



PLZ-20-08

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

City Council Hearing Date: April 21, 2020

GENERAL INFORMATION

APPLICANT	Scott Wallace for Keystone Group, Inc.
HEARING TYPE	Original Zoning and Rezoning
REQUEST	<p>Original zoning from County RS-40 (Residential Single-family) to City CD-RM-26 (Conditional District – Residential Multi-family 26) and</p> <p>Rezoning from City CD-RM-18 (Conditional District – Residential Multi-family - 18) to CD-RM-26 (Conditional District – Residential Multi-family - 26)</p>
CONDITIONS	<ol style="list-style-type: none">1. Uses shall be limited to a maximum of 416 residential dwelling units.2. A minimum of 50% of the exterior of the apartment buildings shall be brick, stone, stucco, cementitious siding or Decorative vinyl, such as vinyl shakes.
LOCATION	5710 Ruffin Road, 5711-5733 Ruffin Road, 5412-5414 Freedom Lane, and 5420-5424 Freedom Lane
PARCEL ID NUMBER(S)	7833062720, 7833066109, 7823978035, 7833070089, 7823978137, 7823978227 and 7823977375
PUBLIC NOTIFICATION	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). 42 notices were mailed to those property owners in the mailing area.
TRACT SIZE	<p>Original Zoning – 3.094 Acres</p> <p>Rezoning – 20.77 Acres</p>
TOPOGRAPHY	Undulating
VEGETATION	Wooded
<u>SITE DATA</u>	
Existing Use	Vacant land

	Adjacent Zoning	Adjacent Land Uses
N	County RS-40 (Residential Single-family)	I-73
E	County CU-AG (Conditional Use - Agricultural) and County RS-40 (Residential Single-family)	Cell tower and single-family dwellings
W	City CD-RM-18 (Conditional District – Residential Multi-family - 18) and City PUD (Planned Unit Development)	Multi-family dwellings
S	County RS-40 (Single-family Residential) and City PUD (Planned Unit Development)	Single and multi-family dwellings

Zoning History

Case #	Date	Request Summary
CD-5022	10/17/2017	<p>A portion of the proposed rezoning was granted a rezoning from CD-RM-12 (Conditional District – Residential Multi-family - 12) to CD-RM-18 (Conditional District – Residential Multi-family 18) with the following conditions:</p> <ol style="list-style-type: none"> 1. All residential uses permitted in the RM-18 zoning district. 2. The total number of dwelling units shall be limited to a maximum of 456. 3. A minimum of 50% of the exterior of the apartment buildings shall be brick veneer. 4. Tract A shall have a maximum of 310 dwelling units. Tract B shall have a maximum of 146 dwelling units.

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 CD-RM-18)	Requested (City CD-RM-26)
Max. Density:	1 unit per acre	8.22 units per acre	20.02 units per acre
Typical Uses	Primarily intended to accommodate low density single-family detached residential development.	Limited to a total of 146 dwelling units.	Uses limited to a maximum of 416 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**

The subject site is almost completely within the SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Site drains to Lower Randleman Lake, Bull Run/Deep River sub-basin
Watershed

Floodplains >2000LF

Streams Stream onsite will require a 100ft stream buffer measured from top of bank on each side for High Density development; Low Density development stream buffer will be 50ft measured from top of bank on each side

Other: Site must meet current watershed requirements, water quality and water quantity control must be addressed. Maximum BUA for High Density development is 50% and for Low Density is 24%, with sewer. Permits must be obtained from the State and Corps for any stream or wetland disturbance or crossing. 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

This development has sewer service however approval of the amount of flow is contingent on the quantity of flow requested and completion of planned upgrades to the downstream sewers.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements**Landscaping:**

I-73 Right-of-Way: Scenic Corridor Overlay buffer - an undisturbed natural buffer with a minimum width of 25' a maximum width of 50' and an average width of 30'. Where no existing canopy or understory trees exist within the buffer, a planting rate of 4 canopy trees and 4 understory trees must be used.

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: 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 multi-family residential uses: 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 5710 Ruffin Rd., 5412 5414 Freedom Ln. and 5420 5424 Freedom Ln. (all to be combined into one parcel), 10% of total parcel size to be dedicated in critical root zone for Tree Conservation. For 5711 5733 Ruffin Rd., , 5% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: Ruffin Road – Collector Street.
Guilford College Road – Major Thoroughfare.

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

Traffic Counts: Guilford College Road AADT = 14,000 vpd (NCDOT, 2018).

Trip Generation: 24 Hour = 3,104, AM Peak Hour = 185, PM Peak Hour = 210.

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 not 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:	Per TIA, the developer will pave the gravel section of Ruffin Road completing the connection between Guilford College Road and Bridford Parkway.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-RM-26 (Conditional District – Residential, Multi-Family – 26 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 **Moderate Residential (5-12 d.u./acre)**. The requested **City CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, is generally inconsistent with the **Moderate Residential (5-12 d.u./acre)** GFLUM designation. However the applicant has concurrently submitted a request (CP 20-04) to amend the GFLUM designation to **High Residential (over 12 d.u./acre)** which, if approved, would resolve this inconsistency. The Growth Strategy Map designates the portion of the subject site to be annexed into City limits 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

Moderate Residential (5-12 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.

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

"The proposed rezoning is from CD-RM-18 to CD-RM-26 with a maximum of 416 residential units. The total area of the rezoning is 20.77 ac. The density is 20 units/acre which is more than 12 units/acre requiring a comp change to high residential."

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

"With the construction of interstate 73 and major thoroughfares Guilford College Road to the west and Bridford Parkway to the east the site is ideally located for higher density. The site is conveniently located to employment centers such as Piedmont Centre and the airport. There is a major shopping area less than a mile from the site."

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **City CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow uses that are incompatible with the subject site's current designation in the GFLUM as **Moderate Residential (5-12 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 20-04**) 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 GLFUM amendment request (**CP 20-04**) associated with this rezoning request during its meeting on February 19, 2020. Planning Board members noted that the entire area surrounding the subject site is designated as Moderate Residential in the GFLUM, with no areas of High Residential nearby. The Board observed that the site's proximity to retail services and freeway access make a good case for higher density residential development. They commented that considering the trend in the area toward multifamily development, the increase in density from under 12 dwelling units per acre to 20 units per acre would not be a significant stretch. The Planning Board stated that overall the location is a good choice, the request seems reasonable, and they support it.

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.

Staff Analysis

The 23.864 acre subject properties are currently vacant. North of the request is I-73 zoned County RS-40 (Residential Single-family). East of the request are a cell tower and single-family dwellings, zoned County CU-AG (Conditional Use - Agricultural) and County RS-40 (Residential Single-family). South of the request are single and multi-family dwellings, zoned County RS-40

(Single-family Residential) and City PUD (Planned Unit Development). West of the subject properties are Multi-family dwellings, zoned City CD-RM-18 (Conditional District – Residential Multi-family - 18) and City PUD (Planned Unit Development).

The majority of the subject site is currently located in the City. The Growth Strategy Map designates a portion of 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 January 6, 2020 meeting. The Planning Board recommended approval of the associated annexation request for this property on February 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 Moderate Residential. The Moderate Residential designation includes the City's predominantly single-family neighborhoods as well as other compatible housing types that have a density range of 5-12 dwelling units per acre. The Planning Board reviewed a GLFUM amendment request (**CP 20-04**) to change all of the properties to High Residential during its meeting on February 19, 2020. The High Residential designation provides for high-density apartment dwellings, condominiums, life care, and similar housing types with a density of 12 or more units per acre.

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-26, as conditioned, will allow uses complimentary to the existing single and multi-family residential 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-26 (Conditional District - Residential Multi-family - 26)** zoning district.

Additional Information

Transportation Impact Analysis

Executive Summary

The proposed James Landing Development is an expansion project of the existing Keystone at James Landing Apartments, located in the northeast quadrant of Guilford College Road and Ruffin Road in Greensboro, North Carolina. The proposed expansion will add 327 units on the parcels located north of Ruffin Road and 89 units on the parcel located south of Ruffin Road. There are three (3) proposed site access points: one (1) site access will be an extension of Lafayette Landing that will provide access to the

units north of Ruffin Road, and two (2) site accesses approximately 425 feet east of Lafayette Landing that will provide access to the units north and south of Ruffin Road. With the construction of the development, Ruffin Road will be extended eastward and paved to the existing pavement at Wedgewood Drive.

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 10th Edition), this development has a trip generation potential of 185 trips in the AM peak and 210 trips in the PM peak.

Based on the analysis all study intersections, with the exception of Guilford College Road at Ruffin Road, operate at LOS C or better in build conditions. The intersection of Guilford College Road at Ruffin Road experiences a LOS F in the future AM and PM peak conditions. This level of service is due to lack of acceptable gaps on Guilford College Road for left turning vehicles from Ruffin Road. A signal warrant was performed at this study intersection. The analysis indicates that in both background conditions and future build conditions, at least one (1) signal warrant was met. Based on the analysis and projected volumes, the only improvement is to signalize Guilford College Road at Ruffin Road.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that there will be adequate capacity to accommodate future traffic. Please note that all accesses to the site are required to be constructed to GDOT standards.