



Z-16-04-001

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

Zoning Commission Hearing Date: June 20, 2016

GENERAL INFORMATION

APPLICANT	Teri Hammer
HEARING TYPE	Rezoning Request
REQUEST	R-5 (Residential Single-Family) to CD-RM-18 (Conditional District-Residential Multifamily)
CONDITIONS	1. Uses shall be limited to residential uses only. 2. All buildings shall be limited to a maximum height of one story.
LOCATION	213 Guerrant street
PARCEL ID NUMBER(S)	7884094192
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). 67 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~0.34 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	Residential

SITE DATA

Existing Use	Undeveloped
Adjacent Zoning	Adjacent Land Uses
N R-5 (Residential Single-Family)	Single family dwellings
E PI (Public and Institutional)	National Guard facility
W R-5 (Residential Single-Family)	Single family dwellings & undeveloped property
S R-5 (Residential Single-Family)	Single family dwellings & undeveloped property

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) in July 2010. Prior to the adoption of the LDO the property was zoned RS-7 (Residential Single-Family).

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (R-5)	Requested (CD-RM-18)
Max. Density:	5.0 units per gross acre	18.0 unites per gross acre
Typical Uses	Primarily intended to accommodate low density single-family detached residential development.	Conditioned uses include residential uses only.

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 Greensboro no-watersupply watershed, S.Buffalo Creek

Floodplains N/A

Streams N/A

Other: If >1 acre is disturbed and the amount of BUA is increased, site must meet Phase 2 requirements, water quality & water quantity must be addressed.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a.

Landscaping & Tree Conservation Requirements

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 as well as public institutional: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, & 17 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

.34 ac. 1% of lot size.

Transportation

Street Classification: Guerrant Street – Local Street.
Phillips Park Drive – Local 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 not exist along the frontage of this property.

Transit in Vicinity: Yes, GTA Route 10 (E Market St.) is within 0.20 mi of subject site, along Lowdermilk Street.

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-18 (Conditional District – Residential, Multi-Family – 18 du/ac)** zoning, as conditioned, would allow land uses that are not compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Future Land Use Map of the Heath Community Strategic Plan designates this location as **Low Residential (3-5 d.u./acre)**. The requested **CD-RM-18 (Conditional District – Residential, Multi-Family – 18 du/ac)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** Future Land Use designation. However the applicant has concurrently submitted a request (CP 16-03) to amend the GFLUM designation on the subject site to **Mixed Use Residential** which, if approved, would resolve this inconsistency. The Growth Strategy Map also designates the subject site as being partially (northwest corner) within the **East Market Street Reinvestment Corridor**.

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

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	06/18/13	Adoption of Heath Community Strategic Plan

Applicant Stated Reasons for Request

"Tiny Houses Greensboro hopes to build a Tiny House Village on this property. Currently zoned R-5 and would require a rezoning to RM-18. Plans include five homes on this property designed as required by city building codes."

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

"Plan to build five small "tiny" homes to form a tiny house village. Homes will be owned by Tiny House Greensboro and leased to individual at affordable rates. Our community does not have sufficient homes for citizens without permanent housing and small homes could quickly and safely be built in clusters to meet this need."

COMPREHENSIVE PLAN POLICY ANALYSIS**Need for Proposed Change**

The requested **CD-RM-18 (Conditional District-Residential, Multi-Family-18 du/ac)** zoning, as conditioned, would allow uses that are incompatible with the subject site's current designation in the Heath Community Strategic Plan Future Land Use Map as **Low Residential (3-5 d.u./acre)**. If approved, the requested Future Land Use Map amendment (CP 16-03) to **CD-RM-18 (Conditional District-Residential, Multi-Family-18 du/ac)** 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

The Planning Board reviewed the Future Land Use Map amendment request CP 16-03 during its meeting on May 18, 2016. The Board noted the lack of neighborhood support and the difference between the predominant existing land uses near the site (detached single family) and the proposed mixed-use/multi-family land use, without a strong reason for the change, such as the site being located on a major road. The Board voted unanimously to not support the proposed Plan amendment.

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.

Balanced Economic Development: A Strategic Plan for East Greensboro

Retail Opportunities:

Adaptive Reuse of Retail – The presence of significant “Big Box” vacancy in the E. Cone Boulevard should be addressed. A program on identifying adaptive reuse opportunities should be implemented with the following categories as the primary focus:

- City and County Government facilities
- Churches
- Early Childhood Development
- For profit educational facilities
- Library
- Medical Facility
- Interior Design Center

Target Retailers – Retailer [categories] which should be considered as top prospect for the East Greensboro Study area include:

- Grocery stores
- Home décor centers
- Sporting goods
- Maternity & baby apparel and supplies
- Tools and hardware
- Apparel
- Home appliances
- Discount stores
- Warehouse club stores
- Fast casual restaurants

Heath Community Strategic Plan

Plan Goals:

- Increase Traffic Safety
- Improve the Community Spirit In the Neighborhood
- Reduce Code Violations
- Improve Adjacent Land Uses
- Improve Maintenance to Streets, Stormwater Facilities, and Creeks
- Bring in Economic Development
- Improve Public Safety

Highest Priorities:

- Future Sidewalk Needs
- Reduce Speed Limits Where Appropriate
- Local Economic Development
- Improve Heath Park
- Provide Safe Activities for Neighborhood Youth

- Educate Rental Property Owners Regarding Their Responsibilities
- Explore Options for Community Activities
- Look for Funding Grant Sources

Secondary Priorities:

- Speeding Enforcement and Education
- Educate Residents About Minimum Housing Standards
- Identify Persistent Offenders of Housing, Junked Cars, and Lot Maintenance
- Apply for a NeighborWoods Grant
- Coordinate Neighborhood Associations

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties, and with representatives of the Heath Communities Organization and the Lowdermilk Area neighborhood, within which the subject site is located.

Staff Analysis

This 0.34-acre subject site is currently undeveloped property. South, west and north of the request is zoned R-5 (single family dwellings and undeveloped property). East of the request the zoning transitions to PI (National Guard facility).

The Heath Community Strategic future land use map 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. In conjunction with the rezoning request, the applicant filed a Heath Community Strategic Plan amendment to revise the future land use designation to Mixed Use Residential. The Mixed Use Residential designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced.

The request, as conditioned, limits uses to residential uses only and limits the maximum building height to one story. In evaluating this rezoning request, staff has noted concerns with the lack of infrastructure typically associated with new multifamily development, either on site or in close proximity. Specifically the lack of sidewalks and lack of convenient access to transit, recreational space and services represent significant concerns with the compatibility of this request. Additionally the site's location along a ribbon street in the middle of an established R-5 single family residential area is of concern. Staff has also noted the concerns expressed by the Heath Community Organization and the Planning Board in amending the fairly recently adopted Heath Communities Strategic Plan for this portion of the neighborhood.

Based on these factors, staff has determined that this request is inconsistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally incompatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **denial** of the requested **CD-RM-18** (Conditional District-Residential Multifamily) zoning district.