



Z-19-09-003

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

Zoning Commission Hearing Date: September 16, 2019

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for William Mitchell Causey
HEARING TYPE	Original Zoning Request
REQUEST	County AG (Agricultural) to City PUD (Planned Unit Development).
CONDITIONS	<ol style="list-style-type: none">1. Uses shall be limited to single-family dwellings, townhomes, and multi-family dwellings.2. Buildings shall not exceed thirty (30) feet in height.3. The site shall be limited to a maximum of 150 residential units.
LOCATION	3617 and 3635 McConnell Road
PARCEL ID NUMBER(S)	7894222546 and 7894226778
PUBLIC NOTIFICATION	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). 19 notices were mailed to those property owners in the mailing area.
TRACT SIZE	33.83 Acres
TOPOGRAPHY	Sloping
VEGETATION	Partially wooded and agricultural

SITE DATA

Existing Use	Agricultural
Adjacent Zoning	Adjacent Land Uses
N County AG (Agricultural)	Single-family residences and agricultural
E County AG (Agricultural)	Single-family residences and agricultural

- W County AG (Agricultural) and County RM-12-MH (Residential Multi-family -12 – Manufactured Home Overlay) Multi-family use, single-family residences, and agricultural
- S City CD-RM-18 (Conditional District – Residential Multi-family - 18), County AG (Agricultural), and County AG-SP (Agricultural - Special Permit) Multi-family dwellings, agricultural, and a single-family dwelling

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 AG)	Requested (City PUD)
Max. Density:	N/A	~4.43 units per acre
Typical Uses	Primarily intended to accommodate various agricultural uses and support facilities.	Uses shall be limited to no more than 150 single-family dwellings, townhomes, and multi-family dwellings.

**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, Little Alamance Creek sub-basin

Floodplains >2000LF

Streams Potential stream onsite which must be identified. If feature is either perennial or intermittent a 50ft stream buffer will apply.

Other: Max. BUA for High Density development with sewer is 70%. If site is developed as a Low Density Development 24% or less, a scoresheet must be completed for 120 points. Site must meet watershed requirements – water quality and water quantity control must be addressed. All new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the device must be treated to the maximum extent practicable.

Utilities (Availability)

Water available

Sewer will need to be extended contact Wendy Messer 336-373-2055

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping:

There are no landscaping or Tree Conservation requirements for single-family development. For multi-family development the following apply:

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 uses: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to vacant land: 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 > 5 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: McConnell Road – Major Thoroughfare.
Clapp Farm Road – Major Thoroughfare.
I-40 – Freeway.

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

Traffic Counts: McConnell Road AADT = 4,200 vpd (NCDOT, 2018).

Trip Generation:	24 Hour = 1417, AM Peak = 104, PM Peak = 140.
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: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City PUD (Planned Unit Development)** 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 **Mixed Use Corporate Park**. The requested **City PUD (Planned Unit Development)** zoning district, as conditioned, is generally inconsistent with the **Mixed Use Corporate Park** GFLUM designation, however the applicant has concurrently submitted a request (CP 19-06) to amend the GFLUM designation on the subject site to **Low Residential (3-5 d.u./acre)** which, if approved, would resolve this inconsistency. The Growth Strategy Map designates the subject site as being within **Growth Tier 1, Current Growth Area (2013 – 2019)**.

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

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.

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.

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.

Comprehensive Plan Amendment History

Case #	Date	Request Summary
n/a	n/a	

Applicant Stated Reasons for Request

“While the Business Park land use designation does call for residential use, the degree of that use is not specified. Accordingly, the Low Residential category provides a more concrete indication of the intended use for this property.”

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

“The requested map amendment will allow for the provision of work force housing to support the emerging industrial and institutional growth in this part of Greensboro as well as serve the clear need for additional housing options in East Greensboro and along one of the most desirable transportation corridors in Greensboro. The emergence of the A&T research and innovation facilities in this part of Greensboro, as well as the continuing development of industrial uses such as the McConnell Center, the Publix Distribution Center and the Penske leasing facility, more housing in this area is necessary to provide the employees of these uses with desirable options for living close to work. The existing housing in the area, located just across the street from the subject Property, is at full capacity even without the Penske development and the completion of McConnell Center and the Publix facility. This area is prime industrial space for Greensboro but that potential cannot be fully realized without the necessary supporting components such as desirable housing for those who work in the area.”

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **City PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are incompatible with the subject site’s current designation in the GFLUM as **Mixed Use Corporate Park**. If approved, the requested GFLUM amendment (**CP 19-06**) to **Low Residential (3-5 d.u./acre)** 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 Comprehensive Plan amendment request (CP 19-06) associated with this rezoning request during its meeting on August 28, 2019. Planning Board members stated that with the Urban Loop nearby, and with other recent development activity in the area, there is a need for additional housing. Planning Board members remarked that it is good to see more jobs in this area, and this proposal appropriately supports the employment growth. The Planning Board further commented that the area is ripe for further development that would be consistent with the Industrial / Corporate Park designation. They noted that the area north of McConnell Road will likely continue to develop as residential, while south of McConnell Road seems better suited to industrial, commercial, and other non-residential development. The Planning Board stated that the proposed amendment seems generally appropriate and that they have no reservations about the annexation of any property that the City is capable of providing with water, sewer, and other City services.

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.

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.

Staff Analysis

The 33.83 acre subject property currently contains agricultural land. North and east of the request are agricultural uses and single-family dwellings, zoned County AG. South and west of the request are a combination of multi-family dwellings, single family dwellings, and agricultural uses zoned County AG (Agricultural), County RM-12-MH (Residential Multi-family -12 – Manufactured Home Overlay) and City CD-RM-18.

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are in place, can be economically provided and/or will be proactively extended. The Planning Board recommended approval of the associated annexation request for this property on August 21, 2019, after concluding this property can be served by required City services.

The Comprehensive Plan's Future Land Use Map designates this area as 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. While residential uses are noted as supporting uses in this designation, the major focus of the Mixed Use Corporate Park designation is to encourage larger scale business and employment parks as the principal focus. The subject site's close proximity to the I-40/Bus 85 interchange (less than ½ mile) and its location at the intersection of Clapp Farm Road and McConnell Road is better situated for industrial development. Additionally low density residential development at this intersection could discourage industrial development further north of McConnell Road which is intended for future industrial and corporate park development.

Completion of the I-840 loop and the continuing development of the McConnell Center Business Park south of I-40 and Business 85 has sparked renewed interest in industrial and other non-residential growth on the north side of the highway moving west from the McConnell Road/I-40 interchange. Property near this interchange was zoned to CD-LI (Conditional District Light Industrial) in Spring 2019 and a significant factor with that approval was the desire of the City to open up additional industrial development along McConnell Road and eventually north along Clapp Farm Road. The requested PUD original zoning would remove a 34 acre tract that could be readily developed for the industrial uses envisioned under the Comprehensive Plan.

The request is inconsistent with the Comprehensive Plan's Growth at the Fringe goal to promote sound and sustainable patterns of land use at the City's fringe and 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. City investments in public infrastructure in this area were intended to support industrial and corporate park development and not low density residential development. The request is also inconsistent with the Housing and Neighborhoods goal in that the proposed residential uses are not supported by nearby services and facilities.

This request is inconsistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is not compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **denial** of the requested **City PUD (Planned Unit Development)** zoning district.