



Z-08-09-001

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

Zoning Commission Hearing Date: September 8, 2008

GENERAL INFORMATION

| | |
|-----------------------------|--|
| APPLICANT | Mark Issacson for James A. Brown Sr. et al. |
| HEARING TYPE | Zoning Commission |
| REQUEST | County RS-40 (Residential-Single Family) to City CD-RM-12 (Conditional District-Residential-Multi Family) |
| CONDITIONS | <ol style="list-style-type: none">1) All residential uses permitted in the RM-12 zoning district.2) The total number of dwelling units shall be limited to 400 units.3) Building exterior shall be constructed of composite or wood products and may have up to 20% brick or stone accent.4) The proximity of Painter Boulevard (Urban Loop) shall be disclosed to all purchasers of homes within the development as follows: as a part of the Developer's recorded declaration of covenants and restrictions, within any purchase contract between Developer and initial purchaser, and any recorded plat of the subject property. All such documentation shall be provided to the City upon request.5) Any freestanding exterior lighting shall utilize energy saving devices, if available, and be directed away from adjoining properties. Maximum pole height for exterior lighting shall be 25 feet. |
| LOCATION | Generally described as the east side of Strickland Court, south of Interstate 40 and north and south of Ruffin Road |
| PARCEL ID NUMBER (S) | Multiple |
| PUBLIC NOTIFICATION | The notification area for this public hearing was 600 feet (Chapter 30-9-1.2 of the City 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). 96 notices were mailed to those property owners in the mailing area. |
| TRACT SIZE | ~37.01 acres |

TOPOGRAPHY Undulating
VEGETATION Heavily wooded

SITE DATA

Existing Use Single-Family units and undeveloped vacant land

| | Adjacent Zoning | Adjacent Land Uses |
|---|--|---|
| N | County AG (Agriculture) and County RS-40 (Residential Single-Family) | Interstate 40 (Urban Loop) |
| E | County RS-40 (Residential Single-Family) | Undeveloped |
| W | County RS-40 (Residential Single-Family) | Single-Family dwelling units |
| S | County RS-40 (Residential Single-Family) | Single-Family dwelling units and a farm |

Zoning History

| Case # | Date | Request Summary |
|---------------|-------------|------------------------|
| | N/A | |

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (County AG) | Existing (County RS-40) | Requested (CD-RM-12) |
|------------------------------|--|---|---|
| Max. Density: | 1 dwelling unit per acre | 1 dwelling unit per acre | 12 dwelling units per acre |
| Typical Uses | Primarily intended to accommodate uses of an agriculture nature. | Primarily intended to accommodate single-family detached dwellings on large lots. | Primarily intended to accommodate multifamily uses. |

**These regulations may not reflect the actual requirements for all situations; see the City of Greensboro Zoning Code for actual regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation – N/A
SCOD-2 (Scenic Corridor Overlay District-2)

Environmental/Soils

| | |
|------------------------|--|
| Water Supply Watershed | Yes, site drains to Lower Randleman Lake Watershed (Bull Run Deep River Subbasin) |
| Floodplains | N/A |
| Streams | Yes, Pond & Stream on site. 100ft stream buffer required for any intermittent or perennial stream that is identified on site measured from top of bank, no new BUA within stream buffer. |
| Other: | Max. Built Upon Area (BUA) 50%, or 12% BUA for low density option in Lower Randleman Lake Watershed. Any new development or redevelopment BUA must meet water quality watershed requirements. Potential for wetlands on site. Contact the State Division of Water Quality and USACE for any wetlands disturbance or stream crossing / disturbance. |

Utilities

| | |
|---------------|--|
| Potable Water | Will require a lengthy extension and upgrades to existing water mains in order to support the necessary fire flow requirements of the proposed development. Estimated costs of 650K, as per the feasibility study that was completed for this project. |
| Waste Water | Will require extensive upgrades to the existing sewer system. Estimated costs of 3.4 million to send sewer back to Greensboro, or sewer will flow to High Point for 800K, as per the feasibility study that was completed for this project. |

Airport Noise Cone

The subject property is not located in the Airport Noise Cone.

Landscaping Requirements

| Location | Required Planting Yard Type and Rate |
|----------|---|
| North | SCOD - 2 buffer, Type D Yard – minimum width 5'; 2 understory trees per 100'; 18 shrubs per 100', Type C Yard – avg. width 20'; 2 canopy trees per 100'; 3 understory trees per 100'; 17 shrubs per 100' |
| South | Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100', Type C Yard – avg. width 20'; 2 canopy trees per 100'; 3 understory trees per 100'; 17 shrubs per 100', Type D Yard – minimum width 5'; 2 understory trees per 100'; 18 shrubs per 100' |
| East | Type C Yard – avg. width 20'; 2 canopy trees per 100'; 3 understory trees per 100'; 17 shrubs per 100', Type D Yard – minimum width 5'; 2 understory trees per 100'; 18 shrubs per 100' |
| West | Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100', Type C Yard – avg. width 20'; 2 canopy trees per 100'; 3 understory trees per 100'; 17 shrubs per 100' |

**Tree Preservation Requirements
Acreage**

Requirements

37.01 Ac. All trees 4" or greater DBH which are located within the required planting yards or within 25' of the side and rear property line, whichever is greater

Transportation

| | |
|----------------------------|---|
| Street Classification | Guilford College Road – Major Thoroughfare, Ruffin Road – Collector Street. |
| Site Access | All access must be designed and constructed to the City of Greensboro standards. |
| Traffic Counts: | Guilford College Road ADT = 11,612 (2007). |
| Trip Generation: | 24 Hour = 2,344, AM Peak Hour = 176, PM Peak Hour = 308. |
| 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. There are no sidewalk projects in this area. |
| Transit in Vicinity | No. |
| Traffic Impact Study (TIS) | Yes required per TIS Ordinance. |
| Street Connectivity | N/A. |
| Other | N/A. |

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-RM-12** (Conditional District-Residential-Multi Family) 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 **Moderate Residential**. The requested **CD-RM-12** zoning district is consistent with this GFLUM designation.

Connections 2025 Written Policies

Growth at the Fringe Goal: 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 4G.1: Promote compact development.

Housing and Neighborhoods Goal: 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 6A.4: Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

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

Connections 2025 Map Policies

Moderate Residential (5-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

There is a drainageway crossing in the center of this site that is depicted on the City's "Drainageway and Open Space" map. When this site is subdivided, the Subdivision Ordinance will require the dedication of those areas to the City of Greensboro as drainageway and open space. The width of the dedication along that drainageway will depend on the size of the pipe it would take to cross said drainageway. If a crossing would require a 66-inch or greater pipe, the required dedication would include the land between the natural one-hundred-year flood contour lines as determined by the City. That area may be reduced in width by filling provided that a minimum average width of two hundred feet is maintained, a minimum width of one hundred feet is maintained at the narrowest point, no fill is placed within a designated floodway, and no slope greater than three to one is created. Article VII, Section 27-22 Stormwater management control requirements, and federal wetlands regulations will prohibit or restrict fill placement in certain locations. If the crossing would require a pipe smaller than 66-inches the minimum average width would be sixty feet.

Growth Tier One is where development is expected to be concentrated and where services can be most easily provided within the next six years.

CONFORMITY WITH OTHER PLANS

City Plans - N/A

Other Plans - N/A

Staff/Agency Comments

Planning

The subject 37-acre parcel which is currently outside the City limits consists of heavily wooded lots with significant topography, a pond and 2 single-family dwelling units. To the east, west and south of the subject site are single-family residential units and to the north is the interstate 40. This CD-RM-12 original zoning request is accompanied by an annexation petition and would allow for consideration of multi-family residential development of up to 12 dwelling units per acre and a maximum of 400 units as per the applicant's conditions.

Staff recognizes the fact that while the Comprehensive Plan calls for the implementation of measures to protect neighborhoods from potential negative impacts of developments that are inconsistent with the neighborhood's livability and reinvestment potential, it also speaks to the promotion of a diverse mix of housing types, and densities which will 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 also speaks to the encouragement of sound and sustainable patterns of land use, limit sprawl and provide for the efficient provision of public services and facilities as the City expands. The general land use pattern in this area of the County is scattered single family detached residences on larger lots. However due to the topographic constraints of the site, the proximity of Interstate 40 and the presence drainage ways on the site, an increase in density could add needed flexibility to work more easily with existing topography and preserve appropriate buffers.

Also, with this site adjacent to an active interstate highway, Staff acknowledges the fact that noise emanating from the highway will be an issue for the future residents of this proposed project and therefore has been working assiduously with the applicant to come out with conditions that will help protect the proposed project and the surrounding properties from the negative impacts that this development may bring in its trail. In light of this, staff has suggested and the applicant has committed to amending his conditions to include the following or similar wording to that effect;

1. In order to reduce highway noise impacts on proposed residences, the two areas of this site between the Urban Loop ROW and adjacent residences will utilize the following grading, landscaping and site layout techniques to reduce residential noise.
 - a. Existing topography and new grades and berms shall be utilized whenever possible to shield direct exposure of units to the highway noise.
 - b. Landscaping materials shall be of a dense mix of different height evergreen species designed to shield residences.
 - c. Buildings should be located and situated to maximize distances from the highway, add other uninhabited building sections or

accessory buildings between them, and minimize residence windows and doors directly exposed to the highway.

2. Developer will double the planting rate in the required buffers along the southernmost and westernmost boundaries of the subject property, as well as along the border with Interstate 40.

With the above suggested conditions, and the original conditions as proposed by the applicant, staff is of the opinion that this rezoning request will be generally compatible with the development and trend in the area. Several Comprehensive Plan Policies support this request including the promotion of a diverse mix of housing types, and densities, the opportunity 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 and the promotion of sound and sustainable patterns of land use.

It should be noted that the developer must meet all requirements specified in the recent site feasibility study by the Water Resources Department dated June 3, 2008 pertaining to this site, **subject to appropriate updating at the time of utility extension** (see attached)

In conclusion, Staff believes that this request is consistent with the intent and purpose of the zoning code and the Comprehensive Plan (Connections 2025). Staff is also of the opinion that the request is generally compatible with existing developments and trends in the surrounding area.

Water Resources

Open channels that carry public runoff require appropriately sized DMUE (size based on amount of flow conveyed in channel).

Housing and Community Development

Long term quality of life for residents of this development would be greatly enhanced by use of sound and vibration damping construction materials and techniques in the residential structures. Quality of life would be further enhanced by connecting all residential structures, common areas, and parking areas with a system of pedestrian ways, and by linking that internal system to the required public sidewalk on Ruffin Road.

STAFF RECOMMENDATION

PLANNING

Staff recommends **Approval** of the requested **CD-RM-12** (Conditional District-Residential-Multi Family) zoning district.

I. Executive Summary

Introduction

The proposed Ruffin Road Development is planned to be located along Ruffin Road east of the Guilford College Road intersection in Greensboro, North Carolina. This proposed development is planned to consist of 400 units of townhomes.

The purpose of this report is to evaluate the proposed development in terms of projected traffic conditions, evaluate the ability of the adjacent roadways to accommodate the additional traffic volumes, and to recommend transportation improvements needed to mitigate congestion that may result from the additional site traffic. This report presents trip generation, trip distribution, traffic analyses, and recommendations for transportation improvements needed to meet anticipated traffic demands. This report examines existing conditions, 2013 No-Build conditions, and 2013 Build Out conditions.

Site Access

The Ruffin Road Development is proposed to have its primary access point via Strickland Court, at the Guilford College Road / Wendover Avenue EB Ramp / Strickland Court intersection. There will also be three (3) additional access points along Ruffin Road.

Trip Generation

The proposed development is projected to generate approximately 2344 trips per average weekday with 176 trips predicted to occur during the morning peak hour and 308 trips predicted to occur during the afternoon peak hour.

Capacity Analysis

Capacity analyses were performed for intersections in the immediate project vicinity. The results of the capacity analyses revealed that the proposed Ruffin Road Development will have minimal impacts on intersection and street operations in the project area. All intersections are predicted to operate at acceptable levels of service with or without the proposed development.

A summary of the Highway Capacity Software Analysis analyzed using Synchro version 7.0 is shown in the following table:

| Ruffin Road Development Level-of-Service Summary | | | | | | |
|---|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|
| Intersection | 2008 Existing | | 2013 No-Build | | 2013 Build Out | |
| | AM | PM | AM | PM | AM | PM |
| Guilford College Rd. /Wendover Ave. EB Ramp / Strickland Court | C (23.1) 48.9%* | B (15.5) 52.8%* | C (26.5) 54.1%* | B (17.1) 56.9%* | C (30.8) 61.2%* | B (19.3) 57.9%* |
| Guilford College Rd. /Ruffin Road | # (0.0) B (11.7) WB 29.4%* | # (0.0) B (11.5) WB 35.9%* | # (0.0) B (12.4) WB 32.5%* | # (0.0) B (12.2) WB 40.0%* | # (0.8) C (15.3) WB 34.4%* | # (0.5) B (13.1) WB 40.4%* |
| Ruffin Road / Site Access #1 | N/A | N/A | N/A | N/A | # (0.9) A (9.0) SB 15.7%* | # (2.2) A (9.3) SB 19.5%* |
| Ruffin Road / Site Access #2 | N/A | N/A | N/A | N/A | # (2.9) A (8.8) SB 17.0%* | # (2.7) A (8.5) SB 21.9%* |
| Ruffin Road / Site Access #3 | N/A | N/A | N/A | N/A | # (7.4) A (9.2) NB 22.1%* | # (5.4) A (9.4) NB 24.5%* |

Note:
- No letter value assigned by Synchro, only overall intersection delay * - Intersection Capacity (ICU) Calculations

The Guilford College Road / Wendover Avenue EB Ramp / Strickland Court intersection is currently operating at a level of service (LOS) C during the AM peak hour and LOS B during the PM peak hour. In year 2013 without the proposed development (2013 No-Build), the intersection is projected to continue to operate at LOS C during the AM peak hour and LOS B during the PM peak hour. At full buildout in 2013, the site traffic generated by the proposed Ruffin Road Development will cause the total intersection average vehicle delay to increase by only 4.3 seconds/vehicle in the AM peak hour and 2.2 seconds per vehicle in the PM peak hour with the intersection operating at LOS C during the AM peak hour and LOS B during the PM peak hour.

The unsignalized intersection of Guilford College Road / Ruffin Road is currently operating with overall delays of 0.0 seconds/vehicle during the AM and PM peak hours. In year 2013 without the proposed development (2013 No-Build), the intersection is projected to continue to operate with overall delays of 0.0 seconds/vehicle during the morning and afternoon peak hours. At full buildout in 2013, the site traffic generated by the proposed Ruffin Road Development will cause the total intersection average vehicle delay to increase by only 0.8 seconds/vehicle in the AM peak hour and 0.5 seconds per vehicle in the PM peak hour with the minor westbound movement operating at LOS C and B during the AM and PM peak hours, respectively.

Ruffin Road and proposed Site Access points #1, #2, and #3 are proposed to be unsignalized full movement access points along Ruffin Road. Analysis during the 2013 buildout year indicate the maximum total intersection average vehicle delay experienced by either Site Access #1, #2, or #3 is 7.4 seconds/vehicle during the morning peak hour and 5.4 seconds/vehicle during the afternoon peak hour. The minor

movements are projected to operate at LOS A during the AM and PM peak hours. Evaluation of the left and right-turn lane warrants illustrated in the *City of Greensboro Department of Transportation Driveway Manual*⁴ indicates that left and right turn lanes are not warranted to accommodate the expected turning movement volumes on Ruffin Road at any of the access points. The turn lane warrant tables are included in Appendix A. Site Access #1, #2, and #3 shall be constructed to meet or exceed all applicable GDOT standards.

Recommended Improvements

This study shows that the proposed Ruffin Road Development will have a minor effect on traffic operations in the vicinity of the development. Based on the analysis performed, on-site observations of existing traffic conditions, and City of Greensboro Department of Transportation (GDOT) turn lane warrants, the following improvements are recommended in order to mitigate the traffic impact of the proposed development:

Ruffin Road Improvements (per GDOT)

- Widen Ruffin Road along the section of the roadway that has property frontage only on the north side. This section is to be widened to half of the 30 ft wide cross section along with the construction of curb and gutter on the north side of the roadway.
- Widen Ruffin Road along the section of the roadway that has property frontage on both sides of the road to a 30 ft wide curb and gutter facility.

Site Accesses

- Site Access #1, #2, and #3 shall be constructed in conformance with *City of Greensboro Driveway Manual*⁴.

Conclusions

This study shows that the proposed development will not have a significant negative impact on traffic operations along Guilford College Road or Ruffin Road. There are no unacceptable delays predicted for any of the study area intersections or minor movements. **All intersections are predicted to operate at acceptable levels of service with or without the proposed development.** The traffic projected to be generated by the proposed development should not materially endanger public health, safety, or welfare.