



*City of Jonesboro Metropolitan Area Planning Commission*  
**Staff Report – RZ 14-11: Greensborough Village Town Center**  
 Municipal Center - 300 S. Church St.  
*For Consideration by the Commission on August 12, 2014*

**REQUEST:** To consider a rezoning of land containing 201.23 acres more or less.

**PURPOSE:** A request to consider recommendation to Council for a rezoning from “R-I & C-3 LUO” to a “TC-O” - Town Center District

**APPLICANTS/ OWNER:** Greensboro Investment, LLC, 2900 Browns Lane, Jonesboro AR

**LOCATION:** Located approximately 750 ft east of the Red Wolf Blvd / Stadium Blvd. Intersection of Johnson Avenue, on the north side of Johnson Avenue (Hwy 49 North), extending north to Greensboro Rd., and east to Hwy. 351/Old Greensboro Rd..

**SITE DESCRIPTION:** **Tract Size:** Approx. 201.23 Acres (8,765,464 sq.ft.)  
**Street Frontage (feet):** 5,225 ft.

**Topography:** Gradually rolling terrain. Woodland habitat forming a natural buffer between Greensborough Village and the adjoining properties.

**Existing Development:** Vacant Land with growing commercial in this area.

<b>SURROUNDING CONDITIONS:</b>	<u>ZONE</u>	<u>LAND USE</u>
North:	Residential	Mostly vacant with a few homes.
South:	Commercial	Arkansas State University.
East:	Commercial	Retail complex.
West:	Residential	Mostly vacant with a few homes.

**HISTORY:** Approximately 49.26 acres were rezoned to C-3 Limited Use Overlay covering the majority of the commercial uses situated closest to E. Johnson Avenue on January 7, 2014 adopted under Ordinance 13:070 by City Council.



## ZONING ANALYSIS

City Planning Staff has reviewed the proposed Zone Change and offers the following findings:

### COMPREHENSIVE PLAN FUTURE LAND USE MAP

The Current/Future Land Use Map recommends this location as a Commercial Node along the central core of the site and the area along the Johnson Ave./Hwy. 351 corridor, and Single Family for the northernmost portion of the site. The proposed rezoning is consistent and in compliance with the adopted Land Use Plan.








It is recommended that most of the new community-scale commercial be associated with nodes. The nodes are characterized by a cluster of mixed commercial uses typically associated with one or more arterial streets. The development scale is recommended at 50,000 to 300,000 square feet total in a node and a maximum of 300,000 square feet in any one building.

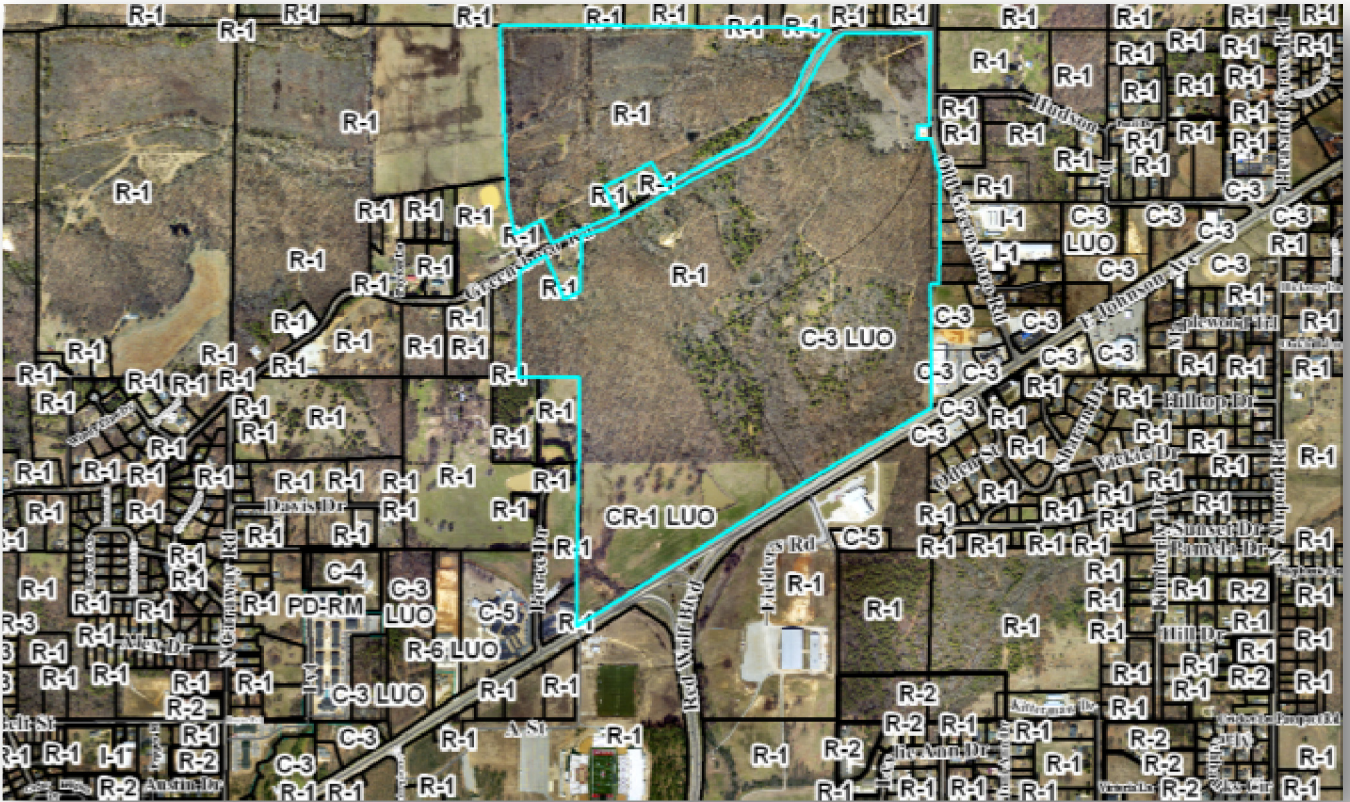
Typically uses within a Community Commercial Node that should be more selective than those permitted in Highway-Oriented Commercial (C-3 Zone). The intent is to create a shopping and service center where there is shared attraction involving one trip to two-or-more destinations within a node.



**Approval Criteria- Chapter 117 - Amendments:**

The criteria for approval of a rezoning are set out below. Not all of the criteria must be given equal consideration by the MAPC or City Council in reaching a decision. The criteria to be considered shall include, but not be limited to the following:

Criteria	Explanations and Findings	Comply Y/N
(a) Consistency of the proposal with the Comprehensive Plan/Land Use Map	The proposed C-3 Limited Use Overlay District rezoning is consistent with the Future Land Use Plan. The site is ideal for a master planned district. Focus and efforts should be placed on addressing existing and future traffic management in the existing corridor network (i.e. Hwy. 351, Stadium Blvd. and Johnson Avenue with the future site access).	
(b) Consistency of the proposal with the purpose of Chapter 117-Zoning.	The proposal is consistent with the purpose of Chapter 117, provisions for Limited Use Overlays.	
(c) Compatibility of the proposal with the zoning, uses and character of the surrounding area.	The proposal is substantially compatible with the development trends in the area. Although some of the surrounding property is zoned for residential use, a transition of the zoning and land use is occurring with new hospital and the university campus.	
(d) Suitability of the subject property for the uses to which it has been restricted without the proposed zoning map amendment;	Poor suitability due to the current R-1 zoning which will greatly restrict possible commercial development on the site if not zoned. This land is ideal for commercial mixed with transitional and residential uses having an efficient access management design.	
(e) Extent to which approval of the proposed rezoning will detrimentally affect nearby property including, but not limited to, any impact on property value, traffic, drainage, visual, odor, noise, light, vibration, hours of use/operation and any restriction to the normal and customary use of the affected property;	The bordering properties are zoned C-3 to the east, R-2 and R-1. Traffic and noise should be limited to the areas remotely away from Greensboro Road where most of the existing housing stock and residential properties exist.	
(f) Length of time the subject property has remained vacant as zoned, as well as its zoning at the time of purchase by the applicant; and	Property is vacant with the current R-1 zoning.	
(g) Impact of the proposed development on community facilities and services, including those related to utilities, streets, drainage, parks, open space, fire, police, and emergency medical services	Minimal impact, however open space amenities, mixed use, and walkability themes should be incorporated in the development.	



*Vicinity/Zoning Map*

**Staff Findings:**

**Applicant’s Purpose:**

The applicant is seeking to rezone over 201 acres of property to the newly established Town Center Overlay District that was formed from the formerly known process of *Village Residential*. For the first time, the City of Jonesboro will experience a true mixed use community that will provide amenities that will focus on quality of life, livability, while encourage a self contained neighborhood that will encourage pedestrian walkability and interaction. The proposed master plan shows interactive and passive water features playground and common open space area that will act as a destination, as visitors and residents will experience a well mix of walkable commercial and residential space all in a self-contained development.

As noted in the application, the applicant states that the proposed TC-O will provide new commercial shopping/service options and job opportunities, along with residential options in close proximity to said commercial development.

The town-center concept also provides for a strong commitment to architectural character and design execution as the MAPC is provided for the first time a Design Pattern Book to be used as a covenant guide as the project is proposed to be phased over a course of several years.

**Master Street Plan/Transportation**

The subject property is served by Old Greensboro Road/Hwy. 351 on the east. On the Master Street plan, Old Greensboro Road/Hwy. 351 is classified as a Minor Arterial, which requires a 40 ft. right-of-way to road centerline (80 ft. total right-of-way) the rezoning plat illustrates an existing right of way of 30 ft. from the road centerline. Compliance with the master street is required for development of non-platted property.

The subject property is served by Hwy. 49N/East Johnson Ave., a Principal Arterial on the Master Street Plan. A right of way of 120 ft. is required. There is a minor segment of frontage along Highway 351 to the Northeast.

The Stadium/E. Johnson Avenue was recently enhanced with double left-hand turn movements on the Johnson Ave. *Eastbound* connection. This signalized 3-point intersection will be impacted by the proposed development and coordinated access management will be reviewed and coordinated by the Metropolitan Area Planning Commission (MAPC) in a combined review by the Metropolitan Planning Organization (MPO).

The Greensborough Village street hierarchy supports the Master Street Plan adopted by the City of Jonesboro including opportunities for roadway improvements to Johnson Avenue and the extension of Old Greensborough Road to Johnson Avenue at its intersection with Red Wolf Boulevard, which serves as a primary entrance to Arkansas State University. The alignment provided in the master plan for Greensborough Village for the extension of Old Greensborough Road will improve accessibility and safety for residents and will lend towards better traffic coordination of an area now experiencing high traffic volumes.

**Paths and trails:** Bicycle paths and pedestrian trails are strongly encouraged to link residential areas with commercial and mixed-use nodes, schools and other activity areas inside and outside the Town Center Development.

According to the design pattern book, pedestrian access will be provided throughout the Town Center along neighborhood streets, boulevards, and collector streets with the installation of sidewalks and walkways. Pedestrian crossings at intersections will be designed using traffic calming elements to facilitate safe crossing by pedestrians. The pedestrian system will connect where practical with city-wide pedestrian systems and trails to further promote pedestrian access to the Town Center. Future transit is accommodated in the plan (See Pedestrian Circulation & Transit Analysis Plan).

**Departmental/Agency Reviews:**

The following departments and agencies were contacted for review and comments. Note that this table will be updated at the hearing due to reporting information that will be updated in the coming days. Staff also forwarded the petition to the School District for review and input.

<b>Department/Agency</b>	<b>Reports/ Comments</b>	<b>Status</b>
<b>Engineering</b>	No issues reported to date.	
<b>Streets/Sanitation</b>	No issues reported to date.	
<b>Police</b>	No issues reported to date.	
<b>Fire Department</b>	No issues reported to date.	
<b>MPO</b>	No issues reported to date.	
<b>Jets</b>	No issues reported to date.	
<b>Utility Companies</b>	No issues reported to date.	

The applicant has proposed a TC-O, Town Center Overlay-Mixed Use Development and staff has listed the permitted uses to be allowed within the development as follows:

List of Proposed Mixed Uses	Proposed TC-O District
<i>Residential and commercial uses</i>	
Residential (all types including single family attached and detached and carriage homes)	Permitted Use
Multifamily Residential (including units above non-residential use)	Permitted Use
Senior Living and Retirement Homes	Permitted Use
Convenience Stores (including fuel dispensing)	Permitted Use
Pharmacies	Permitted Use
Grocery Stores	Permitted Use
Theaters	Permitted Use
Hotels and motels	Permitted Use
Conference Center	Permitted Use
Financial Institutions	Permitted Use
Medical Services and Outpatient Services Facilities	Permitted Use
Schools and Vocational Instruction Facilities	Permitted Use
Day Care and Extended Care Facilities	Permitted Use
Sports & Fitness	Permitted Use
Mixed-Use developments where residential dwelling units are integrated into buildings with non-residential uses	Permitted Use
Business or Professional Offices	Permitted Use
Retail Sales and Services	Permitted Use
Single tenant stores up to 100,000 square feet gross floor area	Permitted Use
Self-Storage (mini-storage) and associated offices	Permitted Use
Personal Services	Permitted Use
Restaurants and Cafés	Permitted Use
Indoor Recreational Facilities	Permitted Use
Outdoor seating associated with restaurants or cafés subject to applicable licensing requirements	Permitted Use
Live/Work	Permitted Use
Home Occupations	Permitted Use
Places of Worship	Permitted Use
College or University	Permitted Use
Accessory Structures to Primary Permitted Land Use	Permitted Use

**Process/Procedure:** The proposed Town Center Development shall require review and approval according to the Planned Unit Development review procedures as outlined in the TC-O ordinance.

**Phasing of Development:** As also required, the applicant has submitted a phasing plan for the Planning Commission approval for the development, in which available public facilities, including utilities can be coordinated that will not adversely affect those areas or facilities. Each completed phase shall comply with all applicable standards. The infrastructure as installed shall be sufficient to accommodate each phase of the development.

Phase I: Land formerly rezoned to C-3 L.U.O. Zoning- Commercial Mixed Use

Phase II: Land formerly rezoned to C-3 L.U.O. Zoning- Commercial Mixed Use

Phase III: Commercial Mixed Use Area

Phase IV: TC-O Commercial/Mixed Use: (101.21 acres)

Phase V: TC-O Residential (91.66 acres).

The phasing plan is stated to generally be as illustrated but, may vary depending upon prevailing market conditions. Target dates are to be determined later.

**Big Box/Large Retail Establishment Requirements:** It is the intent of the TC-O to create a unique pedestrian-oriented environment through mixed uses and pedestrian scaled design. Each large retail establishment containing more than 50,000 gross square feet is required to provide pedestrian scaled design through the incorporation of several of the following recommended design elements:

- Arcades
- Arches or recessed Archways
- Architectural detailing
- Awnings, canopies or porticos
- Changes in massing
- Changes in material
- Multiple customer entries
- Display windows
- Dormers
- Peaked roof forms
- Outdoor gathering spaces
- Raised cornice parapets over entries
- Separate shops (or the appearance of separate shops) with separate entrances placed in front of the larger building
- Varying plate heights



*Photographs are a courtesy of Little John Associates; they are no indication of proposed retailers; for character purposes only...*



### **Residential Uses:**

The applicant/developers have strategically designed the master plan where as the TC-O development takes advantage of the context of the area. If the plan goes forth as drafted, the general area will see a preservation of prime single family properties along the Greensboro Rd. Corridor area, while a smooth transitioning of residential housing density tends to occur towards the central core of the project site area in Phase IV, as shown on the phasing plan. This provides adequate buffering of any perimeter single family housing stock. Pedestrian connectivity is outlined below.



***Height, Bulk and Area Requirements – Residential Uses.*** Height, bulk, area and buffer requirements shall be as follows:

- 1) Single-family detached dwellings and two-family detached dwellings:
  - a) Minimum rear yard: 25 feet
  - b) Minimum side yard: 10 feet wide
  - c) Minimum front yard: 25 feet
  - d) Minimum Lot Area: 4,000 square feet per dwelling unit
  - e) Maximum Lot Coverage: 60%
  - f) Maximum Height: 3 stories
  
- 2) Single-family attached (excluding multi-family):
  - a) Minimum rear yard: 25 feet
  - b) Minimum side yard: 10 feet
  - c) Minimum front yard: 25 feet
  - d) Minimum Lot Area: 4,000 square feet per dwelling unit
  - e) Maximum Lot Coverage: 60%
  - f) Maximum Height: 3 stories
  
- 3) Multi-family dwellings:
  - a) Minimum rear yard: 25 feet
  - b) Minimum side yard: each 15 feet wide
  - c) Minimum front yard: 25 feet
  - d) Minimum Lot Area: 1,500 square feet per dwelling unit
  - e) Maximum Lot Coverage: 60%
  - f) Maximum Height: 4 stories



*Photographs are a courtesy of LittleJohn Associates; for character purposes only...*

### **Residential Design:**

Attached residential includes a variety of residential typologies including duplexes, townhomes, and multi-family residences. Single family attached is limited to duplexes and other forms of attached housing, including townhomes not to exceed 8 dwelling units per building. Combinations of single-family attached dwellings, such as a flat over townhome are permitted with number of dwellings not to exceed eight dwelling units per building. Multi-family shall include buildings containing nine or more dwelling units are housed within the same structure.

Single-family detached provides for both front-loaded and rear-loaded dwellings. The yard and bulk requirements vary between front-load and rear-load dwellings primarily because of the placement and orientation of the garage. In the case of front-loading residences, the garage is oriented toward the street whereas a rear-loaded residence has its garage oriented toward the rear property line with access provided by an alleyway or rear lane.

The front yards are proposed to not be dominated by garages and parked cars. Homes with a front-loaded garage shall be design so the garage becomes a secondary mass and does not take prominence away from the front entry. Breaks in building mass, the use of projecting porches, and other architectural treatments will be utilized to help de-emphasize the garage.

### **Commercial Uses/Mixed Uses:**

The subject property will front on a major arterial which experiences one of Jonesboro’s highest traffic volumes. Opportunities and challenges present themselves with this large scale development. Coordination with the State Highway Department is being done to provide for smooth connectivity of the core intersection of Red Wolf Blvd. and E. Johnson Ave., along with Highway 351. Staff anticipates the realignment to be designed as a result of the proposed master plan that will it will solve access management issues of the past, including those issues that will result as part of the enormous growth occurring in this sector. The advantage of this development is that residents that choose to live in such a mixed use development will have very little need to use a vehicle to conduct business, as they live, work, and play within this proposed self-sufficient community.

**Land Area and Density Requirements.** It is the intent of the TC-O to create a mixed-use environment that includes a combination of residential and non-residential uses. To ensure an appropriate mix of permitted land uses, the TC-O shall adhere to the following:

- 1) **Non-residential and mixed uses** (that combine residential and non-residential uses in a vertical building configuration) shall occupy a range of ***50 to 70 percent of the total land area of the Town Center***, including rights-of-way and open space.
- 2) **Residential land uses** shall occupy a range of ***30 to 50 percent of the total land area of the Town Center*** including rights-of-way and open space.
- 3) In order to provide a mix of residential types, a range of 50 to 70 percent of the total land area devoted to residential use within the Town Center shall be developed as single-family detached and attached (excluding multi-family). **Multi-family** (excluding single-family attached) may occupy a range of ***30 to 50 percent of the total land area*** devoted to residential uses. In the case of residential uses such as lofts above ground floor retail/office located within the non-residential or mixed-use land area of the Town Center, there shall be no prescribed minimum or maximum acreage or units.

### ***Height, Bulk and Area Requirements – Non-Residential and Mixed Uses***

- 1) Non-Residential and Mixed Uses
  - a) The maximum allowable height for non-residential and mixed use buildings shall be seven (7) stories.
  - b) Setback Requirements for Parcels fronting upon Arterials and Collectors and Parcels located along perimeter boundary of the Town Center:
    - (1) Minimum rear yard: 20 feet
    - (2) Minimum side yard: 10 feet
    - (3) Minimum front yard: 25 feet
  - c) Setback Requirements for Parcels fronting upon Local Streets within the Town Center:
    - (1) Minimum rear yard: 10 feet
    - (2) Minimum side yard: 0 feet
    - (3) Minimum front yard: 5 feet (build-to line shall be 5 feet unless a lesser front yard is approved with corresponding build-to line)

- d) Minimum Lot Area: N/A
- e) Maximum Lot Coverage: 90%
- f) Maximum Building Coverage: 70%

**Open Space/Parks and recreation areas:** A Town Center Development should include usable open space that provides passive and/or active gathering places and activity and special event spaces.

A minimum of ten percent (10%) of the gross land area of a Town Center Development shall be designated and preserved as common open space or private open space. Landscape amenities, recreation facilities or structures and accessory uses in common areas shall be considered as open space if the total impervious surfaces such as paving and roofs constitute no more than fifteen percent (15%) of the total open space. A property owners' association shall be responsible for continued maintenance of common open space areas.

Within Greensborough Village, the open space will comprise approximately 15% of the total land area. The open spaces will be strategically placed throughout the Town Center and will include parks, greens, mews, and courtyards. Open spaces will include benches, pedestrian-scale lighting and other features to encourage interaction.

**Architectural Guidelines:** Building façades should be varied and articulated to provide visual interest to pedestrians. Buildings should be proportioned and defined by clear façade elements such as a base, middle, and top. Building architecture shall adhere to the architectural guidelines featured in the master plan. The applicant has filed the Designed Pattern Book which shapes the character of the proposed development and sets the guidelines for all architectural treatment. Staff feels confident that the Pattern book meets the spirit and intent of the Town Center Overlay Ordinance. The architectural guidelines by building type are recommended to be approved by reference and for future coordination by the Metropolitan Area Planning Commission for consistency in implementation.

Signage Standards, Lighting Standards, and Landscape Guidelines (See Site Amenity Guidelines) shall fall under the same pretence of approval. Future detailed plans shall be submitted to the Planning Commission to assure consistency.

**Conclusion:**

The Planning Department Staff finds that the requested Zone Change submitted for subject parcel, should be evaluated based on the above observations and criteria, of Case RZ 14-11, a request to rezone property from "R-1" Residential and C-3 L.U.O. to "TC-O" Town Center Overlay, and should be recommended to Council for approval subject to the following conditions:

1. That the proposed development shall satisfy all requirements of the City Engineer and all requirements of the current Stormwater Drainage Design Manual.
2. A final site plan subject to all ordinance requirements shall be submitted, reviewed, and approved by the MAPC prior to any development/phase of the subject property.
3. A final site plan showing coordination is required of all right of ways and egress/ingress with the State Highway Dept., M.P.O., City Engineering Dept. and the Planning Dept. Coordinated access management design details shall be submitted by the applicant for MAPC review and approval for other abutting commercial/residential mixed-use properties.
4. The setbacks, building heights, screening, and site design standards are required per the Master Plan and Design Pattern Book, as approved by reference.
5. The site shall be developed under the Town Center, TC-Overlay District rezoning with uses permitted as summarized in the Staff Report and approved by the MAPC.
6. Common open space shall compromise minimum of 15% of the total land area.
7. Single Family Residential Subdivision lots shall be developed subject to MAPC subdivision review and approval.

8. A range of 50 to 70 percent of the total land area devoted to residential use within the Town Center shall be developed as single-family detached and attached (excluding multi-family).
9. Multi-family (excluding single-family attached) may occupy a range of *30 to 50 percent of the total land area* devoted to residential uses.
10. For residential uses, such as lofts above ground floor retail/office located within the non-residential or mixed-use land area of the Town Center, there shall be no prescribed minimum or maximum acreage or units. Design and form layout shall be consistent with the approved master plan.

Respectfully Submitted for Commission Consideration,



Otis T. Spriggs, AICP, Planning & Zoning Director

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**Sample Motion:**

I move that we place Case: RZ-14-11 on the floor for consideration of recommendation by MAPC to the City Council with the noted conditions, and we, the MAPC find that changing the zoning of this property f from “R-1” Residential and C-3 L.U.O. to “TC-0” Town Center Overlay, is compatible and suitable with the zoning, uses, and character of the surrounding area; subject to the noted conditions.

# Site Photographs



View looking north toward subject property from the western portion of subject property frontage along East Johnson Ave.



View looking east from the western portion of subject property frontage along East Johnson Ave.



View looking south from the western portion of subject property frontage along East Johnson Ave.



View looking west from the western portion of subject property frontage along East Johnson Ave.



View looking north toward subject property from the eastern portion of subject property frontage along East Johnson Ave.



View looking east from the eastern portion of subject property frontage along East Johnson Ave.



View looking south from the eastern portion of subject property frontage along East Johnson Ave.



View looking west from the eastern portion of subject property frontage along East Johnson Ave.





View looking west toward subject property from the southern portion of the subject property frontage along Old Greensboro Rd. A CWL well head site is in the foreground.



View looking south from the southern portion of the subject property frontage along Old Greensboro Rd.



View looking east from the southern portion of the subject property frontage along Old Greensboro Rd.



View looking north from the southern portion of the subject property frontage along Old Greensboro Rd.



View looking south along Old Greensboro Rd. from the northeast corner of subject property.



View looking west along Greensboro Rd. from the northeast corner of subject property.



View looking north along Old Greensboro Rd. from the northeast corner of subject property.



View looking east from the northeast corner of subject property.



View looking south from the location where the western boundary of the subject property intersects with Greensboro Rd.



View looking east from the location where the western boundary of the subject property intersects with Greensboro Rd.



View looking north from the location where the western boundary of the subject property intersects with Greensboro Rd.



View looking west from the location where the western boundary of the subject property intersects with Greensboro Rd.



View of the property located north of Greensboro Rd. which contains approximately 2.09 acres and is not included in the rezoning application.



View looking south toward a construction entrance located on Greensboro Rd. that provides access to subject property.