



## PLZ-18-19

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

City Council Hearing Date: October 16, 2018

#### GENERAL INFORMATION

APPLICANT	Marc Isaacson for East Wind Development Company, LLC
HEARING TYPE	Original Zoning Request
REQUEST	County AG (Agriculture) to City PUD (Planned Unit Development).
CONDITIONS	<ol style="list-style-type: none"><li>1. Uses: Limited to Office, Retail, Commercial and Residential as shown on the PUD Concept Plan dated 6/13/18 and filed in connection with this PUD zoning application.</li><li>2. Applicant shall install an opaque fence a minimum 6 feet in height along the northern property boundary.</li></ol>
LOCATION	1080-Z and 1114 NC 68 North
PARCEL ID NUMBER(S)	7817502867 and 7817414193
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). <b>30</b> notices were mailed to those property owners in the mailing area.
TRACT SIZE	50.883 Acres
TOPOGRAPHY	Undulating
VEGETATION	Naturally Wooded

#### SITE DATA

Existing Use	Undeveloped
Adjacent Zoning	Adjacent Land Uses
N County RS-40 (Residential Single-family)	Single-family Dwellings

E	County AG (Agriculture)	NCDOT Right-Of-Way
W	County CU-PI (Conditional Use-Public Institutional) and County CU-PD-M (Conditional Use-Planned Development Mixed)	Educational and Undeveloped
S	County AG (Agriculture)	NCDOT Right-Of-Way

**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	N/A
Typical Uses	Primarily intended to accommodate agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land. It is not intended for major residential subdivisions. Primarily intended to accommodate agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land. It is not intended for major residential subdivisions.	

*\*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 Greensboro Watershed WS-III, Upper Reedy Fork Creek Watershed

Floodplains > 2000LF

Streams Blue Line streams onsite and require a 50ft stream buffer measured from top of bank on each side. Other streams onsite must be identified. If streams are either intermittent or perennial, stream features will require either a 30ft non-encroachment area or 5x's the channel width, whichever is greater.

Other: Site must meet current Watershed requirements, Water Quality and Water Quantity must be addressed. Max High Density BUA is 70%, Low Density is 24% with sewer. Site is within the PTI 5mile statue radius. No water quality device that holds a normal pool elevation is allowed unless engineer's justification is submitted.

**Utilities (Availability)**

Request a water/sewer feasibility from Kenny Treadway 336-373-2033

**Airport Overlay District & Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements****Landscaping:**

Landscaping will be determined by the Unified Development Plan. Minimum standards will be those set out in Section 30-10 of the development ordinance, and will include street buffer yards, buffer yards between the site and adjacent properties, and parking lot trees.

**Tree Conservation:**

For 50.883 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

Street Classification: NC 68 – Major Thoroughfare.  
I-73 – Freeway.

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

Traffic Counts: NC 68 AADT = 22,000 vpd (NCDOT, 2016).

Trip Generation: 24 Hour = 17,071, AM Peak Hour = 920, PM Peak Hour = 1405.

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: Yes, required per TIS Ordinance. Please see the end of this staff report (TIS) for the Executive Summary of the TIS.

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **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 **Interim Corporate/Business Park**. The requested **PUD (Planned Unit Development)** zoning district, as conditioned, is generally inconsistent with the **Interim Corporate/Business Park** GFLUM designation, however the applicant has concurrently submitted a request (CP 18-06) to amend the GFLUM designation on the subject site to **Mixed Use Commercial** 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**

**Interim Corporate/Business Park:** Areas that predominantly consist of office, flex office, technology research and development, light manufacturing, distribution and other similar uses on larger sites, with much of it, in a planned business park setting that emphasizes natural characteristics and landscaping. The area may also contain supportive uses such as retail, hotel, restaurant, and residential development which customarily locate within planned employment centers. The supportive uses should make up less than half of the total area of the development. Developments should be designed to promote compatibility with adjacent uses.

**Mixed Use Commercial:** This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

**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**

<b>Case #</b>	<b>Date</b>	<b>Request Summary</b>
n/a	n/a	n/a

### **Applicant Stated Reasons for Request**

“This Amendment is being requested in connection with a request for annexation and original zoning of the subject property. The current zoning is County AG, and the requested zoning is PUD. The current designation on the GFLUM is ‘Interim Corporate/Business Park.’ The requested designation is for ‘Mixed Use Commercial.’ The intended uses include multifamily, office and retail.”

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

“This property is located at the intersection of NC Highway 68 and the new 1-73 interchange ramp. Further, this property will have access limited to NC Highway 68. Accordingly, the intended uses warrant the requested change in the GFLUM due to the introduction of the 1-73 interchange ramp and the expansion of NC Highway 68.”

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

The requested **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 **Interim Corporate/Business Park**. If approved, the requested GFLUM amendment (**CP 18-06**) to **Mixed Use Commercial** 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 18-06** associated with this rezoning request during its meeting on August 15, 2018. Planning Board members expressed concern about the volume of motor vehicle traffic likely to be generated by the proposed development and the possible negative effects of said traffic on the capacity of Interstate 73 and NC Highway 68. The Board also expressed concern about where the points of access and egress for the site would be located, and how access would be controlled to minimize negative traffic impacts. The Board stated that the requested change offers a reasonable opportunity for growth in the area and for development of services that will benefit residents, while recognizing the need to preserve functionality of roads in the area.

**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 50.883-acre subject property is currently zoned County AG (Agricultural) and is vacant. North of the request are single family dwellings (zoned County RS-40). East and south of the request is NCDOT right-of-way for I-73 (zoned County AG). West of the request are vacant land and an educational use (zoned County CU-PI and County CU-PD-M).

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as being within Growth Tier 1, Current Growth Area (2013 – 2019). The Technical Review Committee and Planning Board recommended approval of the associated annexation request for this property after determining it can be adequately served by the required City services.

The Comprehensive Plan's Future Land Use Map designates this area as Interim Corporate/Business Park. The applicant has requested a change to the Future Land Use Map to designate this property Mixed Use Commercial. This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time.

The requested PUD (Planned Unit Development) zoning district will allow the mix of residential, commercial, service and office uses located at the intersection of two highways. The request, as conditioned is compatible with adjacent residential development and supports the Comprehensive Plan's Housing and Neighborhoods goal to 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. It is also consistent with the Growth at the Fringe goal to promote sound and sustainable patterns of land use and the Economic Development goal to promote a healthy and diversified economy.

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 **PUD** (Planned Unit Development) zoning district.

## 1080 NC 68 North Site - Transportation Impact Analysis

Greensboro, NC

Prepared for Berkley Hall Companies

May 30, 2018

### Executive Summary

The proposed 1080 NC 68 site is a mixed-use development to be located on NC 68 across from Leabourne Road, and just north of the I-73 interchange in Guilford County, North Carolina. This site is planned to consist of approximately 66,000 square feet of retail space, 288 apartments, and seven (7) outparcels. For analysis purposes, the outparcels were assumed to be two (2) fast-food restaurants with drive-thru, two (2) sit-down restaurants, a pharmacy, and two (2) retail stores.

The site plan (shown in Figure 1) proposes two (2) accesses to the site, including a main access opposite Leabourne Road and a right in / right out access approximately 600 feet south of Leabourne Road. Based on rates and equations in the ITE Trip Generation Manual, this site has a trip generation potential of 708 net trips in the AM peak hour and 710 net trips in the PM peak hour.

At the intersection of NC 68 and Leabourne Road, where a fourth leg to the intersection is proposed to serve access to the site, capacity improvements have been identified. Namely, two (2) left turn entry lanes are recommended on southbound NC 68, a right turn lane on northbound NC 68, and a through lane on eastbound Leabourne Road. Exiting from the site, two (2) westbound left turn lanes are recommended, as well as a shared through / right lane. The northbound right turn lane is recommended to be a continuous right turn lane along the frontage of the site, providing access to both the main access across from Leabourne Road and to the right in / right out access south of Leabourne Road. The recommended improvements are summarized in Table A below and are shown in Exhibit A. This analysis assumes the Leabourne Village approved development and associated roadway improvements to be in place by the 2023 analysis year.

In conclusion, this analysis has been conducted based on GDOT and NCDOT guidelines, and has been identified the potential traffic impacts of this development. With the recommended improvements in place, the analysis indicates adequate capacity for future traffic. It is recommended that the site accesses be designed in accordance with NCDOT and GDOT standards where applicable.

**Table A - Recommended Improvements**

Intersection	Recommendations
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NC 68 at Leabourne Road / Main Site Access	<ul style="list-style-type: none"><li>• Provide two (2) southbound left turn lanes on NC 68 with 300 feet of storage and appropriate taper</li><li>• Provide an eastbound through lane on Leabourne Road with 600 feet of storage and appropriate taper</li><li>• Provide a continuous northbound right turn lane on NC 68 as shown on site plan, with 850 feet of storage and appropriate taper</li><li>• On westbound approach exiting the site, provide two (2) left turn lanes and a through / right turn lane</li><li>• Modify traffic signal accordingly</li></ul>
NC 68 at Proposed Right in / Right Out Access	<ul style="list-style-type: none"><li>• Provide a continuous northbound right turn lane on NC 68 as shown on site plan, with 850 feet of storage and appropriate taper</li></ul>