



Z-14-05-001

Planning Department Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: May 12, 2014

GENERAL INFORMATION

APPLICANT	Kim Thore for City of Greensboro on behalf of Well-Spring
HEARING TYPE	Rezoning
REQUEST	PI (Public and Institutional) and R-3 (Residential-Single-Family) to CD-RM-5 (Conditional District-Residential Multi-family)
CONDITIONS	1. The site is limited to a maximum of 30 residential dwelling units.
LOCATION	3611 Drawbridge Parkway , generally described as south of Drawbridge Parkway and east of Horse Pen Creek Road.
PARCEL ID NUMBER(S)	7836973751
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). 76 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~14.2 Acres
TOPOGRAPHY	Undulating
VEGETATION	Wooded Lot

SITE DATA

Existing Use Undeveloped

	Adjacent Zoning	Adjacent Land Uses
N	PI (Public and Institutional)	Parks and recreation facility
E	PI (Public and Institutional) R-3 (Residential single-Family)	Vacant Single family dwellings
W	R-3 (Residential Single-Family)	School
S	R-3 (Residential Single-Family)	Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The property addressed 3611 Drawbridge Parkway has been zoned PI (Public and Institutional) and R-3 (Residential Single-Family) since July 1, 2010. Prior to implementation of the Land Development Ordinance (LDO) it was zoned PI (Public and Institutional) and RS-12 (Residential Single-Family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (PI)	Existing (R-3)	Requested (CD-RM-5)
Max. Density:	N/A	3.0 units per acre or less.	5.0 units per acre or less.
Typical Uses	Primarily intended to accommodate mid-and large-sized public, quasi-public, and institutional uses which have a substantial land use impact or traffic generation potential.	Primarily intended to accommodate low-density single-family detached residential development.	Primarily intended to accommodate duplexes, twinhomes, townhouses, cluster housing, and similar residential uses.

**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 Greensboro Watersupply Watershed, WS III, Horsepen Creek Watershed

Floodplains N/A

Streams Intermittent, perennial streams and perennial waterbody are onsite. The intermittent stream has a Jordan stream buffer of 50ft measured from top of bank on each side of stream. The perennial stream has a Jordan stream buffer of 100ft measured from top of bank on each side. The perennial waterbody has a Jordan 100ft buffer measured from the normal pool elevation. No disturbance is recommended within Zone 1 & 2 of buffers. See LDO Table 12-5 for Activities and Structures allowed within buffer Zone 1 & 2.

Other: Any new Built Upon Area (BUA) must be treated by a State approved water quality BMP or confirm that existing BMP is designed to handle additional BUA for treatment. The proposed development shown on this plan is within five statute miles of the airport air operation area. According to Session Law 2012-200 Senate Bill 229 Part IV, the City of Greensboro encouraged and the design engineer considered alternative Stormwater Control Measures included in the North Carolina Best Management Practice Manual developed by NCDENR other than wet ponds or those that promote standing water.

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.

Required Landscaping

Street Planting Yards – Drawbridge Parkway

- (A) Street planting yards must be installed abutting public street rights-of-way.
- (B) The required street planting yard must have a minimum width of 10 feet (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 driveways.

Buffer Planting Yards

Buffer planting yards are required along the perimeter of a lot or development site (except portions parallel to a public street). They are intended to mitigate potential adverse impacts that may result when higher intensity land uses are located adjacent to lower intensity land uses.

Adjoining Single Family & Adjoining Commercial (C-L; C-M; O) – Type C Yard – average width of 15’; 2 canopy trees, 3 understory trees and 17 shrubs per 100’ l.f.

Parking Lot Landscaping

Parking lot landscaping 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.		

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

14.2 Acres

10% of lot size

The Tree Conservation Area is made up of the area located inside of the perimeter of the Critical Root Zone of the trees to be saved. The CRZ is determined by the diameter of the tree and is measured at one foot out from the trunk for each inch of the tree’s diameter. The CRZ must be fenced off and inspected prior to any land disturbing activities. It is recommended to make efforts to conserve trees in areas that are not already required to be undisturbed for the stream buffers.

Transportation

- Street Classification: Drawbridge Parkway – Collector Street.
Horse Pen Creek Road – Minor Thoroughfare.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Drawbridge Parkway ADT = 4,565 (GDOT, 2009).
- Trip Generation: N/A.
- Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5’ sidewalk with a 5’ grass strip is required along both sides of thoroughfares. 5’ sidewalk with a 3’ grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types. Sidewalk does exist along approximately 85 ft of the frontage of this property.
- Transit in Vicinity: No.
- Traffic Impact Study (TIS): No TIS required per TIS Ordinance.
- Street Connectivity: N/A.
- Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-RM-5 (Conditional District – Residential, Multi-Family, 5 du/ac)** zoning would allow land uses that are compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Generalized Future Land Use Map designates this location as **Major Parks/Open Space**. The requested **CD-RM-5 (Conditional District – Residential, Multi-Family, 5 du/ac)** zoning district is generally inconsistent with this GFLUM designation, however the applicant has concurrently submitted a request to amend the GFLUM designation on the subject site to **Low**

Residential (3-5 d.u./acre) which, if approved, would resolve this 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 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

Community Character Goal 5.1 – Parks, Open Space, and Natural Resources: Protect and restore Greensboro's irreplaceable scenic and natural resources: its system of parks and greenways, urban and woodland tree canopy, stream corridors and wetlands, and air and water quality.

Policy 5A: Establish an expanded network of parks and greenways.

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 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.

Policy 8B: Develop comprehensive pedestrian and bicycle facility networks.

Connections 2025 Map Policies

Major Parks/Open Space: This designation applies to existing large scale parks and protected open spaces of citywide significance which are expected to remain as open space in perpetuity.

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential

areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

Comprehensive Plan Amendment History

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

Applicant Stated Reasons for Request

“City Council plans to approve the sale of this property to Well Spring for expansion of its non-profit retirement community, which is located just east of the site. This property is not needed by the City, and its sale will generate revenue for the City. The requested **CD-RM-5 (Conditional District – Residential, Multi-Family, 5 du/ac)** zoning would not be compatible with the site’s existing Future Land Use designation of **Major Parks/Open Space**. Accordingly, a GFLUM amendment to **Low Residential (3-5 d.u./acre)** is requested for the portion of the site not located within the previously mentioned easements.”

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

“The sale of this property by the City was done in accordance with the City Charter 4.122 in which a bid process was followed. This sale was not foreseen at the time the Connections 2025 Comprehensive Plan was developed. The requested rezoning includes a condition limiting the site to a maximum of 30 dwelling units and one driveway. The anticipated traffic generated by the proposed development will not be as heavy as it would be with typical multi-family units.”

COMPREHENSIVE POLICY PLAN ANALYSIS

Need for Proposed Change

The requested **CD-RM-5 (Conditional District – Residential, Multi-Family, 5 du/ac)** zoning would allow uses that are incompatible with the subject site’s current GFLUM designation, **Major Parks/Open Space**. The requested GFLUM amendment to **Low Residential (3-5 d.u./acre)** would eliminate that potential 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

At their May 16th, 2014 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 the requested change is in harmony with the low density residential development nearby.

CONFORMITY WITH OTHER PLANS**City Plans*****Consolidated Plan 2010-2014: Plan for a Resilient Community*****Principle 1 – Provide More Transportation Options:**

Goal A: Promote transportation and development patterns and types that contribute to decreased household transportation costs.

Goal B: Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

Principle 2 – Promote Equitable, Affordable Housing:

Goal B: Increase housing affordability through a combination of housing assistance and reduction in overall housing related costs through efficiency factors such as: proximity to jobs, transportation, or services; energy efficiency and resource conservation standards; or reduction in housing access barriers.

Principle 3 – Enhance Economic Competitiveness:

Goal F: Provide opportunities for job training, mentoring, education and job creation.

Principle 6 – Value Communities and Neighborhoods:

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

Goal C: Promote Healthy Lifestyles and Complete, Livable Neighborhoods.

Principle 7 – Recognize the Environment as a Critical Element of Community**Sustainability:**

Goal A: Promote more efficient land development patterns.

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 and with representatives of the Quaker Run neighborhood, within which the subject site is partially located.

Based on the proximity of the subject site to the Bicentennial Greenway and to planned bicycle lanes on Horse Pen Creek Road, long term viability of this proposed development would be greatly enhanced by provision of secure, convenient bicycle parking for use by employees, residents, and visitors.

Planning

The applicant's request to rezone 14.2 acres in this location for low density residential uses was reviewed by staff and evaluated on both immediate and longer term development impacts. The subject property is currently covered by two zoning designations. The majority

of the property is zoned PI which is intended to accommodate mid- and large-sized public, quasi-public, and institutional uses which have a substantial land use impact or traffic generation potential. The western portion of the subject property is zoned R-3 which is intended to accommodate low density single-family detached residential development. Areas to the south and west of the subject site are zoned R-3 (residential single family dwellings), to the north is zoned PI (park and recreation facility) and east is zoned PI (vacant) that transitions to R-3 (residential single family dwellings).

The RM-5, Residential Multi-Family District is primarily intended to accommodate duplexes, twinhomes, townhouses, cluster housing, and similar residential uses at a density of 5.0 units per acre or less.

The subject site is located in close proximity to a park and recreation facility, schools, and a greenway connection which can serve as amenities to future residents. The GFLUM designation of the subject property is Major Parks/Open Space on the GFLUM based on its connection to City parks and recreation facility. However the City has determined the area requested for rezoning is no longer needed so a change this GFLUM designation is now appropriate.

The Low Residential designation applies to neighborhoods or districts where the predominant use is single family residential and other compatible housing types that can be accommodated within a density of 3 to 5 units per gross acre. The proposed CD-RM-5 zoning district, as conditioned, will allow a maximum density of 30 residential units on the 14.2 acre site, a density of less than 3 units per gross acre.

Approving this request will address 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. As conditioned, the proposed density is compatible with the existing single family dwellings located south, west, and east of the project. Therefore, staff finds the rezoning request consistent with the applicable provisions of the Comprehensive Plan, the Zoning Ordinance, and the development pattern of the surrounding area.

STAFF RECOMMENDATION

Staff recommends **approval** of the requested **CD-RM-5** (Conditional District-Residential Multi-Family) zoning district.