



Z-18-06-009

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

Zoning Commission Hearing Date: June 18, 2018

GENERAL INFORMATION

APPLICANT	Friends Homes, Inc.
HEARING TYPE	Rezoning Request
REQUEST	CD-O (Conditional District – Office), CD-PI (Conditional District – Public and Institutional), and R-3 (Residential Single-family - 3) to CD-PI (Conditional District – Public and Institutional) with the following condition:
CONDITIONS	1. All uses in the PI zoning district shall be allowed except shooting ranges; correctional institutions; and auditoriums, coliseums and stadiums (as principal use).
LOCATION	910-1004 Ridgecrest Drive, 5901-5903 Arcadia Drive, and 903-1017 New Garden Road
PARCEL ID NUMBER(S)	7835537931, 7835547093, 7835630946, 7835549159, 7835640267, 7835641348, 7835641573, 7835642489, 7835644486, 7835637792, 7835636909, 7835644238, and 7835644486.
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). 63 notices were mailed to those property owners in the mailing area.
TRACT SIZE	18.17 Acres
TOPOGRAPHY	Generally flat
VEGETATION	Institutional
<u>SITE DATA</u>	
Existing Uses	Assisted Living Facility and Single-family Residences

	Adjacent Zoning	Adjacent Land Uses
N	R-3 (Residential Single-family – 3)	Single-family Dwellings
E	PI (Public and Institutional)	College
W	R-3 (Residential Single-family – 3)	Single-family Dwellings
S	R-3 (Residential Single-family – 3) & PI (Public and Institutional)	Single-family Dwellings & Vacant

Zoning History

Case #	Date	Request Summary
CD5017	July 28, 2017	5903 Arcadia Drive and 1004 Ridgecrest Drive were rezoned to CD-O. This request added conditions that required the existing principal structure to remain without expansion. Freestanding signage was limited to one monument style sign with a maximum height of 6 feet and maximum area of 50 square feet. Attached signage requiring a sign permit was prohibited.
3031	May 2, 2002	912-1004 Ridgecrest Drive, 5901-5903 Arcadia Drive, and 903-1017 New Garden Road were rezoned to CD-PI and limited uses to a Life Care Community, including freestanding dwelling units, assisted living units, apartment units, nursing and convalescent facilities, related office and support services, medical and dental offices, child and adult day care centers, and accessory uses. Along Ridgecrest Drive, use were limited to freestanding dwelling units. When new construction of apartment building and nursing unit were complete, two of three entrances to New Garden Road were to be closed.
N/A	N/A	910 Ridgecrest Drive is currently zoned R-3 (Residential Single-family – 3) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned RS-12 (Residential Single-family).

ZONING DISTRICT STANDARDS *

District Summaries for Existing Zoning Districts

910 Ridgecrest Drive

This property is currently zoned R-3 (Residential Single-family – 3). The R-3 zoning district is primarily intended to accommodate single-family and similar residential uses at a density of 3.0 units per acre or less.

5903 Arcadia Drive and 1004 Ridgecrest Drive

These properties are currently zoned CD-O (Conditional District - Office). The existing CD-O zoning district requires the existing principal structure to remain without expansion. Freestanding signage is limited to one monument style sign with a maximum height of 6feet and maximum area of 50 square feet. Attached signage requiring a sign permit is prohibited. Typical uses in the O district include office and professional services.

912-1004 Ridgecrest Drive, 5901-5903 Arcadia Drive, and 903-1017 New Garden Road

These properties are currently zoned CD-PI (Conditional District – Public and Institutional). The existing CD-PI zoning district limits uses to a Life Care Community, including freestanding dwelling units, assisted living units, apartment units, nursing and convalescent facilities, related office and support services, medical and dental offices, child and adult day care centers, and accessory uses. Along Ridgecrest Drive, use limited to freestanding dwelling units. Typical uses in the PI district include place of religious assembly, hospitals and parks.

District Summaries for the Proposed Zoning District

The requested zoning district for all above referenced properties is CD-PI (Conditional District – Public and Institutional). The CD-PI zoning district, as proposed, would permit all uses in the PI zoning district except shooting ranges; correctional institutions; and auditoriums, coliseums and stadiums (as principal use). Typical uses in the PI district include places of religious assembly, hospitals and parks.

**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 located within the New Garden Road Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

The subject site is partially located (approximately the southern two-thirds) within the West Friendly Avenue Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

Environmental/Soils

Water Supply Site drains to Greensboro Watersupply Watershed WS-III, Horsepen Creek Watershed

Floodplains >2000LF

Streams N/A

Other: Site must meet current Watershed requirements, Water Quality and Water Quantity must be addressed. Max.High Density BUA is 70%, Low Density is 24%. Site is located within the PTI 5 mile statue radius. Any new BUA must be treated by a State approved Water Quality BMP and any existing BUA that would drain to the device treated to the maximum extent practicable.

Utilities (Availability)

Potable Water Available

Waste Water Available

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:

There are potentially multiple uses with different Land Use Codes that could be placed on these parcels (office or medical facility = LUC 3, housing for elderly = LUC 2), and different buffer yard requirements for each. The buffer yard requirements will be finalized when site plans are submitted for review. For this report the highest LUC, and therefore the most restrictive requirements, has been used:

Adjacent to single-family residential: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Adjacent to vacant property or Religious Assembly 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 18.7 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Ridgecrest Drive – Local Street.
Arcadia Drive – Collector Street.
New Garden Road – Major Thoroughfare.

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

Traffic Counts: New Garden Road AADT = 25,000 (NCDOT, 2016)

Trip Generation: 24 Hour = 1,194, AM Peak Hour = 84, PM Peak Hour = 117.

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 New Garden Road frontage of this property.
Transit in Vicinity:	Yes. GTA Route 7 (Friendly Avenue) is within 1000 ft. of subject site, along West Friendly Avenue.
Traffic Impact Study: (TIS)	Yes, a TIS was conducted for this zoning case in conjunction with cases Z-18-06-008 and Z-18-06-010. Please see the end of the staff report for case Z-18-06-008 for the Executive Summary of the DRAFT TIS.
Street Connectivity:	There are no plans for public streets on this site.
Other:	The 2015 BiPed Plan recommends bike lanes along New Garden Road. However, there is no project planned and implementation would need to be studied for feasibility.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-PI (Conditional District – Public and Institutional)** 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 **Institutional** and **Low Residential (3-5 d.u./acre)**. The requested **CD-PI (Conditional District – Public and Institutional)** zoning district, as conditioned is generally consistent with the **Institutional** GFLUM designation, but is inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation. However, per City Council adopted policy, a GFLUM amendment is not required for re-zoning requests that are less than one acre, or that do not involve a significant physical change resulting in new or expanded structures. The Growth Strategy Map identifies the subject site as being located within the **West Friendly Avenue / Guilford College Road Activity Center** area.

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.

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.

Institutional: This designation applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

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

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 nearby Quaker Acres neighborhood and Longview Hills neighborhood (located to the west).

Staff Analysis

The 18.17-acre subject property is made up of 11 individual parcels. Existing uses on these parcels include an assisted living facility and single-family residences. North of the request are single-family dwellings (zoned R-3). East of the request is a college (zoned PI). South of the request are single-family dwellings (zoned R-3) and vacant land (zoned PI). West of the request single-family dwellings (zoned R-3).

The Comprehensive Plan's Future Land Use Map designates this area as Low Residential and Institutional. Low Residential includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within a density of 3-5 dwelling units per acre. While this designation does not directly support rezoning to Office, per City Council adopted policy a GFLUM amendment is not required for this rezoning because the portion of this request designated as Low Residential is less than an acre. Per City Council adopted policy a GFLUM amendment is not required for rezoning requests that are less than one acre, or that do not involve a significant physical change resulting in new or expanded

structures. Institutional applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers.

The Growth Strategy Map identifies the subject site as being located partially within the **West Friendly Avenue / Guilford College Road Activity Center** area. Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City.

The proposed CD-PI, as conditioned, allows all uses permitted in the Public and Institutional zoning district except shooting ranges; correctional institutions; and auditoriums, coliseums and stadiums (as principal use). This condition limits negative impacts on surrounding residential uses. The Public and Institutional zoning district is primarily intended to accommodate mid- and large-sized (over 5 acres) public, quasi-public, and institutional uses which have a substantial land use impact or traffic generation potential. It is not intended for smaller public and institutional uses customarily found within residential areas. Additionally, a goal of the Comprehensive Plan is 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. The services and housing offered by this request allows Greensboro citizens a way to age in place.

The 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-PI** (Conditional District – Public and Institutional) zoning district.