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**Staff Analysis**

Rezoning Petition 2010-564

Date 03/09/11 Revision 1 [ ] Revision 2 [ ]

Public Hearing 03/14/11



232 Matthews Station Street  
Matthews NC 28105

**REQUEST** This petition seeks to rezone three existing Conditional and O-9 (CD) parcels to R/I (CD) to consolidate the Presbyterian Hospital Matthews campus under a single zoning category appropriate within today's zoning ordinance and to accommodate future parking and hospital expansions.

**LOCATION** 1500 Matthews Township Parkway

**PROPERTY OWNER** Norvant Health Inc.

**PETITIONER** Norvant Health Inc.

**AGENT/  
REPRESENTATIVE** Walter Fields

**PLANNING STAFF REVIEW**

**Elements of the Request**

Parking lot expansion; expansion of the existing hospital facility; future expansion of the existing radiation/oncology office building; two future freestanding office buildings; a possible future parking deck; and a master sign plan.

**Does Request Support Adopted Plans and Policies?**  Yes  No  
*(If no, see unresolved and outstanding issues)*

**Are any Zoning Variances needed?**  Yes  No

The existing and proposed zoning districts do not allow for three attached signs for the "Emergency" entrance.

**Previous Action on this Property**

Zoning Petition 150 approved 09/24/1990  
Zoning Petition 169 approved 11/04/1991  
Administrative Amendment for signs approved 11/16/1993

**Existing Improvements on Parcel**

Hospital, Medical Office Building and Radiation/Oncology Building and associated surface parking.

**PLANNING STAFF REVIEW CONT'D**

<b>Requirement</b>	<b>Meets Requirement?</b>		<b>Staff Recommended Changes?</b>		<b>Changes Made?</b>	
Setbacks and Yards	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Parking	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Landscaping	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Off Site Improvements	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Fire Access	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Connectivity	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Signage	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

**PUBLIC INFRASTRUCTURE**

**Report Received From:** \_\_\_\_\_ **Issues Identified?** \_\_\_\_\_ **If yes, see outstanding issues**

**Matthews Fire Department**   Yes  No

**LUESA**   Yes  No

**CMS**   Yes  No

**Matthews P&R**   Yes  No

**Is project subject to PCO concept plan approval before zoning decision?**  Yes  No

**Traffic impact study received?**  Yes  No

**What Improvements are recommended and/or committed to?**

**UNRESOLVED OR OUTSTANDING iSSUES**

See attachment

**STAFF COMMENTS AND RECOMMENDATION**

See attachment.

**ZONING PETITION 2010-564**  
**STAFF ANALYSIS ATTACHMENT**  
*March 9, 2011*

**UNRESOLVED OR OUTSTANDING ISSUES**

1. Post Construction Concept Plan (PCO-1) approval by Mecklenburg County LUESA is required prior to zoning action by the Town Board of Commissioners.
2. The Petitioner has provided a Master Sign Plan as part of the zoning application. The plan incorporates the revised Residential Institutional District sign provisions that are a part of Zoning Motion 2011-1 on the Town Board Agenda for approval on March 14, 2011. Additional information is needed for this sign package submittal to meet all requirements for a Master Sign Plan in accordance with Section 153.149 of the Zoning Ordinance
3. A zoning variance is required prior to a zoning decision by the Town Board of Commissioners to allow three attached signs at the “Emergency” entrance as proposed in the Master Sign Plan submittal
4. The Petitioner has elected not to connect to existing Andrew Caroline Drive at the northwest corner of the property but rather to dedicate right-of-way for the future extension of the street across a portion of the hospital property as a public street providing for a potential future connection with Matthews Station Street. Further discussion on the Andrew Caroline Drive connection issue is needed in order to ensure that the Town’s long-term street connectivity goals are met while providing the access and site safety desired by the Hospital.

**STAFF COMMENTS AND RECOMMENDATIONS**

The development concept proposed by this petition is appropriate to meet the hospital’s parking lot expansion needs, the proposed hospital expansion and the proposed future hospital campus development and is consistent with the Land Use Plan recommendations for this area. In addition, the Petitioner has submitted good information toward the development of a Master Sign Plan for the Hospital Campus.

However, because of continuing connectivity issues and the need for additional information for a complete Master Sign Plan as well as the need for a zoning variance, staff cannot recommend approval of this petition until these issues are resolved.

PETITION # 564

## ZONING PETITION STAFF CHECKLIST

### IDENTIFYING DATA

Name of Owner Novant Health, Inc  
Address of Property 1500 Matthews Township Parkway  
Tax Parcel Number(s) 193-291-10; 193-291-15; 193-291-35; 193-291-41  
and 193-291-65  
Date 01/19/11

### GENERAL BACKGROUND DATA

Current Zoning Conditional and O-9 (CD) Proposed Zoning R/I  
Current Use Hospital and vacant land Proposed Use Hospital  
Property Dimensions  
Lot Width 1,400ft +/- along Matthews Township Parkway Lot Area 54.88 acres  
Established front setback, if structure present 275ft +/-

### DIMENSIONAL REQUIREMENTS

Current Zoning CONDITIONAL & O-9 (CD) Proposed Zoning R/I (CD)  
Lot Area none & 9,000sf Proposed Lot Area 2 acres  
Lot Width none & 60ft Proposed Lot Width 200ft  
Front Setback 50ft and 30ft Proposed Front Setback 50ft  
Side Yards 35ft and 6ft/8ft Proposed Side Yards 50ft  
Rear Yards 35ft and 40ft Proposed Rear Yards 50ft  
Max. Height 110ft and 40ft Proposed Max. Height 60ft - Structures may exceed the maximum height, provided that the required side and rear yards be increased one foot for each foot in height over 60 feet and provided the Fire Chief or County Fire Marshal confirms there is adequate firefighting equipment available.  
Open Space none Proposed Open Space 60%  
Comments: none

### MISCELLANEOUS PROVISIONS

If considered necessary, has a copy of the petition been sent by the applicant to the property's fire department for their review? yes

Date sent 01/14/11

Is any portion of this property in floodplain? no

Are there any known zoning violations on this site? no

If so, explain: na

Tax records indicate the owner(s) as: Novant Health, Inc.

This application is submitted by:  the owner listed above  
 an agent for the owner  
 other

If agent or other, what documentation has been provided from owner or is none required?  
na

**LAND USE PLAN CONFORMANCE**

Is there a discrepancy between current or proposed zoning and the Land Use Plan? If so, what is the discrepancy? none

Land Use Plan elements that impact the subject property: Land Use Plan page 18 – Objectives – “To encourage quality institutional services and facilities for all residents.”

**TRANSITIONAL STRIPS AND AREAS**

Matthews Township Parkway: Sam Newell Road to Independence – Pages 39-40

Matthews-Mint Hill Road: Downtown to Independence – Page 52

\*Where new uses or redevelopment is proposed, it should focus on professional or service offices.

**ADDITIONAL CRITERIA FOR CONSIDERATION**

1. What changes have, or are, occurring in the area to justify a change in zoning?  
Continued expansion of medical offices, services and facilities along the Matthews Township Parkway corridor near Presbyterian Hospital Matthews.

2. What are adjacent properties zoned, and what are adjacent land uses?

Direction	Zoning	Land Use
North	B-3 (CD) and Conditional	Medical Office and
Apartment Complex		
Northeast	B-2 (CD) & B-1 SCD	retail, service and office
East	I-1	vacant
Southeast	I-1	office and retail service
South	I-1, R-12 and R-20	office, service, retail, single-
family residential		
Southwest	O-9 (CD)	office
West	R-20 and B-1 (CD)	office and medical office
Northwest	B-1 (CD) and Conditional	medical office and office

3. What are development plans in the area – roads, schools, future commercial development, etc.?  
Future transit corridor nearby – Independence Pointe Parkway.

4. Is there a reason the current land use cannot continue to be feasible as it now exists?  
The petition includes additional surface parking with future hospital and medical office expansion on vacant land.

5. **List some potential uses under existing zoning.** Food service for employees; professional, clinical, medical, dental, optical, laboratory and doctor offices; heliport-medical related; social service organizations; barber, beauty shops; parks, playgrounds and community recreation center; daycare center; hospital; parking structures
6. **List some potential uses under proposed zoning.** Parks and playgrounds; public libraries; churches and related uses; community recreation centers; schools, elementary, junior and senior high, public and private; daycare facilities; adult day care centers; hospitals; YMCA and comparable facilities; continuing care retirement communities.
7. **Are any of these uses inappropriate for this location, and if so, why?** Because this location is an established hospital campus only the hospital, medical offices and support uses and accessory uses are appropriate here.
8. **(A) What is applicant's stated reason for requesting rezoning?** "The purpose of this petition is to make minor changes to the conditions of the prior site plans and to consolidate the two prior plans under one new conditional plan. This will provide guidance for the hospital and the Town for the development of the site under the Town's current zoning ordinance."  
**(B) Comments:** none
9. **(A) What will be the benefits to the surrounding properties?** Expansion of the hospital campus would support nearby medical office facilities and services.  
**(B) What will be the detriments to the surrounding properties?** none
10. **Is a traffic study required for this petition?** Yes, Petitioner has requested waiver.  
**If so, what are the recommendations of the study?** na
11. **What does the purpose statement of the proposed zoning district say?** "This district is intended to allow complementary development of certain institutional or public uses in predominately residential areas. Uses in the R/I District are generally considered compatible with residential growth but are of a significant size or scale which requires extra conditions in order to lessen their impact on neighboring residences. "
12. **Will this proposal meet the intent of the above purpose statement?** yes

## OUR TOWN – *Our Vision*

**1. Small Town Feeling and Identity** Matthews has kept its small town feeling and identity, while continuing to grow. Attractive neighborhoods, a variety of churches, quality schools and an outstanding medical center make for a full service community. Above all, people feel safe and secure here. Streets in Matthews exude a small town charm - overarching street trees, attractive landscaping, understated signage, and wide, shaded sidewalks. Small parks and natural areas dot the community. Retail parking lots, once viewed as "seas of asphalt", have been broken up, softened, and shaded with landscaped islands and perimeter buffers. Matthews has avoided "anywhere USA" franchise-style development. Instead, buildings, old and new, honor the 100-year-plus heritage of the community. New buildings are largely of modest height and scale, and are finished in traditional wood and brick architectural themes.

**2. Well-Planned, Functional Transportation System** A system of improved arterial roads, combined with traffic calming measures downtown, have successfully diverted non-local, commuter traffic away from downtown Matthews. These improvements were part of a comprehensive transportation plan, pushed through as a priority with State and regional funding. Trade and John Streets have especially benefited, and are now better able to serve patrons of downtown shops, restaurants and other attractions, as well as local residents. The character of these and most other town streets reflect a more pedestrian-friendly environment. A new mass transit service, with several stops in Matthews, provides a useful alternative for those seeking a stress free trip to and from Charlotte.

**3. Walkable and Bikeable Community** Matthews continues to work toward becoming a very walkable and bikeable community. New streets, as well as improvements to existing streets, are designed for multiple users (motorists, bicyclists, and pedestrians) -according to the level of traffic intended. Most streets have sidewalks on both sides; many larger streets have bike lanes. Designated crosswalks are evident throughout Matthews, especially in the downtown area. In general, there is a high level of connectivity between streets, sidewalks, bikeways, walking trails, and greenway trails. Parking lots are also connected to allow shoppers to go from store to store without entering the highway. This continuous system provides for a multitude of driving, walking and bicycling alternatives. Cul de sacs are employed sparingly, in favor of fully connected neighborhood streets.

**4. Vibrant, Pedestrian-Friendly Downtown** Downtown Matthews has gained even more prominence as the social and cultural heart of the community. The downtown has become a true destination in the region, with a reputation for quality restaurants, quaint shops, boutiques and other thriving businesses. Sidewalks and streets are filled with people of all ages day and night, drawn by the historic character and beauty of the area, the human scale of its buildings and public spaces, and a constantly changing venue of arts and entertainment offerings. New, moderate-density housing at the edge of the downtown and in the upper floors of downtown buildings provides support to merchants and twenty-four hour security for downtown visitors. The Town government has been proactive in creating a physical, financial, and regulatory environment especially conducive to small business development in the downtown area.

**5. Extensive Park and Open Space System** As the community has grown, Matthews has steadily added to its system of parks and open space. Several larger park and open space areas have come about, through advanced planning and property acquisition by the Town. Many smaller park and open space areas have been created as part of the Town's routine development approval process. Tools such as cluster development, open space incentives, conservation easements, and land dedication (or fees in lieu of land dedication) have ensured that new developments provide for their fair share of park and open space areas. In addition, an extensive system of greenway trails, primarily adjoining area streams, connects many schools, parks, open spaces, and neighborhoods in Matthews.

**6. Locally Controlled, Neighborhood Schools** Schools in Matthews have been planned well in advance of growth to avoid overcrowding and the need for mobile classrooms. Instead of building large, impersonal schools, new smaller schools have been located and designed to serve and be accessible to the local areas around them. Rather than functioning as single purpose "factories to educate children", schools in Matthews, whether public or private, serve as true neighborhood centers, providing meeting space for community gatherings, recreational events and other functions. As part of this trend toward smaller, community-oriented schools, oversight of public schools in Matthews has shifted from regional governance to town governance.

**7. Healthy Town Financial Footing** By facilitating compact growth and efficient development patterns, Matthews has continued to deliver quality municipal services for a tax rate below regional averages. In addition, the Town has been able to maintain a healthy balance of quality residential development and compatible commercial development—thereby affording the Town a favorable tax base. Impact fees and infrastructure improvements, paid for by developers, have been successful in offsetting the costs of additional infrastructure and services brought about by growth-induced demand. This has lessened reliance upon existing property tax payers to pay for growth.

**8. Firm and Fair Growth and Development Process** The town government of Matthews has continued to advance a firm and fair process for managing growth and development. Through its land use plan and development ordinances, the Town has set clear policies and standards to assure quality development. The Town enforces these standards diligently and consistently. The Town's development review process emphasizes effective communication and consensus among all parties, including the Town Council, the Planning Board, the Town staff, the developer, other Town advisory boards, and the public. The Town requires that necessary infrastructure, including especially adequate roads, schools, open space and greenways, sidewalks, and drainage, must be in place prior to the occupancy of the new development it serves.

**9. Balanced, Compatible Commercial Development** Town leaders have navigated a careful course, balancing the need for sustained economic development against the potential threats to the community from over-commercialization. Small, locally owned shops have been especially encouraged by a zoning and regulatory environment conducive to small business. Both small and large businesses alike have been required to take on development forms that blend easily into a small town setting and image. Previously vacant commercial and industrial buildings have been renovated and adapted for use as cultural facilities, retail enterprises, office and institutional use, innovative housing, and as small business development centers. Policies have been implemented to prevent indiscriminate abandonment and prolonged vacancies of "big boxes" left behind for "bigger boxes".

**10. Quality Residential Development** Matthews has remained mostly a low density, single-family residential community. Within this context, housing innovations have evolved to address two key issues: (1) traffic congestion and (2) quality affordable housing. To cut down on the growth in traffic, walkable neighborhoods convenient to appropriate, pedestrian-scaled areas, as well as transit services, have been favored over automobile-dependent, cookie-cutter subdivisions. The affordable housing needs of service workers, senior citizens, young couples, and others have been met through a variety of housing forms compatible with single family neighborhoods (rather than typical large complexes of apartments, condominiums or institutional housing). New and old neighborhoods alike are well maintained, having benefited from the town's strategic location, sustained economic prosperity, and overall quality of life.

**11. Destination for Arts and Culture** Matthews has solidified its position as a major destination for arts and culture in the Charlotte region. Appreciation for the arts and culture begins with value placed on the unique heritage of the area, exemplified by the preservation of historic buildings and landmarks throughout the community. Cultural

activities include a broad selection of traditional and contemporary art forms, festivals, concerts, plays, movies, sporting venues, and cross-cultural events. Young and old, as well as people from many ethnic backgrounds, are drawn to a constantly changing array of indoor and outdoor events. It is this great variety of offerings that has given Matthews an outstanding reputation in the cultural and social landscape of the region.

**12. Healthy, Sustainable Environment** In managing its growth, Matthews has worked to minimize adverse impacts to the region's air and water quality. The Town's growth policies and development standards have reduced automobile dependency; many residents of Matthews are able to walk or bicycle to most daily activities. Matthews' walkable neighborhoods and nearby services are designed to generate less traffic and require shorter distances to shop or work. Streams and drainage ways passing through Matthews receive less storm water runoff and pollution due, in part, to policies on tree preservation, landscaped parking areas, and vegetated buffer strips adjoining stream channels and roadsides. Solid waste levels have been substantially reduced through area-wide recycling efforts.

## CONDITIONAL DISTRICT ZONING PETITION STAFF CHECKLIST

**Attach to:**

**ZONING PETITION STAFF CHECKLIST IF A CHANGE IN ZONING DISTRICT**

**Name of Petitioner:** Novant Health Inc  
**Address of Property:** 1500 Matthews Township Parkway  
**Tax Parcel Number(s):** 193-291-10; 193-291-15; 193-291-35; 183-291-41; and  
193-291-65  
**Name/Address of Owner if Different:** Novant Health Inc, P.O. Box 22549, Charlotte, NC  
28233

### **DIMENSIONS**

Actual property dimensions from site plan:

<b>Lot width</b>	1,400ft +/- along Matthews Township Parkway
<b>Lot area</b>	54.99 acres
<b>Front setback</b>	50ft
<b>Side yards</b>	50ft
<b>Rear yards</b>	50ft
<b>Max height</b>	not given
<b>Open Space</b>	not given

### **DESCRIPTION OF REQUEST**

This petition seeks to rezone the existing Conditional and O-9 (CD) parcels to R/I (CD) to consolidate the Presbyterian Hospital Matthews campus under a single zoning category appropriate within today's zoning ordinance and to accommodate future parking and hospital expansions.

### **SITE PLAN DATA**

- What existing structures are on this property?** Hospital and radiation/oncology building
- What is current land use?** Hospital
- Does this plan show:**
  - \_X\_ specific lots with buildings.**  
**Will additional site plan review by the Town be required?** no **When?** na
  - \_\_\_ a generalized development plan.**  
**Will individual site plan approval by Town Board be necessary on a lot-by-lot basis?**
  - \_\_\_ a change in conditions to earlier zoning site plan.**  
**What previous approved plan(s) will this amend, if approved?**
- What changes or expansions of land use are proposed?** New surface parking lot, future hospital expansions; new medical office buildings and possible future parking deck

5. **What new structures or additions are proposed?** 2 new office buildings, expansion of radiation/oncology building, expansion of existing hospital buildings and future parking deck.

### CURBCUTS

**Number of curbcuts on site plan:** 6  
**Distance between closest curbcuts on property and/or adjacent property:** 20ft

**Are curb cuts connecting to:**

- NCDOT maintained road.
- Town maintained road.
- Private street.
- Thoroughfare designated on MUMPO Thoroughfare Plan.

**Zoning conditions for curbcuts:** All lots or parcels are entitled to at least one driveway construction per street frontage on any street, except those along which access is otherwise limited or controlled. Request for two driveways will be accepted only for lots of 350 feet or more. Requests for three driveways will be accepted only for lots with a street frontage of 600 feet or more.

**Are zoning conditions being met?** yes

### PARKING AND LOADING

**Proposed land use:** Hospital and medical offices  
**How is parking calculated for this use in the Zoning Ordinance?** Hospital – One space for beds intended for patients, plus one space per each medical staff member, plus one space per each two other employees on shift of greatest employment; Medical Office – One space per each 200 square feet of gross floor area.  
**Number of parking spaces required?** 783  
**Number of parking spaces proposed?** 1,167  
**Square footage of structure(s):** not given  
**Number of employees on shift of greatest employment:** 400  
**Will this use require a loading dock or zone?** yes  
**If so, is it designed so it will not interfere with parking areas, driveways, streets or sidewalks?** no

### SIGNS

**Number of signs proposed attached:** 6 **detached:** 5  
**Size(s) of attached signs:** varies  
**Which way do attached signs face?** Toward adjacent parking facilities  
**Location of detached signs:** At street entrances  
**Size(s) of detached signs:** varies  
**Zoning conditions for signs:** 1 attached identification per building 40 square feet maximum; 1 freestanding identification sign per 500 lineal feet of street frontage. A master sign plan may also be utilized.

## LANDSCAPING AND OVERLAY REQUIREMENTS FOR SUBSEQUENT STAFF REVIEW

This property is subject to landscaping provisions as found in:

X  Landscaping Chapter of Zoning Ordinance

X  Highway Overlay

Downtown Overlay

Screening Requirements for lots with rear yards or side yards abutting a thoroughfare.

This property is exempt from landscape requirements.

Have any plans been provided with sufficient detail to determine that landscaping or overlay provisions appear in general to be met? no

If so, what deviations or deficiencies should be noted here? na

## NEIGHBORHOOD MEETING

Has the required neighborhood/community informational meeting been held? yes

If yes, date of meeting: February 17, 2011

What, if any, changes are proposed by the petitioner as a result of the meeting? None.

## LAND USE PLANS

Has the applicant provided an explanation of how the petition will comply with adopted land use plans covering the geographical location of the Conditional Petition? yes

Is the explanation consistent with adopted plans? yes

If not, what is the discrepancy? no

## ADDITIONAL REQUIREMENTS OR COMMENTS:

1. Post Construction Concept Plan (PCO-1) approval by Mecklenburg County LUESA is required prior to zoning action by the Town Board of Commissioners.
2. The Petitioner has elected not to connect to existing Andrew Caroline Drive at the northwest corner of the property but rather to dedicate right-of-way for the future extension of the street across a portion of the hospital property as a public street providing for a potential future connection with Matthews Station Street.
3. The Petitioner has provided a Master Sign Plan to be included as part of the zoning application. The plan incorporates the revised Residential Institutional District sign provisions that are a part of Zoning Motion 2011-1 on the Town Board Agenda for approval on March 14, 2011. Additional information is needed for the sign package to meet all provisions for a Master Sign Plan in accordance with Section

153.149 of the Zoning Ordinance. In addition. A zoning variance will be required to allow three signs at the "Emergency" entrance prior to a zoning decision by the Town Board of Commissioners.

**PUBLIC WORKS COMMENTS**

1. I would like to see both this plan and the original plan for Andrew Caroline Drive submitted to the Board for comment.
2. If this plan is approved, drive access should be to the east side of Building D, not west.