



# Z-17-11-006

## City of Greensboro Planning Department Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: November 20, 2017

### GENERAL INFORMATION

<b>APPLICANT</b>	NC A&T State University
<b>HEARING TYPE</b>	Original Zoning Request
<b>REQUEST</b>	Rezone from County AG (Agricultural) and County PI (Public and Institutional) to City PI (Public and Institutional).
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	Portions of 2900, 2910, 2924 and 3136 McConnell Road
<b>PARCEL ID NUMBER(S)</b>	0114610
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>64</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	110.08 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Undeveloped and Agricultural

### SITE DATA

<b>Existing Use</b>	<b>Undeveloped</b>
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N PI (Public and Institutional) LI (Light Industrial) R-5 (Residential Single Family) County AG (Agricultural)	University research facilities, auto repair, single family dwellings and undeveloped

E	County GO-M (General Office Moderate) County AG (Agricultural)	Institutional use
W	County RS-7 (Residential Single Family) Cemetery County AG (Agricultural) PI (Public and Institutional) RM-18 (Residential Multifamily)	University research facilities Single family dwellings
S	PI (Public and Institutional)	University research facilities

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's jurisdiction.

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (County PI)	Existing (County AG)	Requested (City PI)
Max. Density:	N/A	N/A	N/A
Typical Uses	Primarily intended to accommodate various mid and large sized public, quasi-public and institutional use with substantial land use impact or traffic generation potential	Primarily intended to accommodate various agricultural uses, including farm residences and farm tenant	Primarily intended to accommodate various mid and large sized public, quasi-public and institutional use with substantial land use impact or traffic generation potential

\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation**

The subject site is located partially within (southwest corner) the East Gate City Boulevard Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

**Environmental/Soils**

Water Supply Watershed Site drains South Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains FEMA 1% Special Flood Hazard Area and FEMA Floodway are onsite. Any disturbance within the FEMA 1% Special Flood Hazard Area will require a Floodplain Development Permit.

Streams 50ft Jordan stream buffers apply. See LDO Chp. 30-12-3.9 Table 12-5 for Allowances within the stream buffer.

Other: If >1 acre is disturbed and the BUA is increased, site must meet current Phase 2 requirements, water quality & water quantity control must be addressed.

**Utilities**

Potable Water Available

Waste Water Available

**Airport Overlay District & Noise Cone**

N/A

**Landscaping & Tree Conservation Requirements**

**Landscaping:**

**Street Yards:** Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

**Buffer Yards:** Adjacent to multi-family residential: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Adjacent to vacant property, institutional uses or other agricultural uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

**Parking Lots:** When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2 understory trees and 18 evergreen shrubs per 100 linear feet.

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation:**

For 110.08 acre, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

- Street Classification: McConnell Road – Minor Thoroughfare.  
Old McConnell Loop – Collector Street Plan.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: McConnell Road ADT = 4,000 (2016, NCDOT)
- Trip Generation: N/A.
- Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5' sidewalk with a 5' 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. Sidewalk does not exist along the frontage of this property.
- Transit in Vicinity: No.
- Traffic Impact Study: No TIS required per TIS Ordinance.  
(TIS)
- Street Connectivity: N/A.
- Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **PI (Public and Institutional)** zoning would allow land uses that are compatible with the general character of the area.

**Connections 2025 Comprehensive Plan Policies**

The Generalized Future Land Use Map designates this location as **Low Residential (3-5 d.u./acre)** and **Mixed Use Corporate Park**. The requested **PI (Public and Institutional)** zoning district is generally consistent with the **Mixed Use Corporate Park** GFLUM designation, but is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation, however, per City Council adopted policy, a GFLUM amendment is not required for re-zoning requests that are less than one acre, or that do not involve a significant physical change resulting in new or expanded structures. The Growth Strategy Map identifies the subject site as being located within the **Growth Tier 1, Current Growth Area (2013 – 2019)**. The Generalized Future Land Use Map also designates the subject site as being within the **East Gate City Boulevard / I-40 Potential Activity Center Area**.

**Connections 2025 Written Policies**

**Land Use Goal 4.3 – Growth at the Fringe:** 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 4F:** Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

**Policy 4G:** Improve the quality and patterns of development through incentives and regulatory guidelines.

**Community Character, Goal 5.2 – Man-Made Environment:** Preserve and enhance the character and visual quality of Greensboro’s built environment, including historic resources, private developments, and public landscapes.

**Policy 5E:** Improve the aesthetic quality of publicly owned and maintained landscapes.

**Policy 5F:** Implement and improve design standards governing the appearance of development from public roadways.

**Housing and Neighborhoods, Goal 6:** 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 7:** 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 7A:** Target city investment and regulatory policies for economic development.

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

**Transportation, Goal 8:** Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

**Policy 8A:** Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

### **Connections 2025 Map Policies**

**Low Residential (3-5 d.u./acre):** This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

**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.

**Growth Tier 1, Current Growth Area (2013 – 2019):** Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

**Activity Center:** Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Sustainability Action Plan***

##### **Element 1) Transportation and Land Use:**

**Policy 1)** Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

##### **Element 2) Green Jobs and Buildings:**

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

##### **Element 3) Waste Reduction and Recycling:**

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

##### **Element 6) Education and Outreach:**

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

**Balanced Economic Development: A Strategic Plan for East Greensboro Gateway Gardens**

The Gateway Gardens opportunity gateway, anchored by the Gateway University Research Park and the Hayes Taylor YMCA, should introduce:

1. A new mixed use retail and residential project along the E. Lee Street corridor from I - 40/85 to East Florida Street;
2. Incorporate the new Hayes Taylor YMCA, Barber Park, Gateway Park and new athletic facilities, greenspace and trails into Greensboro's finest recreational area; and
3. The continuation of East Florida Street to McConnell Road.

**Retail Opportunities:**

**Adaptive Reuse of Retail** – The presence of significant “Big Box” vacancy in the E. Cone Boulevard should be addressed. A program on identifying adaptive reuse opportunities should be implemented with the following categories as the primary focus:

- City and County Government facilities
- Churches
- Early Childhood Development
- For profit educational facilities
- Library
- Medical Facility
- Interior Design Center

**Target Retailers** – Retailer [categories] which should be considered as top prospect for the East Greensboro Study area include:

- Grocery stores
- Home décor centers
- Sporting goods
- Maternity & baby apparel and supplies
- Tools and hardware
- Apparel
- Home appliances
- Discount stores
- Warehouse club stores
- Fast casual restaurants

**Other Plans**

n/a

**STAFF ANALYSIS AND RECOMMENDATION****Community Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties, and with representatives of the nearby College Forest neighborhood (located to the southwest of the subject site) and the nearby Franklin Boulevard / Shirley Lane neighborhood (located to the north of the subject site).

**Staff Analysis**

The 110 acre subject site is currently a part of the agricultural and research facilities associated with North Carolina A&T University. The applicant is seeking to construct additional buildings on

the property that require access to City water and sewer and under the City's current Water-Sewer policies the property must be annexed to access these services. Uses to the north include various university related research facilities, as well as vehicle repair/service uses and single family residences (zoned PI, LI, R-5 and County AG). The use the east is an institutional use zoned County GO-M and County AG. Uses to the south are university related research facilities (zoned PI) and uses to the west are single family dwellings, university research facilities and a cemetery (zoned County RS-7, County AG, PI and RM-18).

The Comprehensive Plan's Future Land Use Map currently designates most of this site as Mixed Use Corporate Park. The Mixed Use Corporate Park 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. This site is also located within a designated Activity Center and is in Growth Tier 1, where various City services are available.

The request does support the Comprehensive Plan's Growth at the Fringe goal to guide 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. The request also supports the Economic Development goal to 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.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **City PI** (Public and Institutional) zoning district.