



PLZ-23-15

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

City Council Hearing Date: April 17, 2023

GENERAL INFORMATION

APPLICANT	Frazier Glenn Investments, LLC
HEARING TYPE	Rezoning Request
REQUEST	CD-RM-8 (Residential Multi-family - 8) and O (Office) to CD-RM-12 (Residential Multi-family - 12)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall be limited to not more than 300 residential units.2. Maximum building height shall be limited to 50 feet
LOCATION	4209-R1 Summit Avenue
PARCEL ID NUMBER(S)	7876489100
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). 187 notices were mailed to those property owners in the mailing area.
TRACT SIZE	25.15 Acres
TOPOGRAPHY	Undulating
VEGETATION	Wooded

SITE DATA

Existing Use	Undeveloped land	
	Adjacent Zoning	Adjacent Land Uses
N	O (Office) and R-5 (Residential Single-family-5)	Child daycare center, undeveloped land, and single-family dwellings
E	LI (Light Industrial) and R-5 (Residential Single-family-5)	Religious assembly uses and office and building contractor and City fire station and outdoor garden center and single-family residential dwellings

S	CD-RM-8 (Conditional District-Residential Multifamily-8)	Open space and drainage way and residential dwellings units
W	R-5 (Residential Single-family)	Railroad right-of-way and single-family dwellings

Zoning History

Case #	Date	Request Summary
CD3265	July 23, 2004	The property was zoned from LI (Light Industrial) to CD-RM-8 with the following conditions: (1) Uses: any uses available under RM-8 classification; (2) Density of development shall not exceed the maximum density allowed under the RM-5 classification; (3) Prior to developing more than 84 housing units upon the subject property, a left turn lane for the purpose of handling vehicular traffic flowing northward on Summit Avenue and making a left hand turn onto Southern Webbing Mill Road, must be provided.
N/A	N/A	The property was zoned LI since July 1, 1992. Prior to the implementation of the UDO, the majority of the property was zoned Industrial LL with a small portion of the extreme southern part being zoned Residential 120S.

ZONING DISTRICT STANDARDS**District Summary ***

Zoning District	Existing	Existing	Requested
Designation:	O	CD-RM-8	CD-RM-12
Max. Density:	12 dwellings per acre	8 dwellings per acre	12 dwelling units per acre
All uses allowed in the O zoning district	<ol style="list-style-type: none">1. Uses: any uses available under RM-8 classification;2. Density of development shall not exceed the maximum density allowed under the RM-5 classification;3. Prior to developing more than 84 housing units upon the subject property, a left turn lane for the purpose of handling vehicular traffic flowing northward on Summit Avenue and making a left hand turn onto Southern Webbing Mill Road, must be provided.	<ol style="list-style-type: none">1. Permitted uses shall be limited to not more than 300 residential units.2. Maximum building height shall be limited to 50 feet	

**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 not located within an overlay zoning district.

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

Floodplains FEMA 1% Annual Chance Special Flood Hazard Area is onsite. A Floodplain Development Permit is required for any disturbance within the FEMA 1% ACSFHA. If a structure is placed within the FEMA 1% ACSFHA, an Elevation Certificate will be required. Structure must be elevated to 2ft above the Base Flood Elevation.

Streams Blue Line and possible Non-Blue Line stream feature onsite and must be identified. If feature is either intermittent or perennial, 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 Summit Ave and Southern Webbing Mill Rd. Sewer is available onsite, on Summit Ave and Southern Webbing Mill Rd. Private developer will need to extend water and sewer to City of Greensboro's Water and Sewer Design Standards.

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 Religious Assembly 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 l.f.

Parking Lots:

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

Tree Conservation:

For 25.15 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification:	Summit Avenue – Minor Thoroughfare. Southern Webbing Mill Road – Collector Street.
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Summit Avenue AADT = 4,100 (NCDOT, 2019). Southern Webbing Mill Road AADT = 1,900 (NCDOT, 2019).
Trip Generation:	24 Hour = 1,998; AM Peak Hour = 116; PM Peak Hour = 150.
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 15 (Yanceyville Street / Brightwood School Road) is adjacent to subject site, along Summit Avenue.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the DRAFT TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS**Land Use Compatibility**

The proposed **CD-RM-12 (Conditional District - Residential, Multi-Family – 12 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The **GSO2040** Future Land Use Map designates this location as **Residential**. The requested **CD-RM-12 (Conditional District - Residential, Multi-Family – 12 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 General**.

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.

Strategy 2 – Ensure mixed use projects both strengthen and add value to the Community.

Goal B – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 2 – Establish infill development guidelines that ensure revitalized sites will be of high quality and complement existing neighborhood character.

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.

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 D - Our colleges, universities, and Career and Technical Education facilities play a leading role in the cultural, social and economic fabric of the community.

Strategy 1 - Building on existing partnerships between the City, neighborhoods, and colleges and universities, while creating new partnerships, so higher education campuses play an increasingly stronger role in the cultural life of the larger 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 2 - Build neighborhood association capacity to work collaboratively, assess conditions, and effect change.

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 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.

Goal D – Education and workforce training opportunities empower residents to achieve financial security and career fulfillment and are matched to the needs of employers.

Strategy 1 – Work with our community partners to provide quality learning from early childhood to higher education through local schools and businesses.

Strategy 2 – Work with our partners to provide accessible and affordable career and workforce education.

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 General: Should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

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 and with representatives of the Summit Hills Neighborhood (the boundaries of which, as identified by said neighborhood, the subject site is partially located within).

Staff Analysis

The subject property is approximately 25.15 acres and contains undeveloped land. North of the request contains educational learning center, office use, and single-family dwellings, zoned O and R-5. East of the request contains religious assembly uses, office use, a building contractor use, a City fire station, an outdoor garden center, and single-family residential dwelling units, zoned a mixture of LI and R-5. South of the request contains open space and drainageway and then residential dwelling units further south, zoned CD-RM-8. West of the request contains railroad right-of-way and single-family dwelling units, zoned R-5.

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 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.

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

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

The proposed CD-RM-12 zoning district will be limited to not more than 300 residential units with maximum building height limited to 50 feet. This rezoning request allows uses that are compatible with existing uses.

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 **CD-RM-12 (Conditional District - Residential Multi-family - 12)** zoning district.

DRAFT TIS EXECUTIVE SUMMARY

The proposed Adams Crossing development is located north of Summit Avenue and west of Southern Webbing Mill Road in Greensboro, NC. It will consist of up to 300 apartments. One full movement access on Southern Webbing Mill Road is proposed for this development. The expected build-out year for this development is 2024. Information regarding the property was provided by Covington & Associates and Frazier Glenn Investments, LLC.

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 the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with NCDOT and Greensboro DOT. This site has a trip generation potential of 1,998 daily trips, 116 trips in the AM peak hour, and 150 trips in the PM peak hour.

Based on the capacity analysis, the existing roadway facilities in the surrounding area are sufficient to accommodate the impacts of future traffic. The recommendations based upon the analysis are summarized in Table A and Figure A.

In conclusion, this study has determined the potential traffic impacts of this development. The analysis indicates the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The site access should be constructed to comply with applicable NCDOT *Policy on Street and Driveway Access to North Carolina Highways* and Greensboro Department of Transportation standards.

Table A – Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
Southern Webbing Mill Road and Summit Avenue	<ul style="list-style-type: none"> No improvements recommended.
Southern Webbing Mill Road and Lees Chapel Road	<ul style="list-style-type: none"> No improvements recommended.
Southern Webbing Mill Road at Site Access 1	<ul style="list-style-type: none"> Design site drive according to NCDOT and Greensboro DOT standards as applicable.

