AGENDA

Meeting Type:	WORKSHOP
Date:	05/03/1999

City of Charlotte, City Clerk's Office

CHARLOTTE

Mayor Patrick McCrory *Mayor Pro Tem Lynn Wheeler*

Rod Autrey *Nasif Rashad Majeed*
Charles Baker *Don Reid*
Patrick Cannon *Al Rousso*
Malachi Greene *Tim Sellers*
Mike Jackson *Sara Spencer*

Council Agenda

CITY COUNCIL WORKSHOP

Monday, May 3, 1999

Dinner	**Room 267**
5:00 pm	**Restructuring Government: 1999 City Services Survey Results**
5:30 pm	**Economic Development: SouthPark Small Area Plan**
6:30 pm	**Economic Development: Recommendation for Extra-Territorial Jurisdiction Public Process**
7:15 pm	**Adjourn**
7:30 p.m.	**Citizens' Forum** **Council Chamber**

Request for Council Action: Nominate and appoint a replacement member for the Housing Stakeholders Task Force.

Attachment

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: 1999 City Services Survey Results

COUNCIL FOCUS AREA: Restructuring Government

STAFF RESOURCE: Julie Hill

KEY POINTS (Issues, Cost, Change in Policy):

- The City commissioned Marketwise, a market research firm, to conduct telephone survey designed to establish benchmarks for the level of City service quality
- The survey was conducted between January 20 and February 11, 1999 It is a part of the City's ongoing efforts to evaluate and improve City services
- In addition to assessing citizen perceptions of City services, the survey also addressed citizen perceptions of Charlotte and City Government in general, important issues, and communication and information sources
- At the workshop, Council will be presented the survey results
- Results of the survey will be used as Key Businesses update business plans for FY2000

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: This item is for information, no action is needed

ATTACHMENTS: none

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: SouthPark Small Area Plan

COUNCIL FOCUS AREA: Economic Development

STAFF RESOURCE: Garet Walsh, Planning
Bill Finger, CDOT

KEY POINTS:

- This plan was initiated at the request of SouthPark area residents A study group of neighborhood, business and development representatives worked with City and County staff in developing the *SouthPark Small Area Plan* The study group met 14 times between February and November 1998 All meetings were open to the public In addition, public meetings were held on April 2 and October 12, 1998 A record of citizen comments from those meetings is available from the Planning Commission

- The Planning Commission adopted the *SouthPark Small Area Plan* on December 15, 1998 The attached draft of the plan notes the four recommendations where there were differences of opinions between staff, the Planning Commission and/or the study group The differences, as described in the plan, involve
  1 use of the term "urban" - see page i (Preface) of Volume 1,
  2 how much detail to include in the recommendation for providing a community gathering space - page 26 of Volume 1,
  3 whether to include a reference in the plan to the City's support for Uptown retail development - page 28 of Volume 1, and,
  4 whether to allow a limited retail/business component to be integrated into multi-family development in three specific areas - pages 28-29 of Volume 1

- The Economic Development and Planning Committee of City Council began reviewing the plan on January 19, 1999 and toured the study area on March 16, 1999 The Committee requested that staff provide Council with a brief overview of the plan, including an update on traffic volumes and development potential The Committee also requested that Council have a public hearing on the plan prior to the Committee making any recommendation

- The study area encompasses approximately 650 acres and includes SouthPark mall and the surrounding non-residential development, as well as some adjacent multi-family development As of February 1999, this area included approximately 2 4 million square

feet of commercial development and 5 3 million square feet of office development

- The plan establishes a new vision for the study area to transition from a suburban shopping and business environment to a town center composed of a mixture of land uses offering a variety of transportation options The future SouthPark area is envisioned as a place where it is pleasant to walk, where pocket parks with green areas, benches and fountains are frequented by shoppers, office workers and area residents, and, where people can easily access shuttles to nearby shops and offices, as well as transit that will carry them directly to their destination across town or to a rapid transit station

- To ensure that the vision for SouthPark can be achieved, the plan proposes the creation of a design and zoning overlay district that would require development to meet specific design standards, be pedestrian/transit supportive, and provide for open/green space In addition, the plan encourages more residential development and supports the development of a SouthPark transit hub

OPTIONS: Not applicable

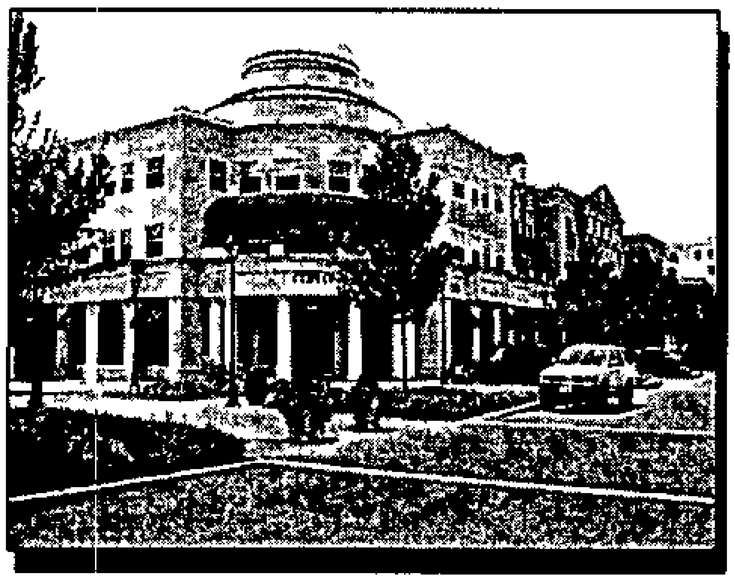
COUNCIL DECISION OR DIRECTION REQUESTED: The Economic Development and Planning Committee requests that Council set a date for a public hearing on the plan Suggested dates are June 7, 1999 after the Citizens Forum or June 14, 1999 as part of Council's regular business meeting

ATTACHMENTS: SouthPark Small Area Plan, Volume 1 Concept Plan and Volume 2 Implementation Program

SOUTHPARK SMALL AREA PLAN

DRAFT

Volume 1: Concept Plan



Mixture of Land Uses

Public Open Space

Transportation Options

January 19, 1999

Adopted By
The Charlotte-Mecklenburg
Planning Commission
December 15, 1998

ACKNOWLEDGEMENTS

The Charlotte-Mecklenburg Planning Commission thanks the following study group members for their invaluable input and commitment in developing this small area plan

Ann Wooten, Jeff Pease and Jeff Karp
SouthPark Neighborhood Coalition

Chris Wooten
Foxcroft Neighborhood

Averill Harkey
Morrocroft Neighborhood

Mark Roberts and Matt Plyler
Barclay Downs Neighborhood

Walter Shapiro
Chamber of Citizens & SE Coalition of Neighborhood Associations

Tom Barker
South Park Area Council

Henry Faison
Faison & Associates

Ned Curran
The Bissell Companies

Peter Pappas
The Harris Group

Fred Bolt
Post Properties

Greg Williams
Carmel Park Neighborhood

Clay Grubb
Grubb Properties, Inc

Lead staff support for the study group was provided by Keith MacVean, Dan Thilo, Lauren Weisman and Garet Walsh of the Planning Commission, and Jon Downing of the Charlotte Department of Transportation

TABLE OF CONTENTS

page

VOLUME 1: CONCEPT PLAN

Preface . i

Executive Summary . 1
- Issues . 1
- Purpose and Vision . . . 3
- Goals 3
- Summary of Recommendations 4

Plan Organization . 6

Existing Conditions: Issues and Opportunities 7
- Land Use and Zoning 7
- Development Design 12
- Transportation . 12
- Neighborhood Profile 16
- Environment 19
- Opportunities and Issues 19

Vision and Concept Plan 21
- Vision Statement 21
- Development Concept . . 21
- Recommendations 24
- Conclusion 42

Glossary 43

List of Maps and Tables
- Map 1 Study Area Boundary 2
- Map 2 Generalized Existing Land Use 9
- Map 3 Generalized Existing Zoning . . 10
- Map 4 Concept Map 23
- Map 5 Proposed Land Use . . . 25
- Table 1 Existing Building Square Footage and Land Area 7
- Table 2 Existing Vacant Acreage . 8
- Table 3 Non-residential Development Potential. . 11
- Table 4 24-Hour Mid-Block Traffic Counts 13
- Table 5 Socioeconomic Profile . 18

VOLUME 2: IMPLEMENTATION PROGRAM

- Introduction . . 1
- Plan Strategies . 1

Appendix

List of Maps

- Map 1/ Potential Areas to Allow Retail/Business in Multi-Family Zoning 5

PREFACE

This *SouthPark Small Area Plan* is a framework to help guide future public and private decision making toward long-term, agreed upon objectives It provides a vision of what the SouthPark area could look like in the near future (5-10 years) and contains goals and recommendations for achieving that vision

The plan was developed with a group of area stakeholders, working with Planning Commission and City Department of Transportation staff to develop recommendations addressing issues of future growth and development During the plan development process, the diverse group of stakeholders attempted to reach consensus and bring forward a single set of recommendations to guide SouthPark's future In most instances, the stakeholder group was able to reach such a consensus However, in a few instances, agreement was not reached This draft plan indicates where the study group had differences of opinions and notes what these opinions were

In addition to the different opinions noted in the draft plan, the study group also differed on the use of the term "urban" in the document Many of the neighborhood representatives felt that the term "urban" implied development of the intensity of Charlotte's Center City, and was therefore not appropriate in describing the vision for SouthPark The development and business representatives on the study group felt that the term "urban" was appropriate because it described the character of the development we were trying to create (i e , pedestrian-oriented, mixed land use, building orientation) In most instances, staff replaced the term urban with the term "town center" A definition of both town center and urban are included in the glossary

EXECUTIVE SUMMARY

The boundaries for the *SouthPark Small Area Plan* study area, as shown on **Map 1**, generally encompass SouthPark Mall and the adjacent commercial and office development. A number of adjacent multi-family properties are also included in the study area Also shown on Map 1 is an area referred to as the Neighborhood Involvement Area This area was delineated at the outset of the plan development process as the area most impacted by development within the SouthPark study area As such, special efforts were made to encourage residents from this area to be involved in the planning process.

The *SouthPark Small Area Plan* refines the *South District Plan*, which was adopted in 1993, by providing further direction for guiding development in the SouthPark area It provides recommendations for addressing land use, transportation/circulation, development design and other neighborhood preservation issues It was initiated in response to concerns relating to the impact of continued office and commercial development on the surrounding residential areas and on the existing transportation infrastructure

This plan is intended to provide guidance not only to the governing bodies in future decision making, but also to the development community and to neighborhood residents It establishes a new vision for the SouthPark area as a town center, developed with the highest attention to design detail, supportive of alternative modes of transportation and providing a highly livable environment

A study group of neighborhood, business and development representatives worked with City and County staff members in developing this plan. The study group met a total of fourteen times between February and November, 1998 to set a vision for the future of the study area, to identify, discuss and analyze the important issues, and to formulate recommendations to ensure the long-term viability and livability of the SouthPark area Public meetings were held on April 2, 1998 and October 12, 1998 to gather input from area stakeholders

ISSUES

Key issues identified during the plan development process are summarized below

1. *Land Use/Zoning* – need to understand the long-term development potential provided for in the adopted land use plan and by existing zoning and carefully manage this growth and it's impact on the long-term viability of this area

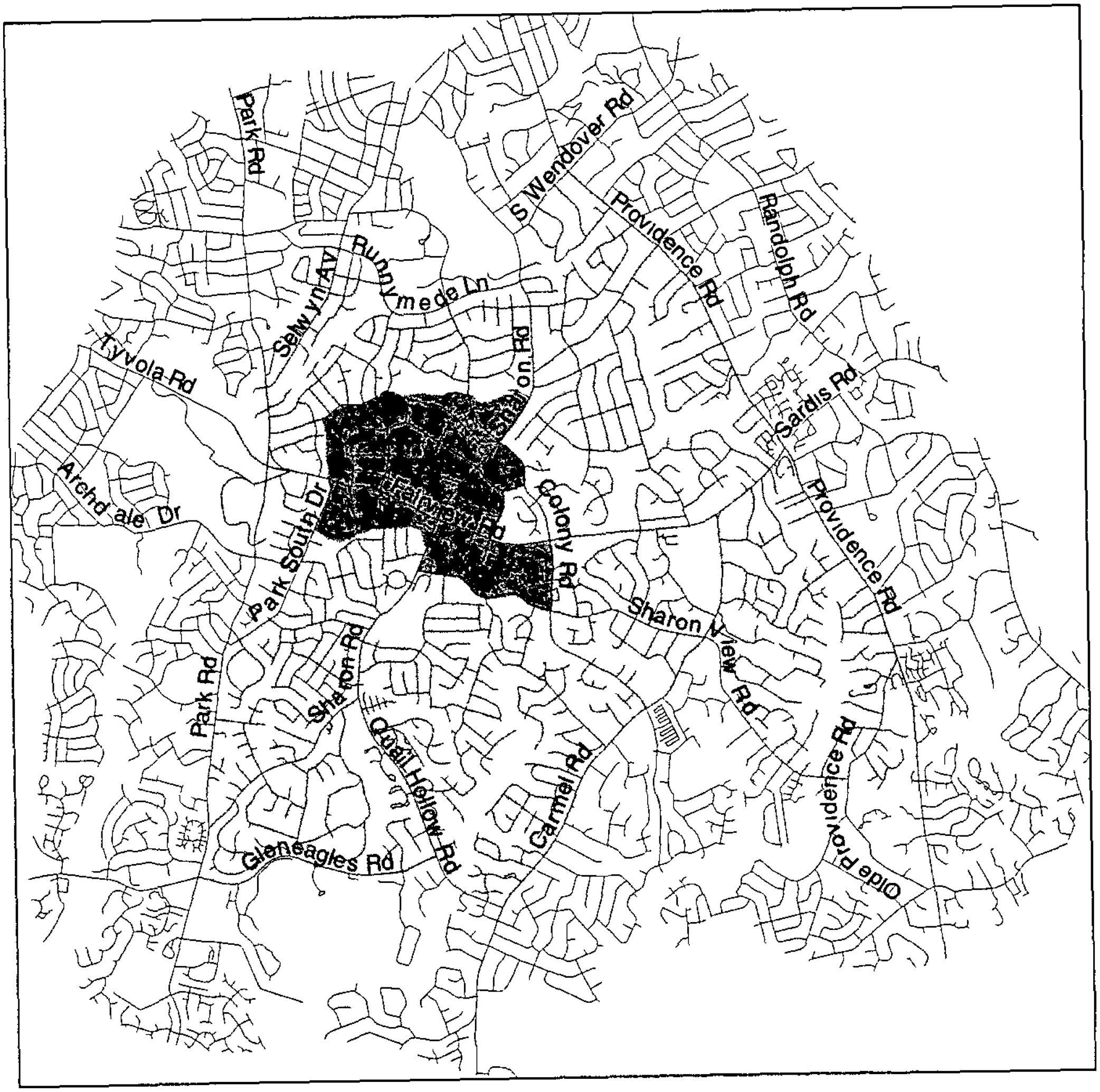
2. *Transportation* – traffic congestion, cut-through traffic, transit service, connections to mass transit, lack of sidewalks and clearly delineated pedestrian linkages, lack of bicycle facilities, and parking

3. *Parks and Recreation* - lack of open/green space (public and private) and active recreational facilities

SouthPark Small Area Plan

Study Area Boundary

Map 1



Source Charlotte-Mecklenburg Planning Commission September 1998

Study Area

Neighborhood Involvement Area

4. *Traffic Safety* – special considerations need to be made to ensure the safety of pedestrians, including enforcement of traffic laws when motorists compromise pedestrian safety

5. *Community Involvement/Neighborhood Preservation* – local government, neighborhoods and development community need to work together to ensure that quality growth and neighborhood preservation coexist

6. *Environment* – preserve and improve current environmental quality

PURPOSE AND VISION

It is the challenge of the *SouthPark Small Area Plan* to integrate a mixture of land uses and a range of development intensities into a compatible whole, which will ensure that this area remains a very livable and economically viable place in the long term Guided by this plan, the SouthPark area will continue to be an outstanding place to live, work, shop and play To help SouthPark achieve this future, this plan lays out a long-term land use and transportation vision and defines key design principles and recommendations

The direction that development takes is a basic concern in the SouthPark area An efficient, safe and humane environment that serves the needs of both the residential and business community can be realized only if all the elements of the area work in harmony Achieving vitality and quality starts with the recognition of the unique character of the SouthPark area and the future development vision The plan recognizes that with the growth of Charlotte-Mecklenburg over the last few decades, SouthPark is no longer a suburban location, and will not be able to compete in the long-term with outlying shopping and office areas if it continues to develop in accordance with a suburban model This plan envisions the SouthPark area transitioning from a suburban shopping and business environment to a town center composed of a balanced mixture of land uses – residential, commercial, office, retail, parks and open space, civic uses - served by a street network that is accommodating to pedestrians, transit, automobiles, and bicycles, and serving as an integral part of a safe, efficient, and convenient future mass transit system.

GOALS

- Create a greater mixture of land uses within the study area, especially by incorporating more multi-family residential development, and protect the surrounding residential areas from encroachment of non-residential land uses

- Ensure that future development and redevelopment meet specified design standards and furthers the vision created for SouthPark

- Identify and plan for future mass transit service in the SouthPark area

- Develop a multi-modal transportation system that emphasizes pedestrian improvements and linkages to mass transit
- Develop a public gathering space and a network of green spaces
- Create a safe and inviting pedestrian environment
- Ensure the long-term viability of neighborhoods and business/commercial areas
- Maintain a healthy, highly livable natural environment
- Establish on-going communication linkages between neighborhood residents, businesses, the development community and local government

SUMMARY RECOMMENDATIONS

Summarized below are the key recommendations that need to be carried out to ensure the future vitality and livability of the SouthPark study area

Land Use and Zoning

- Incorporate green/open space into all new development
- Identify and develop a community gathering space
- Confine non-residential expansion to the existing study area, with no expansion into surrounding residential areas A limited retail component may be introduced into multi-family developments in specified locations based on established criteria *(Study group did not reach consensus on this recommendation)*
- Encourage more residential development within the study area to create more of a mixture of land uses
- Support the transition of SouthPark Mall into a mixed-use center

Development Design

- Ensure that new development and redevelopment in the study area meet specific design criteria including the provision of open space, pedestrian-orientation, site design, height limitations, and streetscape improvements
- Retrofit major roadway intersections, including the following, to make them safer for pedestrians and to add to the aesthetic appeal of the area Sharon and Fairview Roads, Fairview Road and mall entrance, Barclay Downs Drive and Carnegie Boulevard, Morrison Boulevard and mall entrance, and Sharon Road and mall entrance
- Encourage development of streetscapes with planting strips, sidewalks, and lighting wherever feasible
- Link public facilities and integrate them into the community, including linking SouthPark with the greenway system and with nearby schools and libraries.

Transportation, Access and Circulation

- Incorporate SouthPark into the current mass transit planning initiative as one of the key activity centers and identify and plan for how service will be provided to this area
- Design roadway improvements to also accommodate bicyclists, pedestrians and transit users
- Develop a conceptual street grid to guide future development plans so that an internal circulation system can be developed to provide greater accessibility and circulation within the study area
- Implement a transit circulator service within the study area, expand existing transit services and complete a comprehensive transit hub plan for SouthPark
- Provide sidewalks to connect neighborhoods, schools and other public facilities, shopping, restaurants, businesses and recreational areas
- Provide bicycle linkages to area parks, schools, recreational facilities and the developing greenway system
- Implement plans to encourage use of alternative transportation in the SouthPark area

Traffic Safety

- As part of making key intersections safer for pedestrians, consider prohibiting "right turns on red" and installing traffic monitoring cameras to ensure that motorists do not compromise pedestrian safety
- Give high priority to including neighborhoods adjacent to the SouthPark study area in the City's neighborhood traffic management program

Community Involvement

- Establish opportunities for neighborhood, business, development and government representatives to share information and ideas regarding future growth and development in the SouthPark area

Environment

- Promote development that minimizes automobile dependence
- Provide more natural buffering for stormwater runoff by implementing greenway development plans
- Encourage increased environmental sensitivity of area residents, workers and employers through participation in programs like adopt-a-stream, recycling, reduced price transit passes and alternative transportation incentives

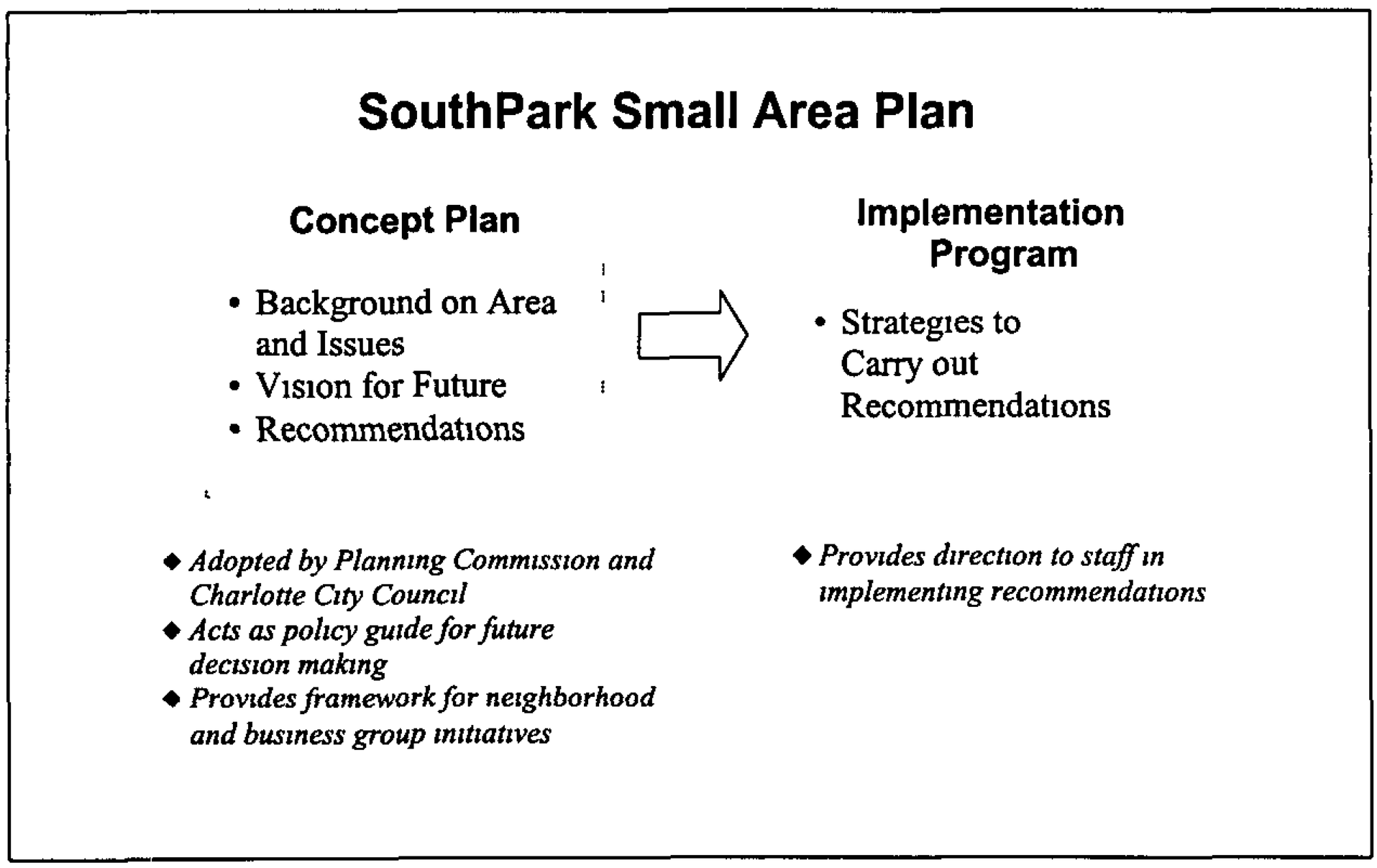
PLAN ORGANIZATION

This *SouthPark Small Area Plan* is divided into two planning documents Volume 1 The Concept Plan, and Volume 2 The Implementation Program This document, the Concept Plan, provides background information on the SouthPark area and the key issues raised during the planning process, a vision for the future of the SouthPark area, and recommendations to achieve that vision

More specific strategies to carry out the general recommendations found in the Concept Plan, are provided in the Implementation Program document

The Concept Plan is intended to be reviewed and adopted by the Planning Committee of the Charlotte Mecklenburg Planning Commission The Planning Commission will then forward the plan onto the Charlotte City Council for review and decision Once adopted by the Charlotte City Council, the plan becomes part of the City's policy framework to provide guidance in future decision making Plan recommendations are forwarded on to appropriate City and County departments for further refinement and inclusion in future work programs The plan also serves as a guide for neighborhood and business groups for focusing their efforts to enhance the SouthPark community

The Implementation Program identifies strategies to implement the recommendations in the Concept Plan. The Implementation Program is not intended to be an adopted document Rather, it is intended to provide direction to staff and other implementing bodies in most effectively carrying out the intent of the Concept Plan



EXISTING CONDITIONS: ISSUES AND OPPORTUNITIES

This plan refines the *South District Plan*, which was adopted in 1993, by providing further direction for guiding development in the SouthPark area It provides recommendations for addressing land use, transportation/circulation, development design and other neighborhood preservation issues It was initiated in response to concerns relating to the impact of continued office and commercial development on the surrounding residential areas and on the existing transportation infrastructure

This section of the *SouthPark Small Area Plan* provides background information on the study area and the key issues raised during the planning process The emphasis is on current conditions, including a discussion of what is already being planned or implemented relative to a particular concern The focus of this section is not on providing solutions or recommendations These can be found in a separate section, and in the accompanying implementation document

LAND USE AND ZONING

The SouthPark Study Area (Map 1) includes SouthPark Mall and the adjacent commercial and office development A number of adjacent multi-family properties are also included in the study area The SouthPark area is located in Charlotte's South District The boundaries as defined for this small area plan are Park South Drive and the Carnegie Boulevard office area on the west, the Barclay Downs neighborhood on the north, Colony Road on the east and Sharon View Road and the Beverly Woods neighborhood on the south (Map 1)

Development of the SouthPark area began in the 1960's Today, the majority of development in the study area is commercial and retail as shown on the existing land use map **(Map 2)** **Table 1** lists the building square footage by type that currently (1997) exits within the study area

TABLE 1

SouthPark Study Area Existing Building Square Footage and Land Area

Source: 2/1997 Real Property Tax Information (by tax parcel)

Building Type	Existing Building Sq. Ft.	Total Acreage (excluding vacant)
Commercial	2,367,837	146 6
Office	4,937,297	217 9
Residential	1,943,578	179 96
Institutional	34,415	6 5
Total	**9,283,127**	**551.0**

As shown in Table 1, approximately 2 4 million square feet of commercial, 4 9 million square feet of office and 2 0 million square feet of residential are currently contained within the study area The study area encompasses approximately 657 acres Of this total acreage, approximately 102 acres is vacant, as shown in **Table 2.** Approximately 8 acres of this vacant land is zoned for commercial use, 48 acres for office, and 31 acres for residential development Also shown is a miscellaneous category that includes land specifically dedicated as open space or parking area (i e , not to be developed) Of this 15 acres of miscellaneous vacant area, ten acres is zoned as office and five acres is zoned as commercial

Noticeably missing from this land use tabulation is land devoted to park and recreation uses Park Road Park is a 125-acre district park located just outside of the SouthPark study area It provides a wide range of active and passive recreation facilities However, no public park and recreational facilities are located within the study area, with the exception of the recently developed Panther Park located within the Live Oak neighborhood The *South District Plan* and the *Parks Master Plan*, 1989, identified the need for a district park in the immediate SouthPark area, south of Fairview Road While the park plan recommended the purchase of 100 acres in this area, the district plan suggested purchasing a lesser acreage and utilizing it to a higher intensity due to the lack of resources for acquiring land To date, land has not been identified or acquired for development of a park in the SouthPark area

TABLE 2

SouthPark Study Area Existing Vacant Acreage

Source: 2/1997 Real Property Tax Information (by tax parcel)

Zoning	Vacant (acres)
Commercial	8 2
Office	48 3
Residential	30 5
Miscellaneous*	15.4
Total	**102.4***

* Includes some areas dedicated as open space or parking

Existing zoning is illustrated on **Map 3** As shown, the core of the study area is zoned for shopping center development (B-1 S C D) Surrounding this retail core, are varying intensities of office zoning (O-1 to O-15 CD) and higher density multi-family residential Commercial Center (CC) zoning has been applied to the area encompassed by the Phillips Place development on Fairview Road This CC zoning allows for a mixture of land uses including retail, office and residential Two parcels zoned for single-family residential (R-3) are included in the study area

SouthPark Small Area Plan

Generalized Existing Land Use

Map 2

Source Based on Charlotte-Mecklenburg Tax Data Files as of January 1998

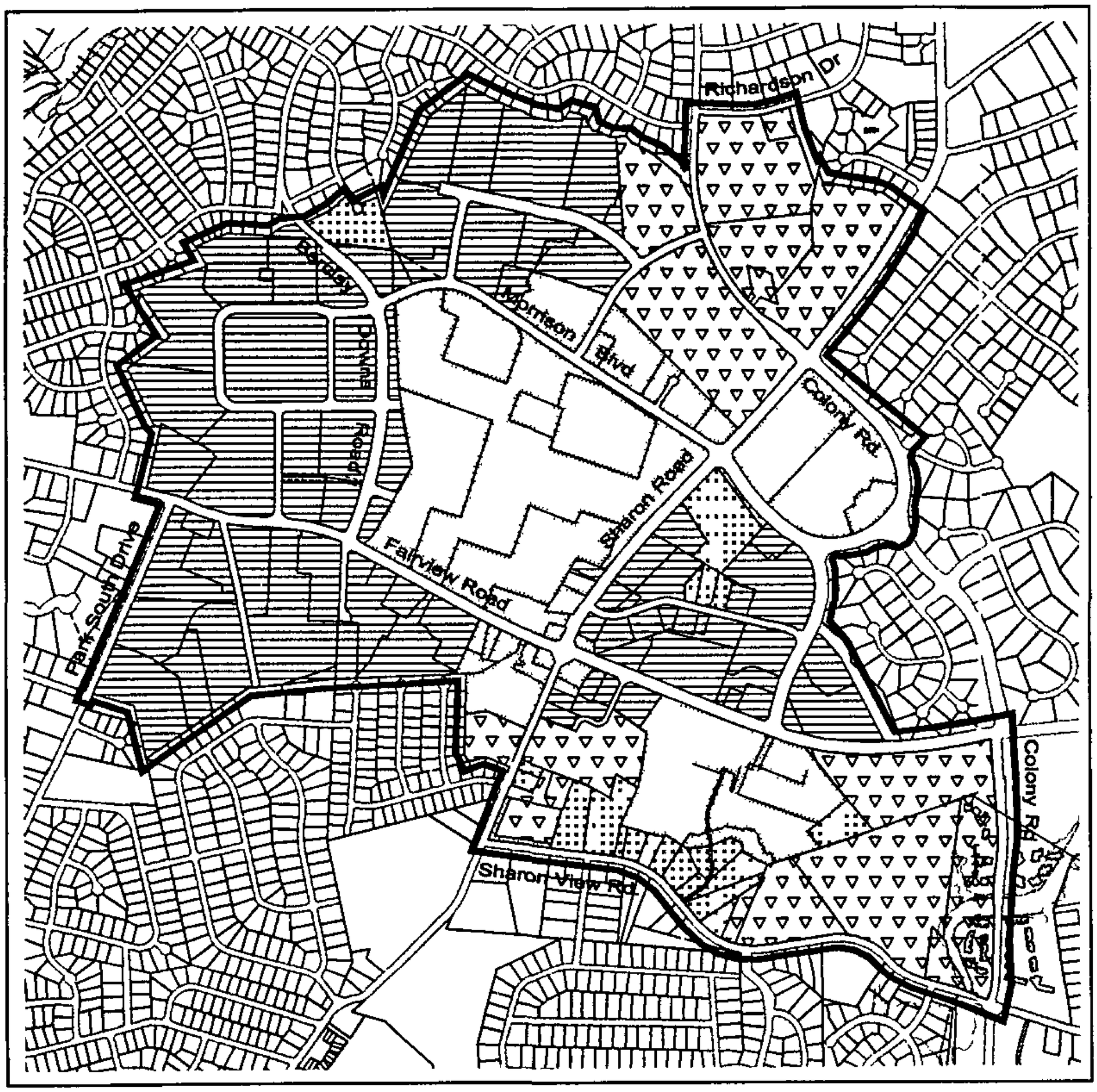
Single Family
Multi-Family
Commercial
Office
Institutional
Utilities
Vacant
Study Area Boundary

NORTH

Scale 1" = 1400

SouthPark Small Area Plan
Generalized Existing Zoning

Map 3



Source Charlotte-Mecklenburg Planning Commission, September 1998

Single Family

Multi-Family

Commercial

Office

NORTH

Scale 1" = 1400'

As development pressure continues to increase in the SouthPark area, proposals for infill and redevelopment projects will grow Given exiting zoning, it is estimated that approximately 1 8 million to 2 8 million square feet of office space could be added to the SouthPark study area This development scenario assumes that vacant land will be developed at the highest floor area ratio allowed under current zoning and that all conditional development site plans are built at the maximum allowable square footage These conditional plans, alone, account for approximately one million square feet of future development potential in SouthPark

In addition to the potential for future office development, it is estimated that under current zoning approximately 160,000 square feet of additional commercial space is allowed in the SouthPark area This additional commercial space has been approved in conditional development plans, but not yet built **Table 3** summarizes potential development scenarios under existing non-residential zoning

TABLE 3

SouthPark Study Area Non-Residential Development Potential

Land Use	Existing Building Sq. Ft. as of 2/97	Additional Sq. Ft. Allowed	Total Building Sq. Ft.
Commercial Development	2,367,837	161,371	2,529,208
Office Development	4,937,297	2,809,247	7,746,544
Total Office and Commercial	**7,305,134**	**2,970,618**	**10,275,752**

*The information in the above table illustrates the development potential in the SouthPark study area if currently vacant parcels were to be developed to the maximum extent allowed under existing zoning **and** building space currently approved in existing CD plans were to be built*

Notes

- Existing building square footage is based on February 1997 tax data from Carolina Real Data
- Maximum square footage figures were calculated from CD plans where applicable If no CD plan applied, the maximum square footage was calculated based on floor area ratios (F A R s) adopted in the South District Plan

DEVELOPMENT DESIGN

When the SouthPark area began to develop in the late 1960's and 1970's, the area was truly a suburban location The suburban character of development that predominates the area today was based on a vision of SouthPark as a suburban office park and regional retail center As such, buildings are set back from the streets and development is designed for the convenience of people in automobiles Surface parking lots, numerous driveway cuts, and lack of connectivity are typical features of such suburban development Various land uses tend to be separated and spread out across the landscape

Many of the office and commercial buildings are beginning to look dated and developers are increasingly faced with the challenge to upgrade the 1950's, 60's and 70's buildings to make them more competitive with their suburban counterparts As the corner stone of the study area, a "makeover" of SouthPark Mall will be important not only to the success of the center itself, but to the health and economic vitality of the entire area The mall owners have expressed a desire to expand the existing facility and are considering ways to reinvent the center to provide a shopping and entertainment experience which gives its patrons a variety of specialty retail choices, an architectural environment that provides ease of pedestrian movement and lessens dependence on the automobile, and an aesthetically pleasing built environment of indigenous architecture which contains detail and interest

SouthPark has the reputation as a location for obtaining quality goods and services That same quality is readily apparent in the new building architecture of recent years While some of the buildings constructed in the early years of SouthPark have a "modern style" indigenous of the fifties and sixties, many of the recent developments have a more traditional style Competition is driving the market to produce higher quality projects Recent development has provided a higher level of attention to detail, site design, materials and long term viability than was typically found in earlier developments

TRANSPORTATION

Roadways

Two major thoroughfares, Fairview Road and Sharon Road, along with several minor thoroughfares, traverse the study area These roads carry a considerable amount of vehicular traffic In 1996, the annual average weekday traffic volume on Fairview Road was approximately 40,000 vehicles per day Approximately 35,000 vehicles per day traveled on Sharon Road **Table 4** gives a more detailed account of traffic volumes in the area Traffic volumes are also listed for several minor thoroughfares to provide a more complete picture of study area traffic patterns

TABLE 4

SouthPark Study Area 24-Hour Midblock Traffic Counts

Sharon Road	1995 Volume	1996 Volume	1997 Volumes	1998 Volumes
Sharon Rd N of Runnymede Ln	27,000			
Sharon Rd S of Runnymede Ln	26,700			
Sharon Rd S of Sharon Ln	41,200	No Counts Available	No Counts Available	No Counts Available
Sharon Rd N of Fairview Rd	31,100			
Sharon Rd S of Fairview Rd	35,800			
Sharon Rd S of Sharonview Rd	32,700			
Fairview Road				
Tyvola Rd W of Park Rd	---	31,900		
Fairview Rd E of Park Rd	---	39,100		
Fairview Rd E of Barclay Downs	---	46,400	No Counts Available	No Counts Available
Fairview Rd E of Barclay Downs	49,900	---		
Fairview Rd E of Sharon Rd	---	45,100		
Fairview Rd E of Sharon Rd	29,100	---		
Fairview Rd W of Simsbury Rd	34,000	---		
Fairview Rd W of Columbine Cir	41,400	---		
Fairview Rd W of Wintercrest Ln	36,000	---		
Colony Road				
Colony Rd S of Selwyn Ave	3,300	---	---	---
Colony Rd N of Runnymede Ln	---	4,700	---	---
Colony Rd S of Runnymede Ln	13,100	---	---	15,700
Colony Rd N of Morrison Bv	13,000	---	---	---
Colony Rd N of Fairview Rd	---	---	20,000	---
Colony Rd S of Fairview Rd	11,100	---	---	---
Colony Rd S of Sharon View Rd	5,000	---	---	6,400
Barclay Downs Drive				
Barclay Downs Dr N of Morrison Blvd	13,900	13,600	---	No Counts Available
Barclay Downs Dr S of Runnymede Ln	9,900	9,400	---	
Barclay Downs Dr S of Scofield Rd	---	---	11,300	
Providence Road				
Providence Rd N of Fairview Rd	32,700	No Counts Available	No Counts Available	No Counts Available
Providence Rd S of Fairview Rd.	42,400			

Source Charlotte Department of Transportation

Like many areas of Charlotte-Mecklenburg, the SouthPark area has experienced growing traffic volumes over the last several years Roadway widening and intersection improvements have helped alleviate congestion somewhat, for the short-term Unfortunately, the thoroughfare system in this part of the City does not provide drivers with many alternative routes and traffic will continue to build as the Charlotte-Mecklenburg area grows Whether the SouthPark area is your destination, or you are traveling through the area to reach the Coliseum area, Uptown, or other destinations, your choice of routes is limited Fairview Road provides the east-west linkage in this area and Sharon Road, the most immediate north-south linkage

Even trips internal to the immediate SouthPark area most often include use of the thoroughfares since developments are seldom connected internally, and pedestrian amenities are lacking The lack of a good grid network of collectors and thoroughfares in this area, causes Sharon and Fairview Roads to experience the pressure of continuing growth and development both inside and outside of the immediate SouthPark area

In 1995, the Charlotte Department of Transportation (CDOT) analyzed roadway demands in the SouthPark area That analysis looked at the impact of future development on the transportation system For the analysis, future development was determined by using the future land use recommendations in the *South District Plan* (1993) The analysis estimated that given the land use scenarios from the *South District Plan*, development in the SouthPark area could potentially include up to 2 7 million square feet of retail and 11 8 million square feet of office A transportation modeling program was used to estimate future year (2015) traffic volumes, given this development potential and assuming planned road projects would be completed The analysis concluded that the daily traffic volumes in the year 2015, would be approximately 50, 000 cars a day on Sharon Road and approximately 53,000 cars on Fairview Road

CDOT is currently working toward providing six lanes on Sharon Road (from Sharon View to Sharon Lane) and on Fairview Road (from Colony Road to Park Road) However, these projects along with the extension of Rea Road are the only major roadway improvements planned for this area

Transit/Mass Transit

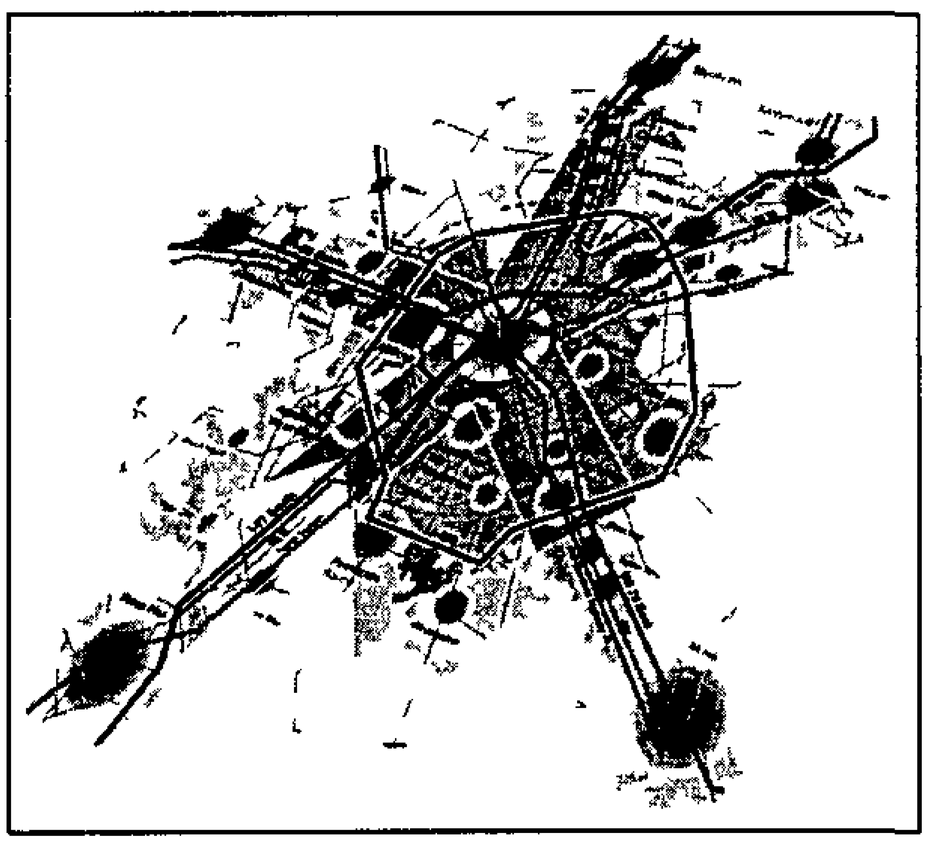
Currently, the SouthPark area is served by five Charlotte Transit bus routes Three of these routes provide local service and two provide cross-town service Local routes run along Queens Road, Park Road, and Selwyn Avenue Cross-town routes link the SouthPark area with the UNCC area and the City's West Side, as well as with the Park Road shopping area Seven days a week, buses start running at 5 45 a m and continue service until 12 20 a m Bus service is offered approximately every half hour According to a boarding survey completed in March 1998, these routes are heavily used The study concluded that approximately 1000 people per day boarded buses at SouthPark Mall and at the two stops on Morrison Drive during a typical weekday.

Charlotte's current Five Year Transportation Plan (1997-2002) emphasizes the expansion of transit services as a means to lessen traffic congestion and provide alternatives for travel in

the Charlotte area The plan also identifies SouthPark as a future transit mini-hub As a transit mini-hub, SouthPark would have a much higher level of transit service More routes would emanate from SouthPark, similar to how transit currently radiates from the Uptown area The mini-hub service would improve access to major employment centers, expand service for areas at the City's edge, and improve mobility in the mini-hub areas In conjunction with the provision of mini-hub transit service, CDOT plans to implement a package of services designed to encourage the use of alternative transportation in the SouthPark area

In 1996, CDOT conducted a study to identify potential locations for a transit hub facility in the SouthPark area The study identified six potential locations that met a number of criteria including centralized location, good accessibility and compatibility with surrounding land uses The three most favorable sites are located in the SouthPark Mall parking lot along the two mall entrance roads leading from Barclay Downs Drive This transit facility would act as a transfer point for buses serving the SouthPark mini-hub area, including those that would tie into a future mass transit system, and would likely have the ability to accommodate approximately 6-8 buses Development of the facility is projected to be within the next 2-4 years Completion depends on the success of the SouthPark mini-hub type transit services and the ability to find a suitable location for the hub

Charlotte-Mecklenburg is currently engaged in a mass transit and land use study that will recommend the types of land-use and mass transit service best suited to serve Charlotte-Mecklenburg's five major corridors -- the University, Independence, South, Airport and North Mecklenburg corridors Potential transit options being considered include buses, busways, high occupancy vehicle (HOV) lanes, light rail and diesel multiple units Decisions about what kind of transit will be used and where it will be located will depend on a number of things, including land use patterns, cost estimates, service needs and ridership forecasts



As a major employment center SouthPark will be connected to future mass transit corridors

Although the SouthPark area is not located in one of these five transit corridors, it is critical that the area be linked to future mass transit The high concentration of employment in SouthPark, in particular, necessitates mass transit linkages to ensure continued accessibility and livability in this key activity center As part of the mass transit and land use plan, transit stops have been identified at Tyvola Road on the South Corridor and Sharon Amity Road on the Independence Corridor to provide future linkages to the SouthPark area Express feeder bus service is proposed to run along Tyvola and Fairview

Roads to link SouthPark to mass transit in these two corridors and to thereby provide access to the entire mass transit system as currently planned During the second phase

of the mass transit process (To begin if a bond referendum on a transit tax is successful in November, 1998) more detailed analysis and recommendation for feeder services will be provided The South and Independence Corridor have been identified as the highest priority for continued analysis, with the Environmental Impact Study already underway in the South Corridor

Sidewalks/Pedestrian Facilities

The SouthPark area is fortunate to have a fairly complete sidewalk network on the thoroughfares that traverse the area However, there exist some gaps in this network Additionally, sidewalks are set against the curb in many areas, compromising pedestrian safety and comfort

Crosswalks and other improvements to facilitate pedestrian movement are also lacking in the study area Some intersections are not striped as pedestrian crossing areas and do not have pedestrian activated crossing signals

Bicycle Facilities

Like the majority of Mecklenburg County, the SouthPark area lacks facilities to accommodate bicycle travel Bicycle lanes, paths, parking and ancillary facilities are not provided within the study area, with the exception of a bicycle rack at the public library

Most of the thoroughfares within the study area were rated as "bicycle unfriendly" in the Bicycle Suitability Map recently completed for Mecklenburg County High traffic volumes and speeds, as well as narrow lane widths on these thoroughfares were the major cause of the "unfriendly" ratings

In addition, the study area is surrounding by cul-du-sac neighborhoods that do not provide connections for bicyclists and pedestrians to use as an alternative to using the thoroughfare system for most trip purposes

NEIGHBORHOOD PROFILE

Situated in south Charlotte, the SouthPark area has developed with a mix of business, shopping and upscale residential living Development began in the mid 1950's when the Morrison Family sold 90 acres of farmland to the Celenese Corporation who built SouthPark's first office building The development of SouthPark Mall followed in 1970, also on farmland once owned by the Morrison Family From these early days of development, SouthPark has grown to be the second largest business district in the state (Bissel-Hayes webpage)

The success of SouthPark is connected to the stable neighborhoods that surround the business and commercial core Residents in the SouthPark area enjoy economic health and vitality

and the safe and well-maintained neighborhoods that they live in A number of neighborhoods surround the study area including Barclay Downs, Foxcroft, Beverly Woods, Live Oak, Mountainbrook, Morrocroft and Picardy Neighborhoods in the area began developing in 1960 with the opening of the Beverly Woods and Beverly Woods East neighborhoods Huntingtown Farms, another neighborhood in the area, began development in 1964 and was completed in 1980 A majority of the neighborhoods in SouthPark were built in the 1970's, including such communities as Foxcroft, Foxcroft East, Barclay Downs, Deering Oaks and Parkdale Many of these neighborhoods have active and informed neighborhood associations The SouthPark Neighborhood Coalition and the Southeast Coalition of Neighborhood Associations are two organizations that have been especially active in SouthPark area issues and concerns Both of these organizations draw membership from the numerous neighborhoods throughout the SouthPark area

A look at the socioeconomic make-up of the neighborhoods surrounding the SouthPark study area will help to provide a context for future planning The 1990 U S Census provides a snapshot of the socioeconomic make-up of the study area neighborhoods as shown in **Table 5** However, changes have taken place in this area since 1990 that are not reflected in the Census data As shown, the area includes all of census tracts 29 01, 29 03, 29 04, 30 05, 30 06, census block groups 1 and 4 in tract 30 07, and census block group 1 in tract 31 02

The total population of the SouthPark neighborhood area was 29,347 in 1990 The area was almost exclusively white, with less than 3 percent black population Over 66 percent of the households earned more than $35,000, compared to only 45 percent in the City overall Residents in these neighborhoods were also more likely to have completed college (62 percent) and to work in white collar jobs (86 percent) compared to the City average of 28 percent and 65 percent, respectively

TABLE 5

SouthPark Neighborhood Involvement Area Socioeconomic Profile

Source 1990 U S Census

	CT 29 01 Total	%	CT 29 03 Total	%	CT 29 04 Total	%	CT 30 05 Total	%	CT 30 06 Total	%	CT 30 07 BG 1 Total	%	CT 30 07 BG 4 Total	%	CT 31 02 BG 1 Total	%	Total for Area	% of Area	% of City
Population																			
Total	6,028		2,505		6,160		7,425		4,002		686		1,488	6	1,254		29,347		
Black	85	1	106	4	265	4	186	3	55	1	54	8	9	19	32	3	792	3	32
Under 18 yrs.	1,151	19	491	20	1,469	24	1,486	20	816	20	150	22	285	8	279	22	5,977	20	24
65 yrs & over	1,056	18	371	15	608	10	1,092	15	330	8	62	9	124		220	18	3,801	13	10
Households																			
Total	2,741		1,119		2,459		3,111		1,788		232		616		602		12,436		
One-person head	927	34	304	27	587	24	790	25	573	32	26	11	147	24	264	44	3592	29	28
Married w/children	598	22	217	19	628	26	818	26	399	22	81	35	169	27	137	23	2,966	24	47
Female head w/children	67	2	55	5	160	7	65	2	64	4	0	0	19	3	9	1	439	4	9
Education																			
Adults, 25 yrs & over	4,435		1,841		4,191		5,390		2,819		494		1,044		937		21,151		
High School Grads	463	10	203	11	422	10	749	14	346	12	56	11	101	10	176	19	2,516	12	81
College Grads	2,885	65	1,284	70	2,800	67	3,160	59	1,773	63	302	61	686	66	327	35	13,217	62	28
Occupations																			
Adults in Labor Force	3,389		1,306		3,535		4,075		2,428		410		919		661		16,723		
White-Collar Jobs	2,923	86	1,157	89	3,124	88	3,477	85	2,124	87	360	89	749	82	461	70	14,375	86	65
Blue-Collar Jobs	377	11	109	8	347	10	535	13	276	11	40	10	144	16	127	19	1,915	11	35
Unemployed	89	3	40	3	64	2	63	2	28	1	10	2	26	3	13	2	333	17	4
Income																			
Total Household	2,741		1,119		2,459		3,111		1,788		232		616		602		12,668		
$0-$14,999	306	11	100	9	208	8	270	9	112	6	17	7	29	5	184	31	1,226	10	20
$15,000-$24,999	420	15	82	7	261	11	272	9	265	15	17	7	31	5	43	7	1,391	11	18
$25,000-$34,999	308	11	109	10	265	11	466	15	325	18	7	3	72	12	84	14	1,629	13	17
$35,000 an up	1,707	62	828	74	1,725	70	2,103	68	1,086	61	191	82	484	79	291	48	8,415	66	45
Families Below Poverty	35	1	28	3	55	2	28	1	25	1	0	0	0	0	4	7	175	2	8
HH on Public Assistance	34	1	16	1	35	1	45	1	39	2	7	3	4	6	43	7	223	2	11
Female HH Below Poverty	18	7	28	3	33	1	10	3	13	7	0	0	0	0	4	7	106	8	27

NOTE: *The SouthPark neighborhoods correspond to Census Tracts 29 01 29 03 29 0 04 30 05, 30 06 Blocks 1 and 4 in 30 07 and Block 1 in 31 02*

ENVIRONMENT

The SouthPark area, like Mecklenburg County overall, generally has a good environment which continues to make it a desirable and livable community Our air meets national standards and we continue to have an adequate, safe source of drinking water However, as the County continues to grow, more stress will be placed on air and water quality, and on the amount of solid waste we generate

With the ability to build an additional 1 8 to 2 8 million square feet of office and 160,000 square feet of commercial space within the SouthPark study area, it can be expected that the air quality will be affected Currently, the County is nudging the limits with its overall air quality in accordance with minimum federal levels In 1995, Mecklenburg County was designated as an attainment area for the national ground-level ozone standard Since that time, levels above the standard have occurred several times An ozone awareness program has been implemented throughout Mecklenburg County and the City, with its five year transportation plan, is dedicating greater resources to providing for alternative transportation Such measures are particularly important in more developed areas, like SouthPark

Mecklenburg County is divided into eight water basins based on geography The SouthPark study area lies partly in the South Water Basin and partly in the Southeast Water Basin According to the *State of the Environment Report*, 1998, while these basins have some of the lowest water quality in the County, surface water quality in the immediate vicinity of the study area is generally of fair quality The key component in Mecklenburg County's efforts to improve surface water quality is the Surface Water Improvement and Management (SWIM) Program The objective of this program is to produce measurably cleaner surface waters and restore the usability of our streams The program focuses on increasing public awareness and involvement in efforts to restore stream quality, promoting intergovernmental cooperation in addressing planning and development issues effecting water quality, measuring water quality conditions, and identifying and addressing specific pollution problems through the development of water basin plans

Mecklenburg County continues to generate municipal solid waste at a rate considerably higher that the national average and lacks adequate capacity and options to meet its future disposal needs As the County overall, and SouthPark in particular, continues to grow and develop, waste generation will likely continue to climb Recycling and waste reduction programs are currently being conducted by both government and private entities in an effort to meet waste reduction goals and to reduce the cost of doing business

OPPORTUNITIES AND ISSUES

In creating a future vision for the SouthPark study area, we must think about how we can build on today's strengths and opportunities to enhance the character and vitality of the entire study area Some of these key strengths and opportunities identified in the study process are listed below

- Convenience – current mixture of uses enables people to live and work close to services they need (grocery store, churches, banks, shopping)
- Beauty of area - landscaping and architecture provide aesthetically pleasing environment
- Vitality of neighborhoods – most are well-kept, safe, upper-income areas
- Quality of existing development - residential and non-residential development generally adheres to very high design and construction standards
- Involved community - residents are concerned and engaged in issues affecting the future viability of SouthPark area
- Economic viability of mall and business community - the mall and surrounding business, office and commercial uses are thriving

The SouthPark study area has all the essential elements to make the area work in the long term The attributes listed above make SouthPark a desirable place to live and work but have also caused the area to experience problems associated with growth Addressing concerns in the following six areas will be critical to ensuring the long-term stability of the study area Focusing on these priorities will allow the SouthPark area to continue enjoying the tremendous strength and vitality it is experiencing today Each priority should be thought of as part of the big-picture and the long-term implications of their focus should continually be considered

1 *Land Use/Zoning* – need to understand the long-term development potential provided for in the adopted land use plan and by existing zoning and carefully manage this growth and it's impact on the long-term viability of this area
2. *Transportation* – traffic congestion, cut-through traffic, transit service, connections to mass transit,_lack of sidewalks and clearly delineated pedestrian linkages, lack of bicycle facilities, and parking
3 *Parks and Recreation* - lack of open/green space (public and private) and active recreational facilities
4 *Traffic Safety* – special considerations need to be made to ensure the safety of pedestrians, including enforcement of traffic laws when motorists compromise pedestrian safety
5 *Community Involvement/Neighborhood Preservation* – local government, neighborhoods and development community need to work together to ensure that quality growth and neighborhood preservation are coexistent
6 *Environment* – preserve and improve the current environmental quality

VISION AND CONCEPT PLAN

VISION STATEMENT

This plan envisions the SouthPark area transitioning from a suburban shopping and business environment to a-town center composed of a balanced mixture of land uses – residential, commercial, office, retail, parks and open space, civic uses - served by a street network that is accommodating to pedestrians, transit, automobiles, and bicycles, and serving as an integral part of a safe, efficient, and convenient future mass transit system

DEVELOPMENT CONCEPT

The attached concept map (**Map 4**) illustrates the proposed major land uses and physical improvements for the SouthPark study area The focus of the concept plan is on ensuring that future development and redevelopment provides for quality development, environmental integrity, economic vitality and a continued high level of community livability To that end the plan concept seeks to maintain and enhance the existing neighborhoods, to introduce multi-family residential into the office and retail core, and to prevent the expansion of non-residential development into the neighborhoods adjacent to the study area Further, the plan proposes the development of design standards that will ensure that green space is incorporated into development, that development meets specified design standards, and that SouthPark becomes an enjoyable place for people to walk and bicycle

The major development concepts are illustrated on Map 4 and described briefly below

- The plan concept of adding multi-family residential development to areas currently zoned for office and retail development will assist in achieving several plan objectives In particular, this will provide more housing opportunities close to employment, shopping, and transit, helping to reduce automobile dependence Additionally, substituting residential development for some office development will serve to lessen future traffic volume increases

- Serving the area with future mass transit is critical for continued viability

- The provision of a network of green/open spaces is an especially important ingredient in the concept plan Green space is essential in creating a truly livable environment The creation of small pocket parks, public open space, linkages to the developing greenway system and the development of a large community gathering area are key concepts

- Non-residential expansion must be limited to the existing study area and not be permitted to encroach into the adjacent neighborhoods Maintaining the integrity of the nearby neighborhoods is critical to the long-term viability of the SouthPark area

- Linkages between various land uses, facilities and transit corridors are essential

- Design concerns are crucial in the successful transition of the SouthPark area from a suburban shopping and office development into a thriving, pedestrian-oriented, mixed-use center Streetscape improvements which include wide sidewalks set off from the curb, planting areas for street trees, pedestrian level lighting, crosswalks and landscaping will help to provide an environment that is safer and more conducive to walking Attention to building and site design will also be important in achieving the future vision for SouthPark In particular, buildings need to front the street, parking areas need to be screened and provide for safe pedestrian access and connections, and development must be at a pedestrian scale

  The corner stone of this effort will be the "makeover" of SouthPark Mall Attention must be paid to recreating the architecture to give the sense of a pedestrian oriented "town center" or "village hub" and to providing an environment that offers a mixture of uses, including green/open space

- The overall transportation concept seeks to improve accessibility within and external to the SouthPark study area for both pedestrians and vehicles Additional sidewalks, bicycle lanes, pedestrian crossings, and greatly increased transit service are envisioned as part of an overall transportation strategy The plan also envisions linkages to the Little Sugar Creek Greenway demonstration project that would become part of a larger network linking the study area to parks, schools, neighborhoods, libraries and other facilities

As important as these development concepts are to ensuring the long-term livability and viability of the SouthPark area, continued communication and cooperation between the various interest groups in the SouthPark area is the key to attaining the vision set out in this plan These development concepts can be successfully implemented only if leaders of the neighborhoods, businesses and development community are committed to working together to reach their shared vision These groups must find common ground and resolve to address issues in a positive way It is intended that these concepts provide the platform for open, constructive and continuing dialog

RECOMMENDATIONS

The plan recommendations discussed below, provide a more detailed understanding of the key development concepts proposed in this plan The recommendations are divided into six sections

- Land Use and Zoning
- Development Design
- Transportation, Access and Circulation
- Traffic Safety
- Community Involvement
- Environment

I. Land Use and Zoning

The SouthPark area currently includes a mixture of office, commercial/retail, institutional and residential land uses Such a mixture of land uses is a strength of this area and should be encouraged If well designed, mixed land uses stimulate pedestrian activity, support transit use and bicycling, create a sense of place, and make for a more livable environment It is the challenge of the *SouthPark Area Plan* to balance this mixture of land uses and range of development intensities into a compatible whole Of particular importance is implementing strategies to ensure that parks and open space are included as integral components of SouthPark's land use future and that neighborhoods surrounding the study area are protected from any encroachment of non-residential uses

Recommendations in each section of this plan are proposed to help balance land uses through design regulations, transportation and circulation improvements and safety considerations The development of a zoning overlay district is proposed as a way to greatly enhance the area's inventory of green/open space and to create an environment conducive to transit, walking and bicycling In addition, to ensure that the area retains a significant public gathering space, it will be necessary to identify and plan for the development of such a space

The following land use recommendations are proposed to help ensure that the SouthPark achieves a balance of land uses into the future Land use recommendations are also illustrated on **Map 5.**

A. Parks and Open Space

Parks and open spaces are fundamental features of livable and enjoyable communities Parks act as neighborhood meeting places, recreational activity centers, passive recreation areas and lunch time picnic spots Because their function is primarily "public activity," they are most appropriately located central to residential or core areas Parks should reinforce retail and residential areas by creating places suitable for informal gatherings or public events

Community Gathering Space: The need for a community gathering space in the "core" of the study area was recognized as an extremely important part of achieving the future vision of the SouthPark area However, no consensus was reached on the wording of a recommendation to address this need The following options were suggested

- Study Group Opinion A Develop a community gathering (i e , green/open space large enough to accommodate community events) in the SouthPark study area
- Study Group Opinion B Develop a community gathering space (i e , green/open space large enough to accommodate community events like the Charlotte Pops concerts) in the SouthPark study area A possible site for such a park/gathering space is the lawn area in the southwest quadrant of Sharon Road and Morrison Boulevard Although, SouthPark mall currently owns this site, it can only be developed if an amendment to the existing conditional district plan/rezoning is approved Currently, the SouthPark mall area is zoned B1-SCD for shopping center development
- Option C Develop a community gathering space (i e , green/open space large enough to accommodate community events like the Charlotte Pops concerts) in the SouthPark study area A possible site for such a park/gathering space is the lawn area in the southwest quadrant of Sharon Road and Morrison Boulevard Although, SouthPark mall currently owns this site, it can only be developed if an amendment to the existing conditional district plan/rezoning is approved Currently, the SouthPark mall area is zoned B1-SCD for shopping center development (An agreement to allow at least part of this area to remain as open space and/or providing an opportunity for development of a park/open space at an alternative location should be considered as a condition of such approval) This condition may also involve some type of public-private partnership for acquisition, development and/or maintenance

  An alternative location to the lawn area would be the heavily wooded area in the southeast quadrant of Morrison Boulevard and Barclay Downs Drive This area is also currently owned by SouthPark mall and is undeveloped pending a rezoning/site plan amendment If additional locations are identified as potential park sites, they should also be considered
- Staff Opinion: Develop a community gathering space (i.e , green/open space large enough to accommodate community events Since the City/County does not currently have plans to purchase property for such a gathering space in the SouthPark area this may involve some type of public-private partnership for acquisition, development and/or maintenance
- **Planning Committee Supports Staff Opinion**

Greenways: Support the development of the Little Sugar Creek/Briar Creek Greenway as part of the Greenways Master Plan Update to connect Park Road Park with SouthPark area neighborhoods and schools, and, provide for pedestrian and bicycle linkages to the greenway system The use of utility rights-of-way and local streets and sidewalks should be considered in providing such linkages Also, the development of the McMullen Creek Greenway should be considered as part of the Greenways Master Plan Update to provide recreation and transportation opportunities for SouthPark area residents and visitors

Overlay District: Incorporate green/open space into all new development as discussed in the design development section of this document. *(See design development section for more detail)*

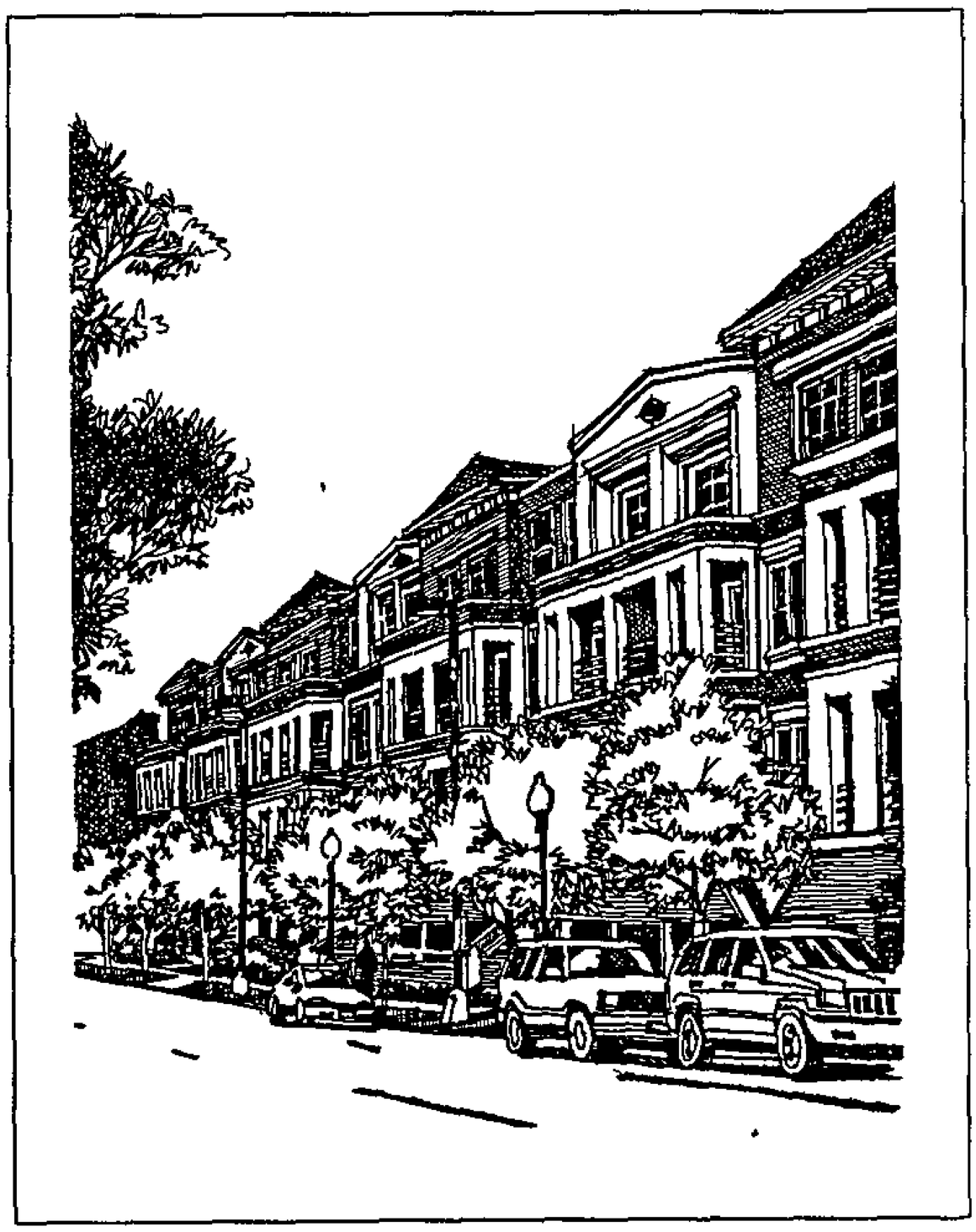
School Facilities: The parks, open space and recreational facilities proposed as part of the School Campus Partnerships' master plan for Myers Park High, Selwyn Elementary and Alexander Graham Middle schools should be considered in the overall plan for providing a network of green/open space in the SouthPark area, as should facilities at all nearby public schools Community utilization of these schools would greatly enhance the accessibility of recreational resources, which are otherwise very limited in the SouthPark area

B. Mixed Use Development

Multi-Family Development: Encourage multi-family residences to be incorporated into new office and retail development within the study area This could be accomplished through the development of an overlay district that would also mandate specific design standards as outlined in the development design section of this document

The purpose of this new zoning district would be to provide a greater mixture of uses within the study area, and to create a truly urban, pedestrian-oriented environment where reliance on the single-occupant automobile would no longer be the only transportation option available In addition, residential development would likely produce less traffic than the corresponding amount of office or retail development within the study area

Such an overlay district could be applied in conjunction with the existing zoning The overlay district would grant additional land use flexibility and add specific development requirements upon the underlying zoning districts The effect is to have both the overlay district and the underlying zoning controlling the use and development of each lot



Multi-family development above first floor retail and office

The general criteria for creation of the overlay district have been developed during the development of this SouthPark Area Plan The design criteria are discussed in detail in the design development section of this document The land use criteria are discussed in more detail in the accompanying implementation document

C. Expansion of SouthPark Mall Staff and study group had different opinions on the content of this recommendation Additionally, some of the study group objected to including any reference to the City policy position regarding support for Uptown development

- Study Group Opinion Any proposed expansion of SouthPark Mall should further the vision of this area as transitioning into a town center Any such proposal should continue to require approval of a detailed site plan that addresses the established design standards, supports alternative transportation strategies, and provides for a mixture of land uses including a public green/open space element Any such proposal would continue to be subject to the standard review and approval process, including traffic impact studies

- Staff Opinion Staff suggests the following language and continues to make reference in the implementation document to the City policy position on supporting Uptown retail Any proposed expansion of SouthPark Mall should further the vision of this area as transitioning into a-town center Any such proposal should continue to require approval of a detailed site plan that addresses the established design standards, supports alternative transportation strategies, and provides for a mixture of land uses including a public green/open space designed to accommodate large community events Any such proposal would continue to be subject to the standard review and approval process, including traffic impact studies

- **Planning Committee supports staff opinion with the exception of the reference to City policy on Uptown retail. The Committee voted to delete such reference.**

D. Expansion of Non-Residential Uses: Consensus was not reached on this recommendation The various opinions are noted below

- Study Group Opinion A Some study group members noted that there was already enough retail and office development within the study area and that the intent of the plan was to encourage more residential development to achieve the goal of "mixed use" They did not want to see additional flexibility provided in the overlay district to allow greater non-residential development within the multi-family areas.

- Study Group Opinion B A study group minority recommended that a boundary be drawn around the existing non-residential development within the SouthPark study area and future non-residential expansion be limited to this area, with no encroachment allowed into existing residential areas Further, the minority recommends that inside the boundary, development should be allowed at increased densities as permitted in the proposed zoning overlay, and in consultation with the area neighborhood representatives In regards to transportation, the minority recommends that there should be no new roadways or road widenings as a result of the non-residential growth within the SouthPark area, and that traffic from such growth be accommodated by use of

public/alternative transportation (A complete position and recommendation statement as agreed by a minority of study group members regarding this recommendation is available from the planning staff)

- Staff Opinion Limit non-residential expansion to the existing study area, with no expansion into surrounding residential areas permitted as indicated on the adopted *South District Plan* map In addition, areas within the study area shown as residential on the adopted *South District Plan* map should remain However, a limited retail/business component may be appropriate if integrated into multi-family developments in specified locations as suggested-in the implementation document and to be determined in the development of the overlay district (and listed below as reference)
  a. the establishment is located on the ground floor of a building that contains a substantial number (as defined in overlay district) of residential dwelling units, and
  b. the establishment has direct access from a major or minor thoroughfare, and
  c. the allowed uses are limited to restaurants up to 4,000 sq ft , dry cleaners, retail sales, sundries/convenience store without gas pumps, bakeries, barber shops, and artist studios, and
  d no drive-through services are permitted

- **Planning Committee Supports Staff Opinion**

II. Development Design

Design concerns are perhaps the most crucial element in the successful transition of the SouthPark area from a suburban shopping and office development into a thriving, pedestrian-oriented, mixed-use center In particular, attention must be given to the following key elements as we consider the design of future development in the SouthPark area

- Unique sense of place
- Visible, community-oriented open/green spaces
- Human scale/pedestrian oriented development
- Development supportive of, and connected to mass transit
- A sense of quality and beauty
- Commitment to neighborhood protection
- Environmental integrity
- A feeling of security
- A variety of transportation options
- An inviting environment

The following design recommendations are proposed to ensure that development in the SouthPark study area is of the highest quality, addresses the above key elements and furthers the vision of this area as a pedestrian-oriented mixed use center

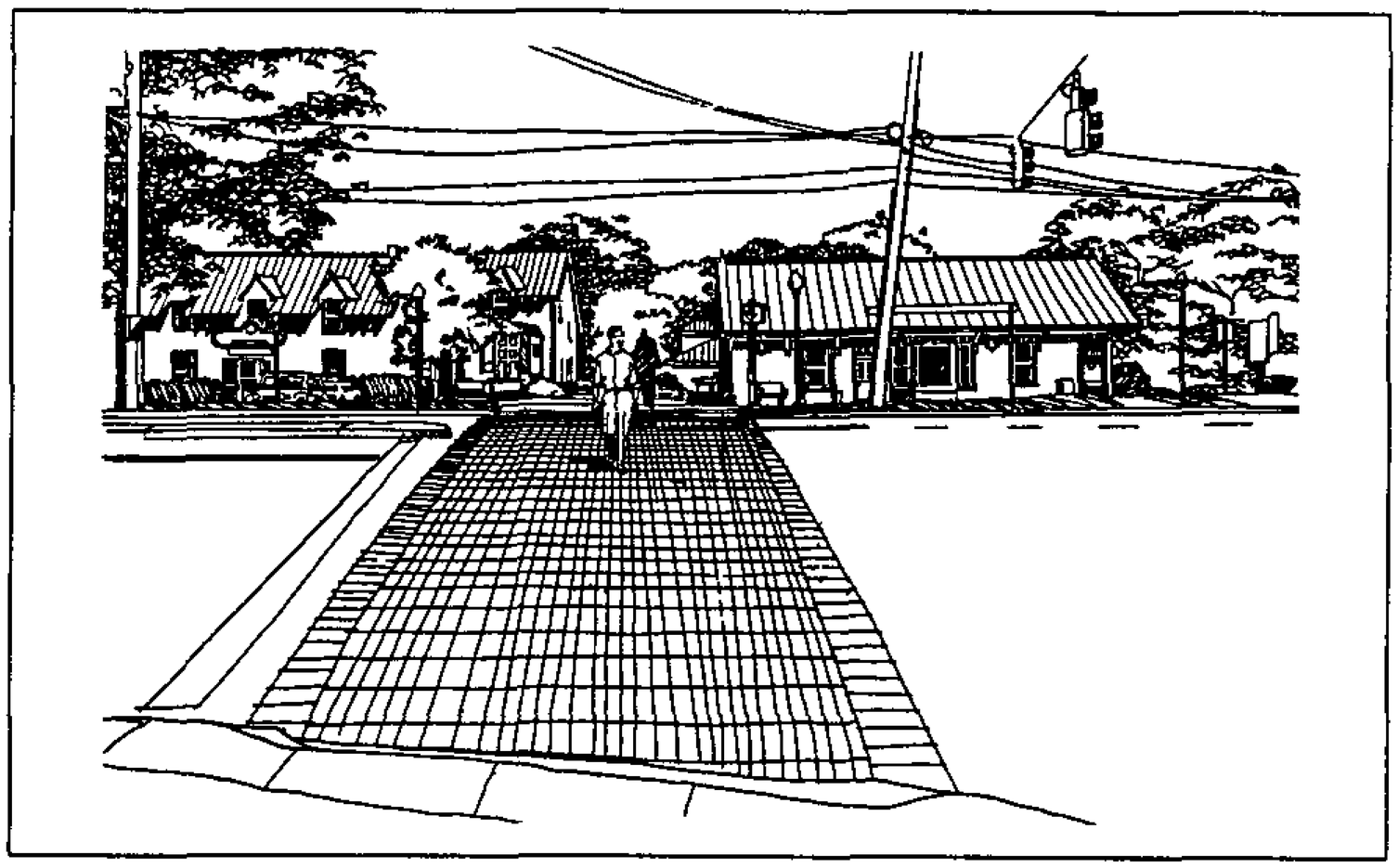
To ensure that these design recommendations are implemented, a design overlay district should be developed for the SouthPark study area that mandates that specified minimum design standards be met in all future development projects This district should address the

provision of pedestrian and bicycle facilities and amenities, open space, landscaping, building design, parking, buffers, building height, streetscapes, linkages, and circulation The framework for addressing these concerns was laid out in the SouthPark study group process and is provided below

A. Intersections and Pedestrian Crossings

To ensure pedestrian safety, intersections must be designed to draw attention to the pedestrian Special paving surfaces can be used to define the pedestrian walking zone The color of the paving material can provide this delineation and the texture of the material can provide a surface/texture change which alerts the driver that they have entered the pedestrian walking zone

Crosswalks: Crosswalks in the immediate SouthPark area should be constructed using colored concrete pavers at a width of ten feet The pavers should be laid out in a herring bone pattern with concrete bands on the outer edges to lock the pavers Such crosswalk



Improved crosswalks enhance pedestrian safety

design not only adds to the safety of the pedestrian, but also enhances the esthetic appeal of this area An alternative to using pavers would be stamped concrete In this process the concrete is colored to look like a stone or brick material

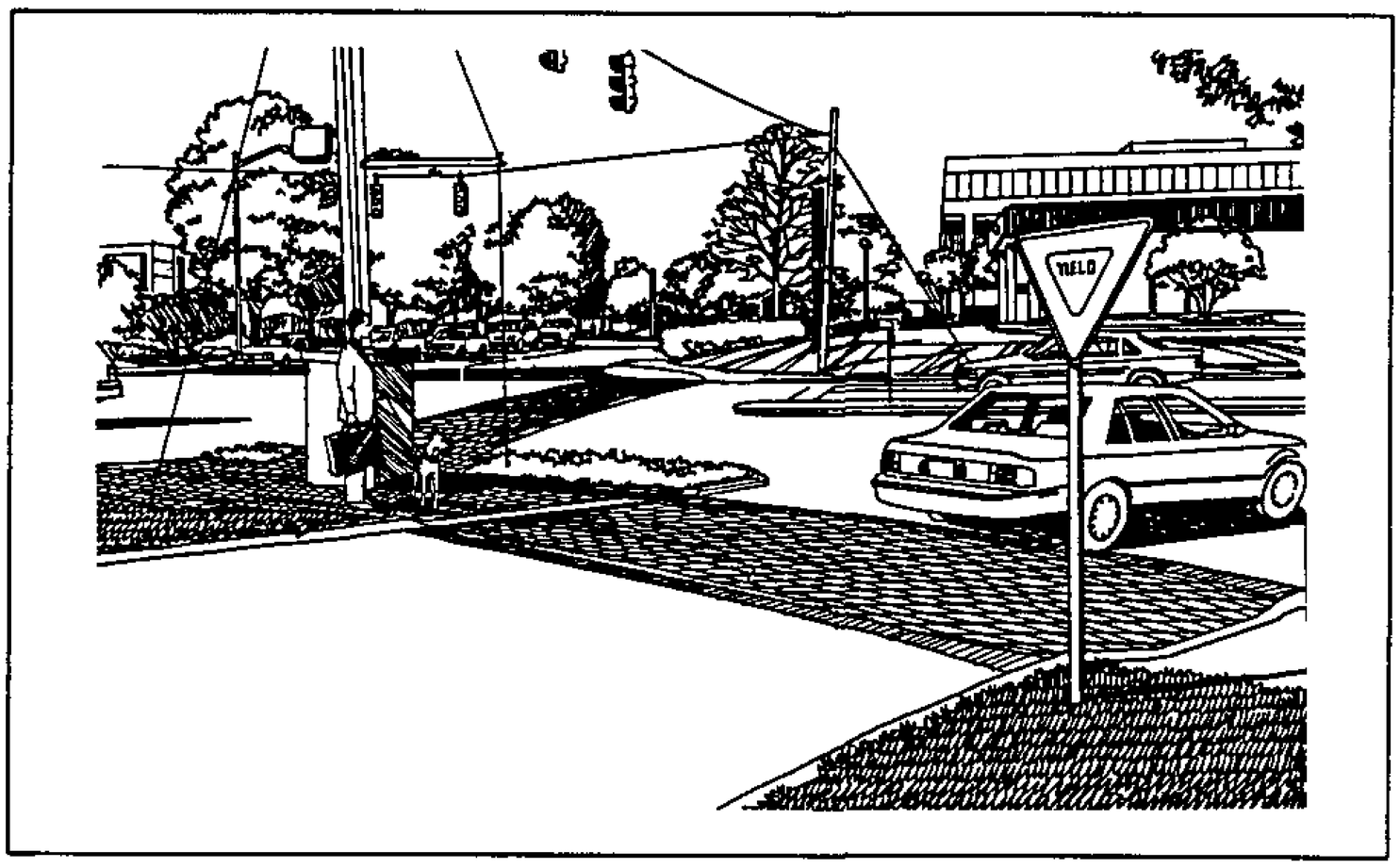
Architectural Elements: Architectural elements should be introduced at key intersections to enhance pedestrian safety and provide greater aesthetic appeal Such architectural elements currently help to define the intersection of Morrison Boulevard and Barclay Downs Drive Similar type elements should be incorporated at other intersections on Fairview Road, Sharon Road, and Morrison Boulevard, especially at the mall entrances Through the use of color, material, signage, and lighting these architectural elements will help to define the areas were interaction between pedestrians and automobiles is greatest

Landscaping: Plants should be used to define the intersection as a unique place along the roadway Planting at the edges of the sidewalk, using unique trees at the intersection, planting flowerbeds with brightly colored flowers that grab your attention, and using evergreen plantings to provide year round interest, all work together to announce the intersection as a special place

Traffic Signals: All signalized intersections in the SouthPark study area should include pedestrian activated crossing signals These signals are programmed with the traffic lights at intersections to tell pedestrians when it is safe to walk Any intersections which do not have these signals, should be given top priority to be retrofitted with such signals

Lighting: All intersections should be adequately lit for both automobile and pedestrian safety Two levels of lighting should be utilized First, street lighting is needed to illuminate the roadway for the safety of vehicular traffic Illumination levels should allow drivers and pedestrians to be clearly seen The lighting should cover the roadway without being blocked by tree branches The second level of lighting is pedestrian lighting This lighting should adequately illuminate the pedestrian way and become an aesthetically pleasing element of the streetscape

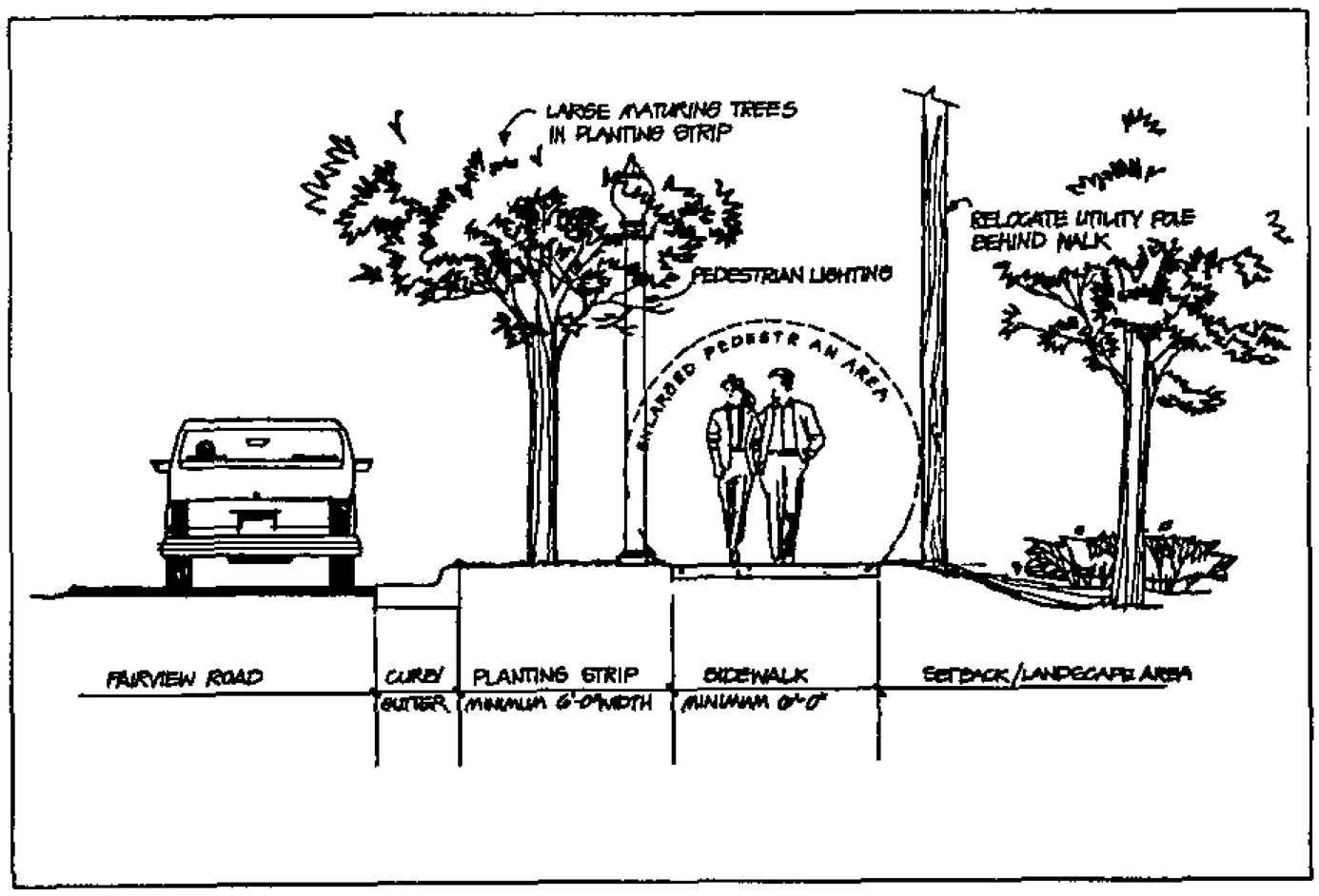
Refuge Islands: Pedestrian refuge areas should be provided at key locations whenever feasible to provide pedestrians with "refuge"areas as they cross multi-lane roadways Typically, these refuge islands are located midway across the street They provide the pedestrian an opportunity to break up the long expanse between curbs on streets that have six and more lanes of traffic In conjunction with the refuge islands, special crosswalk paving (as previously mentioned) should be installed Refuge islands should be handicap accessible



Pedestrian refuge areas should be provided at key locations on multi-lane roads

B. Streetscape Improvements

Important to the future of the SouthPark area is a system of moving people in cars and on foot which is safe, vibrant and allows people to get where they need to go Providing streetscape improvements is critical to the success of this system Currently, SouthPark has a full range of streetscape types The streetscape environment provided around the Rotunda and SeaLand buildings is perhaps one of the most envied in Charlotte Wide sidewalks, set off from the roadway, shaded by double rows of trees, and lighted with decorative pedestrian scale fixtures create an enjoyable place to walk In contrast, the section of Fairview Road from Foxcroft East to Sharon Road has many of the least desired characteristics – lack of trees, sidewalk next to the curb and no pedestrian amenities This plan highlights elements that should be pursued to make all the streets in the SouthPark area comfortable and safe for area residents, workers and visitors

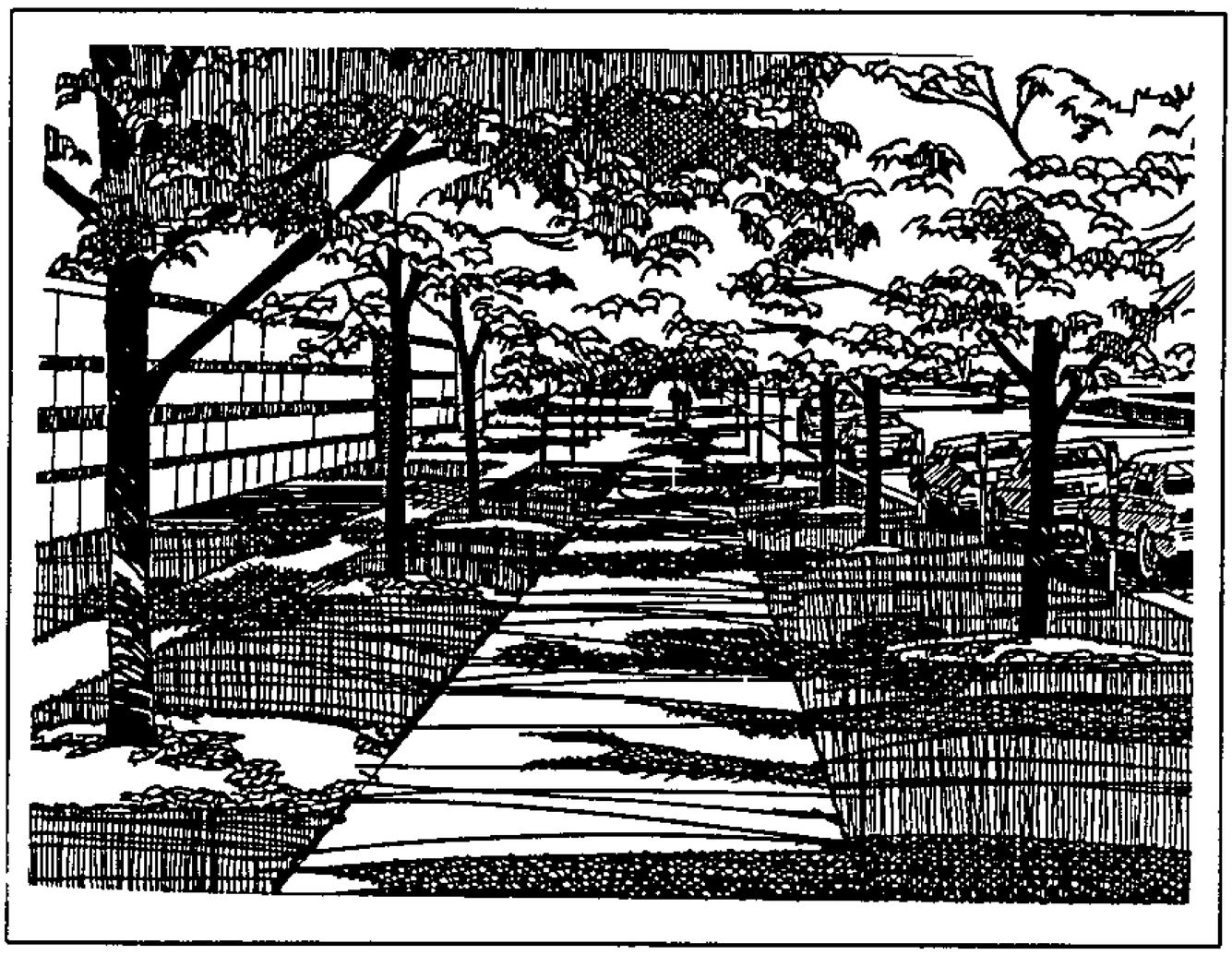


Recommended cross section for typical street

The elements that make the streets near the Rotunda building successful include abundant planting area for street trees, wide sidewalks conducive to walking, lighting to illuminate the walks, and plant materials to soften the street The following elements should be incorporated throughout the study area

Planting Strip: The planting strips along all streets in SouthPark and the surrounding neighborhoods should be a minimum of eight feet wide This width establishes the foundation for the entire pedestrian environment It provides a real and perceptual buffer for the pedestrian from the automobile The strip also gives the street tree ample space for root growth Grass grown in this eight foot area softens the space and provides an esthetically pleasing edge for drivers and walkers Planting strips also provide a place for installing pedestrian and street lighting, switching gear for traffic signals, and bus stops

The strategy for SouthPark is to have planting strips on all streets To accomplish this will involve considerable effort since many of the streets currently have the sidewalk at the back of the curb Some of this may be accomplished through the redevelopment process To be truly successful, however, it will be critical for the business and neighborhood groups to work together to encourage property owners to grant easements for the walks to be moved back



Street trees in wide planting strips create an inviting pedestrian environment by providing shade and buffering the pedestrian from busy streets

Street Trees A comprehensive street tree planting plan should be developed for the SouthPark study area Street trees create wonderful canopies, positively impact property values and add environmental integrity A planting plan would provide a guide as to the appropriateness of tree species at specific locations Such a plan should recommend the use of large maturing wherever feasible

Lighting: Pedestrian level lighting should be made an integral element throughout the SouthPark area Adding pedestrian level lighting to the streets around the mall and on the streets leading into the neighborhoods will increase safety and the perception of safety The lights need to have a traditional design to complement the wide variety of building styles in the area The simple black pole and acorn fixture commonly found in other areas of the city would be a good basic solution The height of the poles should be twelve feet This provides the necessary foot candles to illuminate the sidewalk and protects the fixture from vandalism The lights should be spaced approximately forty feet apart (closer at intersections)

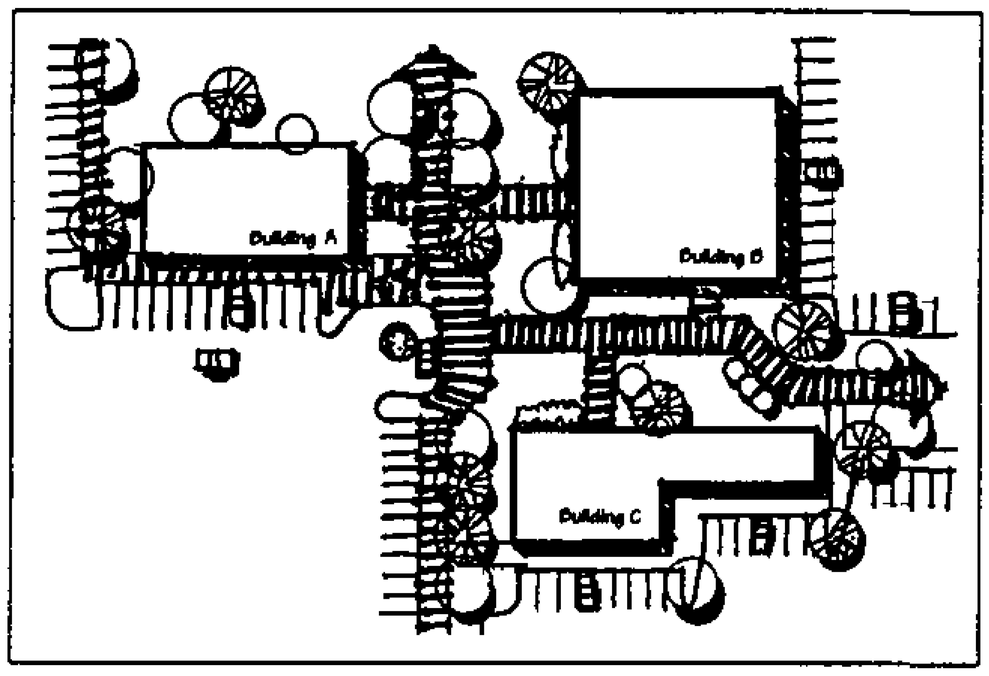
Sidewalks/ Pathways Sidewalks should be at least six feet wide This width will accommodate walkers, strollers, and other sidewalk users Guidelines need to be developed for the types and location of various sidewalk materials Special paving may enhance certain areas, however, if several different surfaces are used in close proximity, the outcome may not be esthetically pleasing A network of sidewalks is needed in the SouthPark area to connect residential, office, and commercial areas Currently segments of sidewalks are missing Walks are needed on Barclay Downs Drive to link the neighborhood to the mall, on Colony Road from the schools to the neighborhood, and between Phillips Place and the Sharon View Road area *(Additional locations are specified in the accompanying implementation document)*

C. Site Characteristics

As SouthPark continues to develop careful attention must be paid to how this growth occurs Currently, buildings are constructed according to a suburban design standards Large surface parking lots, large landscaped campuses, and buildings that do not address the street are a

few of the antiquated designs currently used As new development continues, mechanisms must be established to ensure that the design is consistent with the future vision proposed for the SouthPark area Minimum design standards would help to insure that business and the surrounding neighborhoods grow in a mutually beneficial way

Building Orientation: Buildings need to have their "front door" facing the street This will provide a stronger streetscape by encouraging people to access the buildings along a common pedestrian corridor It will also interject the streets with animation and pedestrian traffic, giving the area health and vitality Well-defined entrances and clear storefront windows are important design features to include in buildings fronting the street Office and retail spaces should be easily accessed at the first floor level



Walkways should be provided to link buildings to each other and to the street

In addition to the entrances, the buildings need to have minimum standards for how the architecture interfaces with the pedestrian Materials and building details are needed at the pedestrian level to create interest Buildings of multiple stories need to have a clearly defined base Cornices, moldings, and other ornamentation used in combination will create the needed variety Requiring windows at street level will create interest and break up monotonous blank walls

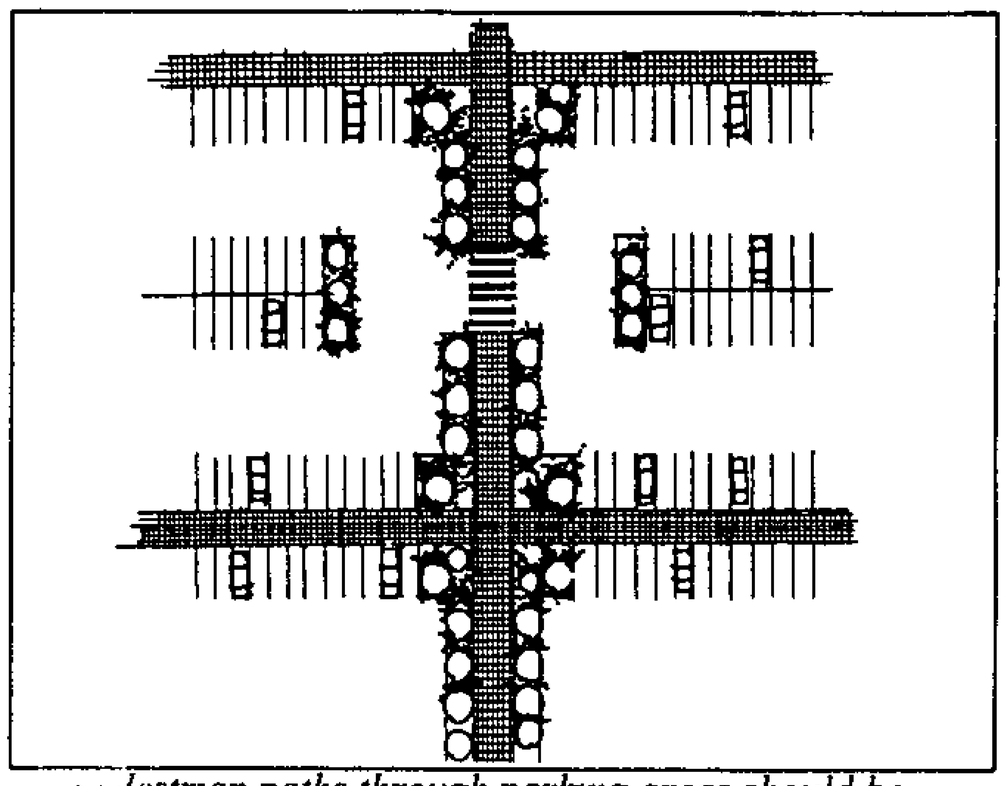
Building Height: Building height should be compatible with surrounding development Maximum height limitations should be specified based on location, with buildings abutting single-family neighborhoods consistent with the current maximum (40 feet) Height of buildings further from the single family areas may be higher, but should be in keeping with the town center vision Specific height limitations will be determined in the proposed overlay district

Buffers: Landscaping, screening, setbacks, gradual transition of intensity or use type, and other site design approaches should be used to create a transition between different types of land uses However, transition approaches, especially those that require increased land area, need to be balanced with the objective of promoting transit-supportive, compact, connected development In the case of a vegetative buffer, more emphasis should be placed on the density of the buffer than the width of the buffer Buffer requirements need to be developed which take into account the various land uses and vision for the SouthPark area

Street Amenities: Development needs to incorporate amenities that promote pedestrian activity along the street Artwork, fountains, pools, street furniture, landscaping, and pocket parks need to be mandated Every building, regardless of function, should have some unique feature that contributes to the street environment The net goal is to create a public focus for the community

Architectural Character: Architectural guidelines should be established to ensure future developments are compatible with existing structures The building architecture should have a strong town center orientation The architecture should evoke a sense that the visitor has arrived at a destination Architecture that functions with the street life will do this Seating areas, outdoor cafes, public open/green space, a clock tower, and community buildings help to create this environment Pitched roofs, quality building materials such as brick and stone, inviting large clear glass window, and signage which guides and animates the spaces are a few of the elements that should be included in the building architecture

Parking: As development increases the availability for surface parking will begin to decrease Structured parking will be used more often to meet the zoning requirements of the higher density developments It is important to set minimum standards for how these structures are built and function



Pedestrian paths through parking areas should be provided and clearly delineated

Parking decks and surface lots need to be screened or architecturally detailed from the public street, pedestrian areas and adjacent developments Particular attention needs to be paid to how residential development interfaces with parking Attention should also be given to the placement of parking on the site to ensue the visual impact to these facilities is minimized Parking should be designed so it does not dominate the site Incorporating parking into the building or behind the building is desirable

Retail shops on the ground floor of a parking deck encourage pedestrian activity and create a more visually pleasing environment

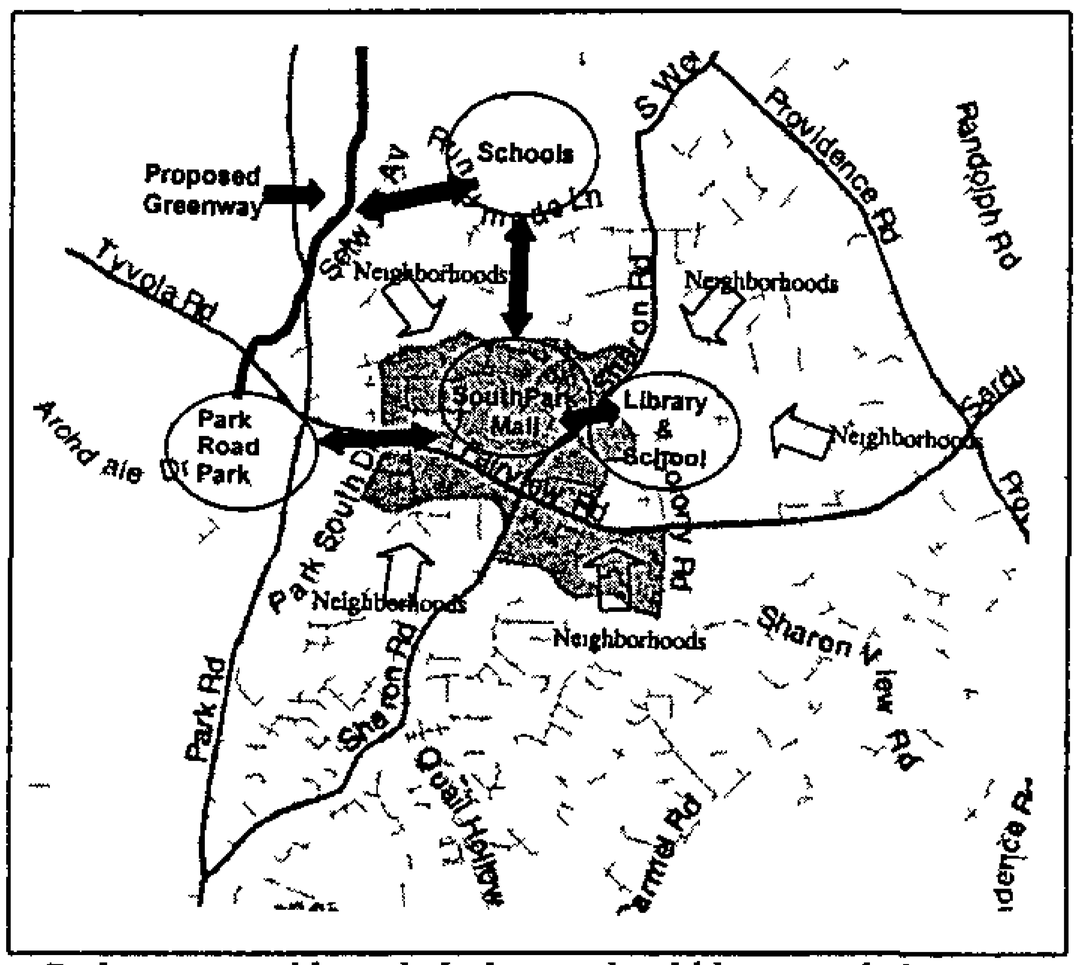
All surface parking should have landscaping to break up the large parking cells into smaller landscaped "pockets" Pedestrian paths through the lots should be clearly defined Circulation in the parking areas should be simple

Valet parking, if used, should be done at the existing curb Creating cutouts in the public sidewalk is not acceptable as it compromises the pedestrian areas If special valet parking is desired, it should be incorporated into the parking lot or deck area Shared use parking should be allowed as an incentive wherever appropriate

D. Open Space

Four key categories of open space should be provided for to create a network of green/open space in the study area linkage to public facilities, greenway connections, new development, and large gathering areas for public events Information on each of these is also included in the land use section of these recommendations Below are recommendations regarding park and open space design considerations Well-designed parks and open spaces will create a greater level of compatibility between the different land uses

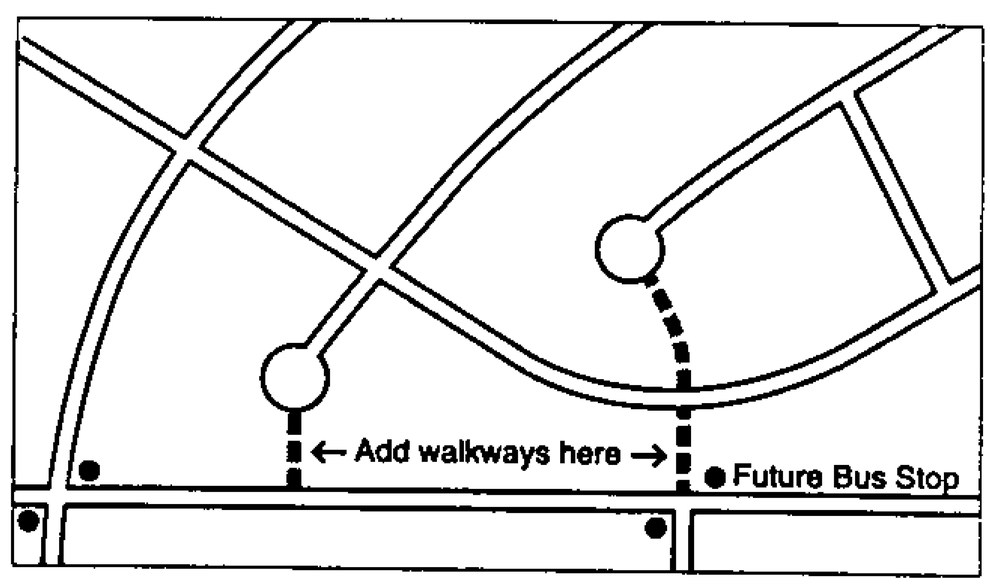
Linkage to Public Facilities: SouthPark has many facilities that need to be better integrated into the community A planning process is currently underway to increase the community visibility of the school campuses of Myers Park High, Selwyn Elementary and Alexander Graham Middle Part of increasing this visibility is making school facilities a resource to the surrounding neighborhoods Area schools, including Myers Park High, Selwyn Elementary, Alexander Graham Middle, and Sharon Elementary, need to be directly connected to the neighborhoods and be accessible to the core SouthPark study area



Pedestrian and bicycle linkages should be provided to connect schools, shopping, greenways parks library etc

The Morrison Library also needs to be better connected to other areas of SouthPark Intersection pedestrian improvements and a well connected system of sidewalks is needed to get people safely to the facility Pocket parks and places to sit and relax should also be provided along these sidewalks Landscaping and lighting need to be included as well Routes from the adjacent neighborhoods need to be clearly defined For example, workers in SouthPark office buildings should be able to easily walk to the library

Bus stops and any new transit facilities should be easily accessible It is important that open space links the neighborhood rider to the stops and the workers to their places of employment The stops need to be designed for the comfort of the riders They need to have some protection from the weather, be a comfortable distance from the traffic, and have simple clear graphics to denote their locations



Bus stops must be easily accessible to neighborhood riders

Greenway Connections: Connecting SouthPark to the Mecklenburg County greenway system opens up the possibilities for pedestrians and bicyclists to get to other parts of the City without depending on the automobile Recreational use of the greenways provides additional opportunities for area residents Little Sugar Creek/Briar Creek and McMullen Creek offer the potential for bicycle linkages to other parts of the greenway system. Design standards and ways of accessing these greenways need to be addressed in cooperation with the residents and County greenway planners Property acquisition, path construction requirements and points of access are issues that need to be better defined

Within New Development: To insure that useable open spaces continue to be reserved, they should be required in new development and redevelopment Development should be required to provide a prescribed amount of open space based on the gross square footage of proposed floor area (Such requirements are used to achieve similar objectives in Charlotte's Center City) The open spaces created need to be useable They can not be left over fragments that were not part of the building or parking **Open space must be located so that it is accessible to and from the street.** This allows the public to experience and enjoy them, and enables connections to be made between open spaces through use of the public sidewalk The open space in mixed-use, multi-family developments should be the focal point, with the development surrounding it, as in a village square Amenities in the open space need to also be mandated as a development requirement Seating should be required so the spaces can be passively enjoyed (i e people watching, eating lunch, resting from a walk, and reading) In addition, trees should be required Trees add to the beauty of the space and provide shade on hot summer days Along with the trees, visual continuity and a sense of quality can be realized by setting minimum landscape standards Entrances, front yards, plazas and pocket parks with natural landscapes combine with man made designs to create the environmental feeling of quality The plant materials and their design should be orchestrated in a composition that blends in with the surrounding community The use of native plants should be made a priority

Public Spaces: SouthPark lacks public parks and large gathering areas for public events It is important that the community works together to design and develop these places and integrate them into an overall open space network for the SouthPark area Parks and open spaces should be designed for people and should therefore relate to the human scale Emphasis should be placed not only on the function or utility of the park space, but also on visual and aesthetic considerations

III. Transportation, Access and Circulation *(See also design development recommendations)*

Accessibility and movement are prerequisites to success in the SouthPark area Attention must be given to the street system, transit, linkages to mass transit, traffic flow, bicycle facilities and pedestrian circulation It is especially critical to introduce alternative modes of transportation into SouthPark's future

Roadways: Major roadway improvements planned for the SouthPark area include widening Sharon Road to six lanes from Sharon View to Sharon Lane, widening Fairview Road to six

lanes from Colony Road to Park Road, and extending Colony Road to Rea Road The design of these roadway improvements should accommodate bicycles, pedestrians and transit users

Connections: New development should be connected to existing and future development to allow greater access and circulation between adjacent uses without having to access the thoroughfare system Such connections should facilitate bicycle and pedestrian circulation as well as automobile circulation

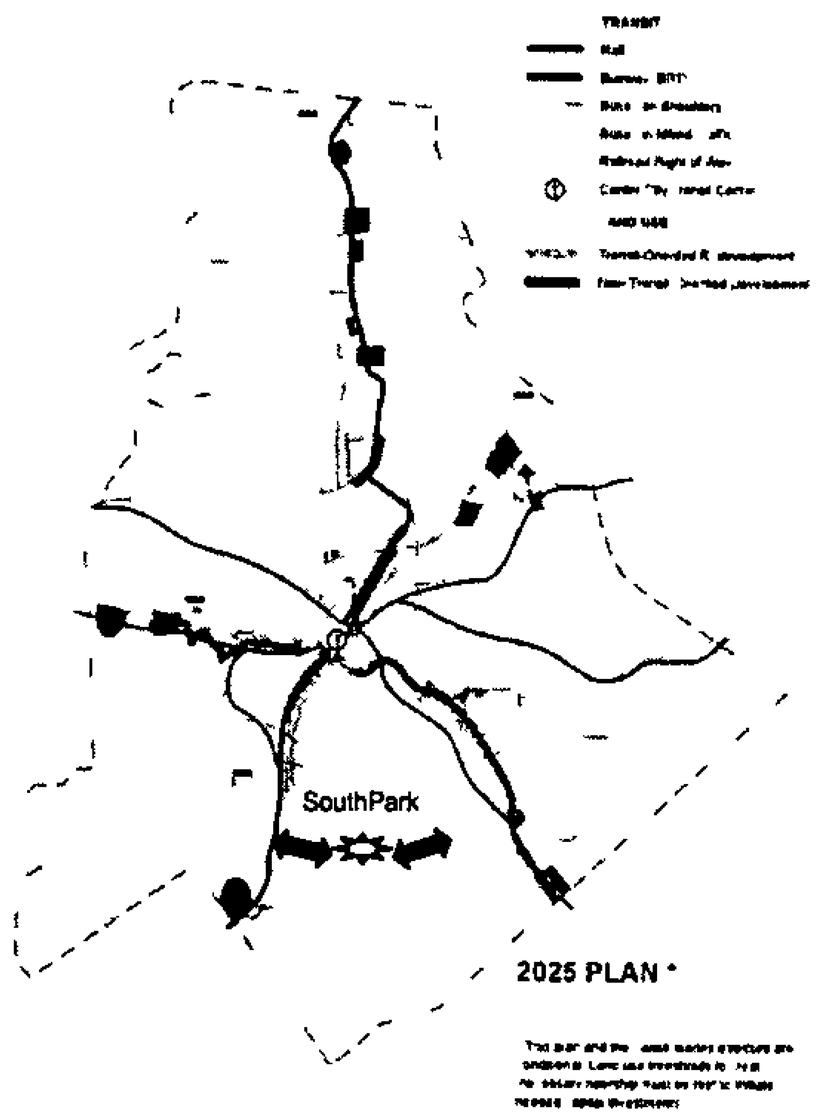
Transit Hub Services: The City of Charlotte's Five Year Transportation Plan places an emphasis on the expansion of transit services and the development of transit services at 5 –6 mini-hubs located at major activity centers throughout the city Transit services in SouthPark are should evolve in a three stage process

1 Initially, a circulator shuttle service, similar to the uptown shuttle, serving the commercial office and retail areas should be started which focuses on the variety of transportation needs of the area employees and shoppers
2 As the circulator service gains acceptance, a point deviation service should be started to focus on the transportation needs of the residents in the surrounding neighborhoods
3 The third stage of service should provide wider reaching linkages to other parts of the City including the airport and the South Boulevard and Independence Boulevard transit corridors The linkages to the South Boulevard and Independence Boulevard mass transit corridors will be essential to continued growth in the SouthPark area

To ensure that this future transit service best meets the needs of area residents, employers and employees, CDOT should complete a comprehensive transit hub plan for the proposed SouthPark mini-hub The plan development process should include an interdepartmental team, as well as extensive involvement of a study group of area stakeholders (i e , residents, employers, employees, and developers) The plan should not only determine the location, design, development schedule and funding for a transit hub, but should also specify how it will facilitate mass transit connections between SouthPark and the transit corridors

Mass Transit: Although the SouthPark area is not located in one of these five transit corridors, it is critical that the area be linked to future mass transit The high concentration of employment in SouthPark, in particular, necessitate mass transit linkages to ensure continued accessibility and livability in this key activity center As part of the mass transit and land use plan, transit stops have been identified at Tyvola Road on the South Corridor and Sharon Amity Road on the Independence Boulevard Corridor In the next phase of the transit planning process, staff will be completing a more detailed analysis of the proposed feeder systems

SouthPark should be incorporated in the next phase of the transit planning process as one of the key activity centers that will be linked to the identified corridors The mass transit plan should specifically address the issue of how service will be provided in the SouthPark area In particular, it should address plans to provide express feeder bus service along Fairview and Tyvola Roads to connect SouthPark to mass transit in the South and Independence corridors A recommendation regarding the need and potential/feasibility of a dedicated bus lane or busway along these roads, to provide this connection, should be examined as part of the long range mass transit plan



The next phase of the mass transit plan should address how service will be provided in the SouthPark area

Sidewalks/Pathways/Pedestrian Facilities: Sidewalks are needed on Barclay Downs Drive to link the neighborhood to the mall area, on Colony Road, especially to link the schools with the neighborhoods, and on Sharon Road and Morrison Boulevard A pedestrian linkage is also needed between Phillips Place and the Sharon View Road area *(A more specific list of sidewalk needs is provided in the accompanying implementation document)*

Bicycle Facilities: Providing bicycle linkages from the SouthPark area to Park Road Park, area schools, recreation facilities (i e , YMCA), public facilities (i e , the library) and the greenways system should be identified as high priorities in the Bicycle Transportation Plan currently under development

Street Grid: A collector street grid should be developed for the SouthPark area to provide guidance for the inclusion of an internal circulation system in future redevelopment plans that would provide greater access and connectivity throughout the study area

Alternative Transportation: Plans already developed to encourage the use of alternative transportation in the SouthPark area should be implemented in conjunction with planned hub service and pedestrian improvements These plans are intended to raise the awareness and utilization of alternative transportation modes (transit, vanpools, carpools, walking, bicycling) by designating employee transportation coordinators at major SouthPark employers, providing ride-share matching information, beginning public information/relation campaigns (may be tied to ozone awareness campaigns), working with area business to provide incentives for employees/customers using alternative transportation, and marketing of shuttle service

IV. Traffic Safety *(See also design development recommendations)*

Vital to the long term viability of any community is ensuring that area residents and visitors feel safe The SouthPark area is currently perceived as a safe area to live, work and visit However, it is not considered a safe place to walk Even with the implementation of intersection design improvements, additional measures may need to be undertaken to ensure pedestrian safety For SouthPark to become a vital town center, it will be critical that walking be a safe and enjoyable alternative to the automobile

Right Turn on Red: A prohibition of right turn on red should be considered at intersections that will provide key pedestrian linkages Allowing right turns on red lights creates constant traffic movement at intersections and is especially hazardous to pedestrians

Pedestrian Activated Crossing Signals: All signalized intersections in the SouthPark study area should include pedestrian activated crossing signals These signals are programmed with the traffic lights at intersections to tell pedestrians when it is safe to walk Any intersections that do not have these signals should be given top priority to be retrofitted with such signals

Crosswalks: Crosswalks should be well marked and designed to raise drivers' awareness that they are in a pedestrian crossing area

Lighting: Adding pedestrian level lighting to the streets around the mall and on the streets leading into the neighborhoods will increase safety and the perception of safety

Medians and Refuge Islands: Pedestrian refuge areas should be provided at key intersections whenever feasible to provide pedestrians with a "refuge"area as they cross multi-lane roadways

Enforcement: Installation of traffic monitoring cameras should be considered at key intersections to ensure that motorist obey traffic laws and do not compromise pedestrian safety. Police officers stationed at key locations could also provide traffic enforcement to ensure pedestrian safety

Neighborhood Traffic Management: Neighborhoods adjacent to the SouthPark study area should be given high priority for consideration as part of the City's neighborhood traffic management program As SouthPark continues to grow, it is crucial that the traffic impact on the surrounding neighborhoods be carefully managed The safety and livability of these neighborhoods is of utmost concern Traffic calming and enforcement measures should be considered to mitigate traffic impacts

V. Community Involvement

An informed and involved community is an essential ingredient in the long-term viability of the SouthPark area Neighborhood, business and development community representatives have worked together in developing a vision for the SouthPark area and providing

recommendations to achieve that vision as part of this *SouthPark Area Plan* Continued communication and cooperation between these stakeholders, and local government representatives will be needed to implement the plan recommendations

Communication: Establish opportunities for neighborhood, business, development and local government representatives to share information and ideas regarding future growth and development in the SouthPark area

VI. Environment

The SouthPark area, like Mecklenburg County overall, generally has a good environment which continues to make it a desirable and livable community Our air meets national standards and we continue to have an adequate, safe source of drinking water However, as this area continues to grow, more stress will be placed on air and water quality, and on the amount of solid waste we generate

According to the *State of the Environment Report, 1998*, recently completed by the Mecklenburg County Department of Environmental Protection (MCDEP), the relatively easy corrections to our environment have been made The report identifies the challenge ahead as understanding and accepting that each individual is responsible for the environment and that individual choices, actions and votes will determine the future of our environment The MCDEP continues to urge the community to choose the path of investing in the environment as a way of sustaining community livability and creating a healthy future

Using the recommendations from the *State of the Environment Report* as a guide, this SouthPark Area Plan sets out the following recommendations to ensure continued environmental quality

A. Air

Land Use: Promote land-use development that minimizes transportation dependent on single occupancy vehicles *(See also recommendations in land use and transportation sections)*

Transportation: Promote the use of alternative transportation in the SouthPark area

B. Water

Greenways: To provide more natural buffering capacity from stormwater runoff in the SouthPark area, support the development of the Little Sugar Creek/Briar Creek Greenway and consider adding McMullen Creek to the Greenway Master Plan currently under development.

Programs: Encourage SouthPark area businesses and neighborhoods to participate in environmental programs like Adopt-A-Stream, Big Sweep, SWIM and Earth Day

Reduce Water Use: Encourage SouthPark area businesses and neighborhoods to promote lower water use to decrease the volume of wastewater generated

C. Land

Reduce and Recycle: Work with area employers and neighborhood/community organizations to reduce the amount of waste generated and to encourage recycling

CONCLUSIONS

The SouthPark Area is generally regarded as one of Charlotte's most prestigious locations Among the benefits of this "notoriety" are increasing property values, a bounty of upscale shopping, an array of noted businesses, a flagship grocery store, choice restaurants, aesthetically pleasing environment, and higher quality development However, a high cost is being paid for these benefits in the form of traffic congestion, loss of open/green space, poorer air quality and loss of a sense of "community"

This plan attempts to provide the direction needed to ensure that growth and development does not jeopardize the future livability and economic viability of the SouthPark area Guided by the recommendations set out in this plan, future growth will be designed to further the vision of SouthPark as a mixed-use town center The focus will be on creating an environment that attracts pedestrians by providing safe and comfortable walkways, pocket parks, a community gathering space, a mixture of land uses, a variety of transportation options, attractive storefronts, and interesting streetscapes Part of creating this town center atmosphere is to also protect the adjacent residential areas from encroachment of non-residential land uses and to provide transit linkages to other areas of the community

Volume Two of this plan provides more detailed information on implementation strategies needed to achieve the plan goals

GLOSSARY

New Urbanism – A compact form of urban development which offers an alternative to suburban sprawl development It embodies the following general design principles people first, grid street pattern, complementary land uses, lively civic life, diverse housing, huddled homes, local color and significant open space The key features of new urbanism include 1) a mix of land uses, 2) compact development; and 3) preeminence given to people

Open Space – Land which has been reserved (or earmarked) for parks and recreation purposes, conservation of land or other natural resources, or historic, architectural, or scenic purposes Open space is a vital ingredient in providing for recreation needs, in fostering a sense of natural environment in the midst of extensive urban development, and in creating a high quality of life

Suburban – Usually refers to the area of dispersed development on the periphery, or just outside of a more densely developed city The term is also used in reference to the general characteristics that often define development in suburban areas such as large lots, dominance of automobile-oriented site and building designs, commercial strip development, large nondescript retail facilities, extensive parking areas, and, spread out development

Sustainability – The ability to remain economically, socially and environmentally viable over the long term

Town Center – The defining core of a geographic area that functions as the economic and social hub and provides the surrounding community with a distinguishable identity, oftentimes articulated in the building architecture, landscaping and hardscape features (i e , decorative lighting, monuments, fountains) The town center should be designed as a compact core with a pedestrian scale and orientation, an emphasis on connectivity and "parts that fit together to form a cohesive whole", and a mixture of commercial, business, residential, and civic land uses A central green/public square and/or a network of green/open spaces help to define and organize the town center and to make it a place where people come not only to conduct business, but also to pursue leisure activities A town center is distinguished from an urban center chiefly by its emphasis on relatively less density than that characteristic of a central business district For example, while 20 + story buildings are typical in the Charlotte Center City, height limitations of 3-7 stories (based on specific location within the study area) would be more typical in the SouthPark Town Center

Traffic Calming – Any of a number of techniques used to slow the speed of motor vehicle traffic, usually in areas of high pedestrian traffic Such techniques include the use of speed bumps/humps, stop signs, traffic circles, on-street parking, neck-downs, street tree plantings and other landscaping, raised pedestrian crosswalks, bicycle lanes, etc

Urban – An area usually defined in terms of population density (i e , a large number of people living and working in a small geographic area) There is no agreement, however, on

how many persons per square mile make an area urban, and probably there can be no agreement since a community's definition of "urban" is relative to the existing development pattern, as well as to the location and type of development

The term "urban" is also used to refer to the character of an area and involves the existence of certain design elements, chief of which are pedestrian scale and amenities, building orientation (i e , buildings fronting the street with pedestrian entrances), and attention to façade treatment In terms of land use, an urban area is characterized by a mixture of uses in close proximity, often within the same building

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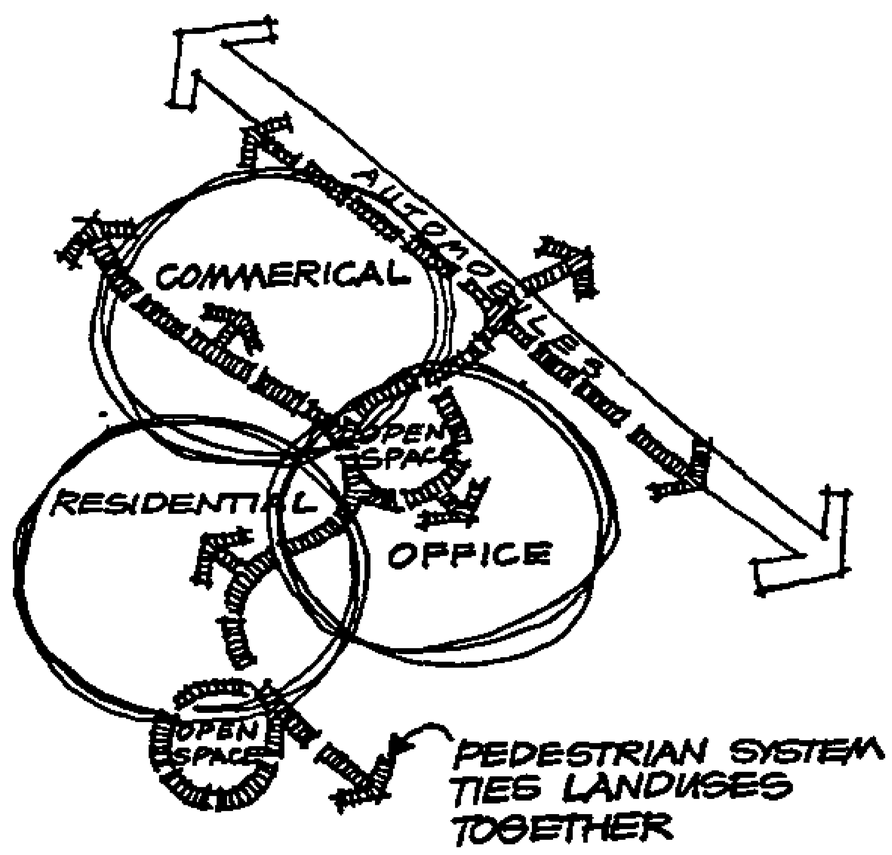
SOUTHPARK SMALL AREA PLAN

DRAFT

Volume 2: Implementation Program



January 19, 1999

TABLE OF CONTENTS

page

VOLUME 2: IMPLEMENTATION PROGRAM

- Introduction 1
- Plan Strategies 1

  1 Land Use and Zoning
  2 Development Design
  3 Transportation, Access and Circulation
  4 Traffic Safety
  5 Community Involvement
  6 Environment

Appendix

List of Maps

- Map 1*i*: Potential Areas to Allow Retail/Business in Multi-Family Zoning 5

IMPLEMENTATION

INTRODUCTION

This document outlines the steps needed to implement the concept outlined in the accompanying document, the *SouthPark Small Area Plan*, Volume 1 Concept Plan. This implementation document will not be adopted by City Council, however, many of the actions identified will require future Council approval and will be brought before them for approval on a case by case basis

PLAN STRATEGIES

The *SouthPark Small Area Plan* focuses on six key issue areas

- Land Use and Zoning
- Development Design
- Transportation, Access and Circulation
- Traffic Safety
- Community Involvement
- Environment

For each of the above, the concept plan identifies general planning goals and recommendations The following highlights the goals and identifies strategies to implement the recommendations

I. Land Use And Zoning

Goals

- Create a greater mixture of land uses within the study area, especially by incorporating more multi-family residential development
- Protect the surrounding residential areas from encroachment of non-residential land uses
- Develop a public gathering space and a network of green/open spaces
- Ensure the long-term viability of neighborhoods and business/commercial areas

Implementation Strategies

- Develop an overlay district for the SouthPark study area that requires development to meet specified design standards, encourages multi-family development within the study area, provides for open space, and is pedestrian/transit supportive, as discussed in the concept plan The general criteria for creation of the overlay district were developed during the plan development process and are provided below and illustrated on the proposed land use map provided in the concept plan document

Additional Rights and Restrictions for Land Currently Zoned for Office Uses:

1) Design Standards All new development and redevelopment must meet the design standards to be developed for this overlay district, as discussed in the development design section of the concept plan document, including established height limitations

2) Residential Development To encourage a mixture of uses on land currently zoned for office development, the overlay district will allow an increase in the density of multi-family development greater than the currently permitted 12-22 units per acre The allowed increase in multi-family density would be based on an appropriate site plan incorporating the design standards established for the SouthPark area. Multi-family development densities would be controlled by the height limitations to be established as part of the proposed overlay district The overlay district would specify maximum building heights based on location, with buildings abutting single family neighborhoods consistent with the current maximum (40 feet). Height of buildings further from the single family areas may be higher, but should be in keeping with the town center vision

If the dwelling units are located in the same building as the office, the multi-family units would not be counted towards the F.A.R limit The established height limitations would serve to control the residential densities A retail component would be permitted to occupy up to 100 percent of the ground floor in an office or office/residential development

3) Development Incentives. To make it more feasible for developers to do mixed use developments, certain incentives would be provided Such incentives would include increasing the "by right" density for residential as noted above, lowering the parking requirements in developments with a mixture of office and residential uses, and, decreasing set-back and buffer width requirements and relying more on design standards to ensure that adjacent uses are compatible *(Specifics of incentives will be determined during the development of the proposed overlay)*

4) Disallow Use of Office Districts/Intensities Overlay Amend the South District Plan so that higher density office uses are no longer supported as shown on Map 4, page 16 of that plan This would help to promote a mix of land use, since office uses are already the predominate use in the study area

5) Encourage All New Office Development to Support Alternative Transportation Measures New office development would be encouraged to participate in alternative transportation programs and to identify an employee transportation coordinator (ETC) In addition, new development should be designed to be transit supportive, especially in terms of site layout and provision of pedestrian facilities

Additional Rights and Restrictions for Land Currently Zoned for Business/Retail Uses:

1) Design Standards All new development and redevelopment must meet the design standards to be developed for this overlay district, as discussed in the development design

section of the concept plan document, including established height limitations

2) Residential Development. To encourage a mixture of uses on land currently zoned for business development (B-1, B-2, etc), the overlay district would allow an increase in the density of by-right multi-family development greater than the currently permitted 22 units per acre The allowed increase in multi-family density would be based on an appropriate site plan incorporating the design standards established for the SouthPark area Multi-family development densities would be controlled by the height limitations to be established as part of the proposed overlay district The overlay district would specify maximum building heights based on location, with buildings abutting single family neighborhoods consistent with the current maximum (40 feet) Height of buildings further from the single family areas may be higher, but should be in keeping with the town center vision If the dwelling units are located in the same building as the business/commercial/retail use and if they occupy at least 50 percent of the total floor area of buildings on the lot, the multi-family units would not be counted towards the F.A R limit

3) New Office Development Office development on land currently zoned for business or retail should be considered only if it is part of an integrated, mixed-use development plan

4) New Retail Development Retail development other than that provided as part of an office and/or residential development should be limited to the areas currently zoned to accommodate such uses (i.e , the core SouthPark area)

5) Encourage All New Business Development to Support Alternative Transportation Measures New business development would be encouraged to participate in alternative transportation programs and to identify an employee transportation coordinator (ETC) In addition, new development should be designed to be transit supportive, especially in terms of site layout and provision of pedestrian facilities

6) Expansion of SouthPark Mall. *(Study group differs on this recommendation, see concept plan)* Any proposed expansion of SouthPark Mall should further the vision of this area as transitioning into a mixed-use, town center Any such proposal should continue to require approval of a detailed site plan that addresses the established design standards, supports alternative transportation strategies, and provides for an integrated mixture of land uses including a public green/open space designed to accommodate large community events Any expansion proposal would continue to be subject to the standard review and approval process, including traffic impact studies

~~In addition any significant retail expansion beyond that currently allowed under existing zoning at SouthPark, should not conflict with current City Council policy of supporting and encouraging Uptown retail development during the due diligence period provided as part of the sale of the Uptown Convention Center~~ (Planning Committee voted to strike this reference to City policy)

Additional Rights and Restrictions for Land Currently Zoned for Residential Uses:

1) Design Standards All new residential development and redevelopment must meet the design standards to be developed for this overlay district, as discussed in the development design section of the concept plan document

2) Multi-Family Development The overlay district would not automatically grant additional land use flexibility to land already zoned for multi-family development The underlying zoning would continue to dictate the uses and densities permitted by right However, higher density multi-family development may be appropriate in certain locations, based on the multi-family locational criteria provided in the *General Development Policy Guide*

3) Retail/Business Development· *(Study group differs on this recommendation, see concept plan)* A limited retail/business component may be appropriate if integrated into multi-family developments in locations shown on **Map 1*i*** if the following criteria are met

a. the establishment is located on the ground floor of a building that contains a substantial number of residential dwelling units, and
b. the establishment has direct access from a major or minor thoroughfare, and
c. the allowed uses are limited to restaurants up to 4,000 sq ft , dry cleaners, retail sales, sundries/convenience store without gas pumps, bakeries, barber shops, and artist studios; and
d. no drive-through services are permitted

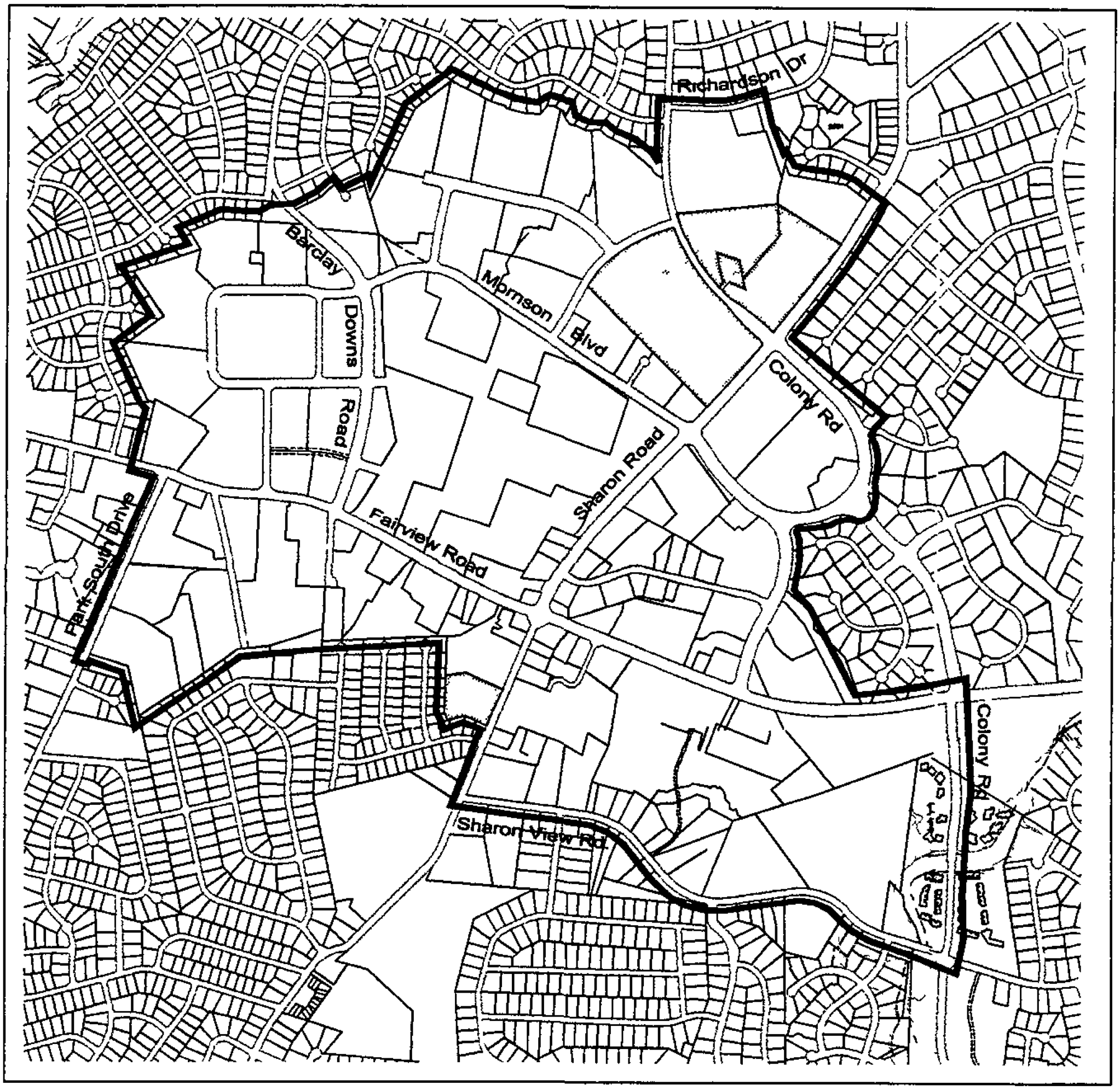
- The development of the SouthPark study area overlay district should be a priority work program item for the Planning Commission and added to its FY 99 work schedule to begin as soon as possible upon approval of the small area plan Development of the overlay should involve considerable public involvement, including continued input and direction from the *SouthPark Small Area Plan* study group members

- Continue to limit non-residential expansion to the existing study area, with no expansion into surrounding residential areas permitted, as indicated on the adopted *South District Plan* map In addition, areas within the study area shown as residential on the *South District Plan* map should remain as such However, a limited non-residential component may be introduced as part of a multi-family development in specified locations (Map 1*i)* according to the criteria listed above in #3 *(Study group differs on this recommendation, see concept plan)*

SouthPark Small Area Plan

Map 1*i*

Potential Areas to Allow Retail/Business
In Multi-Family Zoning



Source Charlotte-Mecklenburg Planning Commission, October 1998

Areas Considered for Allowing Business/Retail as part of a Multi-Family Building

- Consider adding McMullen Creek to the Greenway Master Plan and implement development of Little Sugar Creek/Briar Creek Greenway as a master plan demonstration project

- Work through the rezoning process to create a mixed-use town center at the core of the SouthPark study area In particular, this will require the addition of residential and open/green space in this core SouthPark area.

- Work through the rezoning process to provide a community gathering space in the SouthPark study area which can accommodate functions and events comparable to those held at the space currently utilized for Pops concerts at the corner of Sharon Road and Morrison Boulevard.

- Work with the Charlotte Mecklenburg School System and the Joint Use task force to ensure that SouthPark area school facilities are easily accessible to area residents, especially for recreational purposes

- Amend the *South District Plan* so that higher intensity office uses are no longer supported as shown on Map 4, page 16 of that plan

II. Development Design

Goal

- Ensure that future development and redevelopment meet specified design standards and further the vision created for SouthPark as a town center

Implementation Strategies

- Develop an overlay district for the SouthPark study area that requires development to meet specified design standards, encourages multi-family development within the study area, provides for open space, and is pedestrian/transit supportive, as discussed in the concept plan

- The development of the SouthPark study area overlay district should be a priority work program item for the Planning Commission and added to FY99 work schedule as soon as possible upon approval of the small area plan Development of the overlay should involve considerable public involvement, including continued input and direction from the *SouthPark Small Area Plan* study group members

- Work with business and neighborhood groups to encourage property owners to grant easements to allow existing sidewalks along thoroughfares to be moved back from the curb to allow a planting strip to be added to the existing streetscapes.

- Develop a comprehensive street tree planting plan for the SouthPark study area

- Work through the rezoning, site plan review, community planning and joint use processes to ensure that development is linked to public facilities

III. Transportation, Access And Circulation

Goal

- Develop a multi-modal transportation system that emphasizes pedestrian improvements and linkages to mass transit
- Identify and plan for future mass transit service in the SouthPark area

Implementation Strategies

- Continue plans to widen Sharon and Fairview Roads to six lanes

- Work through the rezoning and site plan review process to encourage connections (i e , bicycle, pedestrian, and automobile) between existing and future development to allow greater access and circulation in the SouthPark area

- To ensure that future transit service best meets the needs of area residents, employers and employees, CDOT should complete a comprehensive transit hub plan for the proposed SouthPark mini-hub The plan development process should include an interdepartmental team, as well as extensive involvement of a study group of area stakeholders (i e , residents, employers, employees, and developers) The plan should not only determine the location, design, development schedule and funding for a transit hub, but should also specify how it will facilitate mass transit connections between SouthPark and the transit corridors.

- As the first phase of creating a transit mini-hub, implement transit circulator service and enhanced bus service in the SouthPark area

- SouthPark should be incorporated in the next phase of the transit planning process as one of the key activity centers that will be linked to the identified corridors The mass transit plan should specifically address the issue of how service will be provided in the SouthPark area In particular, it should address plans to provide express feeder bus service along Fairview and Tyvola Roads (including the addition of limited stop service to Uptown) to connect SouthPark to mass transit in the South and Independence corridors A recommendation regarding the need and potential/feasibility of a dedicated bus lane or busway along these roads, to provide this connection, should be examined as part of the long range mass transit plan

- Ensure that sidewalks are provided throughout the study area, and into adjacent areas to link the study area with SouthPark neighborhoods and public facilities Such sidewalks should meet the criteria discussed in the development design section of the concept plan and the proposed overlay district In particular, sidewalks are needed in the following locations

Sharon Road

- Need sidewalks on both sides between Wendover Road and Morrocroft Lane
- From Morrocroft Lane to Colony Road, need planting strip and trees on northbound side *(However, sidewalk has just been constructed against the curb due to space constraints)*, and on southbound side need wider sidewalks and trees to be planted in existing planting strip
- Need sidewalk on northbound side from Sharon Station to Fairview Road

Colony Road

- Sidewalks from Runnymede Lane to Rockbrook Drive exist on only one side of the road, sidewalk should be on both sides if feasible
- Sidewalks stop at Rockbrook Drive The sidewalk should be extended to the entrance to Myers Park High School, (Picardy Place) on both sides of the road if feasible

Runnymede Lane

- Has a sidewalk on both sides from Sharon Road to Selwyn Avenue, but these need to be better maintained

Michael Baker Place

- Needs a sidewalk on both sides from Runnymede Lane to Selwyn Avenue
- Bridge is especially dangerous for pedestrians

Fairview Road

- Need sidewalks from Wrenncrest to Assembly Street on mall side

Barclay Downs Drive

- From Ferncliff Road to Morrison Blvd sidewalks are on only one side of the road, and there is no planting strip Sidewalks and planting strips should be added to both sides of Barclay Downs Drive

Morrison Drive

- Need sidewalks from Barclay Downs Drive to South Park Suites, on South Park mall side of road
- Need planting strip next to sidewalk near Specialty Shops

Roxborough Drive

- Need sidewalks on both sides from Colony Road to Morrison Boulevard.

Other Pedestrian Connections

- Need sidewalk/pedestrian linkage from specialty shops area across Morrison to the mall and through the mall property to Fairview Road
- Need a pedestrian linkage between Phillips Place and the Sharon View Road area

- Ensure that the Bicycle Transportation Plan, currently under development, identifies and

prioritizes needed bicycle facilities in the SouthPark area

- Develop a conceptual collector street grid for the SouthPark area to provide guidance for the inclusion of an internal circulation system in future redevelopment plans

- Implement plans to encourage the use of alternative transportation in the SouthPark area

IV. Traffic Safety

Goal

- Create a safe and inviting pedestrian environment

Implementation Strategies

- Design roadway improvements and pedestrian facilities (i e , sidewalks, crosswalks, medians, and pathways) in accordance with the criteria/design standards discussed in the accompanying concept plan to be included in the proposed overlay district

- As pedestrian improvements (i e , crosswalks, sidewalks and other linkages) are completed and the transit circulator service is implemented in the study area, consider prohibiting drivers from turning right on red at key locations. These locations should include all signalized intersections in the area of the mall "super block" (i e , Sharon Road at Morrison Boulevard, mall entrance, and Fairview Road, Fairview Road at mall entrance and Barclay Downs Drive, Barclay Downs Drive at Carnegie and Morrison Boulevards, and Morrison Boulevard at Roxborough Drive and Sharon Road) Whenever possible, pedestrian crosswalks should be placed at these locations to minimize the need to prohibit right turn on red when exiting the mall site

- As pedestrian improvements (i e , crosswalks, sidewalks and other linkages) are completed and the transit circulator service is implemented in the study area, consider adding pedestrian activated crossing signals at all signalized intersections within the SouthPark study area

- Ensure that all signalized intersections have well marked pedestrian crosswalks designed in accordance with the design criteria discussed in the accompanying concept plan document

- Provide sidewalks on both sides of all major and minor thoroughfares and collectors throughout the study area *(Specific locations are provided in the transportation, access and circulation strategies section of this document)*

- Sidewalks should be provided on local neighborhood streets as specified in the subdivision ordinance

- Consider providing pedestrian refuge areas at intersections of multi-lane roadways, whenever feasible

- Evaluate the feasibility of using traffic monitoring cameras at key intersections to assist in enforcing traffic laws related to pedestrian safety (i e , drivers not stopping at crosswalk, turning right on red when prohibited, running red lights)

- Include the neighborhoods adjacent to the study area as high priority areas (if requested by the neighborhood) for consideration as part of the City's neighborhood traffic management program

V. Community Involvement

Goal

- Establish on-going communication linkages between neighborhood residents, businesses, the development community and local government

Implementation Strategy

- Work with the SouthPark Area Council, the SouthPark Coalition of Neighborhoods and the local development community to establish on-going opportunities for neighborhood, business, development and local government representatives to share information and ideas regarding future growth and development in the SouthPark area.

VI. Environment

Goal

- Maintain a healthy, highly livable natural environment

Implementation Strategies

- Implement the land use and design strategies specified in this document to provide a mixture of land uses which support alternative transportation, promote the creation of a network of green/open spaces, and provide more natural buffering capacity for stormwater runoff

- Implement the transportation, access and circulation strategies specified in this document to provide SouthPark area drivers with alternatives to the single-occupant vehicle

- Work with area businesses and neighborhoods to encourage participation in environmental programs, including alternative transportation programs

APPENDIX

The Charlotte-Mecklenburg Planning Commission
600 East Fourth Street, Charlotte, North Carolina, 28202
704-336-2205
www.charmeck.nc/us/ciplanning/index/htm

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Extra-Territorial Jurisdiction (ETJ) Public Process

COUNCIL FOCUS AREA: Economic Development

STAFF RESOURCE: Martin Cramton, Charlotte-Mecklenuburg Planing Commission
Jeb Blackwell, Engineering & Property Management

KEY POINTS (Issues, Cost, Change in Policy):

- North Carolina legislation allows cities and towns to regulate development activity in an area around the perimeter of the city This area outside the municipal corporate limits is known as extra territorial jurisdiction (ETJ)

- The ETJ process recognizes the long term need for an urban area to develop with a consistent set of development standards and zoning decisions Land use decisions are also critical factors in urban service delivery The attached issue paper describes ETJ in greater detail

- In 1991, the legislature through a local act authorized the City of Charlotte to apply one mile of extra territorial jurisdiction The City has not exercised this authorization up to this time

- The Economic Development and Planning Committee reviewed this issue on March 30 and voted unanimously to recommend that Council proceed with the ETJ process The process takes six to ten months to implement and includes extensive public involvement

- The ED and Planning Committee plans to meet on May 17 to review and recommend a schedule for implementation of the ETJ process

- There are several key planning and service delivery issues related to the City's ability to exercise City land use regulations within its ETJ Two current examples are the pending County rezoning petitions for properties in Highland Creek (Christenbury Road) and at Johnston Road and I-485, both within the City's ETJ Attached is a letter from Mayor McCrory to County Commission Chair Parks Helms explaining the negative impact the

Highland Creek rezoning will have on City service delivery, including police, solid waste, utilities, transportation and street maintenance

OPTIONS: Determine whether to proceed with the public process for Extra Territorial Jursidiction

COUNCIL DECISION: Council is asked to approve the Economic Development and Planning Committee recommendation to proceed with the public process for ETJ If Council approves the recommendation, the Committee will discuss the proposed schedule on May 17 Council will be asked to approve the schedule on May 24

ATTACHMENTS: ETJ Issue Paper
Letter regarding Highland Creek Rezoning
Map of City's One-Mile ETJ

City of Charlotte
Extra Territorial Jurisdiction

The North Carolina legislature often allows cities and towns to regulate development activity in an area around the perimeter of the municipality This area outside the municipal corporate limits is known as extra territorial jurisdiction (ETJ) The ETJ process recognizes the long term need for an urban area to develop with a consistent set of standards and zoning decisions Specifically, the ETJ provides for

- Regulation of land development with the urban standards that will be appropriate as the area becomes urban and ultimately is annexed,
- Construction of infrastructure according to the municipal standards that will apply when an area is annexed
- Regulation and inspection of infrastructure that will ultimately become the municipality's property and responsibility to maintain and replace when needed
- Zoning decisions that are consistent with the municipality's vision and plan for the character and quality of the city Current growth is very rapid and will be accelerated by the completion of I-485 and the development of land around its interchanges
- Ultimate service delivery is a significant driver Different types of development need different services in terms of roads, water/sewer, fire stations and even the equipment in those fire stations Decisions on land use are critical factors in urban service delivery which is a Council responsibility

In Mecklenburg County, the seven municipalities have agreed on "spheres of influence" which define the ultimate corporate boundaries of the seven municipalities This prevents any "competition" for annexation of urban area It also defines which municipality will ultimately annex an area, and therefore, which development and zoning standards are appropriate for that area Application of extra territorial jurisdiction by the municipalities allows the appropriate city's standards to be applied during the urbanization of the area, rather than after, when much of the development and construction of infrastructure has taken place

A key example of the municipality's interest in the construction of infrastructure is public streets constructed through the subdivision process In unincorporated areas without any extra territorial jurisdiction, the County approves and inspects the construction of public streets, even though Counties are precluded by law from maintaining streets Maintenance of the streets in unincorporated areas is currently the responsibility of the North Carolina Department of Transportation, and transfers to the municipalities upon annexation

Application of a one mile extra territorial jurisdiction by the City of Charlotte (authorized by a local act in 1991) would have several impacts on the current and future residents of the City

- Zoning decisions would be made by the Charlotte City Council, insuring consistency with other zoning decisions, and protection of City neighborhoods from inappropriate development in nearby unincorporated areas,

- Infrastructure would be constructed in accordance with City standards and quality control, minimizing the expense to current and future City taxpayers for upgrading and replacing infrastructure As examples, the city requires curb and gutter and sidewalk on all subdivisions and commercial development where the county does not

- We could achieve Tree Ordinance compliance when the site is developed rather than either with the first addition to the building after annexation or not at all Bringing an existing site into compliance with the tree ordinance is much more disruptive than developing the site in tree ordinance compliance in the first place

The proposed process for Extra Territorial Jurisdiction would be

1 Economic Development and Planning Committee reviews the issue and makes a recommendation to the Council If that recommendation is to go forward with implementation of an ETJ the full Council would need to consider and vote on the issue

2 If the vote is to proceed, staff would prepare maps describing the ETJ area for adoption by Council

3 A series of mailed and newspaper notices are required about the intent to exercise and ETJ, followed by a public hearing

4 The full process is similar, in terms of required steps and time required, to the annexation process It could be expected to take 5 to 6 months from Council authorization to proceed

CHARLOTTE.

April 21, 1999

The Honorable Parks Helms, Chairman
Mecklenburg Board of County Commissioners

RE: Rezoning Petition No. 99-11©
Highland Creek Rezoning / Christenbury Road Connection

Dear Parks

The Charlotte City Council has received information regarding a pending rezoning in the County's jurisdiction located on the edge of Highland Creek and straddling the Mecklenburg/Cabarrus County line The current rezoning request includes a proposal to cul-de-sac Christenbury Road just outside the Charlotte city limits rather than connecting Christenbury Road to Highland Creek Parkway Approval of the Highland Creek development years ago was based on multiple connections to outlying roads, one of which is Christenbury Road

Approval of the pending rezoning based on the proposed cul-de-sac concept would result in the creation of a subdivision in Mecklenburg County and eventually the City of Charlotte that can only be accessed through Cabarrus County.

This would have implications for service delivery providers such as CMUD, police, garbage pick-up, street maintenance and transportation operations Generally, service delivery would be more expensive and complicated if the subdivision is based on the proposed cul-de-sac concept

From a transportation planning perspective, the proposed connection to Christenbury Road from Highland Creek Parkway is needed The connection creates flexibility, helps disperse traffic and avoid congestion If the connection is not provided, other area roads will bear a greater burden of traffic

The Charlotte City Council, in a unanimous vote, recommended that the Board of County Commissioners maintain the previously approved connection between Highland Creek Parkway and Christenbury Road

Please contact me if there are any questions

Sincerely,

Pat

Patrick McCrory
Mayor

c City Council
City Manager
County Commission

REQUEST FOR COUNCIL ACTION

Housing Strategy Stakeholders Appointment

Action: **Nominate and appoint a replacement for the Housing Strategy Stakeholders Task Force.**

Staff Resource: Melony C McCullough

Focus Area: Economic Development and City Within A City

Explanation: Earlier this year, City Council formed a Housing Strategy Task Force to address growing concerns related to the low, moderate, and middle income housing market in the Charlotte area

This group includes citizens and representatives from the housing industry, private and nonprofit housing developers, housing support agencies, financial institutions, land developers, and faith-based organization The group also includes one Mayoral and three Council appointees

Council voted on February 15 to appoint Ms. Eleanor Washington to fill one of the three at-large seats Ms Washington notified staff that she is unable to serve as a member of the Housing Strategy Stakeholders group

The Housing Strategy Stakeholders begin meeting March 11, 1999 and have met three times The stakeholders are to continue meeting biweekly through August Therefore, Council is requested to appoint a replacement for this position

The CWAC Committee recommends that Theresea Elder be appointed to fill this position Staff has contacted Ms Elder and she has agreed to serve

Housing Strategy Review Process

FOCUS

The City Within A City (CWAC) Committee has commissioned a review of the City's housing challenges to identify strategies to meet the needs of low and moderate-income households This review is intended to align the City's housing strategy with the community's employment, school development and transportation strategies

CONTEXT

Housing in Charlotte is a growing concern, particularly for low and moderate-income households The increases in housing and land costs in the city have placed a major burden on this segment of the community In addition, the rise in housing cost has had a disruptive impact on the ability to house the growing workforce, integration of schools, and efficiency of transportation systems as longer commutes become the norm Growing costs have forced households to either concentrate in certain low cost inner city communities or move to lower cost surrounding counties Over concentration has generated a host of social, crime, physical, and economic problems and movement to surrounding counties has exacerbated traffic and air pollution problems Housing the city's population to meet the needs for housing affordability, accessible workforce, stable schools, and well managed transportation systems is a critical challenge

STRATEGIC EVALUATION

The CWAC Committee and the housing strategy stakeholders group will undertake a process to address community housing issues It is anticipated that the process will take approximately six months to complete (see attachment)

1 **Consensus on Evaluation** – City Council has endorsed the charge, scope of the study, process, and list of stakeholders that will participate in this process presented by the CWAC Committee

2 **Assess Existing Conditions** – The stakeholders will assess strengths and weaknesses in the current program and identify key issues to be addressed The product of this step is a report on the existing housing market and key housing issues.

3 **Highlight Choices and Obstacles** – The stakeholders will clarify goals for the housing program, define gaps to be addressed and determine obstacles preventing successful implementation of the housing program The product of this step is recommended goals for the housing program and an assessment of key program gaps and obstacles

4 **Define Housing Actions** – The stakeholders will select actions and develop strategies and recommendations geared toward what the public sector and the community can do to address this issue The end product will be in the form of a report to City Council to review and take action

Housing Issues Evaluation Model

Round Table Stakeholders

- *Apartment Association*
- *Financial Institutions*
- *Homebuilders Association*
- *Housing Support Agencies*
- *Land Development*
- *Non-Profit Housing*
- *Private Developers*
- *Building Development Commission*
- *Charlotte Chamber*
- *Planning Commission*
- *City Council Appointees*

CHARGE: Develop a strategy to increase the supply of low and moderate income housing.

Assess Existing Conditions

- Housing Market Conditions
- Highlight Needs & Gaps
- Outline Choices & Obstacles
- Key Issues

Highlight Choices and Obstacles

- Clarify Housing Expectations
- Define Gaps / Obstacles
- Outline Choices

Define Housing Actions

- Select Action Choices
- Define who does What
- Identify the Costs
- Prescribe Actions & Schedules

Final Report to Council Choose Priority Action

Get Organized: *Study Charge*

- Stakeholders Selected
- Agreement on Process and Support Resources
- Existing Mandates Analyzed
- Housing Problem Defined

CWAC Committee monitors

Housing Stakeholders Round Table

* * * * * * * *

Report to Council **Report to Council** **Report to Council**

Charlotte Chamber's Strategy for Economic Development ?

CWAC Committee and Council Action

Months	1 March	2 April	3 May	4 June	5 July	6 August

03/11/99

City of Charlotte
Housing Strategy Stakeholders

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25 *Council Appointee*

April 15, 1999

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: 1999 City Services Survey Results

COUNCIL FOCUS AREA: Restructuring Government

STAFF RESOURCE: Julie Hill

KEY POINTS (Issues, Cost, Change in Policy):

- The City commissioned Marketwise, a market research firm, to conduct telephone survey designed to establish benchmarks for the level of City service quality
- The survey was conducted between January 20 and February 11, 1999 It is a part of the City's ongoing efforts to evaluate and improve City services
- In addition to assessing citizen perceptions of City services, the survey also addressed citizen perceptions of Charlotte and City Government in general, important issues, and communication and information sources
- At the workshop, Council will be presented the survey results
- Results of the survey will be used as Key Businesses update business plans for FY2000

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: This item is for information, no action is needed

ATTACHMENTS: none

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: SouthPark Small Area Plan

COUNCIL FOCUS AREA: Economic Development

STAFF RESOURCE: Garet Walsh, Planning
Bill Finger, CDOT

KEY POINTS:

- This plan was initiated at the request of SouthPark area residents A study group of neighborhood, business and development representatives worked with City and County staff in developing the *SouthPark Small Area Plan* The study group met 14 times between February and November 1998 All meetings were open to the public In addition, public meetings were held on April 2 and October 12, 1998 A record of citizen comments from those meetings is available from the Planning Commission

- The Planning Commission adopted the *SouthPark Small Area Plan* on December 15, 1998 The attached draft of the plan notes the four recommendations where there were differences of opinions between staff, the Planning Commission and/or the study group The differences, as described in the plan, involve
  1. use of the term "urban" - see page i (Preface) of Volume 1,
  2. how much detail to include in the recommendation for providing a community gathering space - page 26 of Volume 1,
  3. whether to include a reference in the plan to the City's support for Uptown retail development - page 28 of Volume 1, and,
  4. whether to allow a limited retail/business component to be integrated into multi-family development in three specific areas - pages 28-29 of Volume 1

- The Economic Development and Planning Committee of City Council began reviewing the plan on January 19, 1999 and toured the study area on March 16, 1999 The Committee requested that staff provide Council with a brief overview of the plan, including an update on traffic volumes and development potential The Committee also requested that Council have a public hearing on the plan prior to the Committee making any recommendation

- The study area encompasses approximately 650 acres and includes SouthPark mall and the surrounding non-residential development, as well as some adjacent multi-family development As of February 1999, this area included approximately 2 4 million square

feet of commercial development and 5 3 million square feet of office development

- The plan establishes a new vision for the study area to transition from a suburban shopping and business environment to a town center composed of a mixture of land uses offering a variety of transportation options The future SouthPark area is envisioned as a place where it is pleasant to walk, where pocket parks with green areas, benches and fountains are frequented by shoppers, office workers and area residents, and, where people can easily access shuttles to nearby shops and offices, as well as transit that will carry them directly to their destination across town or to a rapid transit station

- To ensure that the vision for SouthPark can be achieved, the plan proposes the creation of a design and zoning overlay district that would require development to meet specific design standards, be pedestrian/transit supportive, and provide for open/green space. In addition, the plan encourages more residential development and supports the development of a SouthPark transit hub

OPTIONS: Not applicable

COUNCIL DECISION OR DIRECTION REQUESTED: The Economic Development and Planning Committee requests that Council set a date for a public hearing on the plan Suggested dates are June 7, 1999 after the Citizens Forum or June 14, 1999 as part of Council's regular business meeting

ATTACHMENTS: SouthPark Small Area Plan, Volume 1 Concept Plan and Volume 2 Implementation Program

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Extra-Territorial Jurisdiction (ETJ) Public Process

COUNCIL FOCUS AREA: Economic Development

STAFF RESOURCE: Martin Cramton, Charlotte-Mecklenuburg Planing Commission
Jeb Blackwell, Engineering & Property Management

KEY POINTS (Issues, Cost, Change in Policy):

- North Carolina legislation allows cities and towns to regulate development activity in an area around the perimeter of the city This area outside the municipal corporate limits is known as extra territorial jurisdiction (ETJ)

- The ETJ process recognizes the long term need for an urban area to develop with a consistent set of development standards and zoning decisions Land use decisions are also critical factors in urban service delivery The attached issue paper describes ETJ in greater detail

- In 1991, the legislature through a local act authorized the City of Charlotte to apply one mile of extra territorial jurisdiction The City has not exercised this authorization up to this time

- The Economic Development and Planning Committee reviewed this issue on March 30 and voted unanimously to recommend that Council proceed with the ETJ process The process takes six to ten months to implement and includes extensive public involvement

- The ED and Planning Committee plans to meet on May 17 to review and recommend a schedule for implementation of the ETJ process

- There are several key planning and service delivery issues related to the City's ability to exercise City land use regulations within its ETJ Two current examples are the pending County rezoning petitions for properties in Highland Creek (Christenbury Road) and at Johnston Road and I-485, both within the City's ETJ Attached is a letter from Mayor McCrory to County Commission Chair Parks Helms explaining the negative impact the

Highland Creek rezoning will have on City service delivery, including police, solid waste, utilities, transportation and street maintenance

OPTIONS: Determine whether to proceed with the public process for Extra Territorial Jursidiction

COUNCIL DECISION: Council is asked to approve the Economic Development and Planning Committee recommendation to proceed with the public process for ETJ If Council approves the recommendation, the Committee will discuss the proposed schedule on May 17 Council will be asked to approve the schedule on May 24

ATTACHMENTS: ETJ Issue Paper
Letter regarding Highland Creek Rezoning
Map of City's One-Mile ETJ

City of Charlotte
Extra Territorial Jurisdiction

The North Carolina legislature often allows cities and towns to regulate development activity in an area around the perimeter of the municipality This area outside the municipal corporate limits is known as extra territorial jurisdiction (ETJ) The ETJ process recognizes the long term need for an urban area to develop with a consistent set of standards and zoning decisions Specifically, the ETJ provides for

- Regulation of land development with the urban standards that will be appropriate as the area becomes urban and ultimately is annexed,
- Construction of infrastructure according to the municipal standards that will apply when an area is annexed
- Regulation and inspection of infrastructure that will ultimately become the municipality's property and responsibility to maintain and replace when needed
- Zoning decisions that are consistent with the municipality's vision and plan for the character and quality of the city Current growth is very rapid and will be accelerated by the completion of I-485 and the development of land around its interchanges
- Ultimate service delivery is a significant driver Different types of development need different services in terms of roads, water/sewer, fire stations and even the equipment in those fire stations Decisions on land use are critical factors in urban service delivery which is a Council responsibility

In Mecklenburg County, the seven municipalities have agreed on "spheres of influence" which define the ultimate corporate boundaries of the seven municipalities This prevents any "competition" for annexation of urban area It also defines which municipality will ultimately annex an area, and therefore, which development and zoning standards are appropriate for that area Application of extra territorial jurisdiction by the municipalities allows the appropriate city's standards to be applied during the urbanization of the area, rather than after, when much of the development and construction of infrastructure has taken place

A key example of the municipality's interest in the construction of infrastructure is public streets constructed through the subdivision process In unincorporated areas without any extra territorial jurisdiction, the County approves and inspects the construction of public streets, even though Counties are precluded by law from maintaining streets Maintenance of the streets in unincorporated areas is currently the responsibility of the North Carolina Department of Transportation, and transfers to the municipalities upon annexation

Application of a one mile extra territorial jurisdiction by the City of Charlotte (authorized by a local act in 1991) would have several impacts on the current and future residents of the City

- Zoning decisions would be made by the Charlotte City Council, insuring consistency with other zoning decisions, and protection of City neighborhoods from inappropriate development in nearby unincorporated areas,

- Infrastructure would be constructed in accordance with City standards and quality control, minimizing the expense to current and future City taxpayers for upgrading and replacing infrastructure As examples, the city requires curb and gutter and sidewalk on all subdivisions and commercial development where the county does not

- We could achieve Tree Ordinance compliance when the site is developed rather than either with the first addition to the building after annexation or not at all Bringing an existing site into compliance with the tree ordinance is much more disruptive than developing the site in tree ordinance compliance in the first place

The proposed process for Extra Territorial Jurisdiction would be

1 Economic Development and Planning Committee reviews the issue and makes a recommendation to the Council If that recommendation is to go forward with implementation of an ETJ the full Council would need to consider and vote on the issue

2 If the vote is to proceed, staff would prepare maps describing the ETJ area for adoption by Council

3 A series of mailed and newspaper notices are required about the intent to exercise and ETJ, followed by a public hearing

4 The full process is similar, in terms of required steps and time required, to the annexation process It could be expected to take 5 to 6 months from Council authorization to proceed

CHARLOTTE.

April 21, 1999

The Honorable Parks Helms, Chairman
Mecklenburg Board of County Commissioners

RE: Rezoning Petition No. 99-11©
Highland Creek Rezoning / Christenbury Road Connection

Dear Parks

The Charlotte City Council has received information regarding a pending rezoning in the County's jurisdiction located on the edge of Highland Creek and straddling the Mecklenburg/Cabarrus County line The current rezoning request includes a proposal to cul-de-sac Christenbury Road just outside the Charlotte city limits rather than connecting Christenbury Road to Highland Creek Parkway Approval of the Highland Creek development years ago was based on multiple connections to outlying roads, one of which is Christenbury Road

Approval of the pending rezoning based on the proposed cul-de-sac concept would result in the creation of a subdivision in Mecklenburg County and eventually the City of Charlotte that can only be accessed through Cabarrus County

This would have implications for service delivery providers such as CMUD, police, garbage pick-up, street maintenance and transportation operations Generally, service delivery would be more expensive and complicated if the subdivision is based on the proposed cul-de-sac concept

From a transportation planning perspective, the proposed connection to Christenbury Road from Highland Creek Parkway is needed The connection creates flexibility, helps disperse traffic and avoid congestion If the connection is not provided, other area roads will bear a greater burden of traffic

The Charlotte City Council, in a unanimous vote, recommended that the Board of County Commissioners maintain the previously approved connection between Highland Creek Parkway and Christenbury Road

Please contact me if there are any questions

Sincerely,

Pat

Patrick McCrory
Mayor

c City Council
City Manager
County Commission

REQUEST FOR COUNCIL ACTION

Housing Strategy Stakeholders Appointment

Action: **Nominate and appoint a replacement for the Housing Strategy Stakeholders Task Force.**

Staff Resource: Melony C McCullough

Focus Area: Economic Development and City Within A City

Explanation: Earlier this year, City Council formed a Housing Strategy Task Force to address growing concerns related to the low, moderate, and middle income housing market in the Charlotte area

This group includes citizens and representatives from the housing industry, private and nonprofit housing developers, housing support agencies, financial institutions, land developers, and faith-based organization The group also includes one Mayoral and three Council appointees

Council voted on February 15 to appoint Ms Eleanor Washington to fill one of the three at-large seats Ms Washington notified staff that she is unable to serve as a member of the Housing Strategy Stakeholders group

The Housing Strategy Stakeholders begin meeting March 11, 1999 and have met three times The stakeholders are to continue meeting biweekly through August Therefore, Council is requested to appoint a replacement for this position

The CWAC Committee recommends that Theresea Elder be appointed to fill this position Staff has contacted Ms Elder and she has agreed to serve

Housing Strategy Review Process

FOCUS

The City Within A City (CWAC) Committee has commissioned a review of the City's housing challenges to identify strategies to meet the needs of low and moderate-income households This review is intended to align the City's housing strategy with the community's employment, school development and transportation strategies

CONTEXT

Housing in Charlotte is a growing concern, particularly for low and moderate-income households The increases in housing and land costs in the city have placed a major burden on this segment of the community In addition, the rise in housing cost has had a disruptive impact on the ability to house the growing workforce, integration of schools, and efficiency of transportation systems as longer commutes become the norm Growing costs have forced households to either concentrate in certain low cost inner city communities or move to lower cost surrounding counties Over concentration has generated a host of social, crime, physical, and economic problems and movement to surrounding counties has exacerbated traffic and air pollution problems. Housing the city's population to meet the needs for housing affordability, accessible workforce, stable schools, and well managed transportation systems is a critical challenge

STRATEGIC EVALUATION

The CWAC Committee and the housing strategy stakeholders group will undertake a process to address community housing issues It is anticipated that the process will take approximately six months to complete (see attachment)

1 **Consensus on Evaluation** – City Council has endorsed the charge, scope of the study, process, and list of stakeholders that will participate in this process presented by the CWAC Committee

2 **Assess Existing Conditions** – The stakeholders will assess strengths and weaknesses in the current program and identify key issues to be addressed The product of this step is a report on the existing housing market and key housing issues

3 **Highlight Choices and Obstacles** – The stakeholders will clarify goals for the housing program, define gaps to be addressed and determine obstacles preventing successful implementation of the housing program The product of this step is recommended goals for the housing program and an assessment of key program gaps and obstacles

4 **Define Housing Actions** – The stakeholders will select actions and develop strategies and recommendations geared toward what the public sector and the community can do to address this issue The end product will be in the form of a report to City Council to review and take action

Housing Issues Evaluation Model

Round Table Stakeholders

- *Apartment Association*
- *Financial Institutions*
- *Homebuilders Association*
- *Housing Support Agencies*
- *Land Development*
- *Non-Profit Housing*
- *Private Developers*
- *Building Development Commission*
- *Charlotte Chamber*
- *Planning Commission*
- *City Council Appointees*

CHARGE: Develop a strategy to increase the supply of low and moderate income housing.

Assess Existing Conditions

- Housing Market Conditions
- Highlight Needs & Gaps
- Outline Choices & Obstacles
- Key Issues

Highlight Choices and Obstacles

- Clarify Housing Expectations
- Define Gaps / Obstacles
- Outline Choices

Define Housing Actions

- Select Action Choices
- Define who does What
- Identify the Costs
- Prescribe Actions & Schedules

Final Report to Council Choose Priority Action

Get Organized: *Study Charge*

- Stakeholders Selected
- Agreement on Process and Support Resources
- Existing Mandates Analyzed
- Housing Problem Defined

CWAC Committee monitors

Housing Stakeholders Round Table

* * * * * * * *

Report to Council **Report to Council** **Report to Council**

Charlotte Chamber's Strategy for Economic Development ?

CWAC Committee and Council Action

Months	1 March	2 April	3 May	4 June	5 July	6 August

03/11/99

City of Charlotte
Housing Strategy Stakeholders

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April 15, 1999