



Z-19-09-001

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

Zoning Commission Hearing Date: October 21, 2019

GENERAL INFORMATION

APPLICANT	Charlie E. Melvin Jr. for Jerry L. Shelton of Fellowship Hall, Inc.
HEARING TYPE	Original Zoning Request
REQUEST	County RS-30 (Residential Single-family) and County RS-30-MH (Residential Single-family in the Manufactured Housing District) to City CD-PI (Conditional District –Public and Institutional).
CONDITIONS	1. Uses limited to a specialty hospital and related ancillary uses.
LOCATION	4314 Hicone Road
PARCEL ID NUMBER(S)	7887547513
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). 15 notices were mailed to those property owners in the mailing area.
TRACT SIZE	1.48 Acres
TOPOGRAPHY	Primarily Flat
VEGETATION	Wooded

SITE DATA

Existing Use	Single-family residence
Adjacent Zoning	Adjacent Land Uses
N County AG (Agricultural)	Single-family dwelling
E County RS-30 (Single-family Residential)	Single-family dwelling

- W City CD-PI (Conditional District – Public Specialty Hospital and Institutional)
- S City CD-PI (Conditional District – Public Specialty Hospital and Institutional)

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 (County RS-30)	Existing (County RS-30-MH)	Requested (City CD-LI)
Max. Density:	1.3 units per acre	1.3 units per acre	N/A
Typical Uses	Intended to accommodate low density single-family detached dwellings on large lots in areas without access to public water and wastewater services.	The MH Overlay District is intended to set forth regulations governing the development of subdivisions for manufactured housing in certain areas of Guilford County.	Includes various mid and larger scale institutional uses such as medical campuses, colleges/universities and large religious assembly uses.

**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

N/A

Environmental/Soils

Water Supply Watershed Site drains to N. Buffalo Creek, non-watersupply watershed

Floodplains >2000LF

Streams N/A

Other: If >1acre is disturbed and the BUA is increased, site must meet current Phase 2 requirements. Water Quality and Water Quantity Control must be addressed. The 1yr, 2yr & 10yr 24hr storms must be reduced to pre-development levels.

Utilities (Availability)

Water: Available

Sewer will need to be extended to serve this property contact Kenny Treadway 336-373-2055

Airport Overlay District & Noise Cone
n/a

Landscaping & Tree Conservation Requirements

Landscaping and Tree Conservation requirements will only be applicable in the event of expansion of use, or development or redevelopment of the subject property.

Landscaping:

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 uses: 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 specialty hospital uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Parking lot: 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 1.48 acres, 5% of disturbed area to be preserved in the case of expansion or additional development. 5% of parcel size in critical root zone to be preserved in the case of redevelopment.

Transportation

Street Classification: Hicone Road – Major Thoroughfare.
Dunstan Road – Local Street.

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

Traffic Counts: Hicone Road AADT = 11,500 vpd (NCDOT, 2018).

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)	No TIS required per TIS ordinance.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City 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 **Moderate Residential (5-12 d.u./acre)**. The requested **City CD-PI (Conditional District – Public and Institutional)** zoning district is generally inconsistent with the **Moderate Residential (5-12 d.u./acre)** GFLUM designation, however the applicant has concurrently submitted a request (CP 19-07) to amend the GFLUM designation on the subject site to **Institutional** which, if approved, would resolve this inconsistency. The Growth Strategy Map designates 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.

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.

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

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	

Applicant Stated Reasons for Request

“Changing use of more than one acre of property from Low Residential to Institutional. The property is adjacent to the main campus of Fellowship Hall and was acquired by Fellowship Hall to be utilized as a part of Fellowship Hall’s programs and services. Existing zoning is County RS-30 requested to be zoned City CD-PI with uses limited to a specialty hospital and related ancillary uses.”

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

“Property is being added to the main campus of Fellowship Hall and will be utilized by Fellowship Hall in connection with its programs and providing its services.”

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **City CD-PI (Conditional District – Public and Institutional)** zoning district, as conditioned, would allow uses that are incompatible with the subject site’s current designation in the GFLUM as **Moderate Residential (5-12 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 19-07**) to **Institutional** 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 Comprehensive Plan amendment request (**CP 19-07**) associated with this rezoning request during its meeting on September 18, 2019. Planning Board members stated that the request seems to make good sense from a land use perspective. The Board also commented that the request is a logical extension of the applicant’s current institutional operation on the adjacent site, and fits well in the surrounding development context.

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, future land use map amendment, 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):

- New Markets Tax Credits (federal), and
- Economic Development Impact Zone 2 (local).

Staff Analysis

The 1.48 acre subject property currently contains a single-family dwelling. North of the request is a single-family dwelling, zoned County AG. East of the request is a single-family dwelling, zoned County RS-30. South and west of the request is a specialty hospital, zoned City CD-PI.

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are in place, can be economically provided and/or will be proactively extended. The Planning Board recommended approval of the associated annexation request for this property on August 21, 2019, after concluding this property can be served by required City services.

The Comprehensive Plan's Generalized Future Land Use Map currently 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 applicant has requested a Generalized Future Land Map (GFLUM) Amendment (CP 19-07) to Institutional in association with this original zoning request. The Institutional designation applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers. The Planning Board reviewed and commented on the GLFUM amendment request during its meeting on September 18, 2019.

This request is consistent with the Comprehensive Plan's 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. It is also consistent with the 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. The request is also consistent with the surrounding pattern of institutional development.

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