



Z-15-06-006

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

Zoning Commission Hearing Date: June 8, 2015

GENERAL INFORMATION

APPLICANT Eric and Blair Crouse

HEARING TYPE Special Use Permit Request

REQUEST **Request to allow all uses permitted in the R-7 (Residential Single-Family) zoning district including a Tourist Home (Bed and Breakfast).**

CONDITIONS

1. A maximum of 3 bedrooms will be used for the tourist home.
2. No signs will be used to advertise the Tourist Home (Bed and Breakfast).
3. Exterior changes in conjunction with the Special Use permit are subject to a Certificate of Appropriateness from the Historic Preservation Commission.

LOCATION **407 South Mendenhall Street**

PARCEL ID NUMBER(S) **7864248838**

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

TRACT SIZE ~0.55 Acres

TOPOGRAPHY Primarily flat

VEGETATION Residential

SITE DATA

Existing Use		Single family dwelling
	Adjacent Zoning	Adjacent Land Uses
N	R-7 (Residential Single-Family)	Single family dwellings
E	R-7 (Residential Single-Family)	Single family dwellings
W	RM-26 (Residential Multi-Family)	Multifamily dwellings

S R-7 (Residential Single-Family) Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property has been zoned R-7 (Residential Single-Family) since the adoption of the Land Development Ordinance in July 2010. Prior to the adoption of the LDO, the property was also zoned RS-5 (Residential Single-Family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (R-7)	Requested (SUP for all uses permitted in the R-7 (Residential Single-Family) zoning district including a Tourist Home (Bed and Breakfast))
Max. Density:	A maximum density of 7 units per acre.	N/A
Typical Uses	Primarily intended to accommodate low to moderate density single-family detached residential developments	A Special Use Permit is requested for all uses permitted in the R-7 (Residential Single-Family) zoning district including a Tourist Home (Bed and Breakfast)

**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

The subject site is located within the College Hill National Register Historic District – qualifying structures which are rehabilitated consistent with the Secretary of the Interior’s Standards for Historic Preservation may be eligible for Federal Historic Preservation Tax Credits.

The subject site is located within the College Hill Local Historic District. A Certificate of Appropriateness (COA) is required for work to the exterior of buildings as well as significant landscape changes. Consult with the City of Greensboro Historic Preservation staff for applicable process and requirements for obtaining a Certificate of Appropriateness.

Environmental/Soils

Water Supply Watershed Site drains to South Buffalo Creek

Floodplains N/A

Streams N/A

Other: If any new built upon area is proposed, site must meet watershed

requirements.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a

Landscaping & Tree Preservation Requirements

Not applicable

Transportation

Street Classification: South Mendenhall Street – Collector Street.
Walker Avenue – Collector Street.

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

Traffic Counts: None Available.

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 the frontage of this property.

Transit in Vicinity: Yes, GTA Route 2 (Four Seasons) is within 125ft of subject site, along Walker Avenue.

Traffic Impact Study: No TIS required per TIS Ordinance.
(TIS)

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **SUP (Special Use Permit) to allow a Tourist Home in the R-7 (Residential Single-Family) zoning district** 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, and the corresponding Future Land Use Map of the College Hill Neighborhood Plan designate this location as **Residential, Single Family**. The requested **SUP (Special Use Permit) to allow a Tourist Home in the R-7 (Residential Single-Family) zoning district** is generally consistent with the **Residential, Single Family** College Hill Neighborhood Plan designation.

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.

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 5D: Preserve and promote Greensboro's historic resources and heritage.

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 6B: Implement an expanded program to maintain the City's housing stock, eliminate substandard housing, and meet needs for affordable housing.

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

Residential, Single Family – This future land use category is intended to consist primarily of single-family detached dwellings (ie: separate buildings designed for and occupied exclusively by one family) and other existing residential uses with compatible form, scale,

character, and impacts, at an average density of 5 to 7 dwelling units per acre, notwithstanding the maximum residential density permitted by the underlying zoning district. Places of worship and their ancillary uses are considered to be compatible with the Residential, Single Family future land use category. Twin homes are considered to be compatible with the Residential, Single Family future land use category.

There are currently many existing structures within this future land use category that were originally built as single family detached dwellings, but which have been converted into multiple unit informal apartment houses. Some of these informal apartment houses are not consistent with the intent of this future land use category. Reconfiguration of existing informal apartment houses to be more appropriate in density, form, and character will be encouraged, where possible within this future land use category. Where possible, creation of new informal apartment houses within this future land use category will be discouraged (through voluntary, non-regulatory means). Rezoning to categories other than Single Family Residential will also be discouraged within this future land use category.

The Future Land-use Map is not a zoning map. The map designation does not suggest that only single-family detached uses will be allowed or that other existing residential uses will be deemed non-conforming. Rather, it is anticipated that, over time, reuse and redevelopment of property in the area designated as Residential, Single Family will result in an increasing proportion of dwellings with density, form, scale, character, and impacts, compatible with the character of this future land use category.

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.
- Goal C:** Improve the safety of transportation systems and facilities, especially for vulnerable transportation users (children, seniors, handicapped adults, pedestrians, bicyclists).

Principle 2 – Promote Equitable, Affordable Housing:

- Goal A:** Increase opportunities for choices in housing location, unit type and level of accessibility.
- 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.
- Goal C:** Improve the resource-efficiency of both new construction and existing housing stock.
- Goal D:** Create healthier homes and neighborhoods with fewer physical, environmental and social hazards, through an emphasis on prevention measures.

Principle 3 – Enhance Economic Competitiveness:

- Goal E:** Focus on energy efficiency as an economic generator for small business development.

Principle 4 - Support Existing Communities:

- Goal A:** Provide planning services to Greensboro communities for redevelopment, neighborhood, corridor, and area plans.
- Goal B:** Provide urban design services to ensure quality reinvestment in the Center City and surrounding neighborhoods, and in transit emphasis corridors.
- Goal C:** Provide development assistance and opportunities to revitalize and maintain character and quality of existing communities.
- Goal D:** Continue to promote the value of Greensboro's historic districts and resources.
- Goal E:** Build capacity of residents and community-based organizations.
- Goal F:** Promote neighborhood and economic development by fulfilling target area commitments and creating a process for identifying new opportunities for neighborhood revitalization and planning.

Principle 6 – Value Communities and Neighborhoods:

- Goal A:** Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.
- Goal B:** Facilitate economic development and neighborhood vitality in targeted neighborhoods.
- Goal C:** Promote healthy lifestyles and complete, livable neighborhoods.
- Goal E:** Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.
- Goal F:** Eliminate the persistence of vacant housing, trash, and environmental hazards in neighborhoods – preserving quality and livability.

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

Sustainability:

- Goal A:** Promote more efficient land development patterns.

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.

College Hill Neighborhood Plan

Goal 1 – Character: Strengthen College Hill's rich social mosaic and distinct neighborhood identity, while building greater social cohesion. Promote a built environment that is more consistently high quality and reinvigorate the neighborhood's historic character.

Goal 2 – Reinvestment: Ensure that College Hill is an attractive, family-friendly neighborhood; is kept safe through a diverse array of preventive measures; and presents a variety of housing options at prices affordable and inviting to households in a wide range of income levels.

Goal 3 - Property Maintenance: Develop among property-owners, landlords, and tenants, a commitment to appropriate maintenance of residential structures, inside and outside, to ensure that all dwellings are safe, healthy, and attractive places to live.

Goal 6 – Partnerships: Reinforce partnerships with UNCG, Greensboro College, students, businesses, neighborhood churches, and other key stakeholders to work toward long range neighborhood stability and prosperity.

Goal 7 – Property Use: Encourage use and reuse of property that: is sensitive to historic context and neighborhood character; respects the strengths and limits of neighborhood capacity; and appropriately considers the impacts of development on traffic, parking and public safety in the neighborhood.

Element A) Housing and Historic Character

Strategy 1) Encourage appropriate maintenance of residential structures, inside and outside, to ensure that all dwellings are safe, healthy, and attractive places to live, at prices affordable to households in a wide range of income levels.

Strategy 2) Actively promote the restoration, preservation, and celebration of College Hill's historic architecture and land uses.

Element C) Communications and Governance

Strategy 4) Develop a comprehensive neighborhood marketing strategy that emphasizes College Hill's unique assets, in order to attract prospective buyers who value historic character.

Element D) Neighborhood Development

Strategy 2) Ensure that all development activity is appropriately sensitive to context (adjacent properties and the broader neighborhood).

Strategy 3) Encourage enhancements to the quality of available business sites, and establishment of businesses that serve neighborhood needs.

Element E) Parking and Traffic

Strategy 1) Reduce the negative impact of parking on the neighborhood.

Strategy 2) Reduce the negative impact of motor vehicle traffic on the neighborhood.

College Hill Redevelopment Plan

All redevelopment activities identified in the College Hill Redevelopment Plan have been implemented and this Redevelopment Area is currently "Inactive," however the Redevelopment Area designation remains in effect indefinitely. The stated objectives of the College Hill Redevelopment Plan were to:

- a) Remove structurally substandard buildings;
- b) Eliminate blighting factors including deficient lot platting and overcrowding of structures on land; and
- c) Encourage extensive rehabilitation.

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed special use permit with owners of surrounding properties, and with representatives of the College Hill Neighborhood Association.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal),
- Historically Under-utilized Business Zone tax credits (federal), and
- Urban Progress Zone tax credits (state).

Staff Analysis

This analysis is based on factual information provided to staff as indicated in this report. The recommendation of staff below is only to be considered to the degree that this information is determined to be consistent with the competent evidence presented at the Special Use Permit hearing before the Zoning Commission. It is not intended to replace the objective fact finding role of the Commission at this hearing.

The subject property contains 0.55 acres and is currently a single family dwelling. The applicant is interested in operating a Tourist Home (Bed and Breakfast) which requires a Special Use Permit under the current provisions of the Land Development Ordinance (LDO) for R-7 (Residential Single-Family) zoned property. The surrounding properties are primarily developed with a mix of single family and multifamily dwellings.

Section 30-15-19 of the Land Development Ordinance, defines Tourist Homes as follows:

Tourist Home (Bed and Breakfast)

A dwelling in which lodging, with or without meals, is provided for overnight guests for a fee.

Tourist homes are also subject to the following development standards from Sec. 30-8-10.4Q of the LDO:

1. A tourist home may not locate within 400 feet of a rooming house or another tourist home.
2. No more than 6 guest rooms are allowed.
3. The owner or operator of the tourist home must reside on site.
4. Tourist homes are allowed only in buildings originally constructed as dwellings.
5. Only one kitchen facility is allowed. Meals may be provided only for guests and employees of the tourist home. Rooms may not be equipped with cooking facilities.
6. Patrons may not stay in a specific tourist home more than 15 days within a 60-day period.
7. Sign regulations applicable to home occupations must be used for the tourist home.

Section 30-8-1, Permitted Use Table, of the Land Development Ordinance states Tourist Homes (Bed and Breakfast) requires special measures to ensure compatibility with adjoining

properties.

To be approved, this request must conform to the intent and purpose of the Zoning Ordinance and the Comprehensive Plan in that:

1. That the proposed use will not be detrimental to the health or safety of persons residing or working in the vicinity, or injurious to property or improvements in the vicinity.
2. That the proposed use at the particular location provides a service or facility that will contribute to the general well-being of the adjacent and nearby properties and their operations.
3. That the location and character of the proposed use will be in harmony with the area in which it is to be located and in general conformity with the Comprehensive Plan.

Given the conditions offered with this Special Use Permit request and the additional development standards already required by the Land Development Ordinance for the Tourist Home (Bed and Breakfast) use, staff has determined that this request meets the three criteria to approve the Special Use Permit.

Staff Recommendation

Staff recommends **approval** of the requested **SUP (Special Use Permit)**.