, the undersigned notary public, personally appeared Mehul S. Shah, known to me (or satisfactorily proven) to be the person whose name is subscribed above, and acknowledged that he/she executed the same for the purposes therein contained.

In witness hereof, I hereunto set my hand and official seal.

(SEAL)



Kalpish M. Shah, Notary Public

Printed Name: Kalpish M. Shah

2) Mehul S. Shah, Manager Tanglewood South, LLC

Printed Name

Signature

Mehul S. Shah

State of Virginia

County of Virginia Beach

On this, the 2nd day of October, 2025, before me, the undersigned notary public, personally appeared Mehul S. Shah, known to me (or satisfactorily proven) to be the person whose name is subscribed above, and acknowledged that he/she executed the same for the purposes therein contained.

In witness hereof, I hereunto set my hand and official seal.

(SEAL)



Kalpish M. Shah, Notary Public

Printed Name: Kalpish M. Shah