



PLZ-20-30

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

Zoning Commission Hearing Date: October 19, 2020

GENERAL INFORMATION

| | |
|----------------------------|--|
| APPLICANT | Michael S. Fox, on behalf of Koury Corporation |
| HEARING TYPE | Rezoning Request |
| REQUEST | R-3 (Residential Single Family – 3) and R-5 (Residential Single Family – 5) to CD-RM-26 (Conditional District Residential Multifamily - 26) |
| CONDITIONS | <ol style="list-style-type: none">1. All uses allowed in the RM-26 zoning district, <u>except</u> for the following:<ol style="list-style-type: none">a. Forestry and crops;b. Manufactured Homes (Class AA);c. Manufactured Home Parks;d. Fraternities and Sororities;e. Private Dormitories;f. Rooming and Boarding Houses;g. All Cemeteries;h. Day Care Homes;i. Elementary/Secondary Schools, neighborhood scale;j. Elementary/Secondary Schools, community scale;k. All government uses;l. Shelters, Temporary and Emergency;m. Tourist Homes (Bed & Breakfast)n. Junked Motor Vehicles;o. Yard Sales (up to 2 per year)p. Land Clearing and Inert Debris Landfills, Minor |
| LOCATION | 1414, 1509, 1511 and 1515 West Cone Boulevard and 2111, 2113, 2115 and 2117 Cleburne Street |
| PARCEL ID NUMBER(S) | 7865274931, 7865185962, 7865185907, 7865194052, 7865382032, 7865372945, 7865372847, and 7865372758 |
| 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). 201 notices were mailed to those property owners in the mailing area. |

TRACT SIZE 23.30 Acres

TOPOGRAPHY Slopes towards West Cone Boulevard

VEGETATION Mostly wooded

SITE DATA

Existing Use Undeveloped land and Single-family Dwellings

| | Adjacent Zoning | Adjacent Land Uses |
|---|---|--|
| N | R-3 (Residential Single-family - 3) and CD-RM-5 (Conditional District – Residential Multi-family – 5) | Single-family dwellings, multi-family dwellings, middle school, a religious assembly use, and undeveloped land |
| E | R-3 (Residential Single-family - 3) | Single-family dwellings |
| S | R-3 (Residential Single-family - 3) | Single-family dwellings |
| W | R-3 (Residential Single-family - 3) and R-5 (Residential Single-family - 5) | Single-family dwellings and a portion of Kirkwood Park |

Zoning History

| Case # | Date | Request Summary |
|--------|------|---|
| N/A | N/A | The subject property is currently zoned R-3 (Residential Single-family - 3) and R-5 (Residential Single-family - 5). This has been the zoning on the property since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned RS-12 (Residential Single-family) and RS-9 (Residential Single-family). |

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (R-3) | Existing (R-5) | Requested (CD-RM-26) |
|------------------------------|--|--|---|
| Max. Density: | 3 units per acre | 5 units per acre | 26 units per acre |
| Typical Uses | Typical uses in the R-3 district include single family residential of up to 3 dwelling units per acre. | Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre. | All uses allowed in the RM-26 zoning district, <u>except</u> for the following: Forestry and crops; Manufactured Homes (Class AA); Manufactured Home Parks; Fraternities and Sororities; Private Dormitories; Rooming and Boarding Houses; All Cemeteries; Day Care Homes; Elementary/Secondary |

Schools, neighborhood scale;
Elementary/Secondary Schools, community scale;
All government uses;
Shelters, Temporary and Emergency; Tourist Homes (Bed & Breakfast); Junked Motor Vehicles; Yard Sales (up to 2 per year); and Land Clearing and Inert Debris Landfills, Minor.

**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 located within the Cone Boulevard Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

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 N. Buffalo Creek – Non-Watersupply Watershed Watershed

Floodplains Onsite – A Floodplain Development Permit is required for any Floodplain disturbance.

Streams Non-Blue Line stream features onsite must be identified. Blue Line and Non-Blue Line streams onsite will have a 50ft stream buffer measured from top of bank on each side. No new BUA is allowed within the entire 50ft stream buffer.

Other: If >1acre is disturbed and the BUA is increased, site must meet Phase 2 requirements, Water Quality and Water Quantity Control must be addressed for the entire site. State and Corps permits will be required for any stream crossing and or wetland disturbance. I letter of 'No Practical Alternative' will be required for any stream buffer disturbance.

Utilities (Availability)

Water and sewer are 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: 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 l.f.

Adjacent to vacant land: Vehicular Use Area buffer yard (see 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 23.30 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: Cone Boulevard – Major Thoroughfare.
Cleburne Street – Collector Street.

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

Traffic Counts: Cone Boulevard AADT = 9,600 (NCDOT, 2018).

Trip Generation: 24 Hour = 3,973; AM Peak Hour = 233; PM Peak Hour = 261.

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 frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: Yes, required per TIS Ordinance. Please see the end of this staff report
(TIS) for the Executive Summary of the TIS.

Street Connectivity: N/A.

Other: Subject site is adjacent to a joint sidewalk project between the City of Greensboro and the NCDOT that will install sidewalk along Cone Boulevard. Construction of this project is scheduled to begin in 2022.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO 2040 Comprehensive Plan Policies

The GSO 2040 Future Land Use Map designates this location as **Residential**. The requested **CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land-use designation. The GSO 2040 Future Built Form Map designates this location as **Urban General**.

GSO 2040 Written Policies

Filling In Our Framework - How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

Goal A - Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

Strategy 1 - Encourage higher density, mixed-use, walkable infill development.

Goal B - Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 1 - Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

Creating Great Places - Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A - Greensboro's citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

Strategy 2 - Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

Becoming Car Optional - Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

Goal A - Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

Strategy 1 - When designing and reconfiguring streets, continue to build on programs and policies that consider the existing and future land use of the surrounding area.

Strategy 2 - Encourage new development that is compatible with the intended use of the adjacent roadway.

Strategy 3 - Multiple transportation options should be considered when designing streets.

Goal B - Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

Strategy 1 - Expand the greenway network to connect all parts of the city as a key element of the transportation system.

Prioritizing Sustainability - Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy

Goal A - Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

Strategy 1 - Promote resilient, efficient and environmentally beneficial patterns of land use.

Strategy 4 - Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

Goal B - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

Strategy 1 - Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

Strategy 2 - Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

Strategy 3 - Promote a just, ethical, and respectful community.

Goal C - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

Strategy 1 - Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

Building Community Connections - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

Goal E - Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

Strategy 1 - Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

GSO 2040 Map Policies

Future Land Use Map

Residential includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form Map

Urban General: Should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.

2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

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 surrounding properties and with representatives of the Old Irving Park Neighborhood, (the boundaries of which, as identified by said neighborhood, the subject site is located within).

Staff Analysis

The subject property is approximately 23.30 acres and currently undeveloped land and single-family dwellings. North of the request contains single-family dwellings, multi-family dwellings, a middle school, a religious assembly use, and undeveloped land, zoned R-3 and CD-RM-5. East and south of the property contain single-family dwellings, zoned R-3. West of the request contains single-family dwellings and a portion of Kirkwood Park, zoned R-3 and R-5.

The proposed rezoning request supports the Comprehensive Plan's Creating Great Places Big Idea to meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

The Comprehensive Plan's Future Land Use Map currently designates this property as Residential. The Residential designation includes both single and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a District Scaled Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences. The subject parcels are long and narrow making it such that the site cannot be developed in a manner that orients the buildings to the corridor.

The Comprehensive Plan's Future Built Form Map currently designates this property as Urban General. Applicable characteristics of the Urban General classification include, but are not limited the following:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

The CD-RM-26, as conditioned, would permit uses that are complimentary to those existing in the surrounding area. West Cone Boulevard is a major thoroughfare and residential development with a density up to 26 dwelling units per acre is appropriate along a major thoroughfare. However, the surrounding neighborhoods are primarily low density residential, 3-5 dwelling units per acre. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the low density residential on adjacent properties.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-RM-26 (Conditional District – Residential Multifamily - 26)** zoning district.

Traffic Impact Study: Executive Summary

The proposed Cleburne Apartments is located on the south side of West Cone Boulevard between Lafayette Avenue and Cleburne Street in Greensboro, North Carolina. Per communication with the developer, the proposed residential development is planned to be a gated apartment community. In order to give conservative results, this study assumed the site to include 531 apartments to depict the worst-case scenario (Highest trip generator). Two (2) access points are proposed on West Cone Boulevard approximately 408 feet and 1,175 feet west of its intersection with Cleburne Street. The development is planned to be built by approximately 2024.

Trip Generation

Based on trip generation rates published in ITE's Trip Generation Manual (10th Edition), this development has a trip generation potential of 3,973 daily trips with 233 trips in the AM peak and 261 trips in the PM peak.

Capacity Analysis

Based on the capacity analysis, transportation impacts have been identified where necessary to mitigate the impacts of the site traffic. At the southern intersection of West Cone Boulevard and Main Entrance (Site Access 2)/Connector Road, an eastbound left turn lane of 100 feet of storage and appropriate taper is recommended on West Cone Boulevard to assist the vehicles seeking to make a U-turn, especially those coming from Site Access 1 (west access). Also, a westbound left turn lane of 200 feet of storage and appropriate taper is recommended on West Cone Boulevard to accommodate left turn entry into Site Access 2 (east access).

Per request from Greensboro Department of Transportation (GDOT), a left-over configuration (left in, right in, right out) was analyzed at the intersection of Cleburne Street and West Cone Boulevard. The analysis indicates this reconfiguration would reduce delays exiting from Cleburne Street and minimize conflicting movements at this intersection. Those seeking to make a left-out movement would turn right and make a U-turn at the traffic signal at Marston Road.

At the off-site intersections of Cone Boulevard at Lafayette Street, and Cleburne Street and West Cornwallis Drive, the traffic simulation indicates level of service D or better during future no build AM and PM peak periods. With the addition of site traffic, LOS D or better is anticipated.

Conclusion

This TIA was performed to assess transportation impacts of the proposed Cleburne Apartments site as well as background traffic. Recommendations have been given to accommodate these impacts. With these improvements in place, the traffic impact as a result of this development can be accommodated. The recommended improvements for the development are shown in Exhibit A. The exact layout of the site and improvements at the site accesses will need to be coordinated during the site plan review process. **Please note that the access points to the site is recommended to be designed according to GDOT standards.**





