# MEMORANDUM

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

**FROM:** Reginald Goodson, City Manager
Carl Best, Community Development Director
Dylan Lloyd, Planner II

**DATE:** January 7, 2026

**RE:** Consideration - Call for a Public Hearing - CASE NO: RZ 03-25

***BACKGROUND / ANALYSIS:***

On December 2nd, 2025, the Elizabeth City Planning Commission voted 2-1 to recommend approval of Rezoning Case RZ 03-25 for the rezoning of parcels 8903158669 and 8903269325 from Residential R-8 to Planned Unit Development PUD-PDR.

The aforementioned parcels, located approximately 0.5 miles west of the intersection of Thunder Road and Halstead Boulevard Extended, are being proposed for rezoning into a Residential Planned Unit Development for a mix of townhomes, multifamily and single family homes. This plan calls for a mix of 502 single family homes, 140 multi-family units and 137 townhomes along with 25 acres of open space and the extension of Patrick Way from the western edge to the eastern terminus of the property.

***STAFF RECOMMENDATION:***

By motion, call for a public hearing on RZ 03-25 to be held during the City Council's next Regular Session at 7:00 p.m.

CITY OF ELIZABETH CITY
DEVELOPMENT SERVICES PLANNING DIVISION

STAFF ANALYSIS

**CASE NO.**

RZ 03-25

**MEETING DATE**

December 2, 2025

**DESCRIPTION/LOCATION**

This is a proposed rezoning from Residential R-8 to a Planned Unit Development – Residential (PUD-PDR). The 99-acre track is located at 00000 Halstead Blvd approximately 1400' east of the intersection of Halstead Blvd and Mt Everest Drive.

**PARCEL INFORMATION**

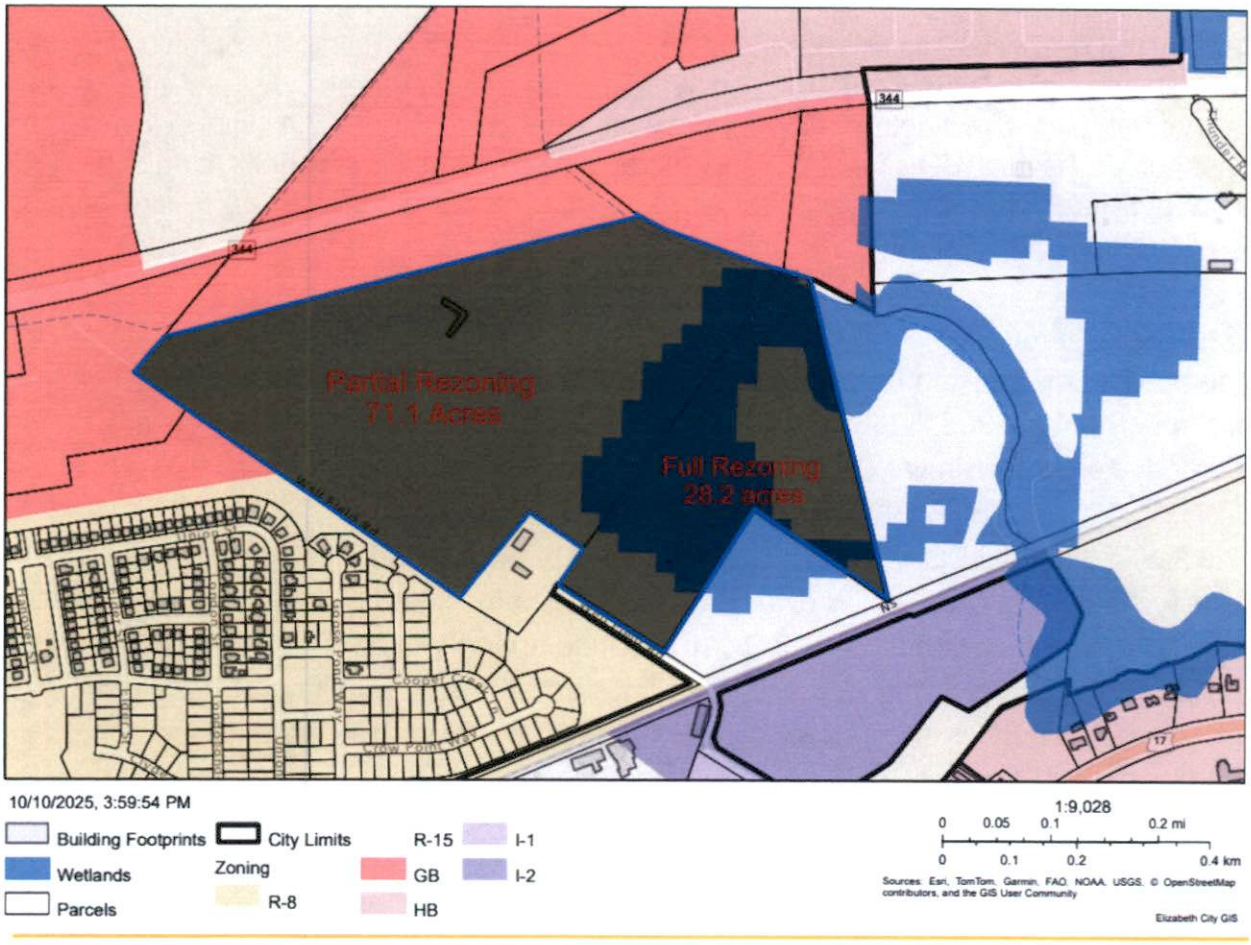
Tax Map P88-104 and P88-3A

**OWNERS**

PilotRock, LLC
00000 Halstead Blvd Ext.
Elizabeth City, NC 27909

**APPLICANT**

Benjamin C Larabee
122 Beechwood Road
Ahoskie, NC 27910



**EXISTING ZONING/LAND USE**

Residential (R-8) and General Business (GB); Cropland

**PROPOSED ZONING**

Planned Unit Development PUD-PDR

**ADJACENT ZONING & LAND USE**

North: General Business (GB) – Cropland
South: Residential (R-8) – Single Family Homes
East: Residential (R8) & General Business – Vacant wetlands and forest
West: General Business (GB) – Texas Roadhouse, Vacant Parcels

**REQUEST**

The applicant is requesting a partial rezoning for a 99 acre parcel they are seeking to change from Residential (R-8) to a Planned Unit Development (PUD-PDR). As per requirements in the Unified Development Ordinance (UDO) Article 9-10, a conceptual Master Site Plan was submitted with the rezoning application. The plan shows the 779-unit development broken down into the number and density of units by type as allowed by the PUD designation. The project as outlined in the plan shows 502 single family lots mostly in the southern portions of the parcels, and 137 townhouse lots and 140 multifamily lots both concentrated in the northern portions of the parcel. This project will yield an overall density of 7.8 dwelling units per acre. This single-family unit density is well above the highest density currently allowed under the City Ordinance for R-4 districts, in which one unit per 4,000 SF is permitted in such zone.

As the PUD process allows, this development is clustering densities of units into the central portions of the land with open space on the perimeter. As per the various residential uses, the single-family home section has a density of 7.4 units per acre, the townhomes have a density of 7.5 per acre, and the multifamily units would be 10.3 units per acre. The plan shows 25.2 acres of open space along with an 8-acre pond in the southeast corner.

**ZONING SUMMARY**

The applicant is seeking to rezone the entirety of Parcel 8903 269325 and a 71.1-acre portion of parcel 8903158669 from R-8 to PUD-PDR. The surrounding parcels are currently zoned for similar uses and intensities.

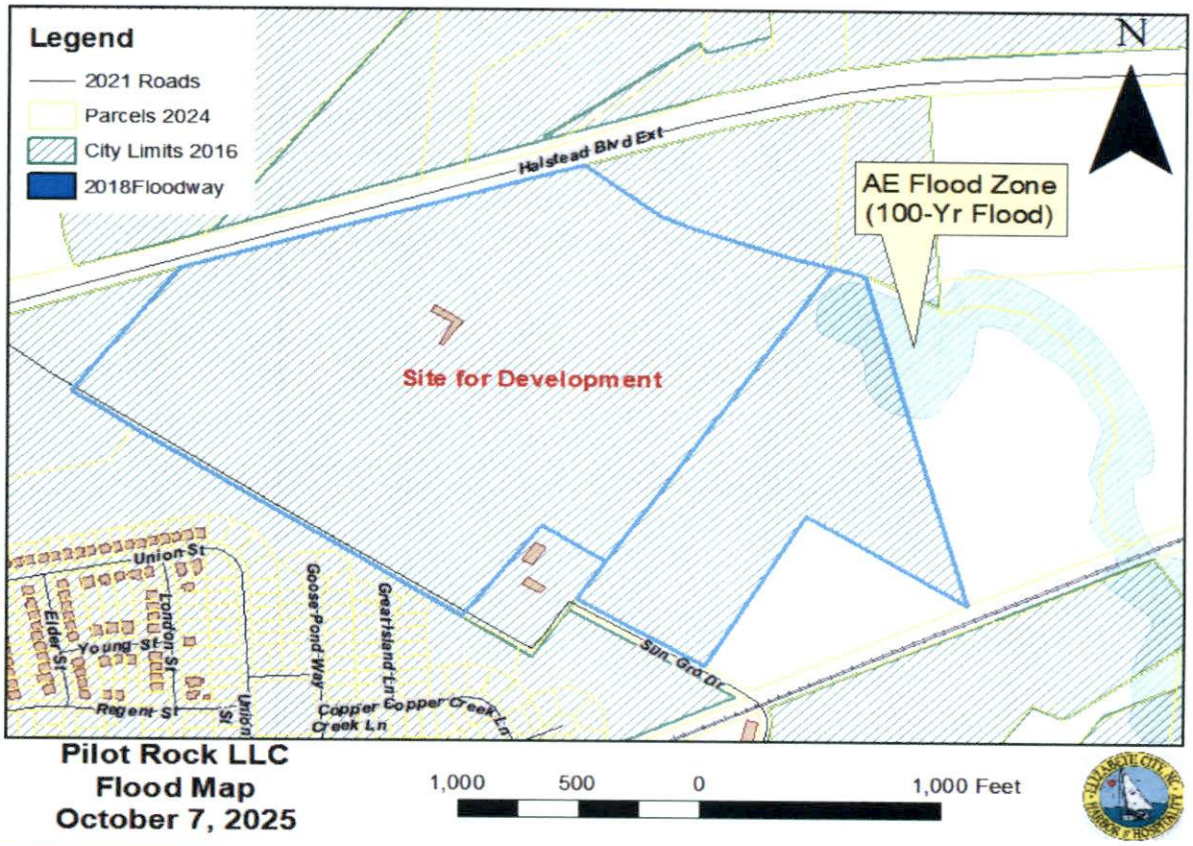
The R-8 Residential District is primarily intended to accommodate a variety of moderate density single-family detached dwellings, modular homes, and two-family dwellings. Maximum densities within the R-8 District include approximately 5 dwelling units per gross acre for single-family detached dwellings and 7 dwelling units per gross acre for two-family residences. Nonresidential uses permitted within this district include customary accessory, recreational, educational, and institutional land uses that are compatible with the moderate density residential character of the R-8 District.

Planned Unit Development Districts are intended to accommodate a variety of housing types and limited retail, professional services, and office uses developed on large tracts in accordance with a unified development plan. The Planned Unit Development-Residential District (PUD-PDR) is intended to accommodate residential development which includes varied lot sizes and housing types as well as related recreational, educational, and institutional uses.

These parcels are located within the Halstead Boulevard Extension Overlay District and are thusly held to the overlay standards and guidelines outlined in UDO article 12-10. The subject property is located within City's corporate limits, so annexation will not be necessary. Parcel 8903158669 was recently rezoned in January of 2025, at which time City Council approved the rezoning of 42.8 acres of land within the parcel from General Business (GB) to Residential (R-8).

## FLOOD PLAIN

There is a tributary for Knobbs Creek located in an AE zone that runs along the eastern portion of the property. This tributary not only drains the parcels in question but most of the Stockbridge and Tanglewood developments to the west as well. Area residents and business owners have raised concerns about slow drawdown to this drainage way and the Pasquotank County Soil and Water department has confirmed a history of beaver activity in the stream. It is recommended at this time that the developer perform downstream drainage evaluation and remove potential blockages and hazards from the creek portion between the edge of the parcel and the railroad bridge approximately one-quarter mile to the southeast.




**Pilot Rock LLC**
**Flood Map**
**October 7, 2025**

This area contains numerous patches of wetlands, however the applicant has indicated that only the ponds and open space areas would be placed along the portions that are designated as such. The Master Site Plan has been revised to show the portion of the property within the Special Flood Hazard Areas, which on this site represent 1.1 acres of land within the 100-year floodplain; also known as the AE Flood Zone in which there is a 1% annual chance of flooding. Upon submission for Preliminary Plat, a full wetland delineation will need to be performed on all tracts in accordance with UDO Article 10 and NC State Statute 113A.

## TRANSPORTATION

Access to the subject property is via Halstead Blvd and a proposed future connection along Patrick Way. Patrick Way is projected to extend from west to east along the entirety of the property.

The 2016 Pasquotank Comprehensive Transportation Plan does give some base data on local traffic. However, since the latest data is from 2016, a new Traffic Impact Study (TIA) would be recommended. The CTP reported a 2015 traffic volume of 15,000 and a capacity of 24,500, indicating a Level of Service (LOS) grade of B. The 2040 traffic volume is predicted to be 19,900 VPD with the capacity remaining at 24500 VPD. This data was collected by pneumatic tubes and vehicle counters along Halstead Blvd Extension located approximately a quarter mile east of the proposed rezoning.

There are currently no sidewalks on the property or connecting at the adjacent parcels. The Halstead Overlay District would require construction of 5' sidewalks along public ROW. Staff does note that a 50' buffer will be required adjacent to the railroad.

## PUBLIC UTILITIES

Water for this project would be provided from the Pasquotank County supply via Elizabeth City infrastructure and management. There is an 8" city waterline running along the north side of Patrick Way that would be need to be extended eastward approximately 540 feet to provide service to the site. There are currently no water lines along this portion of Halstead Blvd. An existing 12" force main runs adjacent to the site along Halstead Blvd, allowing access to the site along proposed north/south streets. The developer will need to pay $1032 per acre as part of the Halstead ForceMain Fee agreement. The closest pump station is at 3603 Regent St in the adjacent Stockbridge subdivision. New lift stations to serve the development would need to be constructed.


***According to Public Utilities the sewer capacity for this project would be conditional on finalized GPD projections and pending a third-party review.***

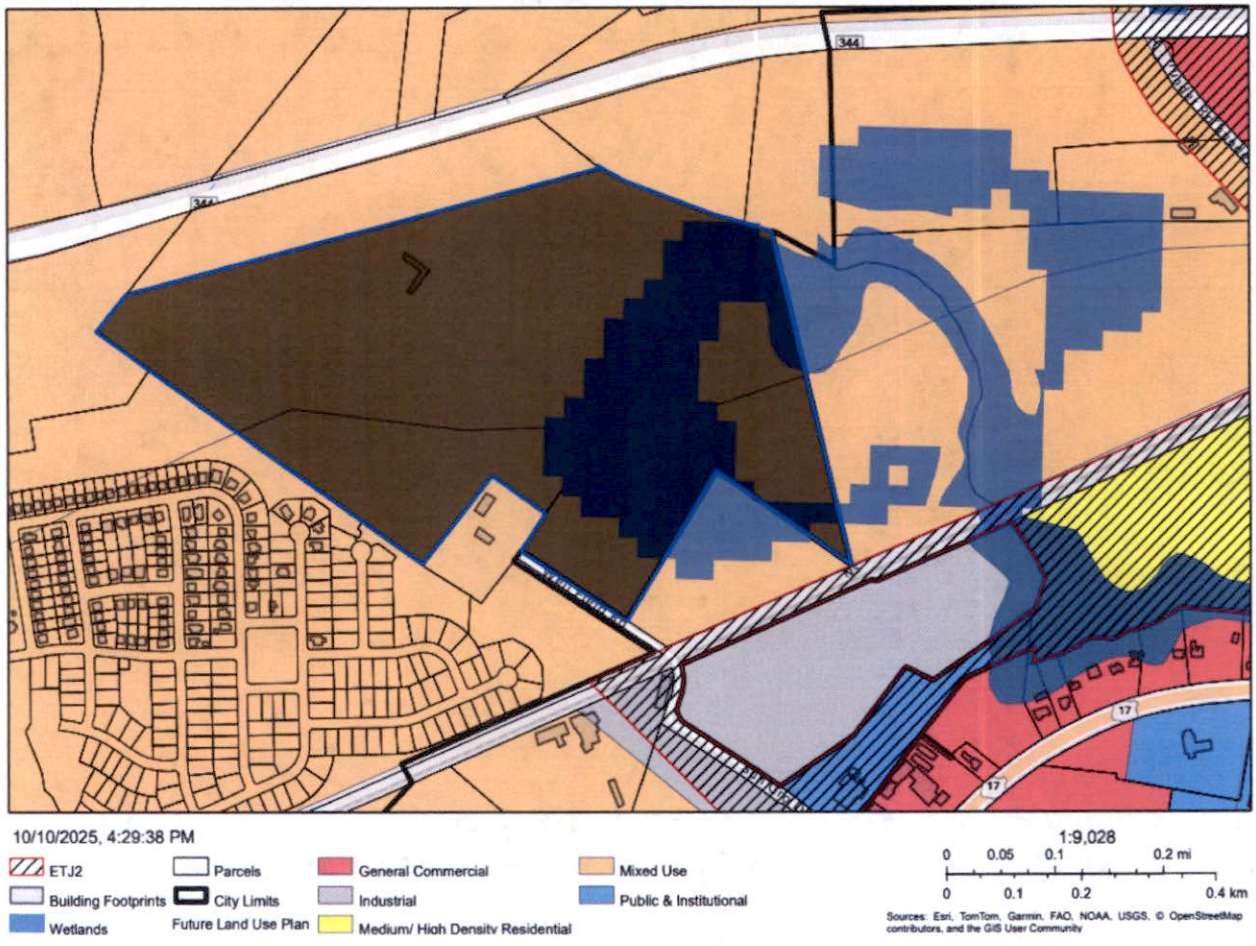
***At the present time the City's electric system does not have the capacity to serve the development.*** Once the utility infrastructure has been installed and is operational the site will be eligible to be served by city electricity. However, availability of adequate electric service will depend on the expedience of needed improvements to the system, and the applicant has expressed a willingness to help with potential upgrades to achieve these ends. An exact timeline for these improvements has yet to be established.

## LAND USE PLAN

The Joint Elizabeth City and Pasquotank County Land Use Plan (FLUP) has the future land use designation as Mixed Use, which can accommodate residential and commercial use types, as well as office and institutional. This site is in the Halstead Overlay District, which would require any development to adhere to standards set forth in UDO Article 12-10. Any development within wetlands or the Special Flood Hazard Area is subject to all state and federal permitting as well as any restrictions set forth in Article 12.2.

The adjacent FLUP use designations show Mixed Use, General Commercial and Medium/High Density Residential surrounding the proposed site. The aforementioned

Stockbridge subdivision and a few minor businesses along Patrick Way, including the Texas Roadhouse, are the only existing developments adjacent to the site.




## PUBLIC SCHOOLS

Using the formula from the U.S. Census Bureau, the proposed 779-unit development would generate between 250-300 school aged children. The site for the proposed rezoning GIS in the Northeast High, Elizabeth City Middle and Central Elementary School Districts. The capacity is available for Northeast High School and Elizabeth City Middle School, but space could be lacking at Central Elementary as they are already 63 students over capacity.

According to Keith Parker, the Superintendent of the Elizabeth City-Pasquotank County Public Schools, EPPS is supportive of any growth and expansion in the City or County that could lead to an increase in student enrollment at their schools. Wilma Jordan, an ECPPS representative, indicated that the school board is currently undertaking a land use study to start the planning process for the possible construction of a new school.

## 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, the Elizabeth City & Pasquotank County LUP, as well as the impact on roads and 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.

At the present time the City does not have the capacity to provide electric service to the site. The City is pursuing a capital improvement project for increasing the service capacity. It is projected that this project will take approximately 2 to 3 years to complete, however there is no exact estimated date on when full services could be provided.

This change in the allowable land use from R-8 Residential to a Planned Unit Residential of single family homes and multifamily townhouses and apartments would create potential overcrowding at area schools and place a strain on traffic and infrastructure such as electricity. The intense of the development is not in character with the surrounding parcels and the impact on the infrastructure, roadways, fire and safety and drainage would be high. According to UDO Article 10-7.2(b) every lot shall have at least forty percent of its total area, or 3,000 square feet, whichever is less, of contiguous buildable area of a shape sufficient to hold a principal building. This would leave only 907 square feet required for a building pad on the 82' by 28' lots.

The proposed PUD-PDR residential subdivision will be subject to a review and decision by the City Council after the Master Site Plan is reviewed by the Planning Commission. The Planning Commission's recommendation for approval or denial will then be noted in this report.

The classification of the site in the Elizabeth City and Pasquotank County Land Use Plan is ***Mixed Use*** and does support the proposed PUD-PDR use in the rezoning request. The high-medium density residential land uses allowed in the existing General R-8 zoning district are compatible with this land use designation.

Considering the aforementioned elements, staff is of the opinion that the proposed rezoning request is not consistent with the 2012 Elizabeth City & Pasquotank County Land Use Plan due to the proposed densities, however the land use plan also states in Section IV Part G, Policy goals numbers 12-13 for "helping ensure a variety of housing types affordable to a broad range of income levels, but especially to low- and moderate income persons" and "Support enhanced opportunities for home-ownership for lower-income residents." As this project was refined to decrease the units from 1004 to 779, and decrease density from 10.1 units per acre to 8 units per-acre, as well as increase open space and adjoin portions for larger recreation options, and being this project supports the goal of the LUP to provide a variety of housing opportunities and promote diversified economic development, ***staff recommends approval*** of this application as the density and character is harmonious with the surrounding area. The applicant has been given notice that a gap in services such as electricity may prevent occupancy of structures for up to 2 to 3 years.

| UNIT COUNTS & PERCENTAGE OF TOTAL | | | | |
|---|---|---|---|---|
| | UNITS | UNIT (%) | TOTAL AREA | DENSITY* |
| SINGLE FAMILY | 502 | 64% | 32.9 AC. | 7.4 UNITS/AC. |
| 45' X 100' LOT | 22 | 3% | 3.4 AC. | 4.4 UNITS/AC. |
| 28' X 108-125' LOT | 480 | 61% | 29.5 AC. | 7.7 UNITS/AC. |
| MULTIFAMILY | 140 | 18% | 4.2 AC. | 10.2 UNITS/AC. |
| TOWNHOME | 137 | 18% | 8.9 AC. | 7.5 UNITS/AC. |
| | | | | |
| TOTAL | 779 | 100% | 44.6 AC. | 7.8 UNITS/AC. |