



PL(Z) 22-54
City of Greensboro Planning Department
Zoning Staff Report and Plan Amendment Evaluation

City Council Hearing Date: December 20, 2022

GENERAL INFORMATION

APPLICANT	Evangel Fellowship Word Ministries, Inc. and City of Greensboro
HEARING TYPE	Annexation, Original Zoning, and Rezoning Requests
REQUEST	County RS-30 (Residential Single-family), City R-3 (Residential Single-family – 3), and City R-5 (Residential Single-family – 5) to City RM-18 (Residential Multi-family - 18)
CONDITIONS	N/A
LOCATION	2230 East Cone Boulevard (formerly the portion of 2401 Minorwood Road on the southern side of East Cone Boulevard)
PARCEL ID NUMBER(S)	7886013201 and 7886004669
PUBLIC NOTIFICATION	The notification area for this public hearing was 750 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). 81 notices were mailed to those property owners in the mailing area.
TRACT SIZE	9.22 Acres
TOPOGRAPHY	Undulating
VEGETATION	Wooded

SITE DATA

Existing Use

Undeveloped land

Adjacent Zoning

Adjacent Land Uses

N	City R-5 (Residential Single Family - 5), City R-3 (Residential Single-family – 3), and County RS-30 (Residential Single-family)	Religious assembly and undeveloped land
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E	City CD-PI (Conditional District – Public Educational facility and Institutional)	
S	City LI (Light Industrial)	Waste water treatment plant
W	City R-3 (Residential Single-family – 3) and City CD-O (Conditional District – Office)	Vacant office building and dedicated open space.

Zoning History

Case #	Date	Request Summary
#3975	February 3, 2015	A small portion of 2230 East Cone Boulevard (7886004669) was included in an annexation and original request from County AG (Agricultural) to City R-5 (Residential Single-family - 5) in 2015. East Cone Boulevard was extended to the east requiring the annexation and original zoning.
#2451	June 29, 1995	A portion of 2230 East Cone Boulevard (7886013201) was included in an annexation and original request from County RS-30 (Residential Single-family) to RS-30 (Residential Single-family). When the Land Development Ordinance (LDO) was adopted in July 2010, the zoning was changed to City R-3 (Residential Single-family - 3).
N/A	N/A	The remainder of 2230 East Cone Boulevard (7886013201) is currently in the County and zoned County RS-30 (Residential Single-family).

ZONING DISTRICT STANDARDS**District Summary ***

Zoning District	Existing	Existing
Designation:	City R-5	City R-3
Max. Density:	5 dwellings per acre	3 dwelling units per acre
Typical Uses	Typical uses in the R-5 district low-density single-family detached residential development	Typical uses in the R-3 district low-density single-family detached residential development.
Zoning District	Existing	Requested
Designation:	County RS-30	City RM-18
Max. Density:	1.4 units per acre	18 dwelling units per acre
Typical Uses	Typical uses in the RS-30 district include single-family dwellings.	Typical uses in the RM-18 district include multi-family residential of up to 18 dwelling units per acre

**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 Cone Boulevard Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Site drains to North Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains FEMA Floodway and FEMA 1% Annual Chance Flood Hazard Area is onsite. Any disturbance within the FEMA 1% ACFHA requires a Floodplain Development Permit. Any structures proposed for the FEMA Floodway will require an engineers 'No Rise' certification.

Streams Blue Line stream features onsite requires a 50ft stream buffer measured from top of bank is required. Any disturbance within the stream buffer requires a letter of 'No Practical Alternative' that explains why the disturbance must take place in this location and no other. No new BUA is allowed within the 50ft stream buffer. Refer to the City LDO Chp.30-12-3.9 for stream buffer restrictions and requirements.

Other: If >1acre is disturbed and the BUA is increased, site must meet Phase 2 watershed requirements, Water Quality and Water Quantity Control must be addressed for the entire development. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. The new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable. State and Corps permits are required for any stream crossing or wetland disturbance.

Utilities (Availability)

Water is available on E Cone Blvd. Sewer is available to the east of the property. Private developer will need to extend water and sewer to City of Greensboro's Water and Sewer Design Standards.

We would suggest a feasibility study be completed if the developer plans to extend sewer to the property.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements**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, Educational or Office 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 Light Industrial 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 linear feet.

Adjacent to vacant parcels or other Multi-family uses: 5' wide Vehicular Use Area buffer yard. (See below).

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 9.46 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: Cone Boulevard – Major Thoroughfare.
Minorwood Road – Collector Street.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,683, AM Peak Hour = 104, PM Peak Hour = 123.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not currently exist along the frontage of this property.

Transit in Vicinity: Yes, GTA Route 6 (Summit Avenue) is within ¼ mile of subject site, at the intersection of Cone Blvd and Sixteenth St.

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

Street Connectivity: Developer shall extend Minorwood Road to intersect with Cone Boulevard.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-RM-18 (Conditional District - Residential, Multi-Family – 18 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO 2040 Comprehensive Plan Policies

The **GSO2040** Future Land Use Map designates this location as **Residential**. The requested **City CD-RM-18 (Conditional District - Residential, Multi-Family – 18 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban Central**. The Growth Tiers Map designates the subject site as being partially (approximately three-quarters) located within **Growth Tier 1**.

GSO 2040 Written Policies

Filling In Our Framework - How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

Goal A – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

Strategy 1 – Encourage higher density, mixed-use, walkable infill development. Successful mixed-use infill development requires different tools and approaches depending on its size and context.

In historically underserved areas of east Greensboro, create an infill program that supports and incentivizes walkable, mixed-use developments which coordinate with housing programs and high-frequency transit service.

Focus areas include: walkable, neighborhood-scale commercial development that serves surrounding residential areas, done in an incremental manner as new development occurs that builds on the existing character of the area; commercial corridors in coordination with increased, higher-frequency transit service; large, underutilized or vacant sites in commercial or light industrial areas; and along the boundaries of college campuses and other large, institutional uses.

Strategy 2 – Ensure mixed use projects both strengthen and add value to the Community. Architecture and urban design should be of high quality and should complement existing development. Projects should be coordinated with transit services and offer multiple mobility options. Additionally, new services and housing should augment, not displace, existing neighborhood-scale commercial development.

Goal C - People Choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

Strategy 1 - Employ a problem prevention model to identify causes and solutions to neighborhood problems.

Creating Great Places - Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A - Greensboro's citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

Strategy 1 - Protect and enhance the unique character of every neighborhood.

Strategy 2 - Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations. Find opportunities to add to the variety of housing types and price points that are close to downtown, employment centers, community services, and public transit. Use housing programs and small-area plans to create walkable infill and provide a range of housing options near transit hubs and other amenities and find opportunities to add public and private amenities in neighborhoods receiving support for housing. Increase options for residents to stay in the community as they age.

Becoming Car Optional - Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

Goal A - Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

Strategy 2 - Encourage new development that is compatible with the intended use of the adjacent roadway.

Goal B - Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

Strategy 1 - Expand the greenway network to connect all parts of the city as a key element of the transportation system.

Prioritizing Sustainability - Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy

Goal A - Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

Strategy 1 - Promote resilient, efficient and environmentally beneficial patterns of land use.

Strategy 4 – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

Goal B - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

Strategy 1 – Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

Strategy 2 - Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

Strategy 3 - Promote a just, ethical, and respectful community.

Goal C - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

Strategy 1 - Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

Building Community Connections - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

Goal E – Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

Strategy 1 – Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

Strategy 3 – Improve the city's housing through effective use of code enforcement and the strategic leveraging of resources.

Growing Economic Competitiveness – Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

Goal A – Strategic public investment in historically underserved areas of Greensboro attracts private investment and sets the stage for revitalization without displacing existing residents.

Strategy 1 – Work with City funded economic development partners to address the needs of economically distressed areas.

Strategy 2 – Support the addition of a variety of housing types and price points in coordination with investment in historically underserved areas.

Goal C – Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.

Strategy 1 – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.

GSO 2040 Map Policies

Future Land Use Map

Future Land Uses: Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area's predominant character.

Residential: Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form Map

Place Types: Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

Urban Central should reflect these characteristics:

1. Development is consistent with adopted neighborhood plans and their design guidelines.
2. New development should be compatible with the existing development pattern, as described in the "Existing Built Form" section: Short blocks and a grid-based street pattern;
 - Fine-grained zoning designations with a wide variety of uses are found closer to each other;

- A range of residential building types, from detached, single-family houses, to Missing Middle Housing, to mid-rise multi-family in close proximity to each other; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors;
 - Buildings on lots that are close to the width of a residential lot, rather than a uniform building along the entire block face;
 - Buildings close to each other and to the street; and
 - Connected sidewalks that form a walkable network.
3. There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
 4. Safety and crime prevention is integrated into building and site design by orienting windows and doorways to streets overlooking semi-public and shared spaces. Parking is oriented behind buildings, so buildings are built to the street with unobstructed windows for visual surveillance on the sidewalk and street.
 5. Front doors and porches build community and neighborhood vitality and encourage neighbor interaction.
 6. Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
 7. Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

Growth Tiers Map

Growth Tiers: areas outside Greensboro's city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

Growth Tier 1: This is the area 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 rezoning and development with owners of surrounding properties.

Staff Annexation Analysis

Part of the subject property is currently located in the County. On September 1, 2020 the Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council regarding annexation requests. Upon submittal of a valid annexation petition, Planning staff forwards annexation requests to City services providers. These service providers include Water Resources (water and sewer), Fire Marshal's Office, Police Department, and Solid Waste (trash and recycling services). Each service provider has stated that infrastructure is in place to provide City services to this location. The Technical Review Committee also recommended approval of this annexation request at its November 3, 2022 meeting. This property is located within the Tier 1 Growth Area on the Growth Strategy map in the Comprehensive Plan. It is the City of Greensboro's policy to annex properties within Growth Tier 1 pending approval of the original zoning.

Staff Zoning Analysis

The subject property is approximately 9.22 acres and contains undeveloped land. North of the request contains religious assembly and undeveloped land, zoned City R-5, City R-3, and County RS-30. East of the request is an educational facility, zoned City CD-PI. South of the request contains a wastewater treatment plant, zoned City LI. West of the request contains vacant office building and dedicated open space, zoned City R-3 and City CD-O.

The proposed rezoning request supports the Comprehensive Plan's Creating Great Places strategy to protect and enhance the unique character of every neighborhood and the Building Community goal to maintain stable, attractive, and healthy places to live and raise families.

The Comprehensive Plan's Future Land Use Map designates the subject property as Residential. The Residential designation includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

The Comprehensive Plan's Future Built Form Map currently designates this property as Urban Central. Applicable characteristics of the Urban Central classification include, but are not limited to the following:

2. New development should be compatible with the existing development pattern, as described in the "Existing Built Form" section: Short blocks and a grid-based street pattern;
 - Fine-grained zoning designations with a wide variety of uses are found closer to each other;
 - A range of residential building types, from detached, single-family houses, to Missing Middle Housing, to mid-rise multi-family in close proximity to each other; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors;
 - Buildings on lots that are close to the width of a residential lot, rather than a uniform building along the entire block face;
 - Buildings close to each other and to the street; and
 - Connected sidewalks that form a walkable network.
3. There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
4. Safety and crime prevention is integrated into building and site design by orienting windows and doorways to streets overlooking semi-public and shared spaces. Parking is oriented behind buildings, so buildings are built to the street with unobstructed windows for visual surveillance on the sidewalk and street.
5. Front doors and porches build community and neighborhood vitality and encourage neighbor interaction.
6. Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
7. Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

The proposed RM-18 zoning district is primarily intended to accommodate multi-family and similar residential uses at a density of 18 units per acre or less. This rezoning request allows uses that are compatible with existing uses and densities existing in the surrounding area.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **RM-18 (Residential Multi-family - 18)** zoning district.

TRAFFIC IMPACT STUDY

**SOLOMONS CROSSING
GREENSBORO, NORTH CAROLINA**

EXECUTIVE SUMMARY

1. Development Overview

A Traffic Impact Study (TIS) was conducted for the proposed residential development that is to be located on the north and south side of E Cone Boulevard, just to the east of the Evangel Fellowship Church of God, in Greensboro, North Carolina. The proposed development is anticipated to be completed in 2024 and is assumed to consist of up to 228 low-rise multifamily units.

The study analyzes traffic conditions during the weekday AM and PM peak hours for the following scenarios:

- 2022 Existing Traffic Conditions
- 2025 [Buildout+ 1] No-Build Traffic Conditions
- 2025 [Buildout+ 1] Build Traffic Conditions

2. Existing Traffic Conditions

The study area for the TIS was determined through coordination with the City and NCDOT and consists of the following existing intersections:

- E Cone Boulevard and Sixteenth Street
- E Cone Boulevard and Ralph C Johnson Road/White Elder Road
- McKnight Mill Road and Minorwood Road
- E Cone Boulevard and Minorwood Road Extension (By Developer)

Existing peak hour traffic volumes were determined based on traffic counts conducted at all study intersections in February of 2022 during the typical weekday AM (7:00 AM – 9:00 AM) and PM (4:00 PM – 6:00 PM) peak periods.

3. Site Trip Generation

Average weekday daily, AM peak hour, and PM peak hour trips for the proposed development were estimated using methodology contained within the ITE Trip Generation Manual, 10th Edition. It is estimated that the proposed development will generate approximately 1,683 total site trips on the roadway network during a typical 24-hour weekday period. Of the daily traffic volume, it is anticipated that 104 trips (24 entering and 80 exiting) will occur during the weekday AM peak hour and 123 trips (77 entering and 46 exiting) will occur during the weekday PM peak hour.

4. Future Traffic Conditions

Through coordination with the City and NCDOT, it was determined that an annual growth rate of 2% would be used to generate 2025 projected weekday AM and PM peak hour traffic volumes. Through coordination with the City and NCDOT, there was one adjacent development identified to be included as an approved adjacent development in this study, Townsend Trace.

Based on coordination with the NCDOT and the GDOT, it was determined that there were no recommended roadway improvements to be considered in the study.

5. Capacity Analysis Summary

The analysis considered weekday AM and PM peak hour traffic for 2022 existing, 2025 no-build, and 2025 build conditions. Refer to Section 7 of the TIA for the capacity analysis summary performed at each study intersection.

6. Recommendations

Based on the findings of this study, other than the extension of Minorwood Road to tie into E Cone Boulevard, no specific geometric and traffic control improvements have been identified. The recommended lane configurations are illustrated in Figure E-1.

