



Z-15-10-003

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

Zoning Commission Hearing Date: December 21, 2015

GENERAL INFORMATION

APPLICANT	Ardeanna D. Wideman
HEARING TYPE	Rezoning Request
REQUEST	R-5 (Residential Single-Family) to CD-O (Conditional District-Office)
CONDITIONS	<ol style="list-style-type: none">1. All uses permitted in the Office district except drive thru uses.2. Maintain the existing structure without expansion.3. Site shall be limited to one freestanding sign, limited to a maximum of 8 feet in height.
LOCATION	625 Franklin Boulevard
PARCEL ID NUMBER(S)	7884140973
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). 104 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~0.38 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	Residential

SITE DATA

Existing Use	Single-family dwelling
Adjacent Zoning	Adjacent Land Uses
N R-5 (Residential Single-Family)	Single family dwellings
E R-5 (Residential Single-Family)	Single family dwellings
W R-5 (Residential Single-Family)	Single family dwellings
S R-5 (Residential Single-Family)	Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property has been zoned R-5 (Residential Single-Family) since the adoption of the Land Development Ordinance (LDO) July 1, 2010. Prior to the implementation of the LDO, the property was zoned RS-7 (Residential Single-Family).

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (R-5)	Requested (CD-O)
Max. Density:	A maximum of 5 units per acre or less.	N/A
Typical Uses	Primarily intended to accommodate low-density single-family detached residential development.	Conditioned to accommodate all uses permitted in the Office district except drive-thru uses.

District Summary *

**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 Watershed Site drains to South Buffalo Creek, non-watersupply watershed

Floodplains N/A

Streams N/A

Other: If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements. Water Quality and water quantity must be addressed.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping will be required at such time as the building or parking lot is expanded or the site is otherwise re-developed. At that time the landscaping requirements will be:

Street Yard: 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 Yard: Adjacent to single-family residential lots: Type B buffer yard with an average width of 25' that includes 3 canopy trees, 5 understory trees, & 25 shrubs per 100 linear feet.

Parking lot: Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation
Acreage**

Requirements

.38 ac. 1% of lot size for a new development;
1% of disturbed area for an expansion with disturbed area greater than 3,000 sq.ft.

Transportation

Street Classification: Franklin Boulevard – Minor Thoroughfare.
Afton Drive – Local Street.

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

Traffic Counts: Franklin Boulevard ADT = 4,280 (GDOT, 2012).

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 Franklin Boulevard frontage of this property.

Transit in Vicinity: Yes, GTA Route 5 (Gorrell Street) is within 0.20 mi. of subject site, along Franklin Boulevard.

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-O (Conditional District-Office)** zoning, as conditioned, 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 adopted Future Land Use Map of the Heath Community Strategic Plan designate this location as **Low Residential (3-5 d.u./acre)**. The requested **CD-O (Conditional District-Office)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation. The applicant has concurrently submitted a request to amend the GFLUM designation on the subject site to Mixed Use Residential 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 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 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 6 C: 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

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.

Mixed Use Residential: This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

Comprehensive Plan Amendment History

Case #	Date	Request Summary
CP-13-04	06/19/2013	Adoption of Heath Community Strategic Plan future land use designations.

Applicant Stated Reasons for Request

"The requested map amendment is needed because the facility that will be used to serve the youth in the community is identified as residential (R-5). The intended use will be for counseling services to work with the youth in this area ages 5-17 years. The requested map amendment is needed to rezone facility to CD-O with conditions, see attached."

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

"The City of Greensboro should approve the requested map amendment because the demographics of this neighborhood have changed and now there are youths living and attending schools in this area. Many of the youth in this community would benefit from the counseling services and leadership activities that we provide. As well, many of the youth that live in this area are already participating in our program thus, it eliminates transportation concerns."

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **CD-O (Conditional District Office)** zoning, as conditioned, would allow uses that are incompatible with the subject site's current designation in the GFLUM as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment to **Mixed Use Residential** would resolve this 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 December 16, 2015 meeting, the Planning Board will be asked to consider and make a recommendation on the requested change in future land use classification to the Heath Community Strategic Plan as discussed above. This report will be revised to include the Planning Board's recommendation following that meeting.

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.

Heath Community Strategic Plan

Goals:

- 1) Increase traffic safety
- 2) Improve community spirit in the neighborhood
- 3) Reduce code violations
- 4) Improve adjacent land uses
- 5) Improve maintenance to streets, stormwater facilities, and creeks
- 6) Encourage economic development
- 7) Improve public safety

Priority Strategies:

Highest Priorities

Transportation

Identify and address future sidewalk needs
Reduce speed limits where appropriate

Building Community

Provide safe activities for neighborhood youth
Explore options for community activities
Look for funding grant sources

Land Use and Economic Development

Promote local economic development

Housing

Educate property owners regarding their responsibilities

The Natural and Built Environment

Improve Heath Park

Secondary Priorities

Transportation

Speeding enforcement and education

Building Community

Apply for a neighborwoods grant
Coordinate neighborhood associations

Housing

Educate residents about minimum housing standards
Identify persistent offenders of housing, junked cars, and lot maintenance

Other Plans

n/a.

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed rezoning and Heath Community Strategic Plan amendment with owners of surrounding properties and with representatives of the Heath Communities organization, within the boundaries of which the subject site is located.

The proposed future land use map amendment accompanying this rezoning request was provided to the Heath Communities organization and the East Market Street Development Corporation (the two partner entities in developing the Heath Community Strategic Plan) for their review. The adopted Strategic Plan provides the neighborhood up to 60 days for their review and written comments. No written comments were received by staff during this 60 day period.

Based on the planned installation of shared lane markings on Franklin Blvd, as recommended in the Greensboro BiPed Plan, long term safety and accessibility for patrons and employees at the subject site would be greatly enhanced by the provision of secure, convenient bicycle parking.

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

- Economic Development Impact Zone 2 (local).

Staff Analysis

The 0.38-acre subject site is currently a single family dwelling. North, west, south and east of the request are also developed with single family dwellings, zoned R-5, Residential Single-Family.

The subject property is located within the Heath Community Strategic Plan area. The Heath Community Strategic Plan was adopted by City Council in June 2013. The plan outlines research and analysis, publicly determined goals, a set of action steps and policy recommendations to move the Heath Community forward. Goals from the Heath Community Strategic Plan include encouraging economic development and improving adjacent land uses.

The Generalized Future Land Use Map, as reflected in the Heath Community Strategic Plan, designates this site as Low Residential. The Low Residential category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within a density range of 3 to 5 dwelling units per gross acre.

Due to the site's location within the boundary of the Heath Community Strategic Plan, the applicant was required to submit an amendment to the plan in conjunction with the rezoning request. The plan amendment was reviewed by the neighborhood and the East Market Street Development Corporation but staff did not receive any written comments from either group concerning the Plan amendment. The Planning Board is scheduled to hold a public hearing on the Plan amendment request at their December 16 meeting. Following the hearing the Planning Board will make a recommendation to the City Council regarding the Plan amendment. Because there is an amendment to the Council approved neighborhood plan associated with this rezoning request, the Zoning Commission will only be making a recommendation to City Council (versus taking final action) on the rezoning request following a public hearing.

The O, Office zoning district, is primarily intended to accommodate office, institutional, supporting service and other uses that are generally considered to be of a low to moderate intensity nature. As

conditioned, this CD-O request further restricts allowed uses by excluding any use that requires a drive-thru from consideration. The request also includes conditions to limit signage associated with the office use and ensure no further expansion of the existing building as a means to ensure compatibility with adjacent residential development.

Approving this request supports the Comprehensive Plan's goal for reinvestment/infill development to promote sound investment in Greensboro's urban areas and neighborhoods. It also supports the Comprehensive Plan's and Heath Community Strategic Plan's goal to promote economic development, including for under-served areas such as the Heath Community and East Greensboro. The proposed conditions also limit potential negative impacts from the moderate intensity office uses permitted in the Office district on surrounding residential properties.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-O** (Conditional District-Office) zoning district.