



*The Lowcountry's Hometown*

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## STAFF REPORT

**TO:** Planning Commission  
**FROM:** Justin Westbrook, Community Development Director  
**SUBJECT:** Annexation (AN-24-01) – Tige Moran & Arnold Singletary  
**DATE:** June 25, 2024

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**Background:** The applicant, DR Horton on behalf of Tige Moran & Arnold Singletary, has applied for an Annexation (AN-23-01) for two (2) parcels, owned by Tige Moran (TMS #142-14-00-025 & -026) and Arnold Singletary (TMS #142-14-00-024). Along with the annexation request, the applicant is seeking the Moran parcels to be zoned **Single Family Attached Residential (R-3)** and **Conditional Zoning – Single Family Residential (CZ R-2)**.

There have been two previous requests that may have bearing on this application. In 2022, the applicant sought and was granted **Conditional Zoning – Single Family Attached Residential (CZ R-3)** zoning for an adjacent parcel (TMS #142-14-00-030), known as the Perry Hill rezoning. This request, as part of an annexation request, was heard by the Town Council on October 18th, 2022. That request approved a townhome community of “no more than 100 units” with the conditions.

In 2023 the applicant previously requested annexation for the subject Moran & Singletary parcels, seeking **Conditional Zoning – Single Family Attached Residential (CZ R-3)**. This request for up to eighty-eight (88) single family attached (townhomes) was heard by the Planning Commission at their June 27<sup>th</sup>, 2023, meeting, where the commission voted 3-0 to recommend approval to Town Council. The request was then heard by the Town Council at their July 18<sup>th</sup>, 2023, meeting, where the council voted to deny the request effectively killing the request.

**Existing Zoning:** The subject parcels are currently in Berkeley County’s R-2 zoning district. Per the Berkeley County, the R-2 – Manufactured Residential District is intended to:

*“...implement the land use goals of the residential growth areas and rural villages within urbanizing areas in the unincorporated portions of Berkeley County.”*

The zoning district is primarily residential in nature, specifically designed for single-family detached dwellings and manufactured homes.

	Adjacent Zoning	Adjacent Land Use
North	R-2 (Berkeley County)	Auto Repair Shop
	GC (Berkeley County)	VACANT
South	R-2 (Berkeley County)	VACANT
East	R-2 (Berkeley County)	Single-family Detached Dwelling
	Conditional Zoning R-3	VACANT
West	R-2 (Berkeley County)	VACANT

**Existing Site Conditions:** The subject parcels comprise of approximately 16.29 acres, which are currently undeveloped and largely wooded. There does appear to be some wetlands delineated on the parcels, predominantly to the west. The subject parcels are currently accessible by Ginn Road and the previously approved annexation by the applicant to the parcel to the west is intended to connect with the subject parcels of this request.

**Proposed Zoning Request:** The applicant has requested to annex the subject parcels into the Town of Moncks Corner and apply for a **Single Family Attached (R-3)** and **Conditional Zoning - Single Family Residential (CZ R-2)** zoning district. Per the Town’s Zoning Ordinance, the **Single Family Attached Residential District (R-3)** is intended to:

*“...support medium density residential uses, characterized by two family detached (i.e. duplex) and single-family attached (i.e. townhouse) units. Certain structures and uses required to serve governmental, educational, religious, noncommercial recreational and other needs of the area are permitted outright or are permissible as special exceptions subject to restrictions and requirements intended to preserve and protect the residential character of the district.”*

Per the Town’s Zoning Ordinance, the **Single Family Residential District (R-2)** is intended to serve as:

*“...single-family residential areas with detached units with low to medium population densities.”*

As the requested annexation has an accompanied Conditional Zoning request with it, this applicant’s request is seeking to attach conditions to the base **R-2** zoning district the Town utilizes. Conditional Zoning serves to:

*“...encourage the development of various types of flexible, negotiated developments under master plans, where the traditional density, bulk, spacing and use regulations of other zoning designations, which may be useful in protecting the character of substantially developed areas, may impose inappropriate and unduly rigid restrictions upon the development of parcels or areas which lend themselves to a unified, planned approach.”*

As such, the applicant has not provided conditions to attach with the reduction in lot size, which Staff calculates as approximately 6,270 square feet: a staunch departure from the 12,000 square foot minimum lot size for any **Conditionally Zoned** district. Staff is concerned that previously approved amenities from the Perry Hill approval would be sought to help reduce the minimum lot size for the single family detached products. Should the applicant provide separate amenities to help off-set the reduction in lot size, Staff is concerned that the size of

the parcels, hamstrung by the wetlands present, would not be significant enough to justify such a reduction resulting in such density as requested.

Staff also believes that townhome products should be limited to walk-able, already developed sections of a town, which Perry Hill area does not align with. Townhomes should benefit from existing conditions and infrastructure, that must include sidewalks and access to other town services. As previously mentioned on other requests, townhomes should connect to the Town’s sidewalk network, to make the density justifiable for the residents, both current and future. As there does not appear to be any additional sidewalks in the area, outside the previously approved Perry Hill request, Staff does not see any benefit from such density to the Town from a planning, walkability and livability aspect.

**Density:** The subject parcels consist of approximately 16.48 acres. When reviewing the density, as there are two requested zoning districts, individually the parcel for the requested **R-3** comes in at 7.75 dwelling units per acre. This appears to be very high for the area, as the previously approved Perry Hill request only saw an approved 5.22 dwelling units per acre over 19.17 acres. This represents a 48% increase in density from what the Town approved in 2022. However, when coupled with the 1.75 dwelling units per acre for the **CZ R-2** request, the density for this entire request will result in 4.0 dwelling units per acre.

Portion	Acreage	Proposed DUs	Density (DU/Acre)
Proposed R-3	6.19	48	7.75
Proposed CZ R-2	10.29	18	1.75
<b>TOTAL</b>	16.48	66	4.0

When considering the previously approved annexation in 2022 in conjunction with this request the density for the entire project will result in 4.7 dwelling units per acre.

**Transportation:** The proposal for the subject properties almost doubles the original approval of one hundred (100) townhomes, and with further development pressures from adjacent properties, Staff feels every attempt to connect this project to adjacent properties with US-17A access should be made. The applicant shows on the provided Sketch Plan a “stub-out” to adjacent land and has provided Staff with a wetland and floodway delineation map for the entire area. Staff agrees that the presence of floodway and wetland to the west of the subject properties create a financial and engineering concern, however Staff believes with the increase in project size and number of units, a regional approach with adjacent property owners should be seriously sought prior to annexation and rezoning approvals.

As with the previously approved annexation and rezoning for Perry Hill, Staff will require a separate Traffic Impact Analysis (TIA) for the subject parcels prior to Preliminary Plat approval. It may be difficult to consider all approvals for this area however, as the Perry Hill TIA may not be considered in its entirety with this current request. Anytime piece-meal subdivisions with add-ons occur, it increases the risk that engineering studies, particularly with traffic impacts, may miss opportunities as they are looked at individually as opposed to regionally as Staff has long advocated with this request.

Staff recommends that all TIA recommendations be funded and installed by the developer prior to Final Plat approval. This can ensure the Town is achieving the best connectivity as prescribed by a licensed traffic engineer prior to the development of the subject parcels.

**Consistency with Plans:** Adopted in 2024 as part of the Town’s Comprehensive Plan, the Future Land Use Map identifies the subject parcels as “Town Character Residential”. The requested zoning designation is not congruent with this designation of the Future Land Use Map as the request includes townhomes. The Plan calls for “Town Character Residential” to be designated for:

*“Intended to promote and enhance smaller lot, town mixed residential type neighborhoods near the downtown, commercial corridors and transportation nodes. A mixture of densities should be promoted to include single-family houses, duplexes, triplexes, accessory dwelling units (ADUs), and small-scale apartments.”*

The Comprehensive Plan also lays out various goals and policies to help in decision making for land use requests. Staff believes the applicant and request generally follow the following policies listed in the plan.

2. Allow for a range of residential uses to support housing opportunities for residents of all ages and socio-economic statuses.

Staff also believes the applicant and request generally does not follow the following policies listed in the plan:

1. Maintain a sustainable community by ensuring current infrastructure has the capacity to accommodate for current and future growth.
8. Identify and preserve the community assets that contribute to the Town’s unique small-town character, quality of life, and cultural identity.

**Procedural Issues:** As the subject parcels are requesting annexation by 100% of the property owners, and have signed annexation petitions, the request will be presented for approval at two (2) separate Town Council meetings. As part of this request, the applicant is also seeking to apply Town of Moncks Corner zoning to the subject parcels.

As part of any Zoning Map Amendment, the request must be at least two (2) acres, an extension of an existing district boundary, or additional C-1 zoning contiguous to existing commercial. In this case, the subject parcel exceeds two (2) acres in size and is adjacent to an existing district boundary.

The Planning Commission is tasked with not just making a recommendation for the request, but also to determine if the request should be reconsidered. As a similar request was denied on July 18<sup>th</sup>, 2023, and as the request will be before the Town Council at their July 16<sup>th</sup>, 2024, meeting, this request falls within a reconsideration of proposed amendments (Section 12-7). As such, the Planning Commission will need to determine if the application should be reconsidered. The criteria to determine this is meeting one of the following thresholds.

1. There has been a substantial change in the character of the area, or

2. Evidence or factors or conditions exist which were not considered by the Planning Commission or the Town Council in previous deliberations which might substantially alter the basis upon which the previous determination was reached.

Staff does not feel there has been substantial change in the area of Perry Hill, due to a lack of development or applications for development. Staff also is not aware of any factors or evidence not previously discussed by Planning Commission or Town Council which would substantially alter the basis of denial the Town Council voted on in 2023.

**Staff Analysis:** Staff have worked with the applicant for several months and have identified transportation, wetlands, and density as concerns. The applicant has worked to help address Staff concerns and identify reasoning why their position is to add units to a previously annexed and rezone parcel of “no more than 100 units” without providing requested “stub-outs” to adjacent parcels; particularly the parcel to the northwest (TMS #142-14-00-007). Staff is concerned that add-ons or “phases” to previously approved developments will severely hinder the planning process for quality development. By approving small chunks of development incrementally, regional and master planning cannot be achieved in a concise and thoughtful manner.

**Staff Recommendation:** At this time, Staff recommends denial for the requested **Conditional Zoning – Single Family Residential (CZ R-2)** and the **Single Family Attached Residential (R-3)** zoning district designations for the subject parcels. Staff has reached this recommendation due to the request for additional density in an otherwise existing rural area, with little to no additional connectivity from the proposed development to other Town amenities, existing neighborhood centers or commercial development.

*Attachments:*                    *Location Maps (Aerial, Zoning, Future Land Use Map)*  
   *SIGNED - Application (Tige Moran, Property Owner)(20240520)*  
   *SIGNED – Application (Aaron Singletary, Property Owner)(20240521)*  
   *Concept Plan (20240529)*