

**CITY COUNCIL SPECIAL JOINT STRATEGIC PLANNING MEETING
WITH PLANNING BOARD
300 WEST CROWELL STREET
MONROE, NORTH CAROLINA 28112
MARCH 30, 2021 – 4:00 P.M.
AGENDA
www.monroenc.org**

Meeting will be conducted by a Zoom meeting with City Council following their adopted Electronic Meeting Rules. Members of the public will not be permitted to attend the meeting in person. Meeting will be live-streamed on the City of Monroe YouTube channel at Monroe North Carolina Government - <https://www.youtube.com/channel/UCzrGKOKR72fmCEn7D0f9mlg>

1. Call to Order
 - A. City Council
 - B. Planning Board
2. Introduction
3. Transform Monroe-Rewrite to Unified Development Ordinance and Zoning Map Update
4. Adjournment
 - A. City Council
 - B. Planning Board



STAFF REPORT

TO: City Council and Planning Board

VIA: E.L. Faison, City Manager

DATE: March 30, 2021

FROM: Brian Borne, Assistant City Manager/Downtown Director

PREPARED BY: Lisa Stiwinter, Director of Planning and Development

SUBJECT: Transform Monroe-Rewrite to the Unified Development Ordinance and Zoning Map Update

SUMMARY STATEMENT

Planning Board and City Council are requested to consider and provide discussion on the general status update to the rewrite of the Unified Development Ordinance (UDO), initiate the public review of the UDO and kick-off the update to the Zoning Map.

REVIEW

Planning staff has been working with Kimley-Horn and Associates, a national Planning and Engineering firm for the Unified Development Ordinance (UDO) Comprehensive Rewrite and Zoning Map Update.

What is Transform Monroe? Transform Monroe is the City's Unified Development Ordinance (UDO) and is a consolidated document that contains all of the City's land use and development requirements. Transform Monroe is the Planning Department's tool to implement the vision for growth and development identified in the City's Land Use Plan-Forward Monroe

To date, Kimley-Horn and Associates and City of Monroe, Planning staff has facilitated three joint Planning Board and City Council workshops where discussion was held on the UDO code analysis, definitions and standards, proposed traditional and mixed-use districts, allowable uses and development standards. The purpose for the upcoming workshop is to provide a general status update to the rewrite of the UDO, initiate the public review of the UDO and kick-off the update to the Zoning Map. Specific draft ordinance sections that will be discussed at the

meeting include design standards, landscape, buffering, fences and walls, subdivisions and open space requirements.

RECOMMENDATION

Planning staff recommends Planning Board and City Council consider and provide discussion on the general status update to the rewrite of the Unified Development Ordinance (UDO), initiate the public review of the UDO and kick-off the update to the Zoning Map.

Attachments:
Transform Monroe Newsletter
PowerPoint Presentation

What is Transform Monroe?

Transform Monroe is the City's Unified Development Ordinance (UDO) and is a consolidated document that contains all of the City's land use and development requirements. Transform Monroe is based on (implements) the City's Land Use Plan—Forward Monroe, a Small-Area Redevelopment Plan-Concord Avenue Area Master Plan and the Downtown Master Plan, CA-O District as well as addresses recent amendments to the State's planning laws generally referred to as Chapter 160D. The proposed UDO has "sections" that address specific topics and standards ranging from review procedures and zoning districts to development standards such as parking, signage and architectural standards, and definitions. The UDO applies to land within the City's corporate limits and Extraterritorial Jurisdiction (ETJ) as identified on the City's official city limits and zoning map.

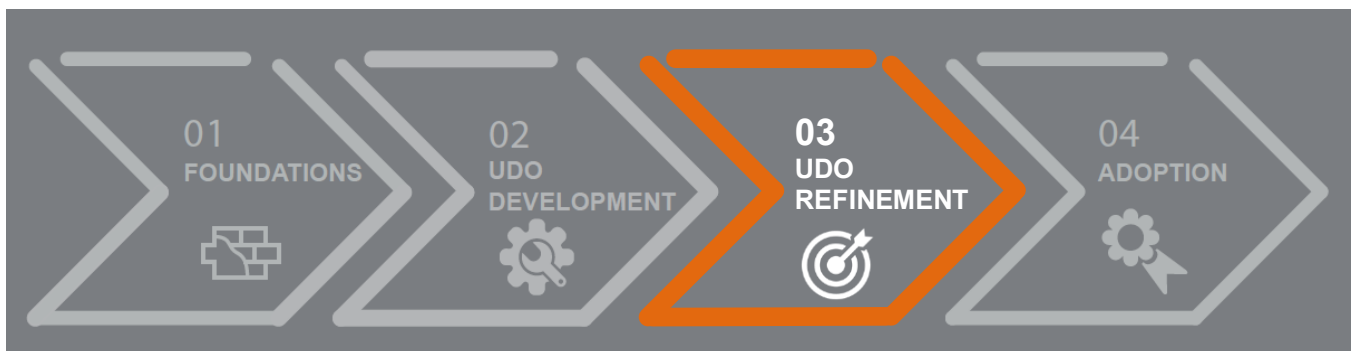
The diagram below identifies where the UDO is in the process of development. City staff and the consulting team have been working to build from the initial foundations outlined early on in the process (step 1), developing the key components of the UDO (step 2) and are now refining and fine tuning those items (step 3) in advance of the formal roll out and public workshops.

This newsletter provides a quick overview of key components to be provided in the updated UDO, including the proposed layout of the specific sections.

CURRENT UDO

City staff is currently working with the consulting team, Kimley-Horn, to prepare the compiled UDO section drafts (public review). Concurrently, City staff is working with the City's legal consultant on items of consistency. To date, most of the UDO sections have been drafted and received an initial review, most are undergoing revisions based on either City staff and or legal consultant comments. It is anticipated the City will initiate the public review & hearings in March with Hearings to follow late spring.

The UDO "sections" are provided on page 4 of this newsletter for Council's review and information.



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A lot is changing in Monroe and North Carolina. The City adopted **Forward Monroe**, the City's Land Use Plan. Meanwhile, new state planning laws (NCGS Chapter 160D) made the previous regulations outdated. A cohesive, updated document is needed to replace the older UDO providing the City with the tools to implement its vision for growth and development.
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Key Components of the UDO

MIXED USE VERSUS TRADITIONAL DISTRICTS (SECTIONS 4 AND 5)

Forward Monroe identified a vision including *Land Use Character Areas*. These Character Areas form the basis for the proposed Mixed Use Districts, which provide for a high-quality and predictable development and redevelopment form within specific areas of the City. The Mixed Use Districts differ from typical, Traditional Districts because they provide for a mix of residential and non-residential uses, standards for compact urban forms, and potential for enhanced community benefits. Traditional Districts are synonymous with “single use/type” districts aimed at protecting existing residential neighborhoods, conventional commercial, and industrial properties within the City.

USE TABLE (SECTION 7.1)

Within each zoning district, a list of specific uses are permitted by right or by special use permit (special permission). In some cases, specific uses require City Council approval. The UDO includes a table of permissible uses, Table 7.1. (see example below). The table of permissible uses is based on the broader “Use Categories” or groups of similar uses (Residential Use, Public and Institutional Use, Commercial Use, Office/Medical, Industrial Uses, and Other). The table identifies the Use Category and specific use and whether it is permitted within a specific zoning district. The table identifies if the use is allowed by-right (permitted), special use permit (approval with special considerations) or if the use is not permitted in a district.

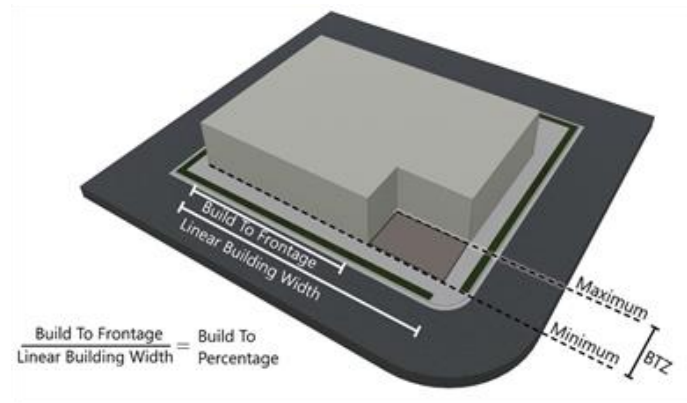
TABLE 7.1. - TABLE OF PERMISSIBLE USES																	
“P” = Permitted, “S” = Special Use Permit Required, “ ” (Blank Cell) = Prohibited																	
	Traditional Districts										Mixed-Use Districts						
Use Type	RLD	RMD	RHD	OM	NB	GB	GI	HI	PUD	PCD	DC-MX	DG-MX	CC-MX1	CC-MX2	RC-MX	MD-MX	REFERENCE
Office/Medical Uses																	
Professional Office				P	P	P	P		P	P	P	P	P	P	P	P	7.2.7.A
Personal & Financial Services without Drive-Through				P	P	P	P		P	P	P	P	P	P	P	P	7.2.7.B
Personal & Financial Services with Drive-Through				P	P	P	P			P	P	P	P	P	P	P	7.2.7.C
Hospital				P		P				P						P	7.2.7.D
Medical/Dental Office				P	P	P			P	P	P	P	P	P	P	P	7.2.7.E
Rehabilitative Clinic				S													7.2.7.F
Animal Hospital/Veterinarian				P	S	P				P	P	P	P	P	P	P	7.2.7.G

GRAPHICS (VARIOUS SECTIONS)

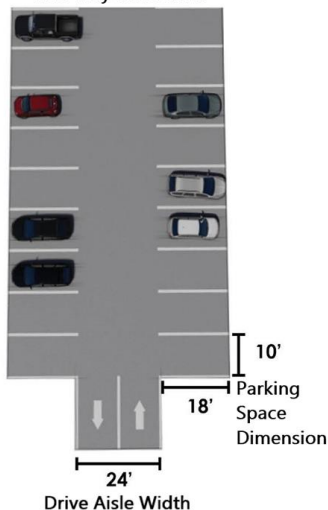
Graphics help illustrate key terms and standards throughout the UDO. These graphics include:

- **Building setbacks** that define front, side, rear yards and how far back from a property line a building/structure must be)
- **Build-to-zone (BTZ)** that defines how close a building needs to be to a property line
- **Parking area dimensions** that define parking space depth, width and drive aisle width);
- **Transparency** that defines how much of a building must include windows, doors or similar features
- **Signage and landscape/buffering**

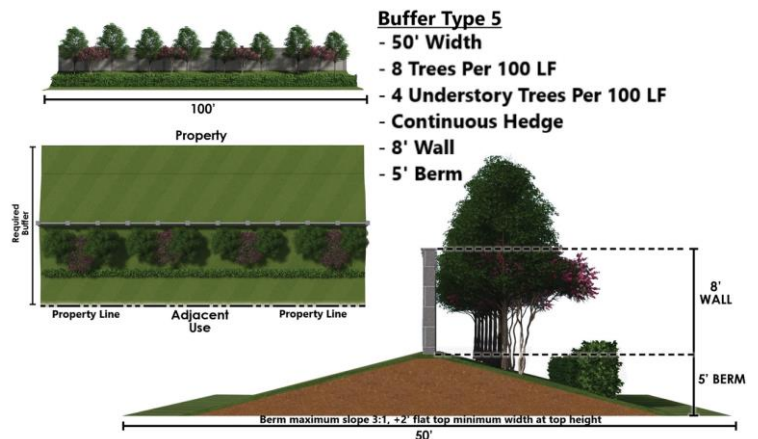
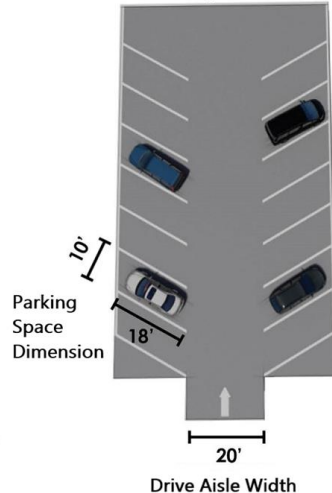
Examples of these graphics are provided for reference.



90 Degrees - Head-In Parking
Two-Way Drive Aisle



30 Degrees Parking
One-Way Drive Aisle



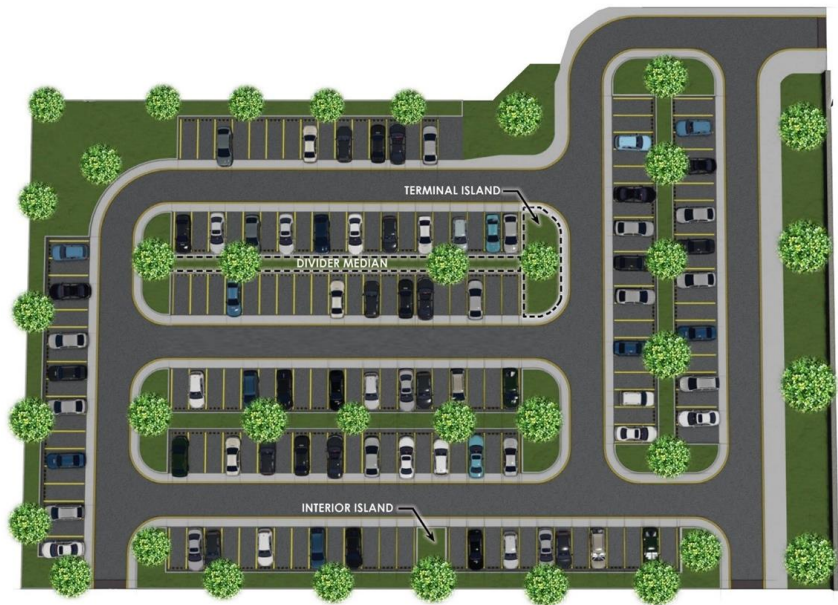


RECOMMENDED UPDATES

Throughout the development of the UDO, updates and amendments to the current standards are being proposed. Some of the primary changes involve Signs (Section 8.2), Landscape, Buffering, Fences and Walls (Section 8.3) and Parking (Section 8.4). Each of these sections expand the City's current standards, refine other standards, and/or create standards where standards may not have been developed (or were limited in scope).

For example, parking introduces minimum and maximum parking standards as well as provisions for shared parking, on- and off-street parking, satellite parking, and an “alternative parking plan” (alternate study provided to the City for review by an applicant). Parking requirements provide minimum and maximum standards to meet the parking needs generated by the various uses permitted by Forward Monroe and the UDO. This is done by providing a range of acceptable parking that responds to market conditions and individual project needs.

In addition, the Parking section links to the Landscape section with enhanced standards for parking lot landscaping and buffering. The key is to provide flexibility in the number of parking spaces provided, encourage shared parking between uses, minimize stormwater runoff and create more aesthetically pleasing parking areas.



UDO Sections

The UDO has been designed to help improve the flow of information and create links between key standards and sections. A total of 11 Sections are proposed:

1. Introduction
2. Forward Monroe and Relationship to the UDO
3. Administration (Review Processes) (includes the City's various review processes and procedures including review bodies and authorities)
4. Traditional Zoning Districts
5. Mixed-Use Zoning Districts
6. Overlays (includes floodplain, watersheds, historic and airports)
7. Permissible Uses and Standards
8. Supplemental Regulations (includes subdivision standards, signs, landscaping/buffering, parking, design standards, lighting and open spaces)
9. Wireless Telecommunication Facilities
10. Nonconformities
11. Definition of Terms

Work Session | March 30, 2021

Transform Monroe

Welcome!

We'll start at

4:00pm





City of Monroe Unified Development Ordinance

March 30, 2021



AGENDA

- General Status Update
- Non-residential design standards
- Residential (optional) design standards
- Landscape, buffering, fences and walls
Subdivision section
- Open Space section
- Review additional sections and take
possible action
- “Kick-Off” Zoning Map
- Questions and Answers



General Status Update

EXISTING LAYOUT

Chapter 156 – Zoning Code

1. General Provisions
2. Basic Definitions
3. Administrative Mechanisms
4. Permits
5. Appeals
6. Enforcement
7. Nonconforming Situations
8. Zoning Districts and Map
9. Permissible Uses
10. Supplementary Use Regulations
11. Density
12. Open Space
13. Floodways
14. Parking
15. Historic District
16. Screening and Landscaping
17. Amendments

UPDATED UDO OUTLINE

CHAPTER 157 – Unified Development Ordinance

1. Introduction
2. Forward Monroe and Relationship to UDO
3. Administration (Review Processes)
4. Traditional Zoning Districts
5. Mixed Use Zoning Districts
6. Overlays
7. Permissible Uses and Standards
8. Supplemental Regulations
9. Wireless Telecommunication Facilities
10. Nonconformities
11. Definition of Terms

General Status Update

UPDATED UDO OUTLINE

CHAPTER 157 – Unified Development Ordinance

1. Introduction – **In Review**
2. Forward Monroe and Relationship to UDO – **In Review**
3. Administration (Review Processes) – **In Review**
4. Traditional Zoning Districts – **In Review**
5. Mixed Use Zoning Districts – **In Review**
6. Overlays - **Complete**
7. Permissible Uses and Standards – **In Review**
8. Supplemental Regulations – **In Review**
9. Wireless Telecommunication Facilities - **Complete**
10. Nonconformities - **Complete**
11. Definition of Terms – **In Review**

Black = Complete

In Review = Legal Review or Post Legal Revisions



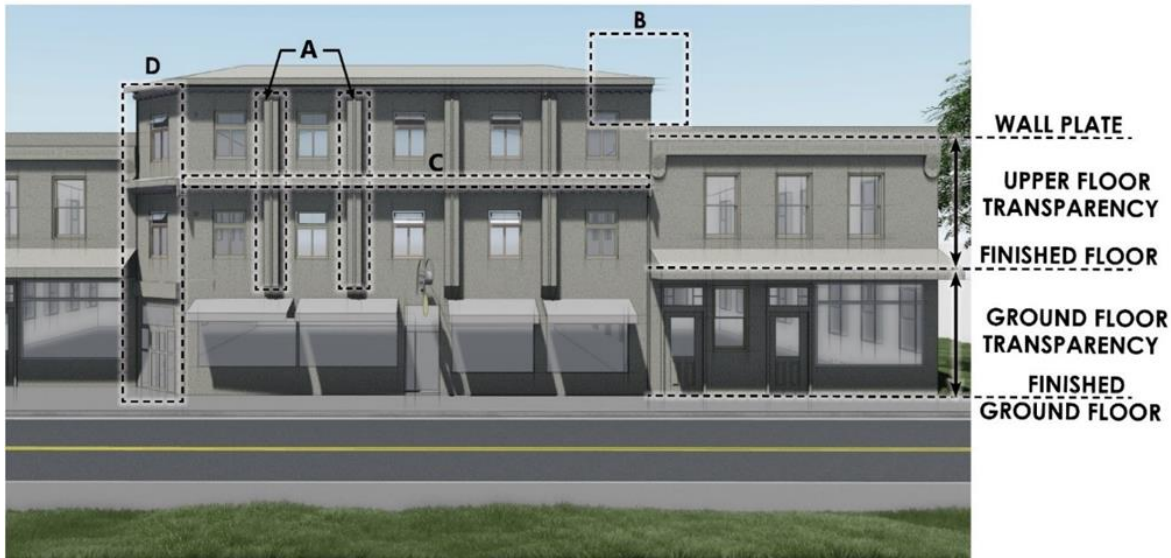


Design Standards

Section 8.7

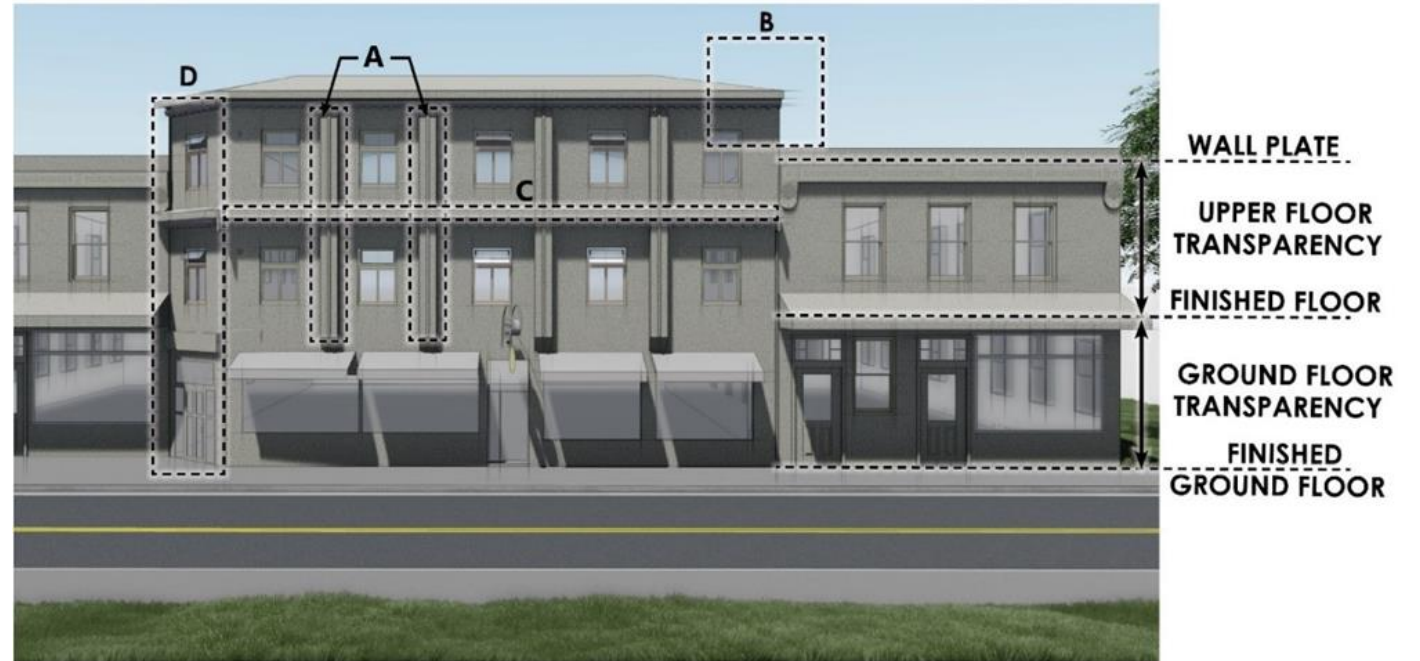
Non-Residential Design Standards

- Applies to Non-Residential Buildings (Commercial, Office and Industrial):
 - Color
 - Design
 - Building Materials
- Includes Required and Prohibited Materials
- Requires Four (4) Design Elements (Items) (change in plane, architectural details, building features, active use areas, projections, etc.)



Façade Design Requirements

- Vertical Mass
- Roof Lines
- Horizontal Mass
- Wall Offsets





- Transparency
 - Ground Floor (35%)
 - Upper Floor (30%)



- Blank Walls
 - Requires material change
 - Maximum blank wall area
 - Windows/awnings/features

Outparcel Buildings (“liner buildings”)

- Consistent Building Themes
- Encourages cluster of outparcel/liner buildings
- Requires pedestrian connectivity





24" HT. MIN.

50% MINIMUM

Industrial Design Standards

- Facades
- Blank Wall Length
- Lighting
- Equipment/Loading Areas
- Parking
- Foundation Planting



Residential Design Standards

Section 8.7.2

&

Section 8.7.3

Multifamily Design Standards (8.7.3)

- Vertical Mass
- Roof Lines
- Horizontal Mass
- Wall Offsets



Single Family Design Standards (8.7.2)

Consent Statement

- “The development depicted herein is subject to the City of Monroe Single family and Duplex Design Guidelines. I voluntarily consent to the application of these guidelines for all development herein, the acceptance of which shall run with the land regardless of changes in ownership. I recognize that failure to comply with the applicable guidelines following approval is a violation of the City of Monroe Unified Development Ordinance.”

Voluntary Consent. In compliance with 160D-7-2(b), regulations relating to building design elements may not be applied to any structures subject to regulation under the North Carolina Residential code for One and Two-Family dwellings unless voluntarily consented to by the owners of all the property

These design guidelines intend to:

1. Ensure that single family and duplex homes feature high quality design;
2. Maintain consistent materials and architectural elements; and
3. Provide variability in home design to avoid repeated and monotonous developments where dwellings appear identical or very similar.

Elements Addressed:

- Façade
- Material Changes
- Prohibited Materials
- Architectural Variability (no more than 3 in a row....)
- Setbacks
- Street Facing Garages



Landscaping

**(including buffering, fences,
walls)**

Section 8.3

Landscape Standards (Section 8.3)

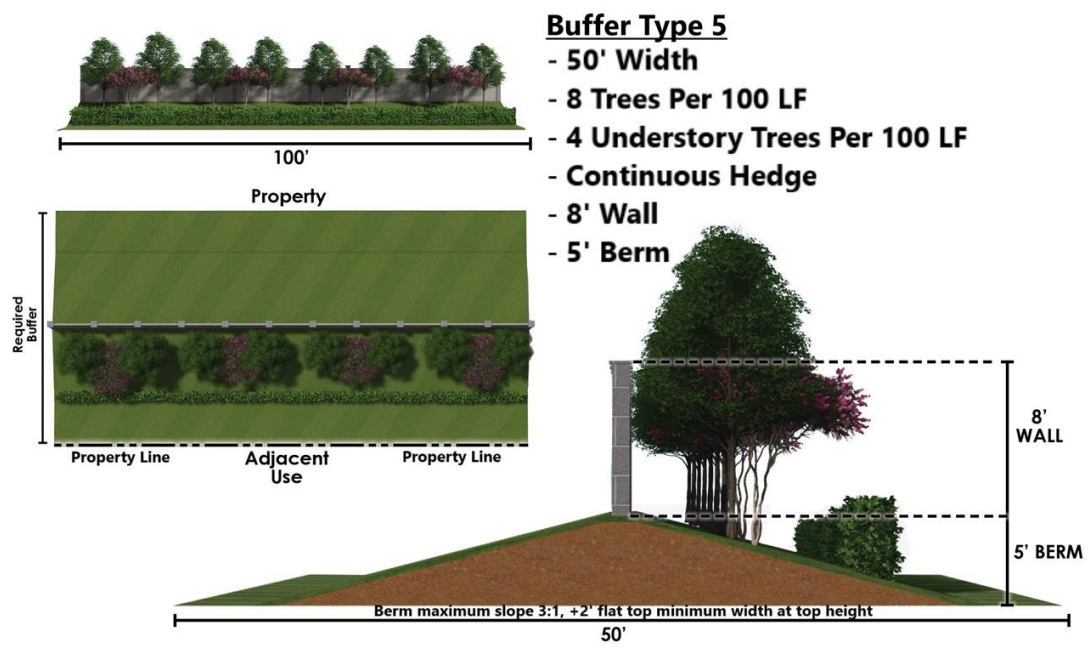
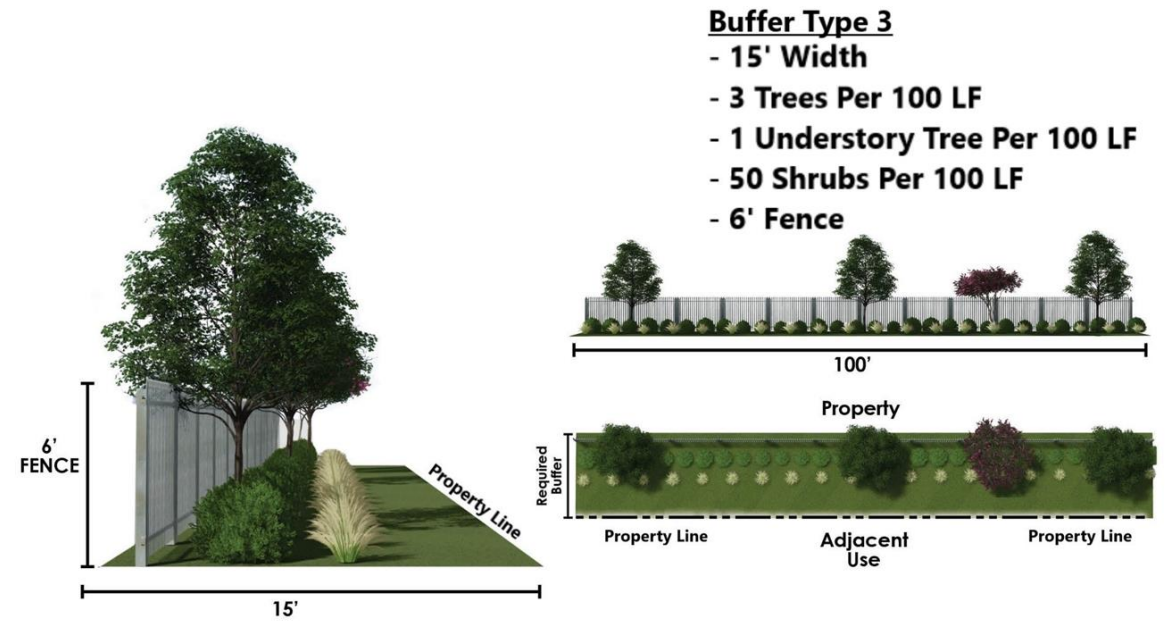
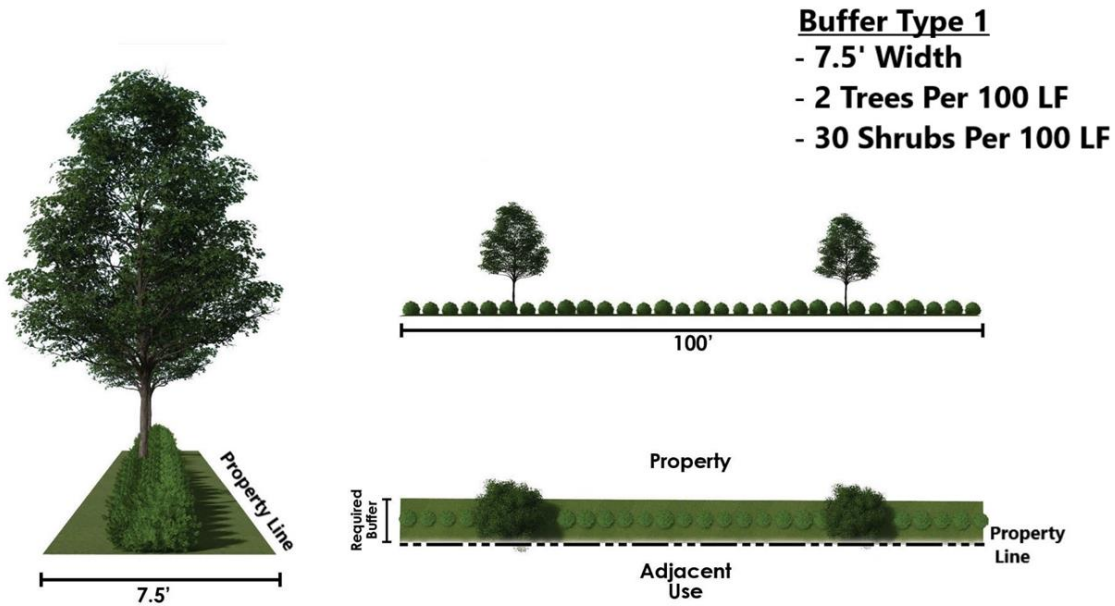
- Existing Structures
 - No Floor Area increase
 - Increases of 20% or more impervious areas
- New Structures
- Improvements, Expansion and Additions
 - 50% Floor Area increase
- Landscape Plans (required)
- Standards
 - Plant Types/Materials
- Buffers
- Perimeter Buffer Standards

Perimeter Buffer Types

PERIMETER BUFFER TYPES TABLE			
PERIMETER BUFFER TYPE	OPTION 1	OPTION 2	OPTION 3
1	7.5' Width 2 Trees 30 Shrubs Per 100 LF	7.5' Width 3 Trees 20 Shrubs Per 100 LF	7.5 Width 4 Trees 10 Shrubs Per 100 LF
2	10' Width 3 Trees 40 Shrubs Per 100 LF 6' Fence	10' Width 4 Trees 30 Shrubs Per 100 LF 6' Fence	10' Width 5 Trees 15 Shrubs Per 100 LF 6' Fence
3	15' Width 3 Trees Per 100 LF 1 Understory Trees Per 100 LF 50 Shrubs Per 100 LF 6' Fence	15' Width 4 Trees Per 100 LF 2 Understory Trees Per 100 LF 30 Shrubs Per 100 LF 6' Fence	15' Width 4 Trees Per 100 LF 3 Understory Trees Per 100 LF 20 Shrubs Per 100 LF 6' Fence
4	25' Width 4 Trees Per 100 LF 2 Understory Trees Per 100 LF 60 Shrubs Per 100 LF 6' Wall	25' Width 5 Trees Per 100 LF 3 Understory Trees Per 100 LF 40 Shrubs Per 100 LF 6' Wall	25' Width 5 Trees Per 100 LF 4 Understory Trees Per 100 LF 25 Shrubs Per 100 LF 6' Wall
5	50' Width, 8 Trees Per 100 LF, 4 Understory Trees Per 100 LF, Continuous Hedge, 8' Wall, 5' High Berm		

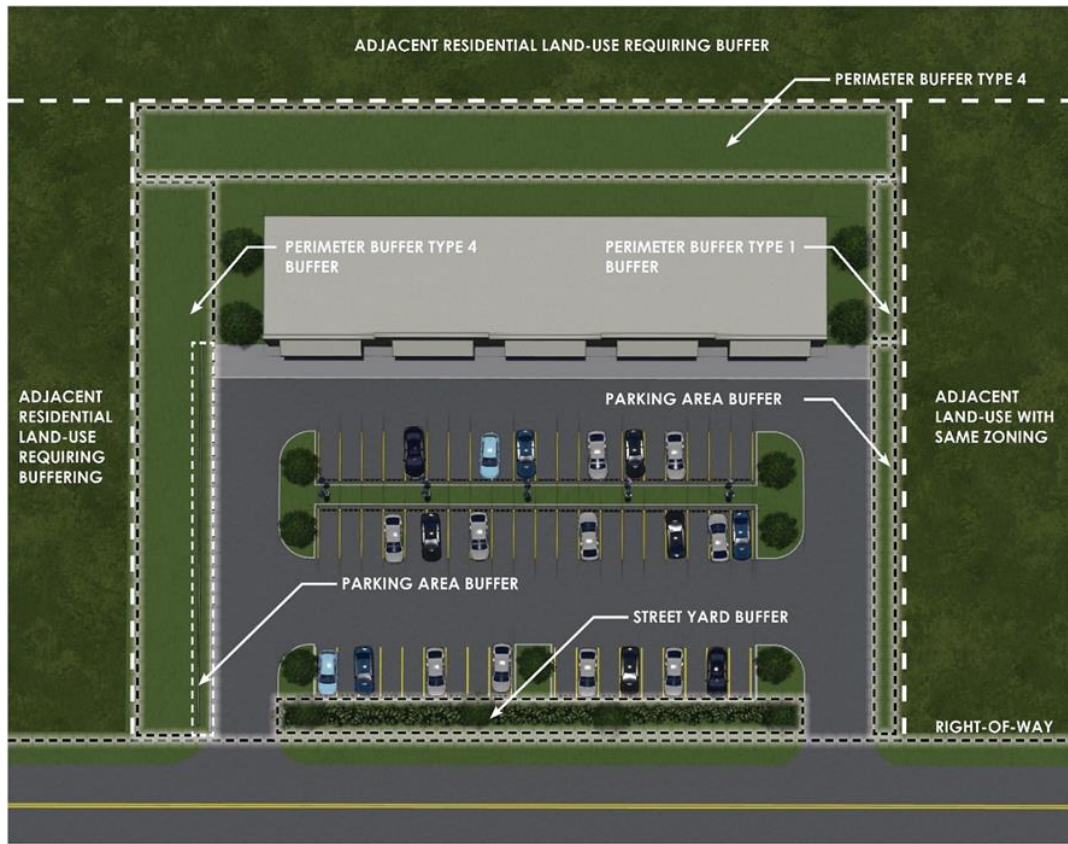
Additional Standards:

1. Required plant material may not be clustered to achieve requirements. A maximum allowable 10' gap may be permitted.
2. Minimum shrubs may be double staggered.
3. Required trees may be on both sides of a fence/wall as long as a minimum one half of required trees are in front.
4. If perimeter buffer types are more intense than a required parking area buffer, the perimeter buffer will take precedent.



Buffer Types apply to Districts

- GB (General Business) adjacent to OM (Office/Medical) requires Type 3 Buffer



Use (Zoning District) and Parking Area Buffers (examples)

Other Provisions

- Tree Preservation (Section 8.3.8)
- Service Area Screening (including Outdoor Display) (Section 8.3.9)
- Fence, Walls and Berms (Section 8.3.10)
 - *Including limitations on Barbed Wire*

- Approved Plant List (Section 8.3.12 and Table 8.3.3)

Table 8.3.3. Approved Plant List

Large (Canopy) Maturing Trees - DECIDUOUS Trees - Height of 50 feet or more			
Common Name	Botanical Name	Height (ft)	Width (ft)
Baldcypress	Taxodium distichum	70	25
Beech, American	Fagus grandifolia	70	50
Birch, River	Betula nigra	50	35
Dawn Redwood	Metasequoia glyptostroboides	70	30
Elm, Lacebark	Ulmus parvifolia	50	40

Cluster Subdivision Standards

- Requires compliance with single family design guidelines.
- Allows for an increase in density from 3 to 4 dwelling units per acre and decrease in lot size from 12,000 square feet to 5,000 square feet.
- Requires at least 30% open space
- Must provide interconnected neighborhoods and connect to adjacent neighborhoods.
- Shall contain at least three different housing types.

Subdivision - Conventional

Total Size: 9.35 acres

Total Lots: 8

Typical Lot Size: 1 acre (excluding the road)

Open Space: 0 %



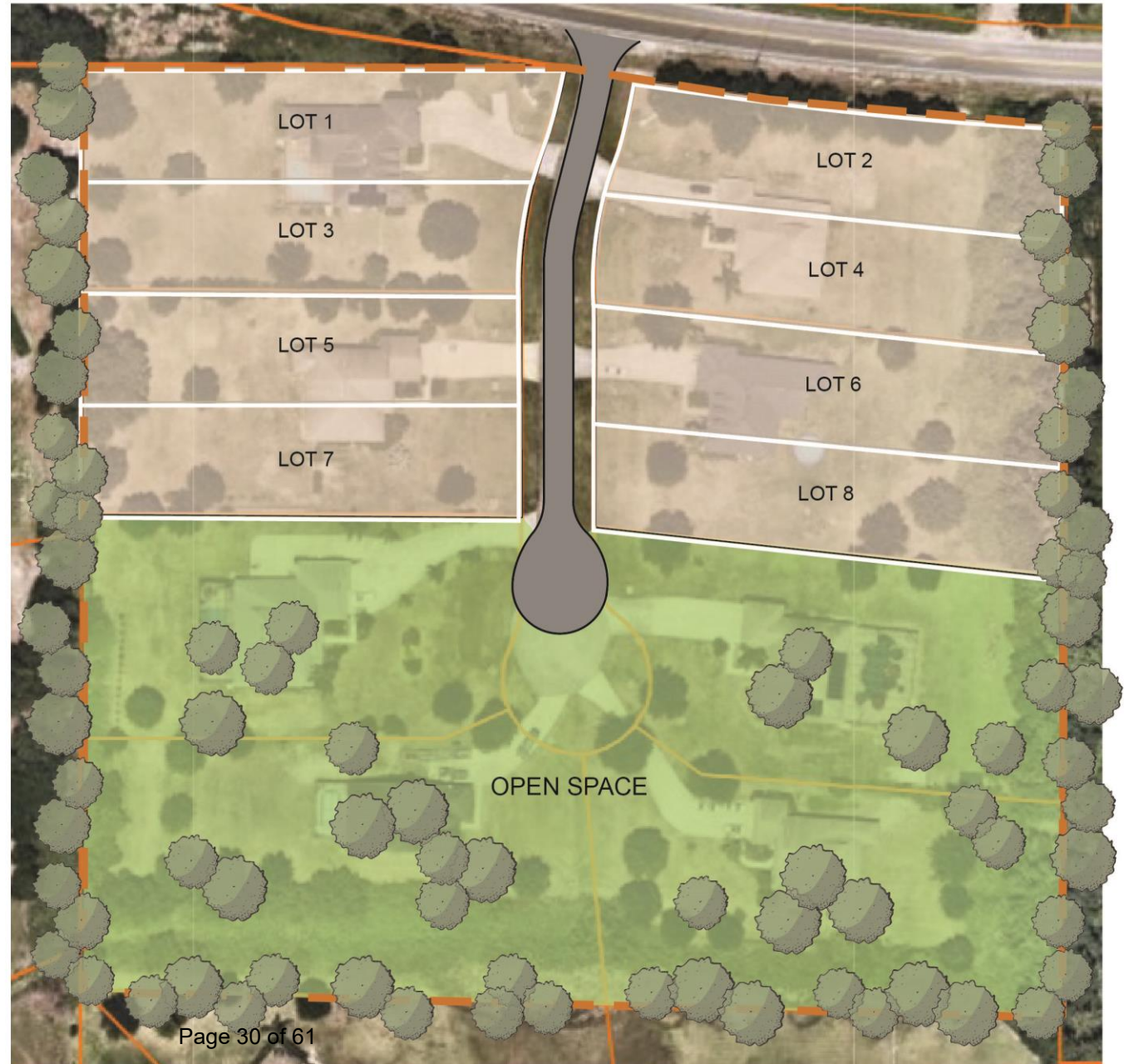
Subdivisions – Cluster (No Density Incentive)

Total Size: 9.35 acres

Total Lots: 8

Typical Lot Size: 20-22,000 sq.ft.

Open Space: 50 %



Subdivisions – Cluster (With Density Incentive)

Total Size: 9.35 acres

Total Lots: 10

Typical Lot Size: 24-26,000 sq.ft.

Open Space: 33 %



Subdivisions – Cluster (With Density Incentive)

Total Size: 422 acres *(1,025 acres total)*

Total Lots: 732 *(2,051 du's total)*

Density: 1.72 du/ac gross

Typical Lot Size: varies

4 housing types

- 10,000+ sf – 30 lots
- 6,000-10,000 sf lots - 455 lots
- less than 6,000 sf lots – 147 lots
- attached/2-family(1-story) – 100 lots

Open Space: 42% *(36% overall)*

207.4 Acres total

31.4 acres parks

176 acres (habitats, common areas, buffers)



Subdivisions – Cluster (With Density Incentive - constructed)

Total Size: 422 acres (*1,025 acres total*)

Total Lots: 732 (*2,051 du's total*)

Density: 1.72 du/ac gross

Typical Lot Size: varies

4 housing types

- 10,000+ sf – 30 lots
- 6,000-10,000 sf lots, - 455 lots
- less than 6,000 sf lots – 147 lots
- attached/2-family(1-story) – 100 lots

Open Space: 42% (*36% overall*)

207.4 Acres total

31.4 acres parks

176 acres habitats, common areas, buffers)



Transform Monroe

Break!

We'll restart at

5:00pm





Open Space

Section 8.8.3



Open Space Standards

- Open Space Sizes (acreage)
- Open Space Types (parks, etc.)
- Percentages Required
 - Residential
 - Non-Residential
 - Mixed Use
 - Planned Development
- Design Standards
- Ownership

Open Space Types

- Pocket Parks



- Green



- Square



- Neighborhood Park



- Amenity Center



- Plaza



- Linear Park



Open Space Size	Acreage (Range)
Small	500 SF – 1.0 Acres
Medium	1.0 – 2.5 Acres
Large	2.5 Acres Or More

Small/Medium Open Spaces

- Pocket Parks



- Amenity Center



- Green



- Plaza



- Square



Open Space Size	Acreage (Range)
Small	500 SF – 1.0 Acres
Medium	1.0 – 2.5 Acres
Large	2.5 Acres Or More

Medium/Large Open Spaces

- Linear Park



- Amenity Center



- Neighborhood Park



- Plaza



- Green



Percentage Requirements

- Residential (10%)
 - Less than 50 acres:
 - 1 small and 1 medium*
 - Greater than 50 acres:
 - 1 small/medium and 1 large*
- Commercial (5%)
 - Less than 25 acres:
 - 1 small*
 - 25-50 acres:
 - 1 small and 1 medium*
 - Greater than 50 acres
 - 2 small and 1 medium*
- Mixed Use (15%)
 - Less than 25 acres:
 - 2 small*
 - 25-50 acres:
 - 2 small and 1 medium*
 - Greater than 50 acres
 - 3 small and 2 medium*
- Planned Development (35%)
 - 10-25 acres:
 - 2 small and 1 medium*
 - 25-50 acres:
 - 2 small and 2 medium*
 - Greater than 50 acres:
 - 1 small, 3 medium and 1 large

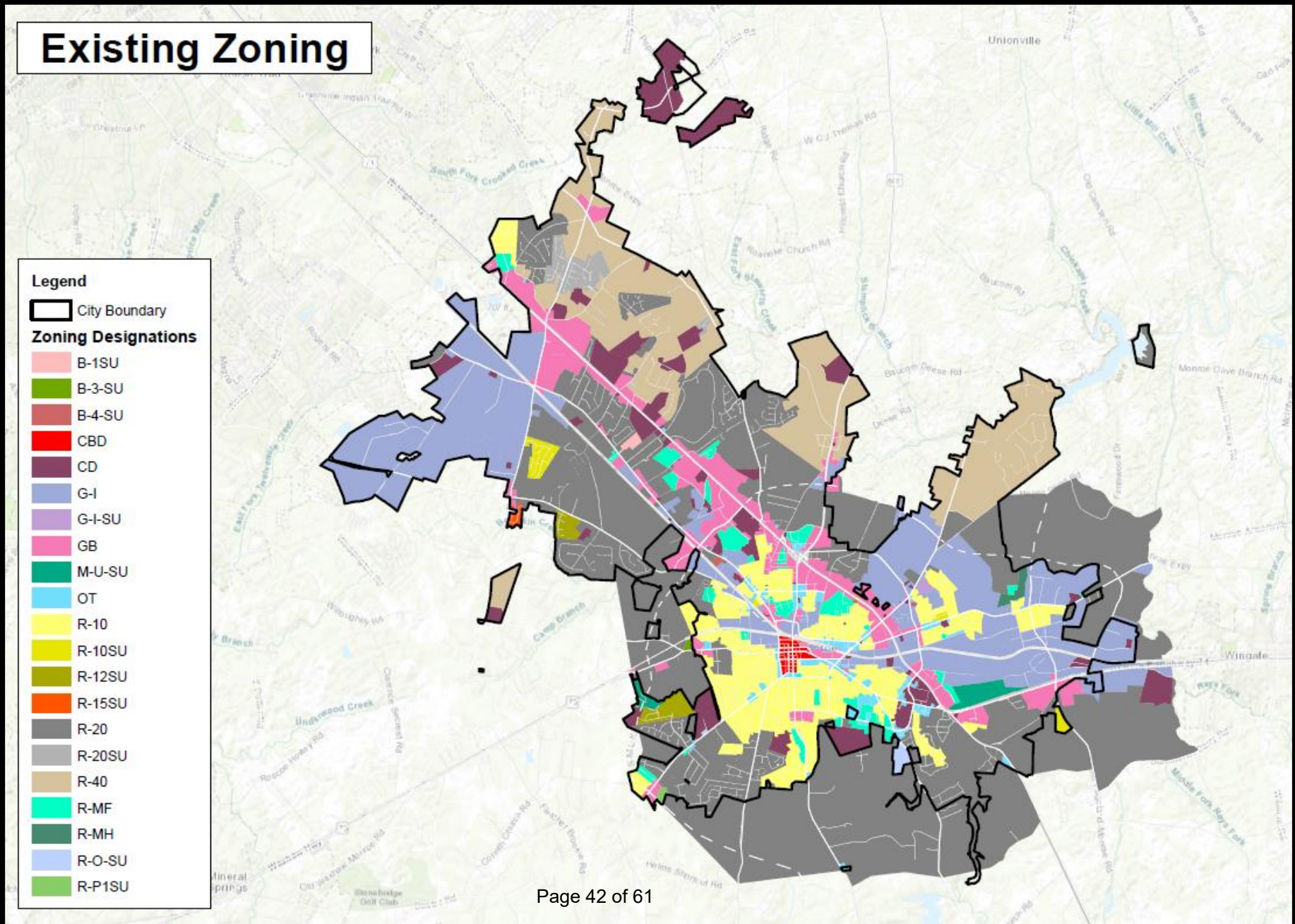
*minimum number required; can require more and/or recombination of park types



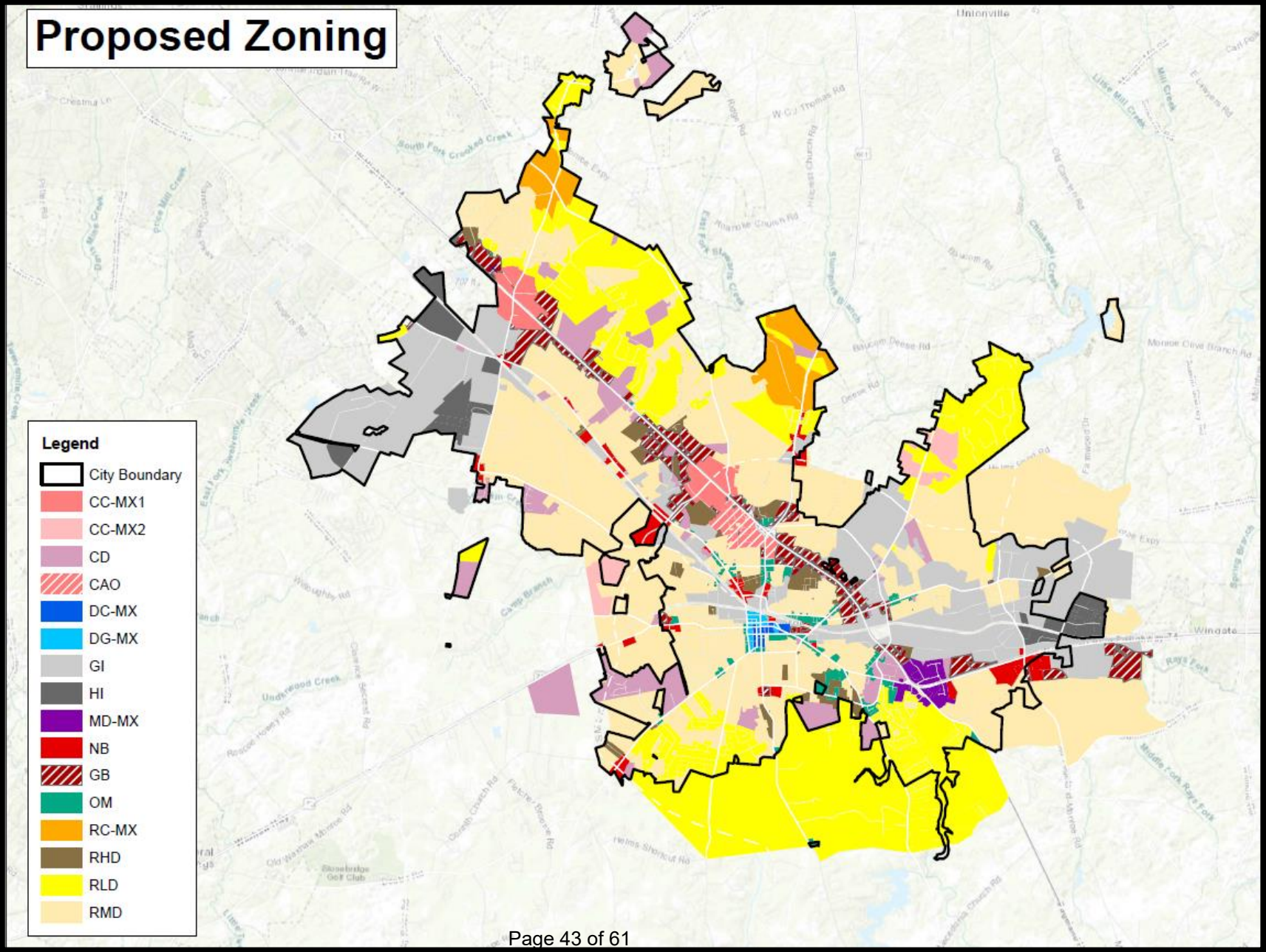


Zoning Map

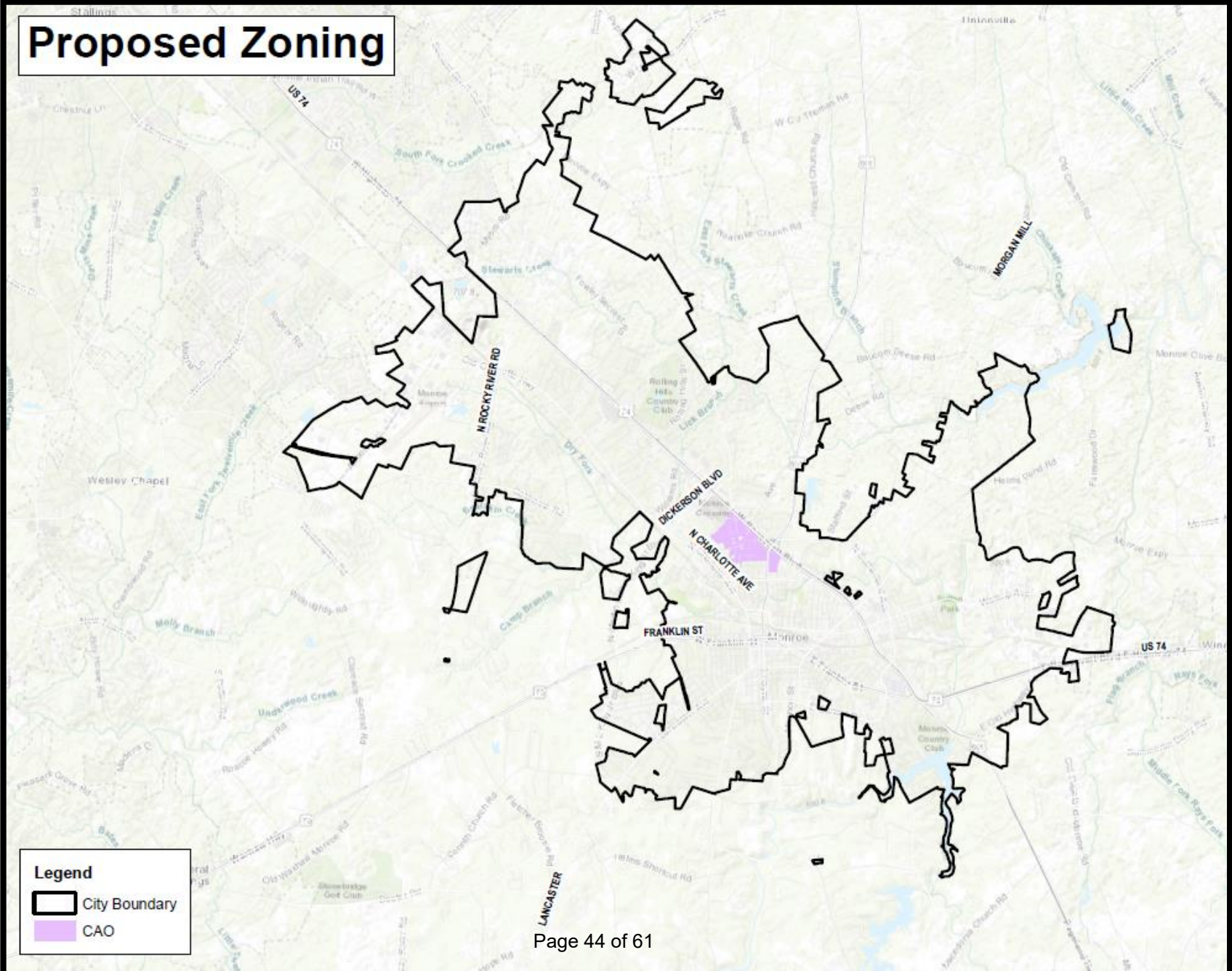
Existing Zoning



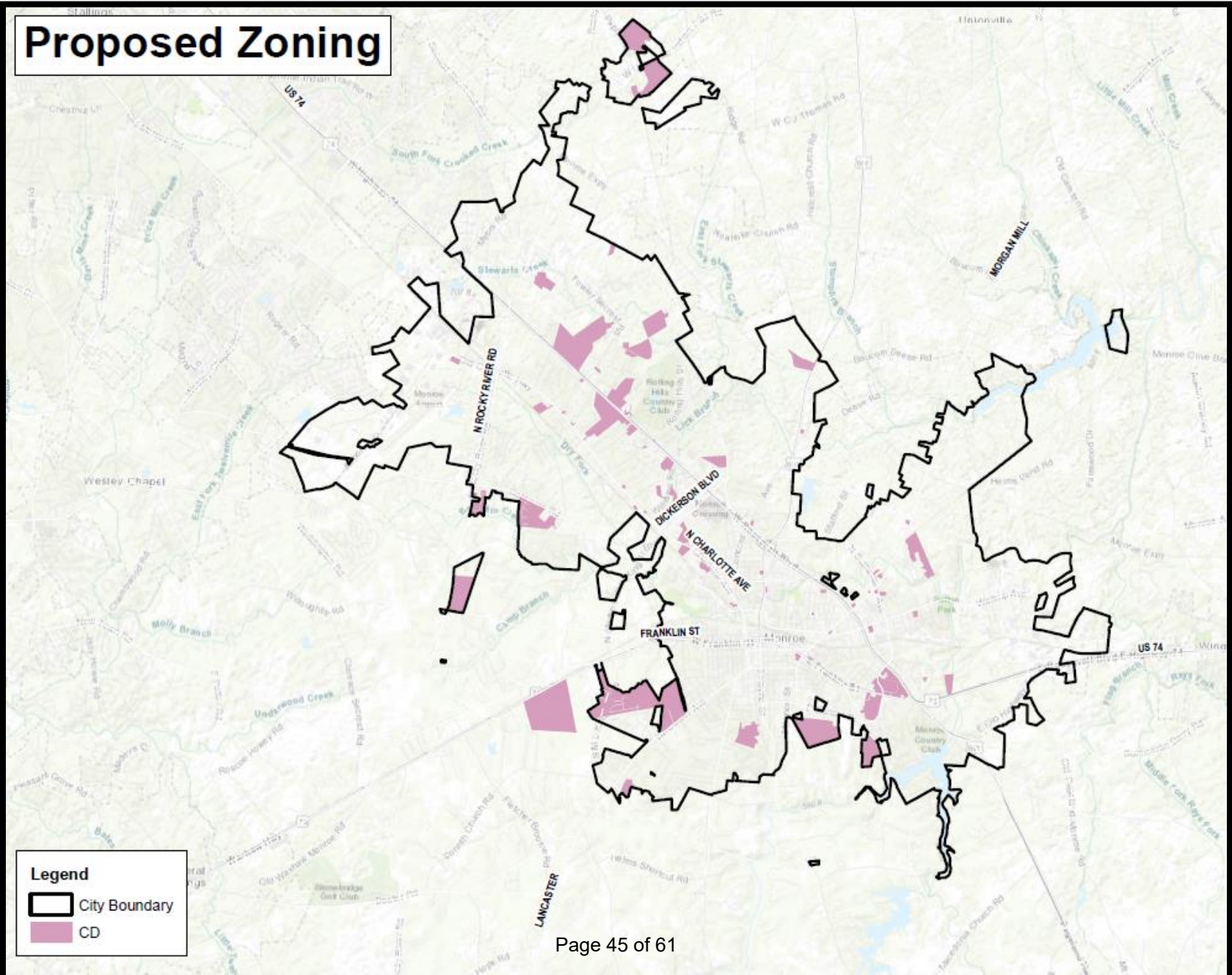
Proposed Zoning

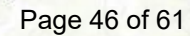


CAO - Concord Avenue Overlay

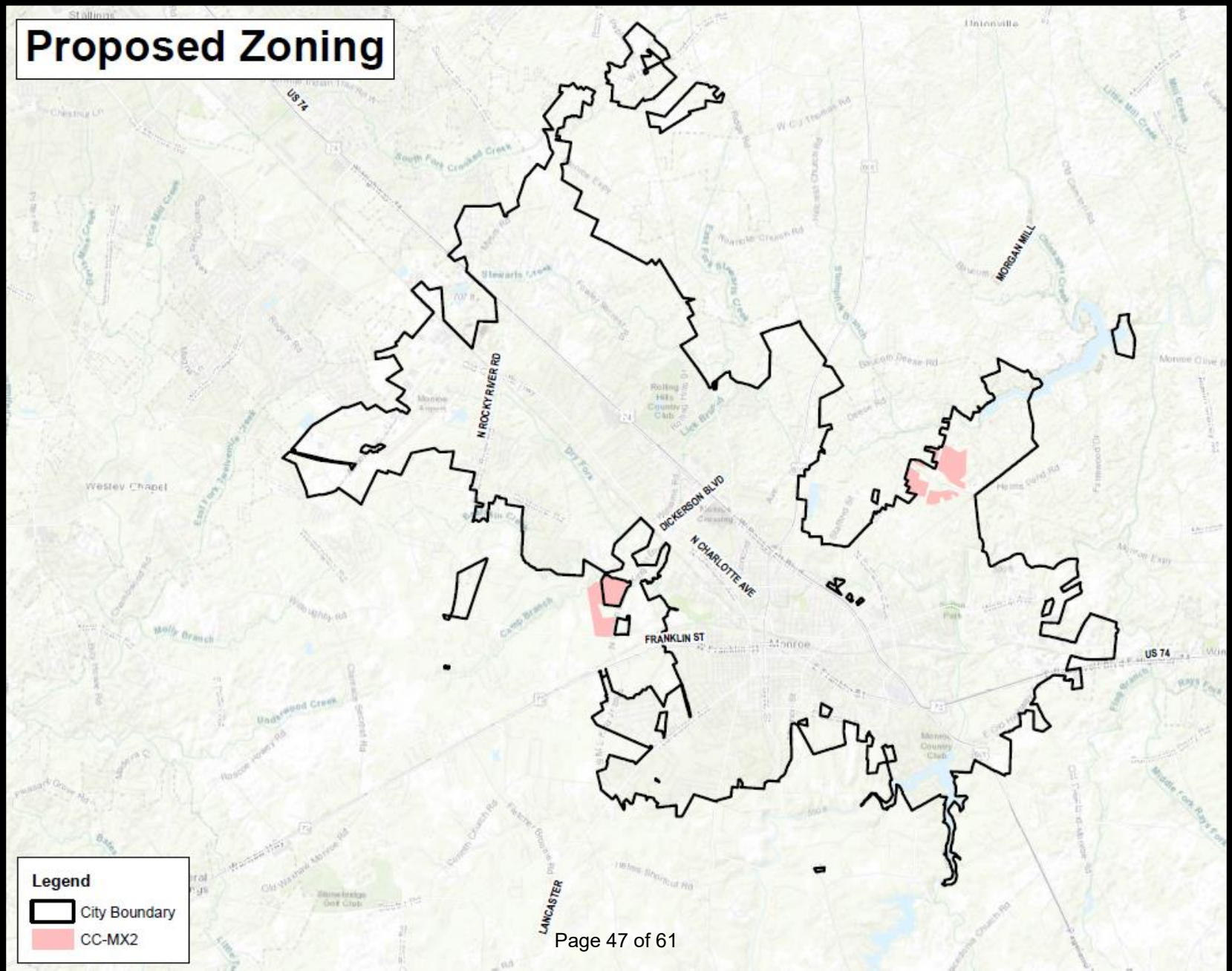


CD – Conditional District

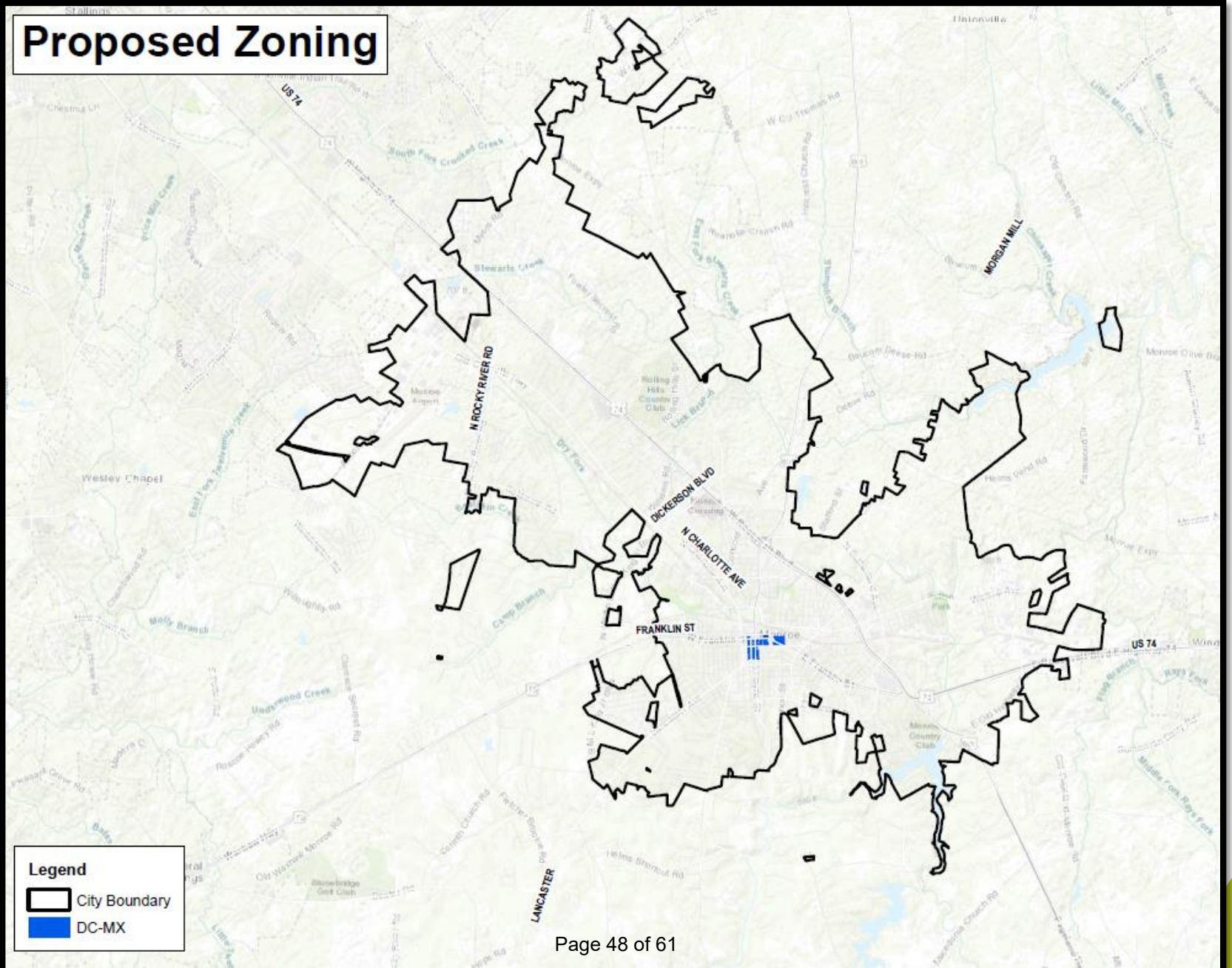




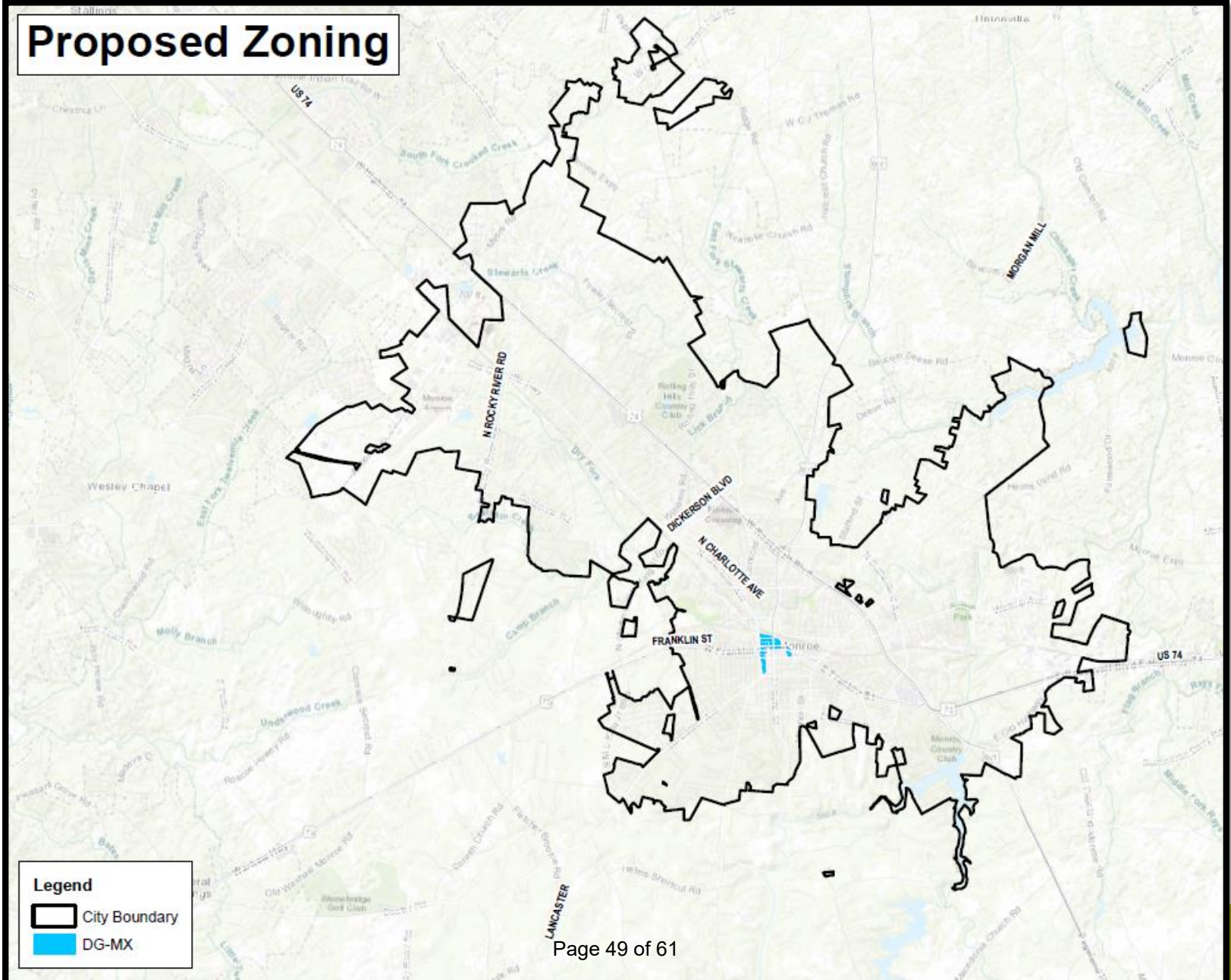
CC-MX2 – Community Corridor Mixed-Use



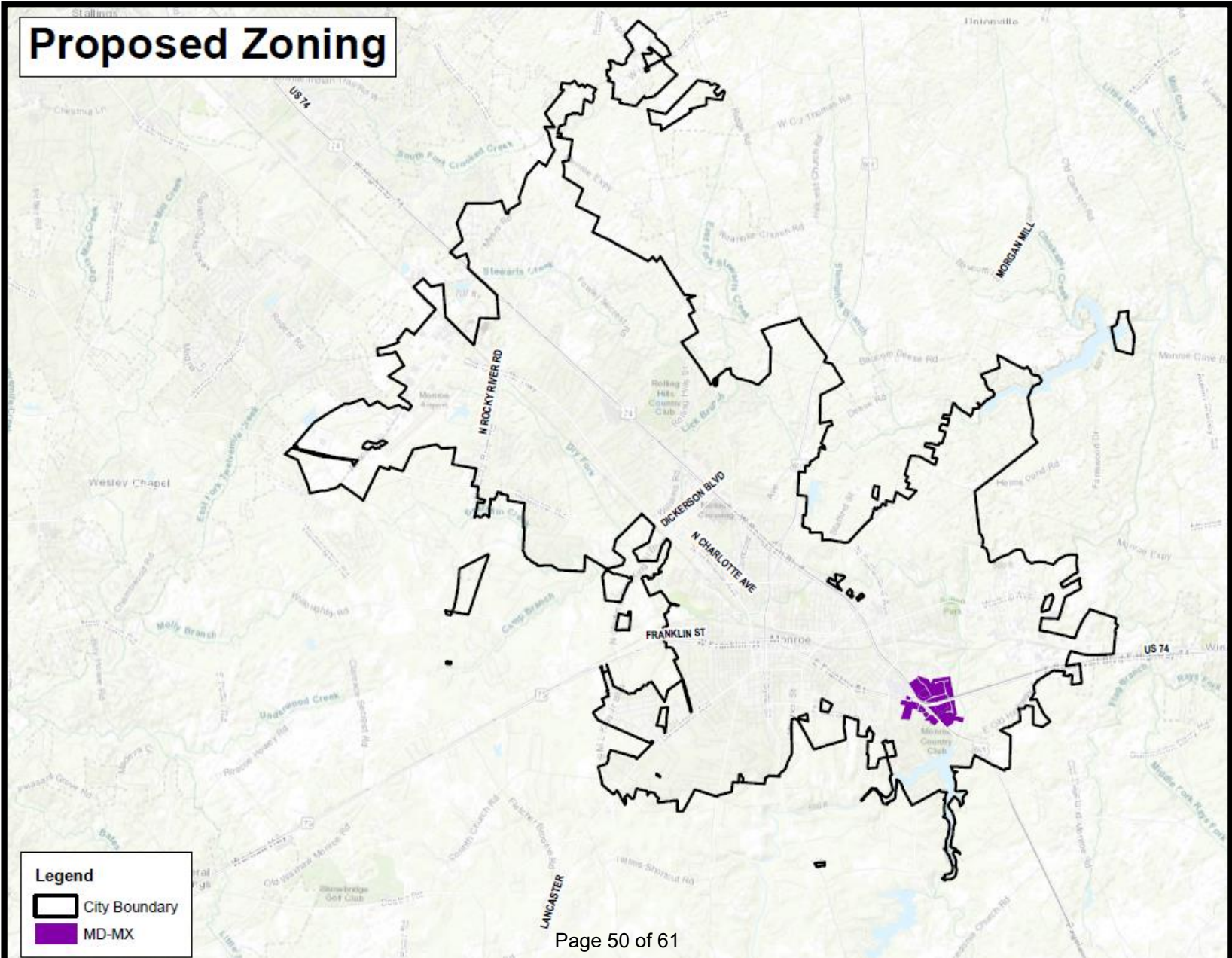
DC-MX - Downtown Center Mixed-Use



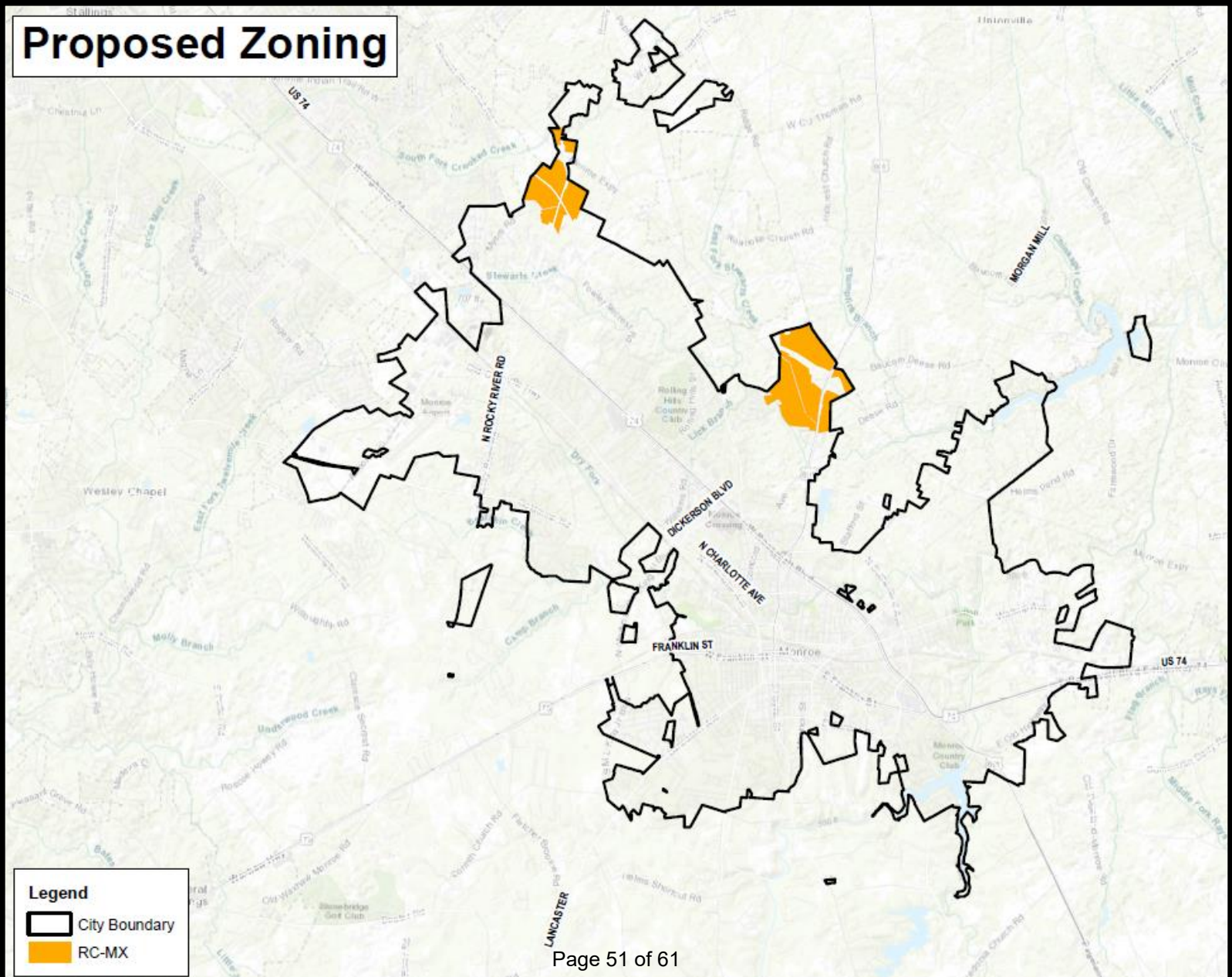
DG-MX – Downtown Gateway Mixed-Use



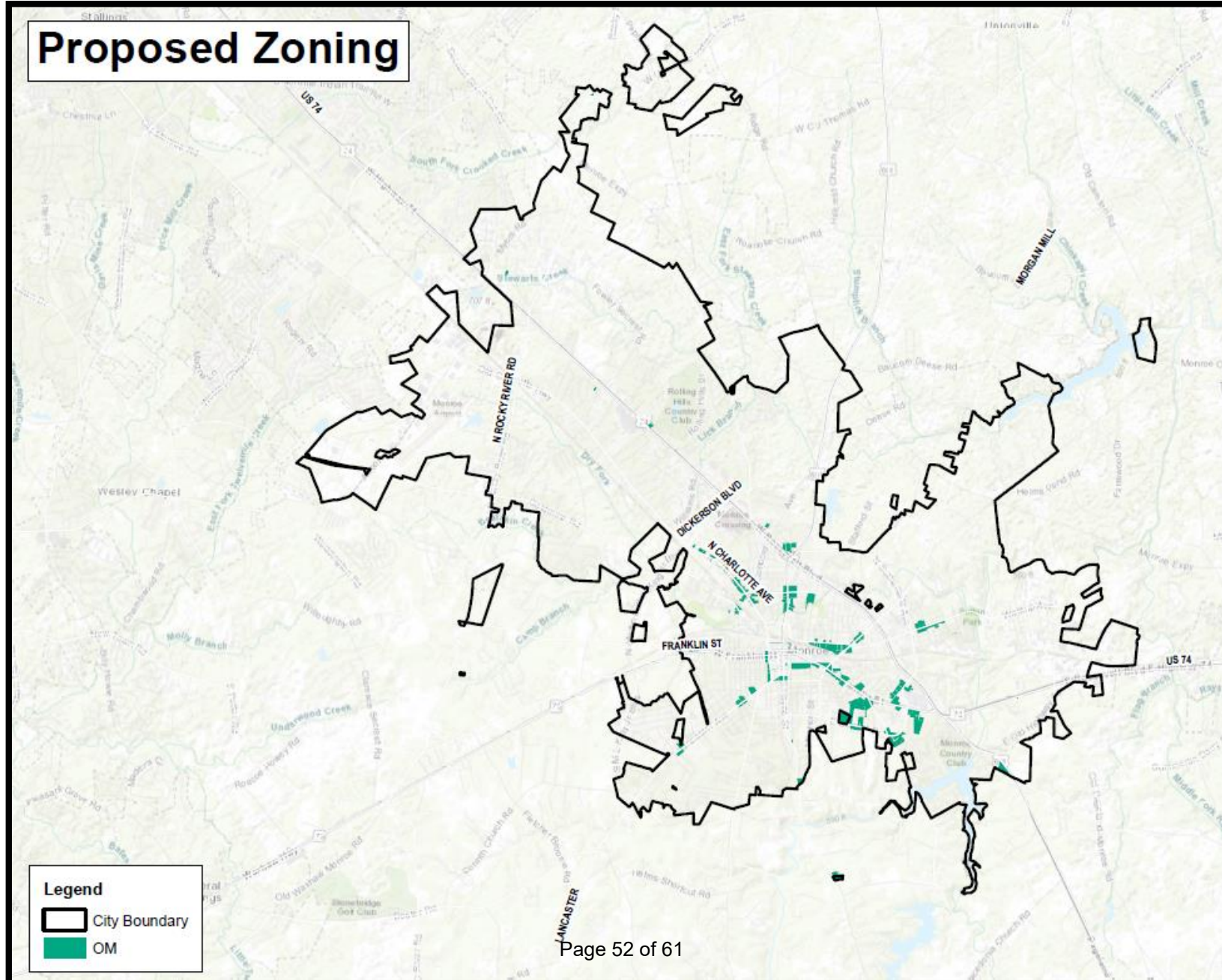
MD-MX – Medical Mixed-Use



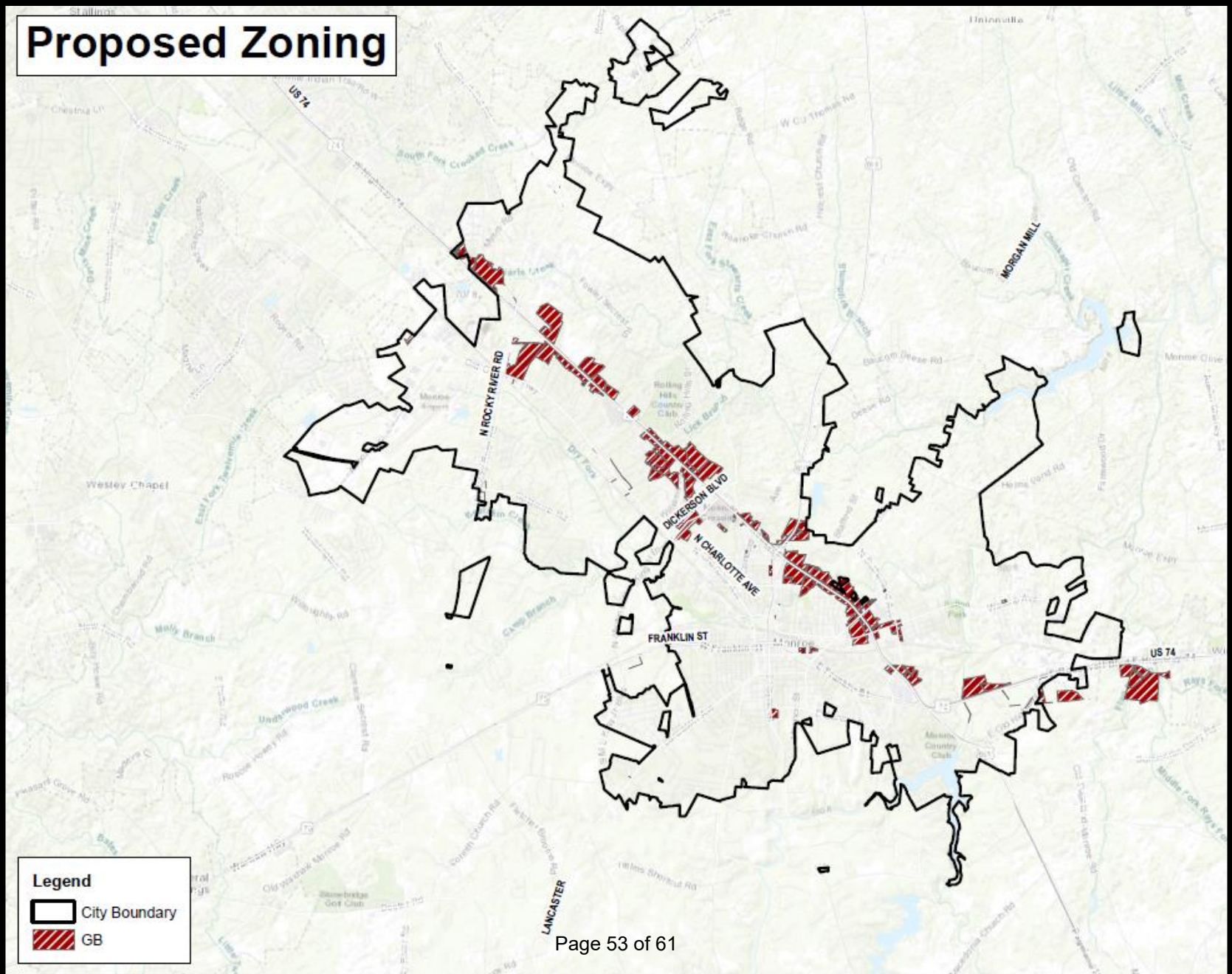
RC-MX – Regional Mixed-Use



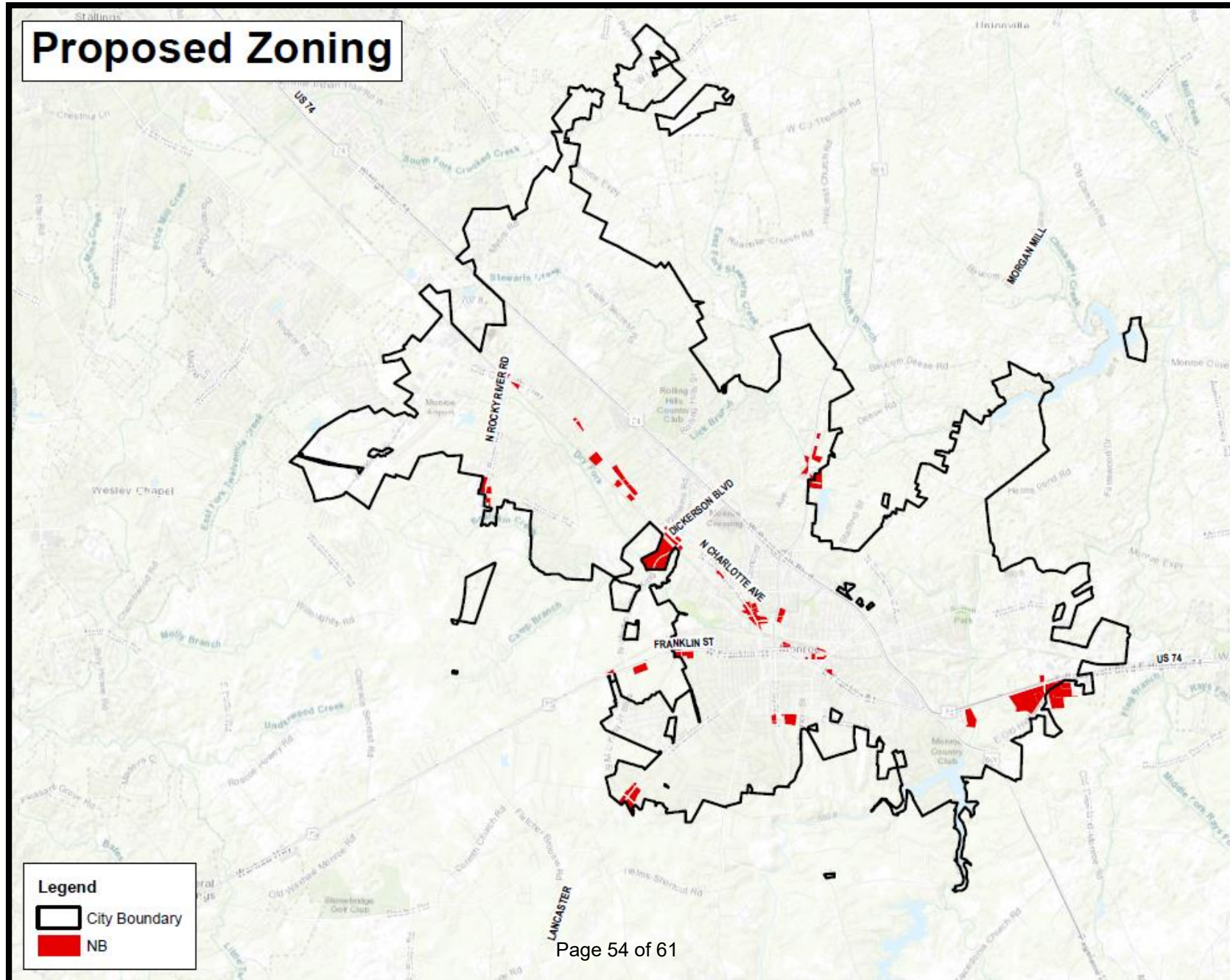
OM – Office/Medical



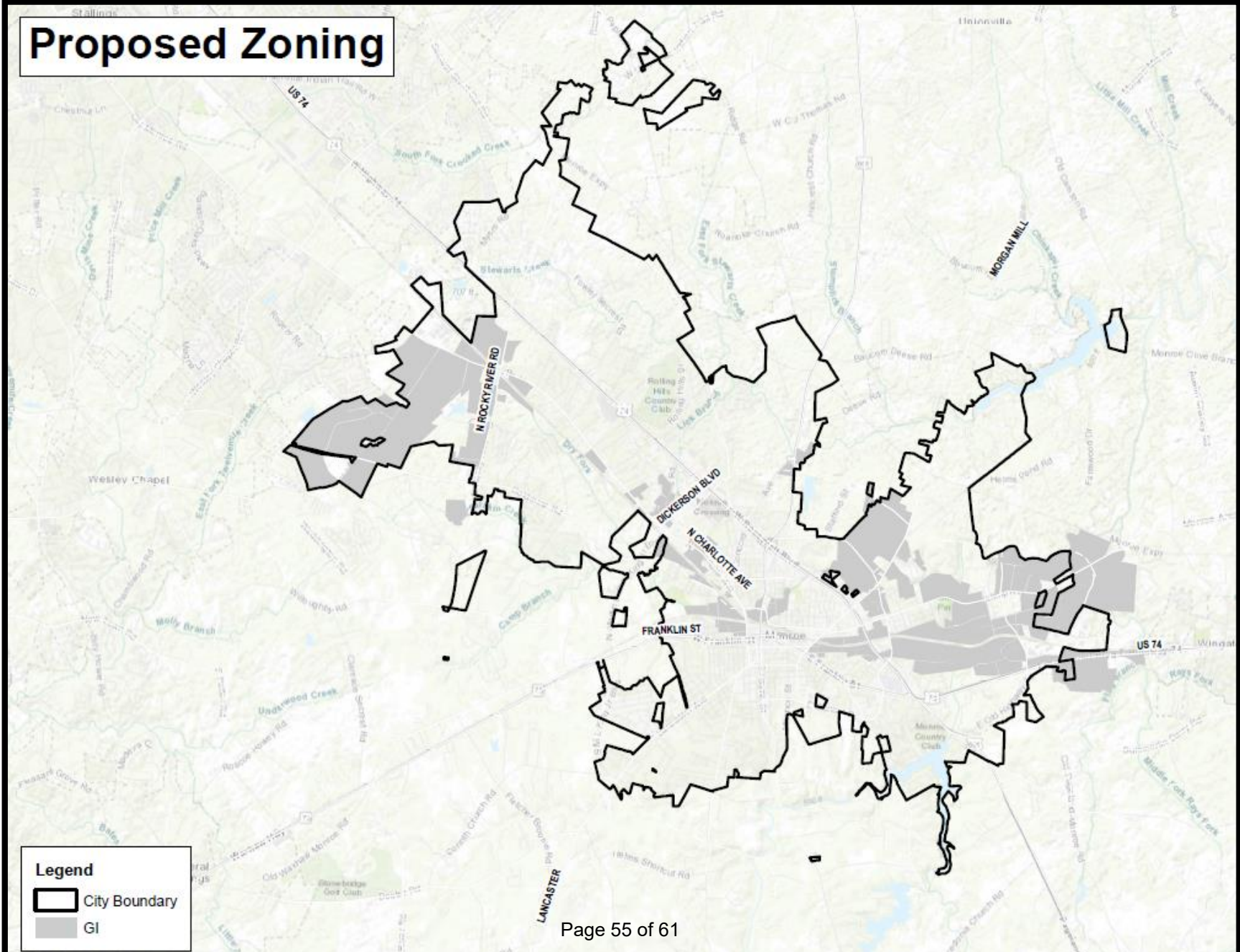
GB - General Business



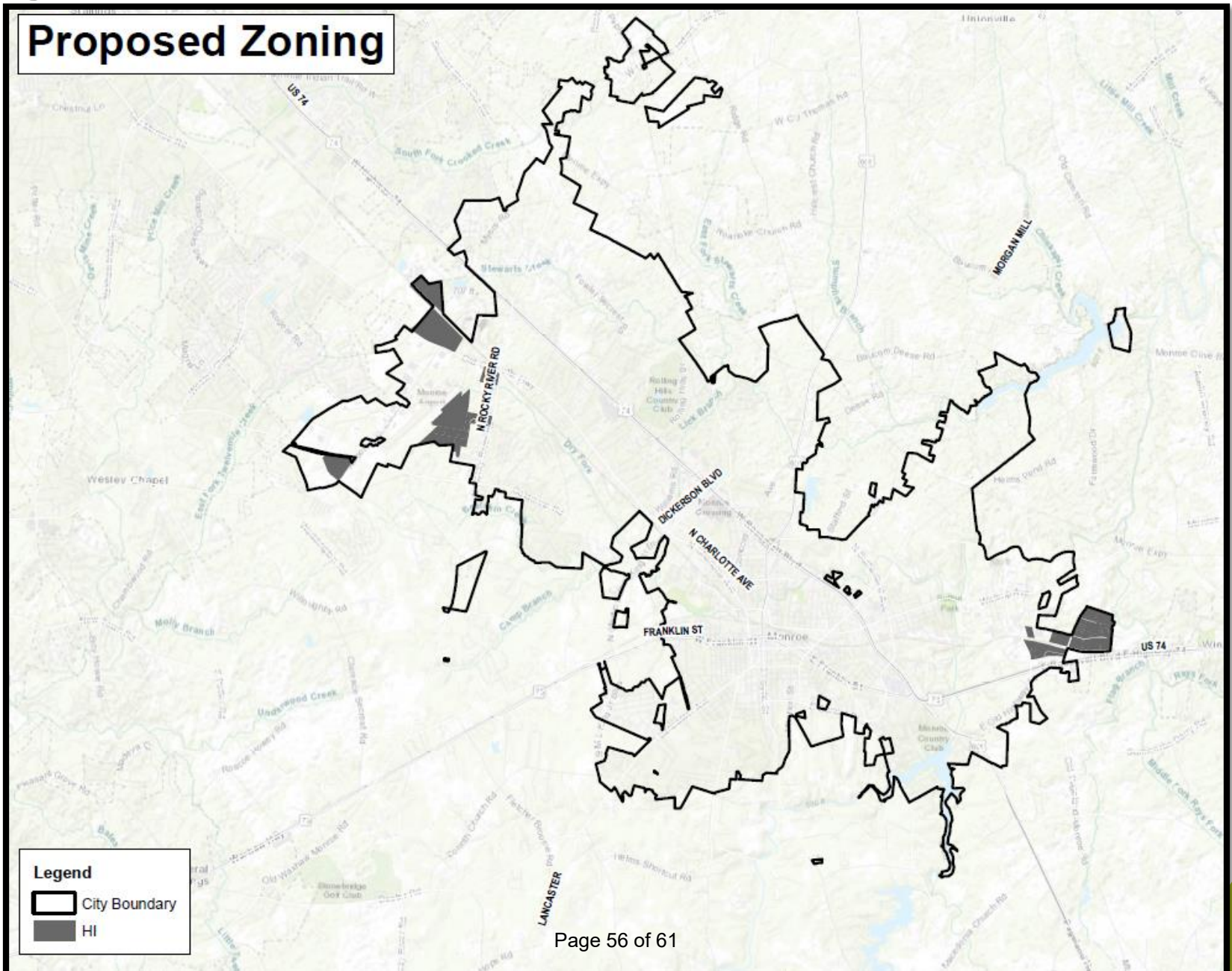
NB – Neighborhood Business



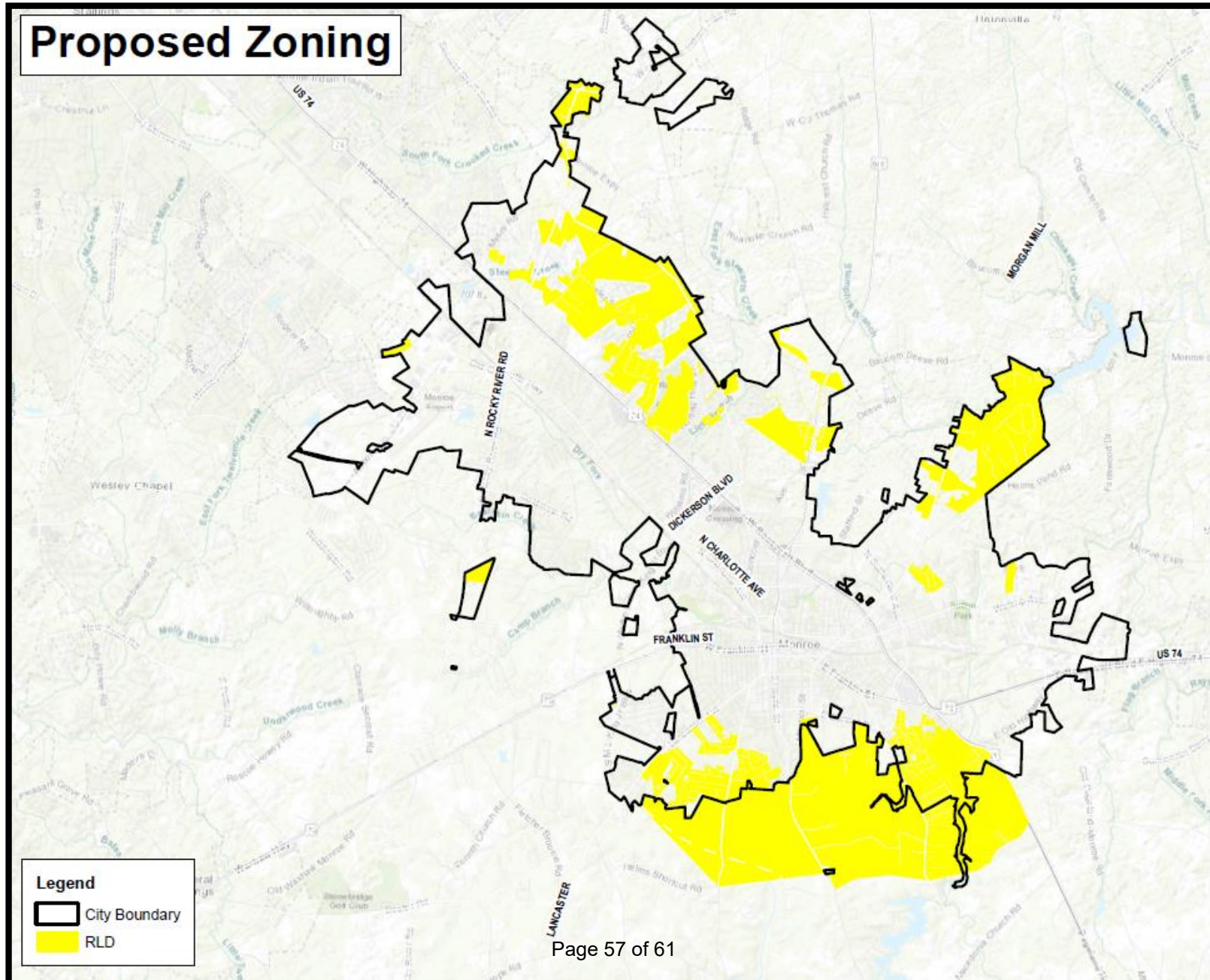
GI – General Industrial



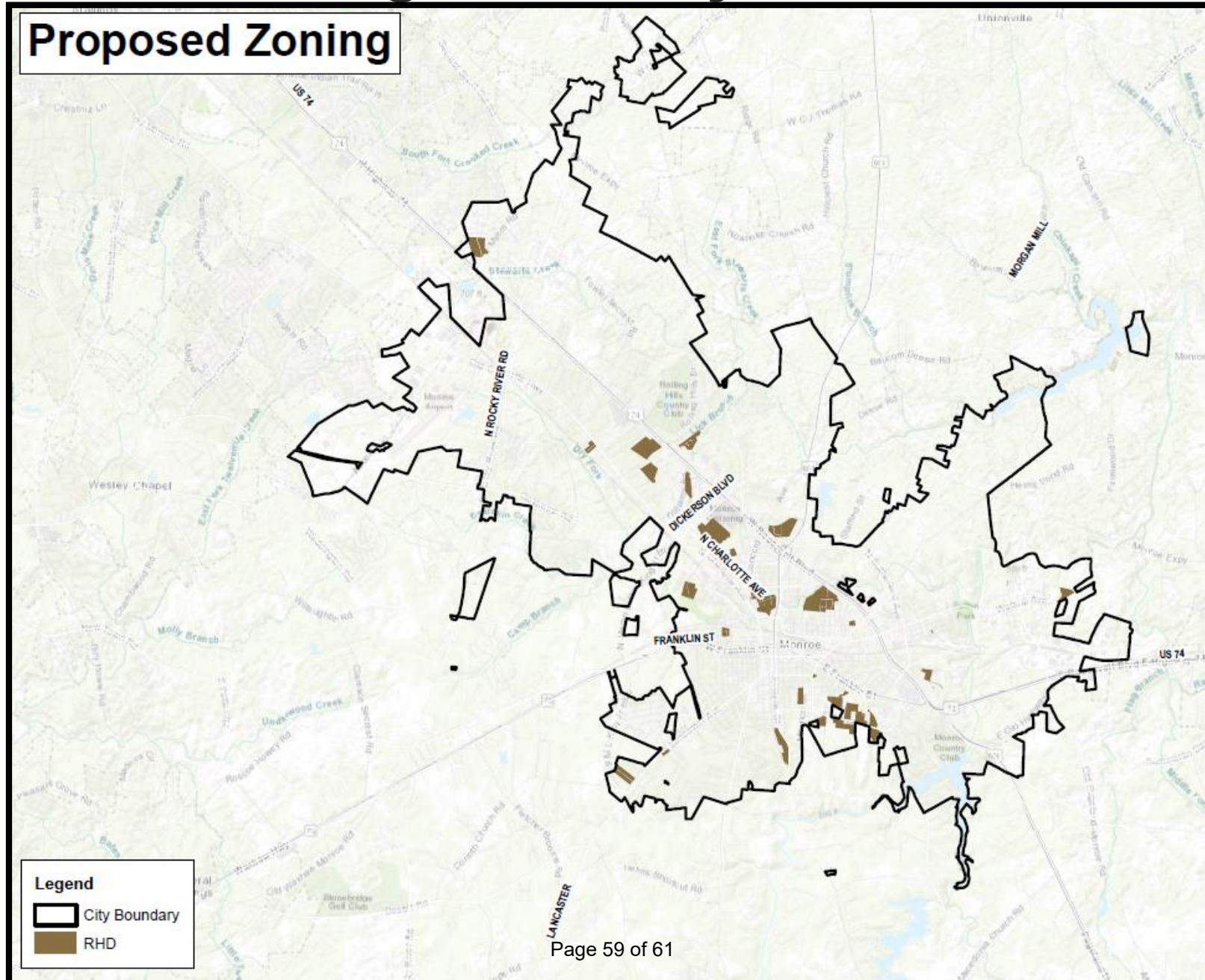
HI – Heavy Industrial

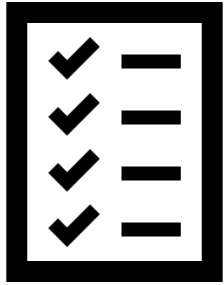
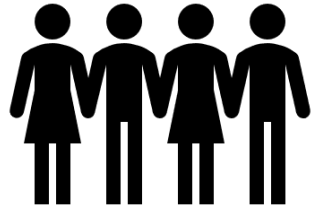


RLD – Residential Low Density



RHD – Residential High Density





Public Review

- Zoning Map
- UDO Sections



*Review additional sections
and take possible action
&
Questions, Comments?*