

**City of Greensboro Planning Department  
Zoning Staff Report and  
Plan Amendment Evaluation  
December 10, 2007 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:** B  
**Location:** 3636, 3638-3640 & 3702 McConnell Road (south side of McConnell Road and north side of Interstate 40/85 east and west of Clapp Farms Road)

**Applicant:** William M. Causey, Jr. and Jennifer R. Causey  
**Owner:** William M. Causey, Jr. and Jennifer R. Causey

**GFLUM**

**From:** Mixed Use Corporate Park  
**To:** High Residential

**Zoning**

**From:** County AG  
**To:** City CD-RM-18

- Conditions:**
- 1) Uses: Uses shall be limited to multifamily buildings.
  - 2) There shall be a maximum of 310 multifamily units, plus clubhouse.
  - 3) Amenities for the development shall include: swimming pool, laundry facility, exercise/fitness facility, clubhouse theater and cyber café.
  - 4) Access to the subject development will be located at the intersection of McConnell Road and Clapp Farms Road.

| <b>SITE INFORMATION</b>            |   |
|------------------------------------|---|
| <b>Maximum Developable Units</b>   | 310   |
| <b>Net Density</b>                 | 10.4 units/acre   |
| <b>Existing Land Use</b>           | Two single family homes and undeveloped parcel  |
| <b>Acreage</b>                     | 29.72   |
| <b>Physical Characteristics</b>    | <i>Topography:</i> generally flat<br><i>Vegetation:</i> primarily wooded<br><i>Other:</i> existing pond in northwest portion of site and identified stream along western boundary |
| <b>Overlay Districts</b>           | N/A   |
| <b>Historic District/Resources</b> | N/A   |
| <b>Generalized Future Land Use</b> | Mixed Use 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>                           | Farm/agriculture  | Co. AG        |
| <i>South</i>                           | Business 85/I-40  | Co. AG        |
| <i>East</i>                            | Single family home  | Co. AG        |
| <i>West</i>                            | Single family home and small businesses<br>(Trish's Little Angels Child Care and L&E Auto Repair) | Co. AG        |

| <b>ZONING HISTORY</b> |             |                        |
|-----------------------|-------------|------------------------|
| <b>Case #</b>         | <b>Year</b> | <b>Request Summary</b> |
|                       |             |                        |

| <b>DIFFERENCES BETWEEN AG (EXISTING) AND CD-RM-18 (PROPOSED) ZONING DISTRICTS</b>  |
|--|
| <b>AG:</b> Primarily intended to accommodate uses of an agricultural nature including farm residences and farm tenant housing. It also accommodates scattered nonfarm residences on large tracts of land. It is not intended for major residential subdivisions. |
| <b>CD-RM-18:</b> Primarily intended to accommodate multifamily uses at a density of 18.0 units per acre or less. See Conditions for use limitations and other restrictions.  |

| <b>TRANSPORTATION</b>        |  |
|------------------------------|--|
| <b>Street Classification</b> | McConnell Road – Major Thoroughfare, Clapp Farms Road – Major Thoroughfare.  |
| <b>Site Access</b>           | One access point proposed to align opposite of Clapp Farms Road. All access(s) must be designed and constructed to the City of Greensboro standards.   |
| <b>Traffic Counts</b>        | McConnell Road ADT = 3,400, Clapp Farms Road = 185.  |
| <b>Trip Generation</b>       | 24 Hour = 1,953, AM Peak Hour = 151, PM Peak Hour = 183.   |
| <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 for the Executive Summary of the TIS and the recommended improvements.  |
| <b>Street Connectivity</b>   | The collector street plan indicates that Clapp Farms Road shall be extended south through this property.   |
| <b>Other</b>                 | N/A.   |

| <b>ENVIRONMENTAL REVIEW</b>   |  |
|-------------------------------|--|
| <b>Water Supply Watershed</b> | Lake MacIntosh WS IV, Little Alamance Creek  |
| <b>Floodplains</b>            | N/A  |
| <b>Streams</b>                | Perennial stream & pond require buffer. Any other potential streams onsite must be identified; if perennial, appropriate buffer, measured from top of bank and normal pool elevation, will be required. Perennial streams in water supply watershed areas require a 100ft buffer on each side of the stream (If high density development is proposed or 30ft).       |
| <b>Other</b>                  | Maximum built upon area (BUA) per watershed density is 70% of the site acreage for high density development. If high density development (24%-70% of BUA) is proposed all the built upon area must drain and get treated by a State approved water quality device (pond or similar). If low density development is proposed site must meet score sheet requirements. |

| <b>LANDSCAPING REQUIREMENTS</b> |  |
|---------------------------------|--|
| <b>Location</b>                 | <b>Required Planting Yard Type and Rate</b>  |
| <i>North</i>                    | Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'  |
| <i>South</i>                    | Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'  |
| <i>East</i>                     | Type C Yard - 20' avg. width; 2 canopy/100'; 3 understory/100', 17 shrubs/100' (in part) & Type D Yard – 5' minimum width; 2 understory/100'; 18 shrubs/100' (in part) |
| <i>West</i>                     | Type C Yard - 20' avg. width; 2 canopy/100'; 3 understory/100', 17 shrubs/100' (in part) & Type D Yard – 5' minimum width; 2 understory/100'; 18 shrubs/100' (in part) |

**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:

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.

Proposed:

High Residential (over 12 d.u./acre): This category provides for high-density apartment dwellings, condominiums, life care, and similar housing types. Creating opportunities for this type of housing will become increasingly important to respond to demographic shifts and demand for affordable housing, and it is ideally suited near major activity and employment centers and in areas suitable for future transit service. Within this district, office buildings may also be accommodated.

| COMPREHENSIVE PLAN AMENDMENT HISTORY |          |  |
|--------------------------------------|----------|--|
| Case #                               | Date     | Request Summary  |
| CP-07-40                             | 11/05/07 | A request for a Plan amendment for the area south of McConnell Road, between Bridgepoint Rd. and Youngs Mill Rd., from Mixed Use Corporate Park to Mixed Use Residential 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:**

This is a rapidly growing area for industrial and corporate park activity. However there is little multi-family residential housing in the vicinity of area businesses, requiring long commutes for these employees. New multi-family in this area could help reduce commutes to existing and future businesses.

**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.):

The eastern portions of the City and County will continue to see growth due to improvements to I-85 and I-40. The eventual expansion of City water and sewer facilities, especially to the east, has given rise to the need for adequate and affordable multi-family housing in this area.

## COMPREHENSIVE PLAN ANALYSIS

### **Need for the Proposed Change:**

The applicant is proposing to change the current Future Land Use Map designation for this site from Mixed Use Corporate Park to High Residential to facilitate the development of multi-family uses. The site lies within a large area on the eastern side of Greensboro designated for Mixed Use Corporate Park uses, this area is framed on the east by the urban loop and Business 85/I-40 and on the west by existing city limits and two activity centers related to the eastern GTCC campus and joint UNCG-NC A&T Gateway Campus. An existing industrial development (McConnell One business park) is located on the opposite of Business 85/I-40 (also designated Mixed Use Corporate Park), along with some areas designated as Low Residential.

The applicant has stressed the need to develop an affordable residential option at this site for current and anticipated industrial and commercial workers along the eastern stretch of the Business 85/I-40 corridor. The inclusion of a variety of residential options in close proximity to jobs and services is also a goal of the Comprehensive Plan. The Plan also supports more compact development on the City's fringe to promote orderly growth.

However the Mixed Use Corporate Park land use category stresses that "Primary uses such as office, research and development, light manufacturing, distribution and assembly are strongly encouraged to be developed prior to or in conjunction with any supportive uses." While the location of residential uses in close proximity to corporate park developments is necessary and encouraged, if these uses are not integrated within the larger land use pattern it can be problematic. The proposed site's location in immediate proximity to a significant highway interchange speaks to its primary suitability for future industrial/corporate park development. Introducing "supporting" uses that are separate from the primary industrial/corporate park use could potentially hamper the ability to bring in desired development at a later date by establishing new land use trends than previously envisioned. Sketch plans provided to staff by the applicant outline a solely residential development with limited ability to be integrated into future corporate park development in this area. Additionally, there are extremely limited services in close proximity to this development available at this time.

The Comprehensive Plan supports the development of a variety of housing options in close proximity to jobs and services. The Plan also supports the preservation of areas deemed suitable for future economic development. It is not clear that this proposal adequately meets either of these main objectives of the Plan. While the applicant has stated that residential development on this site will reduce the distance traveled for jobs and services, since it is not part of a larger integrated corporate park development it is unclear that this would indeed be the case. Additionally, this site's access to major interstate infrastructure and the presence of other industrial uses around these interchanges supports keeping the current Mixed Use Corporate

Park designation in place. Further staff is concerned that approval of this request will lead to other similar requests that will alter the previously approved future land use pattern for this area.

**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):**

Given McConnell's Road current status as a two lane rural roadway, some roadway improvements would be anticipated with this proposal.

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

As stated above, staff's greatest concern is breaking up this large area of Mixed Use Corporate currently designated for future jobs and economic growth. Introducing a solely residential use that cannot be easily integrated with anticipated industrial/corporate park development may encourage additional land use changes that ultimately hamper future economic development in this area.

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

N/A

**PLANNING BOARD COMMENTS**

The Planning Board met on November 28, 2007 and made the following comments concerning this request:

- Placement of affordable multifamily units in area could make some sense given existing and anticipated economic development along this stretch of interstate
- Concern about introducing solely residential development in the larger Mixed Use Corporate Park area, particularly near highway interchange, and placement of higher density residential development that's not in close proximity to jobs or services does not make sense
- Currently proposed conditions with associated rezoning are more in line with Moderate Residential future land use classification than originally requested High Residential classification

**CONFORMITY WITH OTHER PLANS**

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

**City Plans:** N/A

**Other Plans:** N/A

**STAFF COMMENTS**

**Planning:** This property is in the Tier One Growth Area (0-10 years) on the Growth Strategy map in the Comprehensive Plan. The site currently contains two single family dwellings

Sewer will be available by connecting to the outfall to be constructed as part of the McConnell One development on the south side of I-40. Water service is available by connecting to the existing 16-inch water line located along the McConnell Road frontage. City Fire Station #56 on Franklin Boulevard currently provides service to this site and will continue to provide service.

The Police Department estimates it can provide service with a low difficulty, with a need for two additional officers after the multifamily dwellings are built. Provision of other city services will involve a travel distance either equal to or less than that necessary to provide service to the previously annexed property to the east and south.

The applicant has informed staff of the intent to remove the following original condition number 3 in response to staff's concerns about enforceability and relation to land use:

- Amenities for the development shall include: swimming pool, laundry facility, exercise/fitness facility, clubhouse theater and cyber café.

The applicant has also informed staff of the intent to revise original condition numbers 2 and 4 as follows:

- There shall be a maximum of **300** multifamily units, plus clubhouse.
- Access to the subject development will be located at the intersection of McConnell Road and Clapp Farms Road, **subject to the approval of the Greensboro Department of Transportation.**

**GDOT:** As stated above, the collector street plan indicates that Clapp Farms Road shall be extended south through this property.

**Water Resources:** Contact the State Division of Water Quality and the Army Corps of Engineers to obtain appropriate approvals prior to any stream crossing / disturbance or wetlands disturbance. Channels that carry public water require a properly sized DMUE.

**Housing & Community Development:** This proposal would place a high density residential development in an area lacking both supportive uses such as retail and service establishments, and major sources of employment opportunities. This site is located more than 2.5 miles from the nearest GTA public transit route, necessitating that potential residents travel long distances by private automobile in order to access such essential destinations. In addition, this site is located in close proximity to I-40 / Bus. 85, and a pair of interchanges (at McConnell Road and at I-85 / I-840). The noise and traffic level generated by these facilities is likely to have significant negative impacts on the long-term livability of this site. For these reasons, this proposal is incompatible with the character of its surroundings.

## STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends denial of the Comprehensive Plan Amendment to the High Residential land use classification and denial of the rezoning to Conditional District – RM-18 Residential Multifamily primarily due to:

- The proposal goes against the Comprehensive Plan goal of maintaining adequate land for future economic development.

- The proposal does not promote orderly growth on the City's fringe as the proposed higher density residential development is not located in relatively close proximity to jobs and services that would allow for pedestrian connections or public transit options.
- The proposal could establish new land use patterns in this area that could discourage future large scale corporate park development.
- The Mixed Use Corporate Park land use designation for this area strongly encourages development of primary corporate park uses (office, manufacturing, distribution) prior to or in conjunction with any supportive uses such as housing.

## ADDITIONAL INFORMATION

### Immington Village - Traffic Impact Analysis Prepared for CIP Construction Company November 26, 2007

#### Executive Summary

The proposed *Immington Village* development is located on McConnell Road in Guilford County, North Carolina. As currently planned, the proposed development will consist of a 300-unit residential apartment complex and is envisioned to be completed (built-out) in 2009. The site plan shows one access point located opposite Clapp Farms Road on McConnell Road (see Figure 1 - site plan). The total acreage of this site is 30 acres. John Davenport Engineering, Inc. was contracted to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. The analysis year for this project was assumed to be 2009. The AM and PM peaks were analyzed.

*The Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Traffic Impact Analysis (TIA). Information regarding the property was provided by CIP Construction Company.*

The Institute of Transportation Engineers (ITE) Trip Generation Software was utilized to project trips for this development. Below is a table that represents the trip generation for this project based on the attached site plan.

| <b>Table 4.2 -ITE Trip Generation</b>                       |                     |             |                    |              |             |              |             |
|---|---------------------|-------------|--------------------|--------------|-------------|--------------|-------------|
| CIP Construction Company                                    |                     |             |                    |              |             |              |             |
| Summary of Immington Village Project- Trip Generation Table |                     |             |                    |              |             |              |             |
| 3-Oct-07  |                     |             |                    |              |             |              |             |
| Average Weekday Driveway Volumes                            |                     |             | 24 Hour<br>Two-Way | AM Peak Hour |             | PM Peak Hour |             |
| <u>Land Use</u>   | <u>ITE<br/>Land</u> | <u>Size</u> | <u>Volume</u>      | <u>Enter</u> | <u>Exit</u> | <u>Enter</u> | <u>Exit</u> |
|   |                     |             |                    |              |             |              |             |

|            |             |     |                |       |    |     |     |    |
|------------|-------------|-----|----------------|-------|----|-----|-----|----|
|            | <u>Code</u> |     |                |       |    |     |     |    |
| Apartments | 220         | 300 | Dwelling Units | 1,953 | 30 | 121 | 119 | 64 |

The following table represents the summary of the level of service analysis for the existing; future no-build, and future build scenarios.

| <b>Table 5.2 - LOS Table</b> |                      |   |                                    |                                    |
|------------------------------|----------------------|---|------------------------------------|------------------------------------|
|                              | Scenario             | McConnell Road @ Clapp Farms            | I 85\40W WB Ramps @ McConnell Road | I 85\40E EB Ramps @ McConnell Road |
| AM Peak                      | 2007 Existing        | B(10.0) SB Approach                     | A(8.7)                             | A(9.2) EBL Approach                |
|                              | 2009 Future No-Build | B(10.1) SB Approach                     | A(8.8)                             | A(9.3) EBL Approach                |
|                              | 2009 Future Build    | B(11.2) SB Approach                     | A(8.8)                             | A(9.6) EBL Approach                |
| PM Peak                      | 2007 Existing        | A(9.6) SB Approach                      | A(8.2)                             | A(9.9) EBL Approach                |
|                              | 2009 Future No-Build | A(9.7) SB Approach                      | A(8.3)                             | B(10.0) EBL Approach               |
|                              | 2009 Future Build    | B(12.7) NB Approach                     | A(8.8)                             | B(10.5) EBL Approach               |
| LOS (delay in seconds)       |                      | (***) = delay exceeds modeling capacity |                                    |                                    |

*All intersections included in the study area for this traffic impact analysis will operate at acceptable levels of service with the recommended roadway improvements in place.*

Recommendations for improvements to intersection lane geometry for intersections in the study area for this Traffic Impact Analysis are summarized in the table below. The existing and recommended lane geometry at the study intersections is shown in Figure 9.

**Table: Recommended Improvement Summary Table**

|  | <u>2009 Future Build-Out Traffic</u>  |
|--|---|
| McConnell Road @ Clapp Farms/Site Access | Construct a westbound left turn lane with 100 feet of storage and an eastbound right turn lane with 100 feet of storage |
| I 85\40W WB Ramps @ McConnell Road       | None required   |
| I 85\40E EB Ramps @ McConnell Road       | None required   |