



# PLZ-20-06

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

City Council Hearing Date: March 17, 2020

### GENERAL INFORMATION

<b>APPLICANT</b>	Affordable Housing Management, Inc for Sedgefield Show Grounds, Inc.
<b>HEARING TYPE</b>	Original Zoning and Rezoning
<b>REQUEST</b>	Original zoning from County RS-40 (Residential Single-family) to City CD-RM-18 (Conditional District – Residential Multi-family – 18)  Rezoning from City R-3 (Residential Single-family – 3) to CD-RM-18 (Conditional District – Residential Multi-family - 18)
<b>CONDITIONS</b>	1. Uses limited to a maximum of 220 residential dwelling units.
<b>LOCATION</b>	3701 and 3709-ZZ Groometown Road
<b>PARCEL ID NUMBER(S)</b>	7842456239 and 7842444826
<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). 69 notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	Original Zoning - 13.98 Acres Rezoning – 3.171 Acres
<b>TOPOGRAPHY</b>	Generally flat
<b>VEGETATION</b>	Wooded

### SITE DATA

<b>Existing Use</b>	Equestrian Showgrounds
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>

N	CD-C-L (Conditional District – Commercial - Low) PNR (Parkland and Natural Resource Areas)	Shopping center and Hester Park containing a minor utility
E	City R-3 (Single-family Residential – 3) and County RS-40 (Single-family Residential)	Single-family residence
W	City C-L (Commercial – Low) and County HB (Highway Business)	Self-storage and a convenience store with fuel pumps
S	County RS-40 (Single-family Residential)	Single-family residences and a religious assembly use

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	A portion of property is currently zoned R-3 (Residential Single-family - 3) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned RS-40 (Residential Single-family). The remaining portion of the subject property is not currently located in the City’s jurisdiction.

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (County RS-40)	Existing (City R-3)	Requested (City CD-RM-18)
Max. Density:	1 unit per acre	3 units per acre	12.83 units per acre
Typical Uses	Primarily intended to accommodate low density single-family detached residential development.	Primarily intended to accommodate single family residential dwellings with a maximum density of 3 dwelling unit per acres.	Uses limited to a maximum of 220 dwelling units.

*\*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**

n/a

**Environmental/Soils**

Water Supply Watershed Site drains to Lower Randleman Lake, Hickory Creek sub-basin Watershed

Floodplains >2000LF

Streams N/A

Other: Maximum High Density development with sewer is 50%BUA. Water Quality and Water Quantity control must be addressed at time of development. All BUA must be treated by a State approved water quality BMP/SCM.

**Utilities (Availability)**

Water: availability

Sewer: 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 uses or to religious assembly uses: 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: See Vehicular Use Area buffer yard (Parking lots, below).

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

**Transportation**

Street Classification: Groometown Road – Major Thoroughfare.  
Vandalia Road – Collector Street.

Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Groometown Road AADT = 10,500 vpd (NCDOT, 2018).
Trip Generation:	24 Hour = 1,594, AM Peak Hour = 104, PM Peak Hour = 128.
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 Groometown Road frontage of this property.
Transit in Vicinity:	No.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the TIS.
Street Connectivity:	N/A.
Other:	N/A.

### **IMPACT/POLICY ANALYSIS**

#### **Land Use Compatibility**

The proposed **City CD-RM-18 (Conditional District – Residential, Multi-Family – 18 du/ac)** zoning 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 **Mixed Use Commercial** (approximately the northern three-quarters) and **Low Residential (3-5 d.u./acre)** (approximately the southern quarter). The requested **City CD-RM-18 (Conditional District – Residential, Multi-Family – 18 du/ac)** zoning district, as conditioned, is generally consistent with the Mixed Use Commercial GFLUM designation, but is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation. The applicant has concurrently submitted a request (CP 20-01) to amend the GFLUM designation on the **Low Residential (3-5 d.u./acre)** portion of the subject site to **Mixed Use Commercial** which, if approved, would resolve this inconsistency. The Growth Strategy Map designates a portion (approximately the southern three-quarters) of the subject site as being within **Growth Tier 1, Current Growth Area (2013 – 2019)**.

#### **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.

**Land Use Goal 4.3 – Growth at the Fringe:** Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

**Policy 4F:** Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

**Policy 4G:** Improve the quality and patterns of development through incentives and regulatory guidelines.

**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.

**Mixed Use Commercial:** This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New "strip" commercial development is discouraged.

**Growth Tier 1, Current Growth Area (2013 – 2019):** Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

**Comprehensive Plan Amendment History**

Case #	Date	Request Summary
n/a	n/a	n/a

**Applicant Stated Reasons for Request**

"Approximately 3.171 acres of the subject property is within the City of Greensboro ("City") limits and the remaining approximate 13.98 acres is in the County and is being requested to be annexed into the City.

The map amendment is needed as the intended use of the property is multifamily not to exceed 220 dwelling units, which equals 12.83 dwelling units per acre. That density is not compatible with the portion of the property designated Low Residential (3 to 5 dwelling units per acre) and will be compatible with the requested Mixed Use Commercial designation which provides opportunities for the introduction of substantially higher density housing. Approximately two-thirds of the property is already designated Mixed Use Commercial.

The portion of the property within the City of Greensboro, approximately 3.171 acres, is zoned R3. The remaining portion of the property, approximately 13.98 acres, is in the County and is zoned RS-40. Applications have been submitted for rezoning and original zoning, to CD-RM-18, not to exceed 220 dwelling units for the 17.151 acres."

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

“The subject land has been used as showgrounds for horse shows for many decades and the owners are no longer interested in continuing that business. There has been no interest from anyone to purchase the property for that purpose. The Mixed Use Commercial amendment will incorporate that designation for the entire subject property which will be consistent with the requested zoning change to CD-RM-18, not to exceed 220 dwelling units, allowing multifamily housing to be developed.”

## **COMPREHENSIVE PLAN POLICY ANALYSIS**

### **Need for Proposed Change**

The requested **City CD-RM-18 (Conditional District – Residential, Multi-Family – 18 du/ac)** zoning district would allow uses that are incompatible with the portion of subject site that is currently designated in the GFLUM as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 20-01**) to **Mixed Use Commercial** 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 GLFUM amendment request (**CP 20-01**) associated with this rezoning request during its meeting on January 15, 2020. Planning Board members stated that the proposed amendment was a good example of a development concept that expands a mixed use future land use designation at an intersection to include the remaining portion of a site. The Board recommended that the development include appropriate buffers to protect existing adjacent development and use a mix of construction materials. The Planning Board commented that the request seems to be reasonable and compatible with its context.

## **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 annexation, original zoning, rezoning, and development with owners of surrounding properties and with representatives of the nearby Sedgefield neighborhood (located to the west of the subject site).

#### **Staff Analysis**

The 17.151 acre subject properties currently contain an equestrian showground and related facilities. North of the request are a shopping center, Hester Park and a minor utility zoned CD-C-L and PNR. East of the request are single family dwellings, zoned City R-3 and County RS-40. South of the request are single-family residences and a religious assembly use zoned County RS-40 (Single-family Residential). West of the subject properties are a self-storage use and a convenience store with fuel pumps zoned City C-L and County HB.

The majority of the subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are in place, can be economically provided and/or will be proactively extended. The Technical Review Committee recommended approval of an associated annexation request for this property at its October 31, 2019 meeting. The Planning Board recommended approval of the associated annexation request for this property on January 15, 2020, after concluding this property can be served by required City services.

The Comprehensive Plan's Future Land Use Map currently designates this site as both Mixed Use Commercial and Low Residential. The Mixed Use Commercial designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. The Low Residential designation includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within the density range of 3-5 dwelling units per acre. The Planning Board reviewed a GLFUM amendment request (**CP 20-01**) to change all of the properties to Mixed Use Commercial during its meeting on January 15, 2020.

This request is consistent with the Comprehensive Plan's Housing and Neighborhoods goal 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. It is also consistent with the Growth at the Fringe goal to provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. The proposed CD-RM-18, as conditioned, will allow uses complimentary to the existing uses commercial, multifamily and single family uses in the surrounding area.

This 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 **City CD-RM-18 (Conditional District - Residential Multi-family - 18)** zoning district.

### **Additional Information**

#### **EXECUTIVE SUMMARY**

This transportation impact study was performed to determine the potential impact to the transportation system caused by the additional traffic generated the proposed development to be located in the southeast quadrant of the Groometown Road and West Vandalia Road intersection in Greensboro, North Carolina.

The site is proposed to be built out in two (2) phases [Phase 1 consists of up to 110 apartments anticipated to be completed by 2022, Phase 2 consists of up to 110 additional apartments anticipated to be completed by 2024]. In addition to site generated traffic, the study also considered the impact of background traffic growth within the study area.

On a typical weekday, it is estimated that each phase of the proposed development could generate a total of 52 trips (12 entering and 40 exiting) during the AM peak hour and 64 trips (40 entering and 24 exiting) during the PM peak hour. Upon build out of Phase 2, the development is expected to generate up to 104 trips (24 entering and 80 exiting) during the AM peak hour and 128 new trips (80 entering and 48 exiting) during the PM peak hour.

Access to the site is proposed to be provided via two (2) new full access connection on West Vandalia Road located opposite the existing shopping center access locations.

The purpose of this study is to determine the potential impact to the transportation system caused by the additional traffic generated by proposed development. In order to accomplish this objective; this study analyzed the weekday AM and PM peak hours for the existing (2019) traffic conditions, future (2023/2025) 'no build' traffic conditions without the development, and future (2023/2025) 'build' traffic conditions with the site developed.

#### Existing Traffic Conditions

Under existing traffic conditions, the signalized intersection operates at an overall LOS B or better during the AM and PM peak hours. All intersection approaches operate at LOS C or

better. At the unsignalized intersections, the main street left turn movements on West Vandalia Road operate at LOS A during the AM and PM peak hours. The stop-controlled approaches operate at LOS B or better.

Future 'No Build' Traffic Conditions

Under all 'no-build' conditions, the signalized intersection is expected to operate at an overall LOS B or better during the AM and PM peak hours. All intersection approaches are expected to operate at LOS C or better. At the unsignalized intersections, the main street left turn movements on West Vandalia Road are expected to operate at LOS A during the AM and PM peak hours. The stop-controlled approaches are expected to operate at LOS B or better.

Future 'Build' Traffic Conditions

Under all 'build' conditions, the signalized intersection is expected to operate at an overall LOS B or better during the AM and PM peak hours. All intersection approaches are expected to operate at LOS C or better. At unsignalized intersections, the main street left turn movements on West Vandalia Road are expected to operate at LOS A during the AM and PM peak hours. The stop-controlled approaches are expected to operate at LOS C or better.