



Z-17-05-007

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

Zoning Commission Hearing Date: June 19, 2017

GENERAL INFORMATION

APPLICANT	City of Greensboro
HEARING TYPE	Original Zoning Request
REQUEST	County AG (Agricultural), County RS-40 (Residential Single-Family) and County LB (Limited Business) to City PNR (Parks and Natural Resources)
CONDITIONS	N/A
LOCATION	A portion of Lake Brandt right-of-way
PARCEL ID NUMBER(S)	N/A
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). 43 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~2.1 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	N/A

SITE DATA

Existing Use	Right-of-way	
	Adjacent Zoning	Adjacent Land Uses
N	City PNR (Parks and Natural Resources) County AG (Agricultural)	Undeveloped Undeveloped and single family dwellings
E	County AG (Agricultural) County LB (Limited Business)	Undeveloped and single family dwellings Former convenience store with fuel pumps
W	City PNR (Parks and Natural Resources)	Undeveloped and Jesse Wharton Elementary
S	County RS-40 (Residential Single-Family) City PUD (Planned Unit Development)	Single family dwellings Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's planning jurisdiction.

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (County AG)	Existing (County RS-40)	Existing (County LB)	Requested (PNR)
Max. Density:	N/A	1.0 unit per gross acre.	N/A	N/A
Typical Uses	Primarily intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing.	Primarily intended to accommodate single-family detached dwellings on large lots in areas without access to public water or wastewater services.	Primarily intended to accommodate moderate intensity shopping and services close to residential areas.	Primarily intended to accommodate large size (over 10 acres) public and quasi-public lands such as major regional parks and recreation areas, conservation or natural areas, shore land, urban wilderness areas and waterfront access areas, open space owned by a governmental or nonprofit (or similar) entity for land conservation and associated ancillary 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 Greensboro WSIII, Watershed Critical Area Tier 3, water supply watershed, Lake Townsend / Horse Pen Creek basin. See LDO Chp.30 and 30-12-4 for Watershed Critical Area Provisions

Floodplains < 2000 ft

Streams N/A

Other: Maximum BUA for WCA Tier 3 with sewer is 30% for High Density development or <12% for Low Density development. No High Density option without sewer. All BUA for the site must meet current watershed requirements Water Quality and Water Quantity must be addressed. Per LDO Tier 3, 20% of site must be left undisturbed and Tier 1, 90% must be left undisturbed.

Utilities

A feasibility for

water/sewer
should be
obtained from
Kenny Treadway
336-373-2897

Airport Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping and Tree Conservation not applicable to City street right-of-way.

Transportation

Street Classification: Lake Brandt Road – Major Thoroughfare.
Trospen Road – Local Street.

Site Access: N/A.

Traffic Counts: Lake Brandt Road ADT = 9,810 (GDOT, 2015).
Trospen Road ADT = 516 (GDOT, 2015).

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: No.

Traffic Impact Study: (TIS) N/A.

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **PNR (Parks and Natural Resources)** 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 **Interim Residential**. The requested **PNR (Parks and Natural Resources)** zoning district is generally inconsistent with the **Interim Residential** GFLUM designation, however a concurrently submitted request to amend the GFLUM designation (**CP 17-04**) on the subject site to **Mixed Use Residential** would, if approved, resolve this inconsistency. The Growth Strategy Map identifies the subject site as being within **Growth Tier 1, Current Growth Area (2013 – 2019)**.

Connections 2025 Written Policies

Land Use Goal 4.3 – Growth at the Fringe: 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. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

Policy 4F: Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

Policy 4G: Improve the quality and patterns of development through incentives and regulatory guidelines.

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 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.

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.

Policy 9B: Proactively plan for the provision of sufficient capacity to meet the City’s future infrastructure needs.

Connections 2025 Map Policies

Interim Residential (generally at or above 3 dwelling units per acre): Areas with a mix of all types of residential densities and uses (single family detached, single family attached and multi-family), with some limited local-serving non-residential uses (schools, churches, convenience services). It is assumed that most of the new housing developed in the Water Sewer Service Area would be connected to water and sewer.

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.

Growth Tier 1, Current Growth Area (2013 – 2019): Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City’s development pattern shall be encouraged over the next six years.

Comprehensive Plan Amendment History

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

Applicant Stated Reasons for Request

“The existing designation of Interim Residential was placed on this area as a placeholder until the property was annexed into Greensboro and more thoroughly evaluated for a comprehensive plan designation. However, annexation policy changed, so that last step was never completed. The area, both immediate and more broadly, has developed with a great deal of single family homes and no nearby supporting goods and services. The applicant would like to develop this property as a neighborhood scale mixed use residential development that would likely include townhomes, office uses and a restaurant or coffee shop. The rezoning request seeks PUD zoning from County AG, LB and RS-40.”

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

“As stated above, the Interim Residential designation was never intended to be permanent. At this time, we can see how the area has developed and what additional uses are needed in proximity to the houses. A mix of different residential and other supporting uses are needed to round out this part of town and serve the nearby residents entering and leaving the City

from northern parts of the county.”

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **PNR (Parks and Natural Resources)** zoning, would allow uses that are incompatible with the subject site’s current designations in the GFLUM as **Interim Residential**. If approved, the requested GFLUM amendment (**CP 17-04**) 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

The Planning Board reviewed GFLUM amendment request CP 17-04 during its meeting on May 17, 2017. The Planning Board commented that the requested change complements the location and surrounding area.

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.

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.

Staff Analysis

This 2.1-acre subject site is right-of-way only. North of the request is undeveloped (zoned County AG and City PNR). East of the request is undeveloped property and a former convenience store with fuel pumps (zoned County AG and County LB). South of the request is single family dwellings (zoned County RS-40 and City PUD). West of the request is a combination of undeveloped property and Jesse Wharton Elementary (zoned City PNR).

The Comprehensive Plan Future Land Use Map designates this site as an Interim Residential. The Interim Residential designation pertains to areas with a mix of all types of residential densities and uses (single family detached, single family attached and multifamily), with some limited local-serving non-residential uses (schools, churches and convenience services). In conjunction with the adjacent original zoning request, a Comprehensive Plan amendment is requested to revise the future land use category 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 non-residential uses may be introduced.

The request as submitted supports the Comprehensive Plan's Community Facilities goal to 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 and is consistent with the Growth at the Fringe goal to promote sound and sustainable patterns of land use.

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 **PNR** (Parks and Natural Resources) zoning district.