



**PLZ-18-07**

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

**City Council Hearing Date: July 17, 2018**

**GENERAL INFORMATION**

<b>APPLICANT</b>	Panorama Companies, LLC for Greensboro Korean Baptist Church, Inc. and Wesley S. and Carolyn C. Brogan
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	R-3 (Residential Single-family – 3) and CD-R-3 (Conditional District - Residential Single-family - 3) to CD-RM-18 (Conditional District - Residential Multi-family - 18)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Maximum building height shall be no more than 4 stories. Building height shall be limited to 3 stories for any portion of building located within 50 feet of the western property line.</li><li>2. Maximum number of dwelling units shall be 155.</li><li>3. Where permitted, an opaque fence no shorter than 6 feet in height shall be installed along all property lines adjacent to single-family residential uses.</li></ol>
<b>LOCATION</b>	6707 and 6709 West Friendly Avenue
<b>PARCEL ID NUMBER(S)</b>	<b>7835111527 and 7835120161</b>
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>131</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	8.61 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Residential
<b><u>SITE DATA</u></b>	
<b>Existing Use</b>	Single-family Residence and Religious Assembly

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	CD-RM-8 (Condition District Residential Multi-family Residences Multi-family - 8)	
E	CD-RM-8 (Condition District Residential Multi-family - 18)	
W	R-3 (Residential Single-family - 3)	Single-family Residences
S	PI (Public and Institutional)	High School

**Zoning History**

Case #	Date	Request Summary
3767	August 20, 2010	A portion of the subject property was rezoned from CD-RM-18 to CD-R-3 with the following condition: 1. Uses: Limited to a place of religious assembly and permitted educational facilities.

**ZONING DISTRICT STANDARDS****District Summary \***

Zoning District Designation:	Existing (R-3)	Existing (CD-R-3)	Requested (CD-RM-18)
Max. Density:	3.0 units per gross acre	3.0 units per gross acre	N/A
Typical Uses	Primarily intended to accommodate low-density single-family detached residential development and amenities for the development.	Conditioned to limit uses to a place of religious assembly and educational facilities.	Conditioned to limit building height to no more than 4 stories total and only 3 stories within 50 feet of the western property line. Maximum number of dwelling units is limited to 155. An opaque fence no shorter than 6 feet will be required along all property lines adjacent to single-family residential uses.

*\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

**SPECIAL INFORMATION****Overlay District Ordinance/Historic Preservation**

Subject site is located within the West Friendly Avenue Visual Corridor Overlay Zone, which prohibits the establishment of new outdoor advertising signs therein.

**Environmental/Soils**

Water Supply Watershed Site drains to Greensboro Watersupply Watershed WS-III, Horsepen Creek Watershed

Floodplains <100LF

Streams Dam has been breached on existing pond. A 50ft stream buffer will be required for the stream feature that can result from the dam being breached, channel will have a 50ft stream buffer measured from top of bank on each side. See LDO Section 30-12-3.9 for an explanation of stream buffer requirements.

Other: Site must meet current Watershed requirements, Water Quality and Water Quantity must be addressed. Max.High Density BUA is 70%, Low Density is 24%. Site is located within the PTI 5 mile statue radius.

**Utilities (Availability)**

Potable Water Available

Waste Water Available

**Airport Overlay District & Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

**Landscaping:**

**Street Yards:**

Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

**Buffer Yards:**

Adjacent to single family residential: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to vacant property or multi-family: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

**Parking Lots:**

When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2 understory trees and 18 evergreen shrubs per 100 linear feet.

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation:**

For 8.61 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

Street Classification: West Friendly Avenue – Major Thoroughfare.  
Pompano Drive – Local Street.

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

Traffic Counts: West Friendly Avenue ADT = 19,000 (NCDOT, 2016).

Trip Generation: N/A.

Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5' sidewalk with a 5' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types. Sidewalk does exist along the frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: No TIS required per TIS Ordinance.  
(TIS)

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS****Land Use Compatibility**

The proposed **CD-RM-18 (Residential Multi-Family – 18 du/ac)** zoning, as conditioned, would allow land uses that are compatible with the general character of the area.

**Connections 2025 Comprehensive Plan Policies**

The Generalized Future Land Use Map designates this location as **Low Residential (3-5 d.u./acre)**. The requested **CD-RM-18 (Residential Multi-Family – 18 du/ac)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation, however the applicant has concurrently submitted a request (CP 18-04) to amend the GFLUM designation on the subject site to **High Residential (over 12 d.u./acre)** which, if approved, would resolve this inconsistency.

**Connections 2025 Written Policies**

**Land Use Goal 4.1 – Growth Strategy:** Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

**Policy 4A:** Remove present impediments to infill and investment in urban areas.

**Policy 4B:** Target capital investments to leverage private investment in urban areas.

**Policy 4C:** Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

**Policy 4D:** Identify potential opportunities and selectively target, plan and promote development/reuse initiatives.

**Community Character, Goal 5.2 – Man-Made Environment:** Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

**Policy 5E:** Improve the aesthetic quality of publicly owned and maintained landscapes.

**Policy 5F:** Implement and improve design standards governing the appearance of development from public roadways.

**Housing and Neighborhoods, Goal 6:** Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

**Policy 6C:** Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

**Economic Development, Goal 7:** Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

**Policy 7A:** Target city investment and regulatory policies for economic development.

**Policy 7C:** Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

**Transportation, Goal 8:** Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

**Policy 8A:** Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

### **Connections 2025 Map Policies**

**Low Residential (3-5 d.u./acre):** This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

**High Residential (over 12 d.u./acre):** This category provides for high-density apartment dwellings, condominiums, life care, and similar housing types. Creating opportunities for this type of housing will become increasingly important to respond to demographic shifts and demand for affordable housing, and it is ideally suited near major activity and employment centers and in areas suitable for future transit service. Within this district, office buildings may also be accommodated.

**Comprehensive Plan Amendment History**

Case #	Date	Request Summary												
CP 11-05	08/16/2011	<p>The subject area around Guilford College is an area that has needed more analysis and a closer examination of existing land uses, development patterns, cultural influences and the impact of new and newly planned infrastructure changes and improvements (such as W. Market St. widening, plans for the Urban Loop, etc). This amendment was developed through a collaborative process between Planning Department staff and the West Friendly Avenue—Guilford College Alliance. The intent of the amendment was to bring the GFLUM’s allocation of future land use designations into closer alignment with the range of existing and anticipated land uses in the area and with the community’s vision for the future.</p> <p>The area of this amendment consisted of approximately 2,737 acres of land (or 4.27 square miles). This amendment resulted in the following changes in the area’s mix of future land use designations:</p> <table><tr><td>High Residential</td><td>-21%</td></tr><tr><td>Mixed Use Commercial</td><td>-21%</td></tr><tr><td>Industrial/Corp Park</td><td>-2%</td></tr><tr><td>Institutional</td><td>+3%</td></tr><tr><td>Moderate Residential</td><td>+15%</td></tr><tr><td>Low Residential</td><td>+26%</td></tr></table>	High Residential	-21%	Mixed Use Commercial	-21%	Industrial/Corp Park	-2%	Institutional	+3%	Moderate Residential	+15%	Low Residential	+26%
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**Applicant Stated Reasons for Request**

"The GFLUM and the Guilford College Area Plan both indicate this property land use as Low Residential. The proposed Land Use is Multifamily-High Residential. The proposed use of apartments is not compatible with Low Res designation. Note: Prior to Guilford College Area Plan the entire area was designated High Residential. There is a zoning request with no conditions attached." (Conditions were added late in the application process.)

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

"The Guilford College area has long been a haven for Senior Citizen Residential, primarily due to the existence of Friend's Homes and Friends Home West, which is located approximately 1 mile to the East. But for one remaining, and very strong single family neighborhood adjacent to the subject property, multifamily-at various densities, is the primary use in the corridor. (see attached continued)

"Long-standing multifamily complexes immediately across W Friendly Avenue include Carriage Village, Carriage Crossing Townhomes, Coble Farms Townhomes, etc. The property adjacent to the south (Old Fish House) located off Pompano Dr. is presently zoned RM-18. Further south on Friendly Ave additional apartments.

"The demographics of this area is primarily over 55 and retired. Local commercial uses are supportive of the demographic, including grocers, pharmacies, physicians and a long term care retirement home.

“Although recreational facilities will be a part of the proposed subject property design, it is important to note that the Bicentennial Greenway crosses W. Friendly Avenue to the south, providing a link to adjacent neighborhoods and recreation facilities.

“Finally, this property abuts the Western Guilford High School property to the rear. The uses of a high school property can often be invasive for single family residential. Noise during day and night, traffic circulation, lighting are all potential noxious elements. Apartments are more able to be designed to cope with such elements--sound proof walls, windows that tint, etc.

“This proposal continues the existing Multi-family trend for this portion of W. Friendly Avenue. The use will target Age 55 & over tenants, with facilities for exercise, gathering, gardening, and walking trails on site. It continues the long-standing market to seniors in the Guilford College Area. That distinguishes this proposal from standard market apartments.”

### **COMPREHENSIVE PLAN POLICY ANALYSIS**

#### **Need for Proposed Change**

The requested **CD-RM-18 (Residential Multi-Family – 18 du/ac)** zoning district, as conditioned, would allow uses that are incompatible with the subject site's current GFLUM designation as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 18-04**) to **High Residential (over 12 d.u./acre)** would resolve this inconsistency.

#### **Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service).**

n/a

#### **Implications, if any, the Amendment may have for Other Parts of the Plan**

n/a

#### **Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3)**

n/a

### **PLANNING BOARD COMMENTS**

The Planning Board reviewed the GFLUM amendment request **CP 18-04** associated with this rezoning request during its meeting on April 18, 2018. The Planning Board commented that the requested GFLUM amendment seems appropriate given the scale of adjacent uses. The location of the site along a major thoroughfare and in close proximity to a highway interchange provides the necessary infrastructure to support higher density residential development.

### **CONFORMITY WITH OTHER PLANS**

#### **City Plans**

##### ***Sustainability Action Plan***

##### **Element 1) Transportation and Land Use:**

**Policy 1)** Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

**Element 2) Green Jobs and Buildings:**

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

**Element 3) Waste Reduction and Recycling:**

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

**Element 6) Education and Outreach:**

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

**Other Plans**

n/a

**STAFF ANALYSIS AND RECOMMENDATION****Community Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of adjacent properties.

Based on the proximity of the subject site to the existing Bicentennial Greenway, long term safety and accessibility for residents, visitors, and employees at the subject site would be greatly enhanced by provision of secure, convenient bicycle parking facilities.

**Staff Analysis**

This rezoning request is made up of two parcels. The first parcel is approximately 5.94 acres. The second is approximately 2.67 acres. The subject parcels are currently used for religious assembly and a single-family dwelling. North of the request are multi-family dwellings (zoned CD-RM-8). East of the request are vacant properties (zoned CD-RM-18). The 5.94 acre subject parcel was included with the properties to the west in the 2008 CD-RM-18 rezoning request. South of the request is a school (zoned PI). West of the request are single-family dwellings (zoned R-3).

The Comprehensive Plan's Future Land Use Map designates this area as Low Residential. This designation is intended for residential development with a density of 3-5 dwelling units per acre. The applicant has requested a GFLUM amendment to High Residential. This designation is intended for residential development with a density over 12 units per acre. The Planning Board review the proposed GFLUM amendment CP 18-04 at their April 18, 2018 meeting and commented that the amendment was reasonable given the scale of the multi-family uses adjacent to this request and its proximity to the highway.

The proposed CD-RM-18, as conditioned, allows a building height of 4 stories unless the proposed structure is within 50 feet of the western property line (nearest residential). The request also requires an opaque fence no shorter than 6 feet along all property lines adjacent to



single-family uses. The overall unit count cannot exceed 154 dwelling units. The RM-18 zoning district is primarily intended to accommodate multi-family and similar residential uses at a density of 18.0 units per acre or less. This request is adjacent to properties zoned for similar densities. Additionally, a goal of the Comprehensive Plan is to meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities. The development is also consistent with the variety of multifamily developments in the area and is in relatively close proximity to a highway interchange.

The request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **CD-RM-18** (Conditional District-Residential Multi-family - 18) zoning district.