



## **Z-18-04-003**

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

**Zoning Commission Hearing Date: April 16, 2018**

#### **GENERAL INFORMATION**

<b>APPLICANT</b>	William Seymour for Gorla Youngs Mill, LLC and Gladys M. Sears
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	CD-R-3 (Conditional District – Single-family - 3) to CD-LI (Conditional District – Light Industrial) with the following condition
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Vehicle access will only be allowed from McConnell Center Drive.</li><li>2. Loading docks shall not be oriented to any residentially zoned properties to the south.</li><li>3. Where permitted, provide a 50 foot wide landscape buffer along the southern property line. This buffer shall include a minimum six (6) feet tall berm or opaque fence adjacent to any lots containing residential uses. Any fence shall be installed in the portion of the buffer farthest from the southern property line.</li></ol>
<b>LOCATION</b>	1299 and 1301 Youngs Mill Rd
<b>PARCEL ID NUMBER(S)</b>	<b>0084368 and 0089923</b>
<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>83</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	32.65 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Residential
<b><u>SITE DATA</u></b>	
<b>Existing Use</b>	Undeveloped Land

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	R-5 (Residential Single-Family)	Interstate 40
E	LI (Light Industrial) County RS-40 (Residential Single-Family)	Warehouse/Distribution Single-family dwellings
W	County RS-40 (Residential Single-Family) City R-3 (Residential Single-Family)	Single-family dwellings
S	County RS-15 (Residential Single-Family)	Single-family dwellings

**Zoning History**

Case #	Date	Request Summary
3319	April 30, 2005	The property was zoned to CD-R-3 (Single-family Residential) with the following conditions: <ol style="list-style-type: none"> <li>1. Uses Limited to single family detached residences.</li> <li>2. The property will be developed in a manner that one or more streets will be connected with those in the Candace Ridge development.</li> </ol>

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (CD-R-3)	Requested (CD-LI)
Max. Density:	3 units per gross acre	N/A
Typical Uses	Primarily intended to accommodate low density single-family residential.	Typical uses in the LI district may include warehousing, wholesaling and limited manufacturing uses.

\*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**

n/a

**Environmental/Soils**

Water Supply Watershed Site drains to Lake MacIntosh WS-IV, Watersupply Watershed, Little Alamance Creek Sub-basin

Floodplains N/A

Streams Dam has been breached on existing pond. A 50ft stream buffer will be required for the stream feature that can result from the dam being breached. See LDO Chp. 30-12-3.9 for an explanation of stream buffer requirements.

Other: Site must meet current Watershed requirements, Water Quality and Water Quantity must be addressed.

**Utilities (Availability)**

**Request a water/sewer feasibility from Kenneth Treadway 336-373-2897.**

**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 single-family residential: Type A buffer yard, with an average width of 45', a minimum width of 35', and a planting rate of 4 canopy trees, 10 understory trees, and 33 shrubs per 100 l.f., is the minimum required by ordinance. Condition #3 increases the width of the buffer to 50', the planting rate will remain the same as required by ordinance.

Adjacent to vacant property or light industrial 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 32.65 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

Street Classification: Youngs Mill Road – Major Thoroughfare.

McConnell Center Drive – Local.  
 McConnell Road – Minor Thoroughfare.

Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.

Traffic Counts: McConnell Road AADT = 3,200 (NCDOT, 2016).  
 Youngs Mill Road AADT = 2,200 (NCDOT, 2016).

Trip Generation: 24 Hour = 1,915, AM Peak Hour = 230, PM Peak Hour = 228.

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. NCDOT required TIS is attached for reference.  
 (TIS)

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **CD-LI (Conditional District – Light Industrial)** zoning, as conditioned, 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)**. The requested **CD-LI (Conditional District – Light Industrial)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation. However the applicant has concurrently submitted a request (CP 18-02) to amend the GFLUM designation on the subject site to **Mixed Use Corporate Park** which, if approved, would resolve this inconsistency.

**Connections 2025 Written Policies**

**Land Use Goal 4.1 – Growth Strategy:** Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

**Policy 4A:** Remove present impediments to infill and investment in urban areas.

**Policy 4B:** Target capital investments to leverage private investment in urban areas.

**Policy 4C:** Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

**Policy 4D:** Identify potential opportunities and selectively target, plan and promote development/reuse initiatives.

**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.

**Comprehensive Plan Amendment History**

Case #	Date	Request Summary
n/a	n/a	n/a

**Applicant Stated Reasons for Request**

“A proposed expansion of McConnell Center for industrial development requires the amendment as part of rezoning property from CD-R3 to CD-LI.”

**Explain in detail the conditions that you think may warrant a Plan Amendment – Per Applicant and Application**

“The successful development of McConnell Center for industrial users and the lack of interest from the market for single family development of the property.”

**COMPREHENSIVE PLAN POLICY ANALYSIS****Need for Proposed Change**

The requested **CD-LI (Conditional District – Light Industrial)** zoning district, as conditioned, would allow uses that are incompatible with the subject site’s current GFLUM designation as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 18-02**) to **Mixed Use Corporate Park** would resolve this inconsistency.

**Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service).**

n/a

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

n/a

**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 reviewed the GLFUM amendment request CP-18-02 associated with this rezoning request during its meeting on March 21, 2018. The Planning Board commented that the requested GFLUM amendment seemed like a reasonable extension of the existing Industrial/Corporate Park designation and supports potential job creation in an area that needs it. The Board also stated that consideration of transit accommodations in the eventual development would be important. Further, the Board noted that it will be important for the development to consider appropriate buffers and setbacks to protect established adjacent residential development and to consider the effects of increased traffic resulting from the proposed development. Finally, the Planning Board commented that it is positive to see some commercial development providing services for the residents in this area.

**CONFORMITY WITH OTHER PLANS****City Plans*****Sustainability Action Plan*****Element 1) Transportation and Land Use:**

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**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.

#### **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.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Economic Development Impact Zone 2 (local).

#### **Staff Analysis**

The 32.65 acre subject property is currently vacant land. North of the request is Interstate 40 (zoned R-3). East of the request are warehouse/distribution uses (zoned LI) and single-family residential uses (zoned county RS-40). South of the request are single-family dwellings (zoned county RS-40). West of the request are single-family dwellings (zoned county RS-40 and city R-3).

The Comprehensive Plan's Future Land Use Map currently designates this area as Low Residential, which encourages low density single-family residential development of 3 to 5 dwelling units per acre. As part of the request the applicant has requested a change to the Mixed Use Corporate Park designation which applies to areas located at the fringe that are appropriate for large scale employment centers.

The proposed CD-LI, as conditioned, limits vehicle access to the property from McConnell Center Drive only, limits the orientation of loading docks, and provides additional standards for landscaping and screening to limit potential impacts on surrounding residential uses while

allowing uses only found in an industrial setting. The proposed rezoning request supports the Economic Development goal to promote a healthy and diversified economy.

The 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 **CD-LI** (Conditional District Light Industrial) zoning district.

### **Additional Information**



*McConnell Industrial Park Expansion – Transportation Impact Analysis Greensboro, NC*  
**Prepared for Windsor**  
**Commercial November 21, 2017**

### **Executive Summary**

The proposed McConnell Industrial Park Expansion is to be located on the west side of SR 3000 (McConnell Road) off of McConnell Center Drive to the west of the existing buildings in Greensboro, NC. The proposed project will consist of 270,000 square feet of light industrial space. The site plan currently utilizes one (1) full access on McConnell Road.

DAVENPORT was retained 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 following intersections were included in the study:

- McConnell Road at I-40 Westbound Ramp
- McConnell Road at I-40 Eastbound Ramp
- McConnell Road at McConnell Center Drive

These intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2017 Existing Conditions
- 2019 Future No-Build Conditions
- 2019 Future Build Conditions
- 2019 Future Build Conditions with Improvements



North Carolina Department of Transportation (NCDOT) were contacted to obtain background information and to ascertain the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by Windsor Commercial.

Level of Service Results

The results of the study are discussed by intersection below:

McConnell Road at I-40 Eastbound Ramp

This signalized intersection currently operates at LOS A in the AM peak and LOS B during the PM peak. In 2019 future no build conditions, LOS A in the AM peak and LOS B in the PM peak is expected to remain the same. With addition of proposed site traffic, LOS B is expected in the AM and PM peaks. No improvements are recommended.

McConnell Road at McConnell Center Drive

This unsignalized intersection currently operates at LOS A during the AM peak and LOS B during the PM peak. In 2019 future no build condition, LOS A in the AM peak and LOS B in the PM peak is expected to remain the same. With the addition of proposed site traffic, LOS B is expected in the AM and PM peaks. This intersection currently has sufficient auxiliary lanes to accommodate the site traffic; therefore, no improvements are recommended.

The recommended improvements are illustrated in Figure 9 in the report.

Level of Service Summary

Table A summarizes the level of service for each study intersection:

Table A - Level of Service Summary			
AM Peak	2017 Existing	2019 No Build	2019 Build
McConnell Road at I-40 WB Ramp	B (15.0)	B (15.1)	C (26.8)
McConnell Road at I-40 EB Ramp	A (9.7) EB Approach	A (9.8) EB Approach	B (10.9) EB Approach
McConnell Road at McConnell Center Drive	A (9.7) EB Approach	A (9.8) EB Approach	B (10.1) EB Approach
PM Peak	2017 Existing	2019 No Build	2019 Build

McConnell Road at I-40 WB Ramp	B (19.4)	B (19.7)	B (18.1)
McConnell Road at I-40 EB Ramp	B (10.7) EB Approach	B (10.8) EB Approach	B (11.6) EB Approach
McConnell Road at McConnell Center Drive	B (10.3) EB Approach	B (10.4) EB Approach	B (13.2) EB Approach
LOS (delay in seconds)			
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

*Summary and Conclusion*

The proposed McConnell Industrial Park Expansion is to be located on the west side of SR 3000 (McConnell Road) off of McConnell Center Drive to the west of the existing buildings in Greensboro, NC. The proposed project will consist of 270,000 square feet of light industrial space. The site plan currently utilizes one (1) full access on McConnell Road.

Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 9<sup>th</sup> Edition), this development has a trip generation potential of 1,915 daily trips and 230 trips in the AM peak and 228 trips in the PM peak.

Based on the analysis all study intersections are expected to operate at LOS C or better in all build scenarios. With minimal site trips entering this intersection, no roadway improvements are recommended.

In conclusion, this study has reviewed the impacts of both background traffic and traffic generated by McConnell Industrial Park Expansion. It was determined that the surrounding roadway network will be able to accommodate the capacity of the additional site trips. It is recommended that the site driveways be constructed to comply with NCDOT design standards where applicable.