



Z-17-09-001

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

Zoning Commission Hearing Date: September 18, 2017

GENERAL INFORMATION

APPLICANT

Scott Wallace for Keystone Group Inc.

HEARING TYPE

Original Zoning & Rezoning Request

REQUEST

Original Zoning from County RS-40 (Residential Single Family) to City CD-RM-18 (Conditional District-Residential Multifamily)

Rezone from CD-RM-12 (Conditional District-Residential Multifamily) to CD-RM-18 (Conditional District Residential Multifamily)

CONDITIONS

1. Uses - All residential uses permitted in the RM-18 zoning district.
2. The total number of dwelling units shall be limited to 456.
3. A minimum of 50% of the exterior of the apartment buildings shall be brick veneer.
4. Tract A shall have a maximum of 310 dwelling units. Tract B shall have a maximum of 146 dwelling units, as shown on the exhibit entitled "Rezoning Exhibit for Keystone Group, Inc." submitted to the City of Greensboro and dated 07-12-17.

LOCATION

5740, 5740 ZZ, 5746, 5710 and 5711-5733 Ruffin Road

PARCEL ID NUMBER(S)

Multiple

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).

54 notices were mailed to those property owners in the mailing area.

TRACT SIZE 39.6 Acres (Rezoning and Original Zoning)
TOPOGRAPHY Gently sloping
VEGETATION Multifamily

SITE DATA

Existing Use Multifamily dwellings (under construction)

	Adjacent Zoning	Adjacent Land Uses
N	County RS-40	Undeveloped, single family dwelling and highway
E	County RS-40	Undeveloped and single family dwellings
W	County CU-HB (Conditional Use-Highway Business) and County RS-40	Single family dwellings and self storage
S	PUD (Planned Unit Development)	Single family dwellings
	County RS-40 (Residential Single-Family)	Single-family dwellings

Zoning History

Case #	Date	Request Summary
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October 7, 2008 Original zoning from County RS-40 (Residential Single Family) to City CD-RM-12 (Conditional District-Residential Multifamily) with the following conditions:

1. All residential uses permitted in the RM-12 zoning district.
2. The total number of dwelling units shall be limited to 400 units.
3. Building exterior shall be constructed of wood or simulated wood products and may have up to 20% brick or stone accent
4. The proximity of Interstate 40 shall be disclosed to all purchasers of homes within the development as follows: as a part of the Developer's recorded declaration of covenants and restrictions, within any purchase contract between Developer and initial purchaser, and any recorded plat of the subject property. All such documentation shall be provided to the City upon request
5. Any freestanding exterior lighting shall utilize energy saving devices, if available, and be directed away from adjoining properties; maximum pole height for exterior lighting shall be 25 feet
6. In order to reduce highway noise impacts on proposed residences, the two areas of this site between the Urban Loop ROW and adjacent residences will utilize the following grading, landscaping and site layout techniques to reduce residential noise:

(a) existing topography and new grades and berms shall be utilized whenever possible to shield direct exposure of units to the highway noise

(b) landscaping materials shall be of a dense mix of different height evergreen species designed to shield residences

(c) buildings should be located and situated to maximize distances from the highway, add other uninhabited building sections or accessory buildings between them, and minimize residence windows and doors directly exposed to the highway;

7. Developer will double the planting rate in the required buffers along the southernmost and westernmost boundaries of the subject property, as well as along the border with the Greensboro Urban Loop

8. Buildings adjacent to existing single family residences along the southernmost boundary of the subject site shall be limited to two (2) stories in height.

N/A N/A Small portions of subject site are not currently located in the City's jurisdiction.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-RM-12)	Requested (CD-RM-18)
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Max. Density: Maximum 400 dwelling units Maximum 456 dwelling units

Typical Uses All residential uses permitted in the RM-12 zoning district. All residential uses allowed in the RM-18 zoning district

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation

The subject site is partially located within the SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines.

Environmental/Soils

Water Supply Watershed Site is locate in Lower Randleman Lake WS-IV Watersupply Watershed, Bull Run Sub-basin

Floodplains <2000FT

Streams Streams on site require a 100ft stream buffer measured from top of stream bank on both sides.

Other: Maximum High Density Development for Lower Randleman Lake is 50% BUA. Site must meet current water supply watershed requirements, water quality and water quantity control must be addressed.

Utilities (Availability)

Contact Kenny Treadway (336-373-2897) for a water/sewer feasibility

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping:

Street Yards: 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 Yards: Adjacent to single-family residential: 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, and 17 shrubs per 100 l.f.

Adjacent to vacant property or other multi-family uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Parking Lots: When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, 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 for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

Tree Conservation: For 38.22 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Guilford College Road – Major Thoroughfare.
Ruffin Road – Collector Street.

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

Traffic Counts: Guilford College Road ADT = 15,000 (NCDOT, 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 exist along a portion of the frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: A TIS was submitted as part of approved portion of now tract A.
(TIS) That TIS is provided at the end of this report for reference.
Additional units on Tract A or Tract B as conditioned do not require
a TIA.

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-RM-18 (Conditional District – Residential Multifamily – 18 du/ac)** 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 designates this location as **Moderate Residential (5-12 d.u./acre)**. The requested **CD-RM-18 (Conditional District – Residential Multifamily – 18 du/ac)** zoning district, as conditioned, is generally consistent with the **Moderate Residential (5-12 d.u./acre)** GFLUM designation. The Growth Strategy Map identifies the subject site as being partially within Growth Tier 1, Current Growth Area (2013 – 2019).

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.

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.

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.

Connections 2025 Map Policies

Moderate Residential (5-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

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.

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 the proposed rezoning and development with owners of surrounding properties.

Staff Analysis

The 39.6 acre subject property is currently being developed for multifamily dwellings. It is the applicant's intent to bring additional adjacent property into the city and then increase the overall maximum dwelling units allowed. North and east of the request is primarily undeveloped and a few single family dwellings (zoned County RS-40). South of the request are single-family dwellings (zoned PUD) West of the request are single family dwellings and self storage (zoned County RS-40 and County CU-HB).

The Comprehensive Plan's Generalized Future Land Use Map designates this site as Moderate Residential. The Moderate Residential designation accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

The majority of this site was rezoned for moderate intensity multifamily development in 2008 and several multifamily buildings are currently under development. The current proposal, as conditioned, allows for the incorporation of additional property while also maintaining an overall moderate density scale of development. The proposal also includes conditions to ensure compatibility with surrounding development. The request is consistent with 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 in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities and the Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas.

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 **City CD-RM-18** (Conditional District-Residential Multifamily) zoning district.

Additional Information

**James Landing Development – Transportation Impact Analysis
Greensboro, NC
Prepared for Keystone Homes
Original: June 21, 2016
Revised: August 3, 2016**

Executive Summary

The proposed James Landing Development is located in the northeast quadrant of Guilford College Road and Ruffin Road in Greensboro, North Carolina. The development is planned to consist of 297 dwelling units. There are two proposed site access points. An extension of the short connector between Guilford College Road and Strickland Court will provide access to the signalized intersection with Guilford College Road and the Wendover Avenue Eastbound Ramps. A second access is proposed onto Ruffin Road.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. The following intersections were included in the study:

- Guilford College Road at Wendover Avenue EB Ramps / Connector Road
- Guilford College Road at Ruffin Road
- Strickland Court at Connector Road / Site Access 1
- Ruffin Road at Site Access 2

The intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2016 Existing Conditions
- 2019 Future No Build Conditions
- 2019 Future Build Conditions
- 2019 Future Build Condition with Mitigation (if necessary)

The Greensboro Department of Transportation (GDOT) and the North Carolina Department of Transportation (NCDOT) were contacted to obtain background information and to ascertain the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by the developer, Keystone Homes.

Discussion of Results

The following section discusses level of service for each intersection.

Guilford College Road at Wendover Avenue EB Ramps / Connector Road

This signalized intersection currently operates at LOS C during the AM and PM peaks. In 2019 future no build conditions, LOS C is expected in the AM and PM peaks. With the addition of proposed site traffic, LOS C is expected to remain in the AM and PM peaks. **No improvements are recommended.**

Guilford College Road at Ruffin Road

This unsignalized intersection currently operates at LOS C during the AM peak and LOS B in the PM peak. In 2019 future no build conditions, LOS D is expected in the AM peak and LOS C in the PM peak. With the addition of proposed site traffic, LOS E is expected in the AM peak and LOS C in the PM peak. A LOS E is typical for a minor street movement onto a heavy volume major roadway like Guilford College Road. The LOS E is due to lack of acceptable gaps on Guilford College Road for left turning vehicles from Ruffin Road; however, the delay is expected to be short lived. **No improvements are recommended.**

Strickland Court at Connector Road / Site Access 1

This unsignalized intersection currently operates at LOS A during the AM and PM peaks. In 2019 future no build conditions and build conditions with the approved development improvements in place, LOS A is expected to remain in the AM and PM peaks. **Based on coordination with NCDOT, they are requiring that the existing stop condition on the eastbound approach of this intersection be removed and a stop condition be placed on both approaches of Strickland Court instead, so that the through movement from the intersection with SR 1546 (Guilford College Road) will continue in an easterly direction into the site for this development.**

Ruffin Road at Site Access 2

In 2019 build conditions, this proposed access is expected to operate at LOS A in the AM and PM peaks. The need for auxiliary turn lanes for this intersection was evaluated based on GDOT Driveway Manual. Based on projected volumes, this access did not warrant an auxiliary left turn lane. **No improvements are recommended.**

Level of Service Summary

Table A summarizes the level of service analysis at the study intersections:

Table A - Level of Service Summary			
AM Peak	2016 Existing	2019 No Build	2019 Build
Guilford College Road at Wendover Avenue EB Ramps / Connector	C (27.6)	C (28.4)	C (30.2)
Guilford College Road at Ruffin Road	C (20.7) WB Approach	D (25.5) WB Approach	E (45.4) WB Approach
Strickland Court at Connector / Site Access 1	A (9.1) WB Approach	A (9.1) WB Approach	A (9.5) WB Approach
Ruffin Road at Site Access 2			A (8.8) SB Approach
PM Peak	2016 Existing	2019 No Build	2019 Build
Guilford College Road at Wendover Avenue EB Ramps / Connector	C (21.9)	C (23.1)	C (25.9)
Guilford College Road at Ruffin Road	B (11.3) WB Approach	C (16.2) WB Approach	C (22.9) WB Approach
Strickland Court at Connector / Site Access 1	A (9.1) WB Approach	A (9.1) WB Approach	A (9.4) EB Approach
Ruffin Road at Site Access 2			A (8.6) SB Approach
LOS (delay in seconds)			
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

Proposed Site Access Throat Distances

The internal throat distances for the site accesses were reviewed using the GDOT Driveway Manual, which states that the distance from the adjacent street right of way to the near side of any internal service drive or parking aisle should be 25 feet, or greater than the expected inbound queue at the location. To determine the inbound queues, internal intersections were modeled for each access and queue reports generated using SimTraffic 9. Based on the number of vehicles entering Site Access 1 during the AM and PM peaks (17 and 65 vehicles, respectively), a minimum throat distance of 50 feet will be required. For Site Access 2, with 14 vehicles entering in the AM peak and 53 vehicles entering in the PM peak, a minimum throat distance of 50 feet will be required. Table B lists the 95th percentile queues for the AM and PM peaks. The queuing reports can be found in the Appendix. **The access points should be designed according to the GDOT Driveway Manual.**

Table B – Site Access Throat Queuing			
Intersection Movement	SimTraffic 95th Percentile Queue (feet)		Minimum Recommended Throat Distance (Feet)
	AM Peak	PM Peak	
Site Access 1 EB Through-Right	41	45	50
Site Access 2 NB Left-Through	37	48	50



Summary and Conclusion

The proposed James Landing Development is located in the northeast quadrant of Guilford College Road and Ruffin Road in Greensboro, North Carolina. The development is planned to consist of 297 dwelling units. There are two proposed site access points. An extension of the short connector between Guilford College Road and Strickland Court will provide access to the signalized intersection with Guilford College Road and the Wendover Avenue Eastbound Ramps. A second access is proposed onto Ruffin Road.

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 149 trips in the AM peak and 181 trips in the PM peak.

Based on the analysis all study intersections, with the exception of Guilford College Road at Ruffin Road, operate at LOS C or better in build conditions. The intersection of Guilford College Road at Ruffin Road experiences a LOS E in the future AM peak conditions. This level of service is due to lack of acceptable gaps on Guilford College Road for left turning vehicles from Ruffin Road. This is typical for a minor street movement onto a major roadway; however, the delay is expected to be short lived.

Based on the analysis and projected volumes, the only improvement is that the existing stop condition on the eastbound approach of this intersection be removed and a stop condition be placed on both approaches of Strickland Court instead, so that the through movement from the intersection with SR 1546 (Guilford College Road) will continue in an easterly direction into the site for this development.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that there will be adequate capacity to accommodate future traffic. Please note that all accesses to the site are required to be constructed to GDOT standards.