

**City of Greensboro Planning Department  
Zoning Staff Report and  
Plan Amendment Evaluation  
November 13, 2006 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** L  
**Location:** West of North Regional Road, north of Airport Center Drive and east of NC 68

**Applicant:** Airport Center Associates  
**Owner:** Airport Center Associates

**GFLUM**  
**From:** Industrial/Corporate Park  
**To:** Mixed Use Corporate Park

**Zoning**  
**From:** LI  
**To:** CD-RM-8

- Conditions:**
- 1) Uses shall be limited to townhome dwellings and accessory uses.
  - 2) The total number of dwelling units shall not exceed 142.
  - 3) No building shall exceed two (2) stories in height as viewed from the front of the buildings.
  - 4) All townhomes shall be designed for sale.
  - 5) There shall be no trash compactor and no dumpster located on the property other than for the purpose of collection and removing of construction debris.
  - 6) The community will be serviced by a private waste hauler.
  - 7) The subject property will be developed in conjunction with the Robyn's Glen town home community to the south. In that regard, there shall be common signage, a common entrance and exit from Regional Road; building materials shall be of the same type and color, and there shall be one or more connection(s) between the two developments.
  - 8) The homeowner's association for the proposed residential homes will be an expansion of the existing association of the Robyn's Glen community, and will include use of the amenities within both phases by all residents.
  - 9) Developer shall establish and maintain a forty (40) foot wide landscape buffer, two hundred and fifty (250) feet in length along a section of the northern boundary of the subject property, adjoining the property of S&S Investment Properties, LLC. Said two hundred and fifty (250) feet being described as follows: Beginning at an iron pipe found (NC Grid NAD83 CORS 96.2002 Northing: 862,492.29 U.S. feet. Easting 1,717,227.82 U.S. feet) in the northwestern corner of now or formerly: PMS Ventures, LLC as recorded in Deed Book 5941, Page 1548, and being Lot 1, Plat Book 117, Page 78, also being an iron pipe in the southern line of now or formerly: S & S Investment Properties, LLC as recorded in Deed Book

4860, Page 1315, and being Lot 3-A, Plat Book 132, Page 124, in the Guilford County Registry; thence, along the western line of said PMS Ventures, LLC, South 01 degrees 19 minutes 15 seconds West 40.00 feet to a point; thence, the following two new lines: 1) North 88 degrees 40 minutes 53 seconds West 250.00 feet to a point; thence, 2) North 01 degrees 19 minutes 07 seconds East 40.00 feet to a point in the southern line of said S & S Investment Properties, LLC, thence, along the southern line of said S & S Investment Properties, LLC, South 88 degrees 40 minutes 53 seconds East 250.00 feet to the Point of Beginning, containing 10,000 square feet, more or less.

- 10) Except for the buffer established in Condition No. 9 and the area where the proposed wet detention pond is located, along the remainder of the northern boundary of the proposed development, Developer shall establish and maintain a landscape buffer a minimum of twenty (20) feet in width and consisting of a staggered, double row of Leyland cypress or other comparable evergreen trees. Such trees shall be a minimum height of 6 feet and planted a maximum of 8 feet on center..
- 11) The proximity of Piedmont Triad International Airport at which there are daytime and nighttime flights of aircraft, as well as the proximity of nearby properties on which there are business activities during late night and early morning hours, shall be disclosed to all purchasers of homes within the development as follows: as a part of the Developer's recorded declaration of covenants and restrictions, within any purchase contract between Developer and initial purchaser, and on any recorded plat of the subject property.
- 12) A series of walking trails shall be established and maintained by the Developer in the area near the proposed detention pond, northeast of the tree save area.

<b>SITE INFORMATION</b>	
<b>Maximum Developable Units</b>	142
<b>Density</b>	6.8 dwelling units per acre
<b>Existing Land Use</b>	Undeveloped
<b>Acreage</b>	20.799
<b>Physical Characteristics</b>	<i>Topography:</i> Steep slope on western portion of property <i>Vegetation:</i> Wooded <i>Other:</i> N/A
<b>Overlay Districts</b>	Portion of Site in NC 68 Scenic Corridor Overlay District
<b>Historic District/Resources</b>	N/A
<b>Generalized Future Land Use</b>	Industrial/Corporate Park
<b>Other</b>	N/A

<b>SURROUNDING ZONING AND LAND USE</b>		
<b>Location</b>	<b>Land Use</b>	<b>Zoning</b>
<i>North</i>	PDQ, Inc. Delivery Service / DHL / Time Warner Cable	LI, CD-LI & CP
<i>South</i>	Townhomes under construction / Undeveloped	CD-RM-12 & CP
<i>East</i>	PDQ, Inc. Delivery Service / Item K – proposed for Nonresidential Uses	LI (proposed CD-GB)
<i>West</i>	NC Highway 68 right-of-way	CP

<b>ZONING HISTORY</b>		
<b>Case #</b>	<b>Year</b>	<b>Request Summary</b>
2504	1996	This property has been zoned Light Industrial since it was annexed with an effective date of original zoning being August 6, 1996.

<b>DIFFERENCES BETWEEN LI (EXISTING) AND CD-RM-8 (PROPOSED) ZONING DISTRICTS</b>
<b>LI:</b> Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations, have little or no adverse effect upon adjoining properties.
<b>CD-RM-8:</b> Primarily intended to accommodate duplexes, twinhomes, townhouses, cluster housing and similar residential uses at a density of 8.0 units per acre or less. See Conditions for use limitations and other restrictions.

<b>TRANSPORTATION</b>	
<b>Street Classification</b>	Regional Road – Collector Street, Airport Center Drive/Bentley Road – Local Street.
<b>Site Access</b>	This zoning agenda item proposes access via zoning agenda item K or the parcel directly in front of this property that has roadway frontage along Regional Road. This development is also proposing access for this parcel via the property directly south of this development which is Phase I. Any proposed access point must be designed and built to the City of Greensboro standards.
<b>Traffic Counts</b>	Regional Road ADT = 11,200.
<b>Trip Generation</b>	24 Hour = 1,849, AM Peak Hour = 227, PM Peak Hour = 303.
<b>Sidewalks</b>	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
<b>Transit</b>	No.
<b>Traffic Impact Study</b>	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

<b>ENVIRONMENTAL REVIEW</b>	
<b>Water Supply Watershed</b>	Yes, site drains to Greensboro Watershed WS III
<b>Floodplains</b>	Yes, according to the preliminary FIRM's a portion of the site is located in a Special Flood Hazard Area (floodway and floodplain present). Preliminary FIRM's are best available information and their use is strongly encouraged.
<b>Streams</b>	Perennial streams located onsite. Perennial streams in this watershed require a 100' buffer on each side of the stream measured from top of bank for high density development. For low density development a 30' buffer on each side of the stream is required. No built upon area is allowed in the entire buffer.
<b>Other</b>	Maximum BUA allowed is 70% of site acreage (High Density option). All existing and proposed BUA must drain and be treated by a State approved BMP (pond or similar).

<b>LANDSCAPING REQUIREMENTS</b>	
<b>Location</b>	<b>Required Planting Yard Type and Rate</b>
<i>North</i>	See Zoning Conditions
<i>South</i>	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100'
<i>East</i>	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100'
<i>West</i>	NC 68 Yard - 30' avg. width; 4 canopy/100'; 4 understory/100', 34 shrubs/100'

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Growth at the Fringe Goal:* Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

*POLICY 4G.1:* Promote compact development.

*Housing and Neighborhoods Goal:* Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

*POLICY 6C:* Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

*Economic Development Goal:* Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

*POLICY 7C:* Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

*POLICY 7C.1:* Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

#### Existing:

*Industrial/Corporate Park:* This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

#### Proposed:

*Mixed Use Corporate Park:* This designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and

assembly should be placed in a campus-like or “corporate park” setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

<b>COMPREHENSIVE PLAN AMENDMENT HISTORY</b>		
<b>Case #</b>	<b>Date</b>	<b>Request Summary</b>
CP-06-03	2/7/06	A request to amend 14.275 acres on the GFLUM from Industrial/Corporate Park to Mixed Use Corporate Park was approved by City Council

**APPLICANT STATED REASONS FOR REQUEST**

**Explain in detail why the change is needed and a justification for such a change:**

Current and future office and industrial facilities in this area have created the need for nearby affordable housing opportunities to serve area workers.

**Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):**

New employers in this area (American Express, Dell, Federal Express) and construction of several new roads (Bryan Boulevard and the Urban Loop) are dramatically changing the makeup of this section of Greensboro and Mixed Use Corporate Park more accurately reflects this change.

**COMPREHENSIVE PLAN ANALYSIS**

**Need for the Proposed Change:**

The applicant’s intention to build a number of residential units, in combination with a daycare facility and limited retail use fronting North Regional Road, would not be supported by the site’s current Industrial/Corporate Park designation. As the applicant stated this area is undergoing significant changes related to both new employers and roadway improvements. A mixture of uses (homes, businesses and supporting uses) is a goal of the comprehensive plan in order to create more functional communities and potential reduce strains on transportation infrastructure.

However, another major goal of the Comprehensive Plan is to ensure adequate land is set aside for future economic development in order to foster a diverse and healthy economy. The proposed site is located within a much larger area currently designated for uses that can benefit from the upcoming completion of the Federal Express cargo sorting hub and future airport area expansions. As one of the few areas within Greensboro’s jurisdiction with significant land designated for manufacturing, office, research, distribution and other industrial uses, the introduction of increasing amounts of retail, commercial or residential uses is a concern. The current proposal adds to a relatively smaller area that was developed solely with residential uses, contrary to the intent of the mixed use corporate park designation. The redesignation of

additional land in this area from Industrial/Corporate Park creates additional pressure for potential change to other Industrial/Corporate Park land uses in this area.

The expansion of residential uses, while providing nearby housing opportunities for persons working in the existing and future office and industrial facilities in the area, creates problems for future industrial and corporate park development related to compatibility issues and the reduction of larger parcels available for future economic development related to the airport area. The condition provided with this current rezoning proposal (maximum 142 residential units), when combined with the condition provided with the previous rezoning case directly to the south of this site (maximum 129 residential units), would more than double the number of residential units in this area. While the Mixed Use Corporate Park designation encourages some residential and supporting retail and commercial uses, its primary focus is for non-residential office and industrial uses. As a primarily industrial area, typical residential amenities are not available in close proximity, creating a heavy reliance on the use of personal vehicles for most services.

The proposed site's location directly adjacent to active industrial properties to the north means future residences may be faced with a variety of negative impacts such as noise, light and constant levels of traffic from these operations. There is also the potential for negative impacts from aircraft noise given the site's location just outside the airport's 60 DNL Noise Contour.

**Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):**

The introduction of more residential uses in this area is anticipated to increase traffic to destinations both in the area and throughout Greensboro. Connectivity between any proposed residential uses and identified destinations (jobs, shopping, services) should be emphasized, particularly any opportunities for non-vehicular travel to these destinations. However, given the site's location non-vehicular options for most activities are extremely limited.

**Implications, if any, the Amendment may have for Other Parts of the Plan:**

The expansion of non corporate park uses sets a potentially negative precedent for removing additional land designated for industrial and corporate park uses in order to "support" mixed corporate park development. Mixed use designations imply that while a number of complimentary uses may be appropriate, the primary use is whatever is indicated by that designation (e.g. industrial/corporate park uses for the Mixed Use Corporate Park designation). This designation also states that the primary uses (non-residential and non-retail) are strongly encouraged to develop prior to or in conjunction with the supportive uses. The existing and proposed uses in the existing and proposed Mixed Use Corporate Park area will be primarily residential with a small area of retail and office. Staff feels that this is counter to the land use classification's intent. Greensboro has limited land available for larger scale industrial/corporate park development and must weigh carefully any reductions of these areas for other uses.

**Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):**

The further expansion of non industrial and corporate park uses in this section of Greensboro (north of the airport) calls for more thorough evaluation of development goals and policies related to current GFLUM designations.

**COMPREHENSIVE PLAN MONITORING COMMENTS**

The Monitoring Committee met on November 6, 2006, and made the following comments concerning this request:

- Proposed site is adjacent to an existing Mixed Use Corporate Park area so this makes some sense
- Daycare and retail/commercial uses to support surrounding employers makes sense
- Location within area of majority industrial/corporate park and airport designated area does not support more residential development in this area
- Proximity to airport, even though site is located outside 60 DNL noise contour, is a concern as well as negative impacts from active industrial users north of site
- Noise impact on new residences from a variety of sources (airport, 24 hour industrial users and offices, industrial traffic, etc.) is a big concern, particularly at night
- Loss of land designated for industrial users is a concern given need for job growth and potential spin offs from the FedEx hub
- The need to maintain existing large tracts of land for future employers is not helped by this proposal
- A large increase in the number residential units in this area is a concern
- Additional residential uses continues initial trend established with approval of previous Mixed Use Corporate Park area and provides convenient housing opportunities for area workers
- Site is not set up for good pedestrian movement that has been important in evaluating previous residential proposals
- Committee is generally okay with small amount of services that can be used by area workers but not generally in favor of giving up additional valuable industrial land for additional residential use
- No general consensus on whether or not to support this proposal given varied positives and negatives

**CONFORMITY WITH OTHER PLANS**

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** The subject property is located within the NC Highway 68 Overlay District, which requires a 30-foot street planting yard, screening of parking areas, and limited signage. There is also a provision contained in the ordinance that prohibits corrugated metal as a finishing material for buildings.

**Other Plans:** The Airport Area Plan shows this property to be located in an area classified as Non-Residential. This is a broad category that includes both light and heavy industrial uses, offices, warehouses, service-oriented commercial activities and other types of development that

are not noise sensitive. Although close, this property is just outside and north of the 60 DNL Noise Contour.

## STAFF COMMENTS

**Planning:** The property south of and adjacent to the subject property was rezoned to CD-RM-12 (#3422) by the City Council on February 7, 2006 after receiving a favorable recommendation by the Zoning Commission on January 9, 2006. The Planning Department recommended in favor of that request which is subject to the following conditions:

- 1) Uses shall be limited to townhome dwellings and accessory uses.
- 2) The total number of dwelling units shall not exceed 129.
- 3) No building shall exceed two (2) stories in height as viewed from the front of the buildings.
- 4) All townhomes shall have attached garages.
- 5) All townhomes shall be designed for sale.
- 6) There shall be no trash compactor and no dumpster located on the property other than for the purpose of collection and removing construction debris.
- 7) The community will be serviced by a private solid waste hauler.
- 8) The developer will provide 5 foot sidewalks on both sides of all internal streets.
- 9) Along the northern boundary line of the subject property, Developer shall establish and maintain a minimum 25 foot wide landscape buffer consisting of a staggered, double row of Leyland Cypress and/or evergreen trees, such trees to have a minimum height of 6 feet and planted a maximum of 8 feet on center.
- 10) The proximity of Piedmont Triad International Airport and nearby properties which are zoned for industrial and corporate park uses shall be disclosed to all purchasers of homes within the development as follows: as a part of Developer's recorded declaration of covenants and restrictions; within any purchase contract between Developer and initial purchaser, and on any recorded plat of the subject property.

Staff's recommendation for approval was primarily due to that proposal providing a mix of land uses within the corporate area; providing housing close to jobs; and promoting compact development.

This request is in conflict with Economic Development goal and Policy 7C which calls for an adequate supply of land to accommodate economic development. Staff continues to be concerned about the conversion of industrial zoned land for residential development in this strategic industrial area that is characterized by ready access to thoroughfares and close proximity to Piedmont Triad International Airport.

**Note: The applicant plans to amend and add conditions at the public hearing as follows:**

The metes and bounds description in Condition No. 9 will be eliminated at the request of staff.

A sentence will be added at the end of Condition No. 11 to read as follows: **Upon request, copies of these documents shall be made available and delivered to the City of Greensboro Planning Department.**

Conditions No. 13 and 14 are proposed to be added.

- (13) **The area west of the existing sanitary sewer easement, which is adjacent to NC Highway 68, shall remain undisturbed.**
- (14) **On second-floor bedrooms of all homes within two hundred (200) feet of the property's northern and eastern boundaries (not to be interpreted to include developer's adjoining commercial property to the east) and with building facades substantially oriented toward and directly abutting, i.e., not buffered by other buildings, the developer shall install windows with improved sound attenuating qualities, i.e., a minimum of 4dB more sound blockage than standard windows.**

**GDOT:** No additional comments.

**Water Resources:** Possibility of wetlands on site. If any wetland disturbance and or stream crossing disturbance is proposed all the necessary approvals must be obtained from the State and the U.S. Army Corps of Engineers prior to any disturbance.

Channels that carry public water require an appropriately sized drainage, maintenance, and utility easement.

**Housing and Community Development:** No additional comments.

## **STAFF RECOMMENDATION**

Based on all the information contained in this report, the Planning Department recommends denial of the Comprehensive Plan amendment to the Mixed Use Corporate Park land use classification and denial of the rezoning to CD-GB primarily due to:

- The need to retain existing large tracts of land for future industrial development and employment.
- Industrial/Corporate Park is the appropriate land use classification for this extended area.
- This request is in conflict with the Economic Development Goal and Policy 7C.
- Existing zoning, surrounding land uses, the Airport Area Plan, and Connections 2025 do not support more residential development in this area.
- Concern about impacts from noise and other industrial-associated activities on new residences.

## ADDITIONAL INFORMATION

### I. Executive Summary

The proposed Regional Road II Development is located on the west side of Regional Road, just north of the intersection of Airport Center Drive / Regional Road / Bentley Road in Greensboro, North Carolina. This proposed mixed-use development is planned to consist of 142 townhouse units, an 8,000 square feet day care facility, 10,000 square feet of office space, and 2,000 square feet of specialty retail.

The purpose of this report is to evaluate the proposed development in terms of projected traffic conditions, evaluate the ability of the adjacent roadways to accommodate the additional traffic volumes, and to recommend transportation improvements needed to mitigate congestion that may result from the additional site traffic. This report presents trip generation, trip distribution, traffic analyses, and recommendations for transportation improvements needed to meet anticipated traffic demands. This report examines existing conditions, 2011 No-Build conditions, and 2011 Build Out conditions.

According to the Preliminary Conceptual Sketch Plans, the development is proposed to have three (3) full movement access points on Regional Road. Site access #1 (Blue Robin Way) is proposed to serve the townhouse traffic on Regional Road while Site Access #2 and #3 are designated for Day Care, Specialty Retail, and Office use.

The proposed development is projected to generate approximately 1,849 trips per average weekday with 227 trips predicted to occur during the morning peak hour and 303 trips predicted to occur during the afternoon peak hour.

A summary of the Highway Capacity Software Analysis analyzed using Synchro version 6.0 is shown in the following table:

<b>Regional Road II Development Level-of-Service Summary</b>						
<b>Intersection</b>	<b>2006 Existing</b>		<b>2011 No-Build</b>		<b>2011 Build Out</b>	
	<b>AM</b>	<b>PM</b>	<b>AM</b>	<b>PM</b>	<b>AM</b>	<b>PM</b>
Regional Road/ Bentley Road/ Airport Center Drive	A (3.0)	A (6.9)	A (3.6)	A (7.7)	A (4.1)	A (7.8)
Regional Road/ Business Park Drive/ Site Access#1 (Blue Robin Way)	# (0.4) B (10.6) EB	# (1.4) B (11.5) EB	# (0.8) B (12.0)EB	# (1.7) B(12.5)EB	# (1.7) B(13.2)EB	# (2.2) B(14.1)EB
Regional Road/ Site Access #2	N/A	N/A	N/A	N/A	# (0.8) B(10.8)EB	# (1.1) B(10.1)EB
Regional Road/ Site Access #3	N/A	N/A	N/A	N/A	# (0.9) B(13.7)EB	# (1.5) B(13.0)EB

# - No letter value assigned by Synchro, only overall intersection delay

\* - Intersection Splits / Cycle Lengths Optimized

## **Recommended Improvements**

This study shows that the proposed development will have minor effects on traffic operations in the vicinity of the development. Based on the analysis performed, on-site observations of existing traffic conditions, and Greensboro Department of Transportation (GDOT) turn lane warrants, the following improvements are recommended to be evaluated with the development of the site plan:

- Construct Site Access #2 to meet Greensboro and/or NCDOT driveway standards.
- Construct Site Access #3 to meet Greensboro and/or NCDOT driveway standards.

## **Conclusions**

This study shows that the proposed development will have minor impact on traffic operations along Regional Road as well as the secondary streets in the project's vicinity. The results of the analyses indicate that all of the site access intersections will operate at acceptable levels of service.

The traffic projected to be generated by the proposed development should not materially endanger public health, safety, or welfare.