

**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:** K  
**Location:** West side of North Regional Road north of the intersection with Business Park Drive

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

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

**Zoning**  
**From:** LI  
**To:** CD-GB

- Conditions:**
- 1) Uses shall be limited to office, daycare and retail and the retail shall be limited to a maximum of two-thousand (2,000) square feet on the first or ground floor of the office building.
  - 2) Buildings shall be limited to three (3) stories in height.
  - 3) All exterior lighting shall be directed toward the interior of the property.
  - 4) There shall be a maximum of two access points to the property from Regional Road.
  - 5) Developer shall construct a six (6) foot wide sidewalk along the frontage of the property along Regional Road.
  - 6) Developer shall construct a six (6) foot wide sidewalk connecting the subject property with the Robyn's Glen community located to the south.

| SITE INFORMATION            |                                                                                     |
|-----------------------------|-------------------------------------------------------------------------------------|
| Maximum Developable Units   | N/A                                                                                 |
| Density                     | N/A                                                                                 |
| Existing Land Use           | Undeveloped                                                                         |
| Acreage                     | 2.772                                                                               |
| Physical Characteristics    | <i>Topography:</i> Generally flat<br><i>Vegetation:</i> Wooded<br><i>Other:</i> N/A |
| Overlay Districts           | N/A                                                                                 |
| Historic District/Resources | N/A                                                                                 |
| Generalized Future Land Use | Industrial/Corporate Park                                                           |
| Other                       | N/A                                                                                 |

| SURROUNDING ZONING AND LAND USE |                                 |                             |
|---------------------------------|---------------------------------|-----------------------------|
| Location                        | Land Use                        | Zoning                      |
| <i>North</i>                    | PDQ, Inc. Delivery Service      | LI                          |
| <i>South</i>                    | Townhomes under construction    | CD-RM-12                    |
| <i>East</i>                     | Office building                 | CP                          |
| <i>West</i>                     | Item L – proposed for Townhomes | LI<br>(proposed<br>CD-RM-8) |

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

| DIFFERENCES BETWEEN LI (EXISTING) AND CD-GB (PROPOSED) ZONING DISTRICTS                                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <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-GB:</b> Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. 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>           | A maximum of one access point will be approved for this proposed rezoning. 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>            | N/A                                                                                                                                                                  |
| <b>Streams</b>                | N/A                                                                                                                                                                  |
| <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>                    | Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100'                 |
| <i>South</i>                    | Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100' |
| <i>East</i>                     | Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'                      |
| <i>West</i>                     | Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 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.

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.

| COMPREHENSIVE PLAN AMENDMENT HISTORY |        |                                                                                                                                      |
|--------------------------------------|--------|--------------------------------------------------------------------------------------------------------------------------------------|
| Case #                               | Date   | Request Summary                                                                                                                      |
| 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 a nearby day care center and retail options 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 daycare facility and limited amount of retail 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) in close proximity is a stated goal of the comprehensive plan in order to create more functional communities and reduce strains on existing and future public 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.

### **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):**

Some increase in traffic would be anticipated with peak traffic in the early morning and late afternoon with the daycare facility, and some anticipated increases from retail and office uses throughout the day. Opportunities for pedestrian and vehicular connections between the daycare, retail and office uses are a must if the proposed uses are intended to support the nearby office and industrial facilities.

### **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 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.

**Other Plans:** N/A

## 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.

Staff feels that Light Industrial is an appropriate zoning classification for this property. This district permits both professional office uses and day care centers. It also allows a variety of commercial/service type uses such as conveniences stores, service stations, restaurants, computer and office machine sales and service, hotels and motels, equipment rental and leasing, laundry and dry cleaning services, photocopying services, and travel agencies to name a few.

If this property were to be rezoned, staff would recommend the Corporate Park District which is intended for office, warehouse, research and development, and assembly uses on large sites in a planned, campus-like setting compatible with adjacent residential uses. The Corporate Park District may also contain retail and service uses which customarily locate within planned employment centers. The same types of uses described above are also permitted in the Corporate Park District, including day care centers.

Light Industrial (or Corporate Park) zoning would also be consistent with the projected land use for this area which was endorsed in the Airport Area Plan.

For these reasons, staff sees no need to rezone this property to a commercial category since a variety of the types of uses that would typically locate in an area such as this are already permitted under the existing or potential industrial classifications described above.

**Note: The applicant plans to add the following condition at the public hearing:**

- (7) **Developer shall construct a vehicular and pedestrian connection from the subject property to the residential developments that abut the subject property, allowing vehicular and pedestrian access to and from those residential developments.**

**GDOT:** No additional comments.

**Water Resources:** No additional comments.

**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.
- Office uses, day care centers, and service uses are permitted under the existing zoning.

## 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<br/>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/<br>Bentley Road/<br>Airport Center Drive                     | A (3.0)                | A (6.9)                | A (3.6)               | A (7.7)              | A (4.1)               | A (7.8)              |
| Regional Road/<br>Business Park Drive/<br>Site Access#1<br>(Blue Robin Way) | # (0.4)<br>B (10.6) EB | # (1.4)<br>B (11.5) EB | # (0.8)<br>B (12.0)EB | # (1.7)<br>B(12.5)EB | # (1.7)<br>B(13.2)EB  | # (2.2)<br>B(14.1)EB |
| Regional Road/<br>Site Access #2                                            | N/A                    | N/A                    | N/A                   | N/A                  | # (0.8)<br>B(10.8)EB  | # (1.1)<br>B(10.1)EB |
| Regional Road/<br>Site Access #3                                            | N/A                    | N/A                    | N/A                   | N/A                  | # (0.9)<br>B(13.7)EB  | # (1.5)<br>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.