



Z-13-05-002

Planning & Community Development
Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: May 13, 2013

GENERAL INFORMATION

APPLICANT Henry Isaacson for D&W Investment properties, LLC

HEARING TYPE Rezoning

REQUEST **CD-LI** (Conditional District-Light Industrial) and **CD-LI** (Conditional District-Light Industrial) to **CD-RM-26** (Conditional District- Residential Multi Family)

CONDITIONS

1. Uses Limited to 288 multi-family units.
2. Buildings shall be limited to 3 stories in height.

GFLUM **Industrial Corporate Park to Mixed Use Corporate Park**

LOCATION **1198 Pleasant Ridge Road and a portion of 1196 Pleasant Ridge Road**, generally described as the southeast side of Pleasant Ridge Road, south of the intersection with Cude Road.

PARCEL ID NUMBER(S) **7816224234 & 7816222599**

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). **25** notices were mailed to those property owners in the mailing area.

TRACT SIZE ~15.592 Acres

TOPOGRAPHY Flat areas and slight elevation shifts

VEGETATION Existing moderate vegetation and trees

SITE DATA

Existing Use	Undeveloped
Adjacent Zoning	Adjacent Land Uses

N	City R-3 (Residential Single-family), County RS-40 (Residential single family) and County AG (Agriculture)	Undeveloped parcels and rural residential single-family homes
E	R-3 (Residential Single-family) and CD-LI (Conditional District-Light Industrial)	Single-family and Contractor office
W	LI (Light Industrial) and R-3 (Residential- Single Family),	Office flex space and single-family dwelling
S	R-3 (Residential Single-family)	Undeveloped parcels, Rural residential-farm type operation

Zoning History

Case #	Date	Request Summary
3590	08/13/2007	The 14.08 acres portion of this request was rezoned from RS-40 (Residential Single-family 40) to CD-LI (Conditional District-Light Industrial) with the following conditions: <ol style="list-style-type: none"> 1. All uses permitted in the Corporate Park zoning district, and kennels or pet grooming services and car washes, but excluding any drive thru uses on the subject property.
3511	11/13/2006	The 1.51 acres portion of this request was rezoned from RS-40 (Residential Single-family 40 to CD-LI (Conditional District-Light Industrial) with the following conditions: <ol style="list-style-type: none"> 1. All uses permitted in the Corporate Park (CP) zoning district.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-LI)	Requested (CD-RM-26)
Max. Density:	N/A	26.0 units per acre or less
Typical Uses	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties.	Primarily intended to accommodate multi-family and other residential uses at a density of 26 units per acre or less.

**These regulations may not reflect all requirements for all situations; see the City of Greensboro 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 Site drains to Upper Randleman Watersupply Watershed, WS IV, East Fork Watershed
Deep River

Floodplains N/A

Streams Perennial streams require a 100ft buffer, each side of stream measured from top of bank. No new Built Upon Area is allowed within the stream buffer. Perennial pond onsite also requires a 100ft buffer measured from normal pool elevation.

Other: Any development must meet current watersupply watershed requirements. All BUA must be treated by a State Approved water quality device, BMP.

Utilities

Potable Water Available with capacity in line with request

Waste Water Available with capacity in line with request

Airport Noise Cone

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

Landscaping Requirements

Pleasant Ridge Rd. - Street Yard – minimum width 10'; 2 canopy trees per 100', 17 shrubs per 100'

North, East, West and South Property Lines adjoining Single Family - Type C Yard – average width 15'; 2 canopy trees per 100', 3 understory trees per 100', 17 shrubs per 100'

West Property Line adjoining Commercial - Type C Yard – average width 15'; 2 canopy trees per 100', 3 understory trees per 100', 17 shrubs per 100'

Parking Lot Landscaping

Requiring landscaping within parking areas is intended to shade and improve the attractiveness of large areas of pavement.

Required Landscaping

Parking lot planting yards must include at least one canopy tree for every 12 parking spaces.

Required canopy tree areas must be located within the parking lot. They may be located in landscape islands, landscape divider medians between rows of parking, or in driveway medians.

Islands or other planting areas for canopy trees must have a minimum area of 200

square feet with a minimum dimension of 7 feet, measured in any direction. Islands or planting areas of less than 200 square feet may not be counted toward satisfying parking lot landscaping requirements.

The landowner may provide required landscape islands or planting areas using one or more of the planting area sizes below. Each parking space must be entirely within the designated distance of a parking lot planting area as specified below:

Table 10-4: Location of Parking Lot Planting Areas		
Size of Parking Lot Planting Area (sq. ft.)	Number of Trees In Planting Area	Max. Distance from Parking Space (feet)
200-499	1	100 (1)
500-899	3	130
(1) Canopy trees installed as part of a required planting yard that abuts the parking lot may be used for up to 50% of the required distance		

Grouping canopy trees within the same landscape island or planting area is strongly encouraged, even if this would decrease the number of islands within the parking lot.

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 used to satisfy the planting requirements for parking lot areas may not be counted toward the planting requirements for other required plantings on the site.

Tree Preservation Requirements

Acreage	Requirements
15.592 ac.	10% of Lot size

Transportation

Street Classification:	Pleasant Ridge Road – Major Thoroughfare. Cude Road – Collector Street.
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Pleasant Ridge Road - AM Peak Hour = 650, PM Peak Hour = 583.
Trip Generation:	24 Hour = 1,869, AM Peak Hour = 145, PM Peak Hour = 176.
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: (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 ANALYSIS

Land Use Compatibility

The proposed **CD-RM-26** (Conditional District- Residential Multi Family) zoning would allow land uses that are not compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Generalized Future Land Use Map designates this location as **Industrial/Corporate Park**. The requested **CD-RM-26 (Conditional District- Residential Multi Family, 26 du/ac)** zoning district is generally inconsistent with this GFLUM designation, however, this rezoning request is accompanied by a requested amendment to the GFLUM which, if approved, would change the future land use designation of the subject site to **Mixed Use Corporate Park**, thereby resolving the inconsistency.

Connections 2025 Written Policies

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

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

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

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

POLICY 7C.1: Ensure that adequate land is zoned and has infrastructure available for the various stages of business 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.

Community Facilities, Services, and Infrastructure, Goal 9: Provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens’ needs, contribute to quality of life, and support desired land use patterns.

Policy 9A: Proactively target infrastructure (water/sewer) extensions to support desired land use patterns.

Connections 2025 Map Policies

Industrial/Corporate Park – This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

Mixed Use Corporate Park – This designation is intended for large tracts of undeveloped land near the City’s fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or “corporate park” setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

Comprehensive Plan Amendment History

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

Applicant Stated Reasons for Request

“Pleasant Ridge Road is in a state of transition. There are a mixture of uses along the road especially West of NC Highway 68. There is an apparent lack of multifamily residential in this area of Pleasant Ridge Road, while industrial [sic] use has gradually expanded.”

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

“This area west of Highway 68 and the Piedmont Triad International Airport has grown with a mix of uses. This has given rise for a need of good multifamily residential for those who would like to reside near their places of work. Also there are several corporate park tracts which back up to the subject property. NCDOT currently plans to construct a major interchange at the intersection of NC Hwy 68 and Pleasant Ridge Road.”

COMPREHENSIVE POLICY PLAN ANALYSIS

Need for Proposed Change

The requested zoning would allow uses that are incompatible with the GFLUM category on

the site, which is currently designated **Industrial/Corporate Park**. This requested GFLUM amendment to **Mixed Use Corporate Park** would eliminate that potential inconsistency.

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

See recommendations of attached Traffic Impact Analysis.

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

Potential change in development trends prescribed by existing Industrial/Corporate Park designation.

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

N/A

PLANNING BOARD COMMENTS

At their April 17th meeting, the Planning Board was asked to consider and comment on the requested change to the GFLUM as discussed above. The Planning Board commented that though this project did not contain a mix of uses in itself, it did contribute to a mix of uses for the purposes of meeting "Mixed Use Corporate Park" standards. The Planning Board did express concerns that introducing residential uses, as allowed in "Mixed Use Corporate Park" into an industrial area could have a chilling effect on future industrial development and that preserving land for future industrial sites is a concern for the City as a whole. The Board also noted that residential uses could be compatible with adjacent corporate park uses.

CONFORMITY WITH OTHER PLANS

City Plans

Consolidated Plan 2010-2014: Plan for a Resilient Community

Principle 2 – Promote Equitable, Affordable Housing:

Goal A: Increase opportunities for choices in housing location, unit type and level of accessibility.

Principle 6 – Value Communities and Neighborhoods:

Goal A: Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

Western Area Plan (not yet adopted)

Analysis and recommendations under consideration as part of the Western Area Plan process indicate the south side of Pleasant Ridge Road as being for future industrial development based on topography, easier access to utilities and other environmental factors, with new residential development suggested closer to NC Highway 68.

Other Plans

n/a

Staff/Agency Comments

Community Development

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

Planning

The applicant's request to rezone 15.592 acres in this location for high density residential

purposes was reviewed by staff and evaluated on both immediate and longer term development impacts. Properties to the north of this request are currently zoned City R-3 and County RS-40 (single family dwellings and undeveloped), properties to the east of this site are currently zoned R-3, CD-LI and BP (single family dwelling, contractor's office and other office uses), property to the south of the subject site is zoned R-3 (undeveloped) and properties to the west of the subject site are zoned CD-LI (office/flex space) and R-3 (single family dwellings)

The subject property and all properties on the south side of Pleasant Ridge Road in this area are designated Industrial/Corporate Park on the Generalized Future Land Use Map. This designation calls for both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks. New residential uses are specifically discouraged under this current GFLUM designation based on potential conflicts with these other uses. The predominant trend (last 5+ years) in the area bounded by West Market Street, NC 68, and Pleasant Ridge Road has been rezonings from large-lot residential to primarily Conditional District – Light Industrial (CD-LI) or Business Park (BP). This trend is reflected for the subject site as well as for sites to the east and west of the subject site as shown on the current zoning map.

This current request is inconsistent with the current Industrial/Corporate designation on the Generalized Future Land Use Map and the introduction of residential uses in this area may negatively impact future industrial development as currently envisioned in both the Comprehensive Plan and the draft recommendations of the not yet adopted Western Area Plan. As part of this request the applicant has requested to change the future land use designation for this site to Mixed Use Corporate Park.

This request is also inconsistent with the Comprehensive Plan's 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 residential density is significantly greater than the nearest residential zoning to this site (located on the other side of NC 68 and zoned RM-12). The request is also inconsistent with Comprehensive Plan's Economic Development Goal to ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

The proximity of the Piedmont Triad International Airport and the interstate/roadway network in this extended area also support retaining the current zoning designation for future industrial and economic development. Staff finds this zoning request inconsistent with the applicable provisions of the Comprehensive Plan, the Zoning Ordinance and the development pattern of the surrounding area.

STAFF RECOMMENDATION

Staff recommends **denial** of the requested **CD-RM-26** (Conditional District- Residential Multi Family) zoning district.

ADDITIONAL INFORMATION

Plantation at Pleasant Ridge, Greensboro, NC – Transportation Impact Analysis
Prepared for Berkley Hall Construction, LLC
March 22, 2013

Executive Summary

The Plantation at Pleasant Ridge development is located on 1198 Pleasant Ridge Road in Greensboro, North Carolina. The proposed development is currently planned to consist of 288 apartment units. The site plan shows one (1) site access point on Pleasant Ridge Road across from Cude Road. Figure 1 shows the site plan.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. The following intersections were included in the study:

- Pleasant Ridge Road at Cude Road / Proposed Site Access
- West Market Street at Pleasant Ridge Road

The above-mentioned intersections were analyzed for the following scenarios:

- 2013 Existing Conditions
- 2014 Future No Build Conditions
- 2014 Future Build Conditions

The expected build-out year for this project is 2014. The AM (7-9 am) and PM (4-6 pm) peaks were studied.

This Transportation Impact Analysis (TIA) was carried out based on Greensboro Department of Transportation (GDOT) typical standards. Information regarding the property was provided by the developer, Berkley Hall Construction, LLC.

Discussion of Results

The results of the study are discussed by intersection below:

Pleasant Ridge Road at Cude Road / Site Access

This unsignalized intersection currently operates at LOS C during AM and PM peaks. In 2014 future no build conditions, LOS C is expected in AM and PM peaks. With the addition of proposed site traffic, LOS D is expected in the AM peak and LOS C during the PM peak. The need for an auxiliary left turn lane was determined based on the figure titled “Warrant for Left and Right Turn Lanes” on page 80 of the NCDOT “Policy on Street and Driveway Access to North Carolina Highways”. Based on the projected traffic volumes, a left turn lane is warranted at this driveway. We recommend providing a left turn lane on Pleasant Ridge Road with 100 feet of storage and appropriate taper. The need for a right turn lane was reviewed using page 24 of the 2004 GDOT Driveway Manual, and indicates that based on projected traffic volumes, no right turn lane is warranted.

West Market Street at Pleasant Ridge Road

This signalized intersection operates at LOS A during the existing AM peak and LOS B during the PM peak. In 2014 future no build conditions, LOS A is expected in the AM peak and LOS B in the PM peak. With the addition of future site traffic, the level of service is expected to remain at LOS A in the AM peak and LOS B in the PM peak. The traffic simulation model using Sim Traffic software does not indicate any queuing issues. No improvements are recommended at this intersection.

The recommended improvements are illustrated in Figure 9 of the report.

Level of Service Summary

Table A summarizes the level of service analysis at the study intersections:

Table A - Level of Service Summary				
AM Peak	2013 Existing	2014 Future No Build	2014 Future Build	2014 Future Build with Improvements
Pleasant Ridge Road at Cude Road / Site Access	C (19.4) SB Approach	C (20.1) SB Approach	D (34.9) SB Approach	D (34.9) SB Approach
West Market Street at Pleasant Ridge Road	A (8.8)	A (8.9)	A (9.7)	
PM Peak	2014 Existing	2014 Future No Build	2014 Future Build	2014 Future Build with Improvements
Pleasant Ridge Road at Cude Road / Site Access	C (15.1) SB Approach	C (15.4) SB Approach	C (24.3) SB Approach	C (24.3) SB Approach
West Market Street at Pleasant Ridge Road	B (13.8)	B (14.0)	B (15.3)	
LOS (delay in seconds)				
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay				

Summary and Conclusion

The proposed Plantation at Pleasant Ridge development is located at 1198 Pleasant Ridge Road in Greensboro, North Carolina. The proposed development is currently planned to consist of 288 apartment units. The site plan shows one (1) site access point on Pleasant Ridge Road across from Cude Road. The site is expected to be built out in 2014.

DAVENPORT was retained to determine the potential traffic impacts of this development and the transportation improvements that may be required to accommodate these impacts. Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 8th Edition, 2008), the proposed development has a trip generation potential of 145 AM peak trips and 176 PM peak trips.

Based on projected traffic volumes, a left turn lane is warranted at the proposed site access. We recommend providing a westbound left turn lane on Pleasant Ridge Road with 100 feet of storage and appropriate taper. The recommended improvements are illustrated in Figure 9 of the report.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that with the recommended improvements in place, there will be adequate capacity to accommodate future traffic. We recommend that the site driveway should be constructed to comply with GDOT Driveway Manual and NCDOT design standards where applicable.

