



# MEMORANDUM

---

**TO:** Mayor and Members of the City Council

**FROM:** Reginald Goodson, Development Services Director  
Dylan Lloyd, Planner II

**DATE:** October 11, 2024

**RE:** Consideration- Call for a Public Hearing - CASE NO: RZ 06-24

---

**BACKGROUND:**

The Elizabeth City Planning Commission voted unanimously to request that the City Council approve a rezoning of the Elizabeth City Cotton Mill on 541 North Hughes Blvd from General Industrial (I-2) to Apartment District (AD).

**ANALYSIS:**

The original mill factory building and first Cotton Warehouse sections were constructed in 1896. Although there have been several additions to the main factory building and Cotton Warehouse, the exterior of the main factory building retains the strong architectural integrity of design, materials, and workmanship of a mill factory building. This rezoning will allow the applicant the use and density required to rehabilitate a blighted building into 109 loft-style market value apartments.

Staff recommends **Approval** of the request as presented including the adoption of the following consistency statements.

**Consistency Statement:**

"The City Council of the City of Elizabeth City approves the rezoning from I-2 to AD as fostering growth for economic vitality and preservation and repurposing of historic structures are consistent with the Elizabeth City Future Land Use Plan."

**STAFF RECOMMENDATION:**

By motion, call for a public hearing to be held on Monday, October 28, 2024, at the 7:00 p.m. Regular Session of the City Council to consider RZ 06-24.



CITY OF ELIZABETH CITY  
PLANNING & DEVELOPMENT SERVICES DEPARTMENT

PLANNING COMMISSION  
REZONING REQUEST  
STAFF ANALYSIS

**CASE NO.**

RZ-06-24

**MEETING DATE**

September 3<sup>rd</sup>, 2024

**DESCRIPTION/LOCATION**

451 North Hughes Blvd is an 8.48-acre parcel located along the north side of the Chesapeake & Albemarle rail line and US Highway 17 adjacent the intersection with Parsonage St.

**PARCEL INFORMATION**

Parcel ID 891419513856  
Tax Map 77-A-7  
Deed Book 1481. PG 876

**OWNER**

EC Cotton, LLC  
503 East Main St  
Richmond, VA 23219

**APPLICANT**

Jesse White  
Miller & Associates  
116 E Franklin St  
Richmond, VA 23219



**REZONING REQUEST**

The applicant is requesting a rezoning from the current zoning status of General Industrial (I-2) to Apartment District (AD) for a planned multifamily residential use development.

**EXISTING ZONING**

*I-2 – General Industrial*

The I-2 General Industrial District is primarily intended to accommodate a wide range of assembling, fabricating, manufacturing uses, and support retail and service uses.

**PROPOSED ZONING**

*AD – Apartment District*

The AD Apartment District is primarily intended to accommodate a variety of high density single-family detached dwellings, modular homes, two-family dwellings, and multi-family dwellings.



CITY OF ELIZABETH CITY  
PLANNING & DEVELOPMENT SERVICES DEPARTMENT

PLANNING COMMISSION  
REZONING REQUEST  
STAFF ANALYSIS

**ADJACENT ZONING & LAND USE**

North: Residential (R-15) – Residential Single Family Homes, Undeveloped  
South: General Business (GB) – Flea Market, Retail, Laundromat, Professional Services  
East: Industrial (I-2) & General Business (GB) – Professional Services  
West: Industrial (I-2) – Warehouses

**ZONING SUMMARY**

The Applicant is seeking a rezoning on behalf of the owner, EC Cotton, LLC, to accomodate the development of 109 loft-style one and two bedroom apartment units. Built in 1896 and subject to numerous additions up through 1969, the Elizabeth City Cotton Mill & Hosiery served as a major employer and architectural exemplification of early 20<sup>th</sup> century industrial operations in the region. The property has been designated as a local landmark and has recently been added to the National Register of Historic Places.

The property is currently zoned I-2 General Industrial and is vacant but in fair condition. The I-2 General Industrial District was established to facilitate manufacturing, retail and service uses with appropriate locations which may require special measures for operations and compatibility with surrounding parcels. Concurrent with this rezoning request, the applicant has received a Variance from the Board of Adjustment on Article 9.4.1 for minimum building setback requirements as well as Article 11.3-1 for street landscape buffer requirements. This ensures that if the rezoning is permitted, the existing building will be viable for the intended development within the purview of our ordinance.

**FLOOD PLAIN**

The property currently lies within the Shaded Zone X designation of the Flood Insurance Rating Maps. This signifies that there is a 0.2% probability of flooding on any given year.



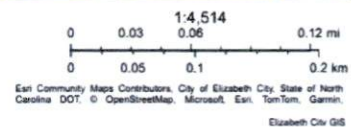


CITY OF ELIZABETH CITY  
PLANNING & DEVELOPMENT SERVICES DEPARTMENT

PLANNING COMMISSION  
REZONING REQUEST  
STAFF ANALYSIS



8/23/2024, 11:03:52 AM



### FUTURE LAND USE PLAN

The Joint Elizabeth City and Pasquotank County Land Use Plan (LUP) has future land use designations shown as Industrial for the parcel located at 451 North Hughes Blvd. The Industrial designation allows for a variety of manufacturing and production operations located in proximity with similar districts and infrastructure such as railroads and major highways.

Approximately half of the adjacent future zoning and land uses are for Medium / High Density Residential and General Commercial, which would allow multifamily development with 25-30 units per acre, respectively. If the parcel seeking rezoning was designated for future General Commercial, it would be recommended for up to 30 units per acre. Currently the R6 and General Business designation would accommodate up to 101.8 units at similar acreage. The LUP also recognizes the changing dynamic of the use patterns and population growth associated with this area and shows several parcels to the west of the project changing from a General Industrial designation to a General Commercial one.



CITY OF ELIZABETH CITY  
 PLANNING & DEVELOPMENT SERVICES DEPARTMENT

PLANNING COMMISSION  
 REZONING REQUEST  
 STAFF ANALYSIS

**Table 49 Elizabeth City Future Land Use Plan Compatibility Matrix**  
 Consistency Review of Future Land Use Map Designations and Existing Zoning Districts

Zoning District	R-6	R-8	R-10	R-15	AD	RMH	O&I	CB	NB	GB	HB	CMU	I-1	I-2	PUD PDR	PUD POM
<b>Unified Development Ordinance Requirements</b>																
Minimum Lot Size (SF)	6,000	8,000	10,000	15,000	6,000	6,000	None	None	None	None	None	None	None	None	None	None
Minimum Lot Width	50'	65'	65'	90'	50'	50'	60'	0'	60'	75'	100'	100'	150'	75'	None	None
Maximum Lot Coverage	50%	None	None	None	None	None	*	*	*	*	*	50%	*	*	None	None
Maximum Building Height (Ft/Stories)	40**	40**	40**	40**	40**	40**	8 Story	Determined by City Council	None	None	None	3 Story	50'	None	Determined by City Council	
Land Use Designation	Residential (Unit/Ac)	Non-Residential (Unit/Ac)	<b>Future Land Use Map Classifications (See Section 4.3.2)</b>													
Conservation Open Space	1/5		--	--	--	☑	--	--	--	--	--	--	--	--	--	--
Low Density Residential	2/1 to 4/1	1/5	×	×	▼	☑	×	▼	▼	--	--	--	--	×	×	☑
Medium-High Density Residential	4/1 to 25/1	1/30*	☑	☑	☑	▼	☑	☑	▼	--	▼	--	--	×	×	☑
General Commercial	Up to 30/1	1/1	--	--	--	--	▼	--	☑	☑	☑	☑	☑	▼	×	☑
Downtown Mixed Use	50/1	10/1	▼	--	--	--	▼	--	☑	☑	☑	☑	×	☑	×	☑
Mixed Use	Up to 30/1	1 to 3/1	☑	☑	▼	--	☑	×	☑	--	--	☑	▼		×	☑
Public & Institutional		1/5	--	--	--	▼	--	--	☑	--	--	--	--	--	--	--
Industrial	1/2**	1/1-1/5	--	--	--	--	--	--	--	--	--	--	--	☑	☑	--
* 100% if outside of a watershed protection overlay and if public water and sewer service is available                + Intensity                ++ Non-Industrial Uses                ☑ Generally Consistent                ▼ Conditionally Consistent                × Inconsistent                -- Not Applicable ** Bldg. setbacks increase one foot for every foot in height in excess of 40'																

**TRANSPORTATION**

Access to the subject property is via Parsonage Street and Mill Street which are public streets maintained by Elizabeth City, albeit the section of Parsonage Street between Hughes Blvd and Mill Street, which is maintained by the NCDOT. The Pasquotank County-Elizabeth City Capital Transportation Plan (CTP) adopted in 2016 classifies both entry roads as collector streets, and Average Daily Traffic (ADT) numbers are not given for them. However, the portion of N Hughes Blvd directly facing the front of the existing structures did have a traffic count performed, which will be used for this analysis.

The CTP reports a 2015 traffic volume of 15,000 and a capacity of 27,100, indicating a Level of Service (LOS) grade of B. The 2040 traffic volume is predicted to be 17,200 VPD with the capacity remaining at 27,100 VPD. This data was collected by pneumatic tubes and vehicle counters located approximately 1000 feet south of the proposed rezoning.

There are currently no sidewalks on these sections of Mill Street and Parsonage Street, however there are sidewalks on the south side of Hughes Blvd and the CTP references that sidewalk facilities 'need improvements' in this area.



CITY OF ELIZABETH CITY  
PLANNING & DEVELOPMENT SERVICES DEPARTMENT

PLANNING COMMISSION  
REZONING REQUEST  
STAFF ANALYSIS

**PUBLIC UTILITIES**

The City has several water lines in this area. There is a 16" water line along the south side of Mill Street with three hydrants adjacent to the parcel. There is a 6" water line along the south side of N Hughes Blvd with an existing spur to the property projecting north under Hughes Blvd around the vicinity of Beech Street. Approximately 16,440 Gallons Per Day (GPD) would be required based upon state requirements, according to Public Utilities. Two gravity main sewer lines connect to the two primary eastern and western portions of the old mill building. The Sanitary Sewer force main along N. Hughes Blvd does not appear to service the site.

**PUBLIC SCHOOLS**

While Northeastern High School, Pasquotank High School and Elizabeth City Middle School would have adequate capacity, PW Moore Elementary has an expected 420 students and a capacity of 445 for the 2024-2025 school year. Based upon information provided by the Amanda Hill of the Pasquotank-Elizabeth City schools, the 216 apartments in recently developed projects Morgan's Pointe and River's Edge generate 62 schoolchildren, approximately 0.3 schoolchildren per household. With this information, it is anticipated that 109 new multi-family units will generate about 31 school children. The expected amount of children generated from this project could possibly exceed elementary school capacity, although other factors could mitigate that estimate such as the size of the units and the incompatible nature of a one-bedroom unit for families.

**STAFF COMMENTS AND CONSISTENCY STATEMENT**

Staff is recommending that the rezoning of this property from I-2 Industrial to AD Apartment District be approved as it is consistent with the Pasquotank County / Elizabeth City Future Land Use Plan (LUP) in that the surrounding area allows for medium and high densities as opposed to low density. Adjacent parcels and uses to the south and west of the property already allow by right of zoning within 10% the amount of planned units being requested by the applicant.

The proposed rezoning would have a negligible impact on existing utilities and would not present a burden on Level of Service (LOS) for existing roadways, as this section of Hughes Blvd is at 30% of capacity according to the latest Comprehensive Transportation Plan (CTP). This change in zoning would reflect current changing land use patterns and housing demands in the surrounding community, as the current rental vacancy rate is at 6%, and would be consistent with overall growth patterns in Elizabeth City, which show an approximate 5.8% population increase in the last decade.



CITY OF ELIZABETH CITY  
PLANNING & DEVELOPMENT SERVICES DEPARTMENT

---

PLANNING COMMISSION  
REZONING REQUEST  
STAFF ANALYSIS

The proposed rezoning is consistent with the expressed goals and intent of the Joint Elizabeth City and Pasquotank County Land Use Plan (LUP) in that specific goals for a community vision are followed and;

Whereas section 4.1.1 of the LUP states Elizabeth City Officials and residents desire to preserve historic structures where feasible through redevelopment and repurposed uses;

Whereas section 2.3 of the LUP states Elizabeth City Officials and residents desire to continue nurturing and developing the community's tax base in order to maintain and expand services to its citizenry. Such opportunities will encourage the expansion of economic development venues, continued residential growth and community vitality.