



# Z-19-02-004

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

Zoning Commission Hearing Date: February 18, 2019

### GENERAL INFORMATION

<b>APPLICANT</b>	Thomas S. Holderby, on behalf of Karen B. Van Dyke, Hilda Bason, Kelly and Shirley Gilbreath, and Stephen and Jeremy Curtis.
<b>HEARING TYPE</b>	Original Zoning Request
<b>REQUEST</b>	Original zoning from County RS-30 (Residential Single Family) to City CD-RM-18 (Conditional District Residential Multifamily - 18).
<b>CONDITIONS</b>	<ol style="list-style-type: none"> <li>1. Uses shall be limited to multifamily residential uses.</li> <li>2. Building height shall be limited to a maximum of 50 feet in height as viewed from Wolfetrail Road.</li> </ol>
<b>LOCATION</b>	132-136 and 132 Near Wolfetrail Road
<b>PARCEL ID NUMBER(S)</b>	Various
<b>PUBLIC NOTIFICATION</b>	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). <b>27</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	20.64 Acres
<b>TOPOGRAPHY</b>	Slopes toward the front of the property.
<b>VEGETATION</b>	Heavily wooded and residential.

### SITE DATA

**Existing Use** **Undeveloped and Single Family Dwelling**

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County AG (Agricultural)	Highway Right of Way
E	City CD-RM-26 (Conditional District Residential Multifamily - 26)	Multifamily residences
W	County AG (Agricultural) County RS-30 (Residential Single Family)	Undeveloped and single family residences
S	County RS-30 (Residential Single Family) County AG (Agricultural)	Single family residences

### **Zoning History**

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

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(County RS-30)</b>	Requested <b>(City CD-RM-18)</b>
Max. Density:	Less than 1.0 unit per acre	18.0 units per acre or less
Typical Uses	Primarily intended to accommodate low density single-family detached residential development.	Primarily intended to higher intensity residential development.

*\*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 property is located (except for southern edge) within the SCOD-1 (Scenic Corridor Overlay District 1) 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 drains S. Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains N/A

Streams Blue Line stream onsite therefore 50ft stream buffers will apply measure from top of bank on each side. No new BUA is allowed within the stream buffer.

Other: If >1 acre is disturbed and the impervious area (BUA) is increased, the site must meet current Phase 2 watershed requirements, water quality & water quantity control must be addressed.

**Utilities**

Request a water/sewer feasibility from Kenney Treadway (336-373-2897).

**Airport Overlay District & Noise Cone**

N/A

**Landscaping & Tree Conservation Requirements**

**Landscaping:**

**Scenic Corridor Overlay:** A natural undisturbed buffer with an average width of 50' shall be maintained along the portion of any lot adjacent to the highway right-of-way. If there are no existing canopy or understory trees in the buffer then the planting rate is 9 canopy trees and 11 understory

trees per 100 l.f. If existing trees are not adequate to provide screening equal to the above planting rate, then supplemental plantings will be required.

**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 uses: 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 linear feet.

Adjacent to vacant property: 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 20.69 acres, 10% of lot size in critical root zone to be dedicated for Tree Conservation. If existing trees on the lot are less than the required critical root zone, then all trees on the lot are required to be included in the critical root zone to be dedicated.

**Transportation**

Street Classification: Wolfetrail Road – Collector Street.  
I-85 – Freeway.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,567, AM Peak Hour = 104, PM Peak Hour = 128.

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: Yes, required per TIS Ordinance. Please see the end of this staff report (TIS) for the Executive Summary of the TIS.

Street Connectivity: N/A.

Other: N/A.

## **IMPACT/POLICY ANALYSIS**

### **Land Use Compatibility**

The proposed **CD-RM-18 (Conditional District – Residential Multi-family – 18)** 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 **Mixed Use Residential**. The requested **CD-RM-18 (Conditional District – Residential Multi-family – 18)** zoning district is consistent with the **Mixed Use Residential** GFLUM designation. The Growth Strategy Map designates the subject site as being within the **South Elm-Eugene Street / I-85/I-40 Proposed Activity Center** area and within **Growth Tier 1, Current Growth Area (2013 – 2019)**, which requires annexation into the City in order to access City services.

### **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.

### **Connections 2025 Map Policies**

**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.

**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.

**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 this proposed original zoning and development with owners of surrounding properties.

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 20.64 acre subject site contains both undeveloped lots and single-family dwellings. The use to the north is an interstate highway (zoned County AG). Uses to the east are multifamily (zoned CD-RM-26) and uses to the south and west are single family dwellings and undeveloped lots zoned County RS-30 and County AG. This request is associated with an annexation petition to access City services to facilitate multifamily development.

The Comprehensive Plan's Future Land Use Map currently designates this site as 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 proposed CD-RM-18 zoning district will allow for development similar to the existing multifamily development immediately to the east of this request and is consistent with the intensifying patterns of development extending from the highway interchange of I-85 and South Elm-Eugene Street. The proposed 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. It is also consistent with the Growth at the Fringe goal to 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.

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.

### **Recommendation**

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

# **Woodland Heights Apartments of Greensboro West –Transportation Impact Analysis**

**Greensboro, NC**

**Prepared for Tom Holderby**

**December 13, 2018**

## **Executive Summary**

The proposed Woodland Heights Apartments of Greensboro West is located on the north side of Wolfetrail Road between South Elm-Eugene Street and Randleman Road in Greensboro, North Carolina. The proposed residential development is planned to be a gated community of 288 apartment dwelling units. Two (2) access points are proposed on Wolfetrail Road, each to be located approximately 1,670 feet and 2,090 feet east of its intersection with Randleman Road. The expected build-out year for this project is 2020. A study year of 2021 (build-out plus one year) was used for analysis purposes.

## **Trip Generation**

Based on trip generation rates published in ITE's Trip Generation Manual (10th Edition), this development has a trip generation potential of 1,567 daily trips with 104 trips in the AM peak and 128 trips in the PM peak.

## **Capacity Analysis**

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify any transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. Four (4) intersections were included in the study:

- South Elm-Eugene Street at Wolfetrail Road
- Randleman Road at Wolfetrail Road
- Wolfetrail Road at Site Access 1
- Wolfetrail Road at Site Access 2

Overall, the analysis indicates LOS C or better can be expected at the study intersections during the future build peaks. At the proposed site accesses, it is recommended to provide left and right turn lanes of 100 feet of storage and appropriate taper along Wolfetrail Road to accommodate the entering traffic into the site.

## **Throat Distances**

The internal throat distances for the site accesses were reviewed based on the Greensboro Department of Transportation (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. Based on the number of vehicles entering Site Access 1 during the AM



and PM peaks (17 and 47 vehicles, respectively), a minimum throat distance of 100 feet will be required. For Site Access 2, with 11 vehicles entering in the AM peak and 31 vehicles entering in the PM peak, a minimum throat distance of 100 feet will be required.

**Conclusion**

This TIA was performed in order to assess transportation impacts of the proposed site as well as background traffic. Recommendations have been given to accommodate these impacts. The analysis documented here indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The recommended improvements for the development are summarized in Table A and are shown in Figure A. Please note that the access points to the site is recommended to be designed according to NCDOT and GDOT standards as applicable.

<b>Table A - Recommended Improvement</b>	
South Elm-Eugene Street at Wolfetrail Road	No improvements are recommended.
Randleman Road at Wolfetrail Road	No improvements are recommended.
Wolfetrail Road at Site Access 1 (Eastern Access)	<ul style="list-style-type: none"> <li>• Construct a westbound right turn lane along Wolfetrail Road with 100 feet of storage plus appropriate taper.</li> <li>• Construct an eastbound left turn lane along Wolfetrail Road with 100 feet of storage plus appropriate taper.</li> </ul>
Wolfetrail Road at Site Access 2 (Western Access)	<ul style="list-style-type: none"> <li>• Construct a westbound right turn lane along Wolfetrail Road with 100 feet of storage plus appropriate taper.</li> <li>• Construct an eastbound left turn lane along Wolfetrail Road with 100 feet of storage plus appropriate taper.</li> </ul>