



## PL(Z) 22-17

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

City Council Hearing Date: June 21, 2022

#### GENERAL INFORMATION

APPLICANT	Brian Wise for Fall Line Investments, LLC. on behalf of Gail Carroll Shepard and others
HEARING TYPE	Annexation, Original Zoning, and Rezoning Requests
REQUEST	County RS-40 (Residential Single-family) and City R-3 (Residential Single-family - 3) to City PUD (Planned Unit Development)
CONDITIONS	<ol style="list-style-type: none"><li>1. Area 1 on the UDP: Permitted uses are limited to a maximum of 320 residential dwelling units.</li><li>2. Area 2 on the UDP: Permitted uses are limited to indoor/outdoor recreation uses and their customary accessory uses or a maximum of 56 dwelling units.</li></ol>
LOCATION	817-YY, 819, 821, 823, 827, 827-ZZ, 827-ZZ1, and 829 Guilford College Road and 5520, 5520-YY, 5524, a portion of 5526, 5600, and 5600-ZZ Sapp Road
PARCEL ID NUMBER(S)	7834018035, 7834007974, 7834016080, 7834006843, 7834005712, 7834006628, 7834007555, 7834004549, 7834101650, 7834009865, 7834100398, a portion of 7834009370, 7834007395 and 7834009541
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). <b>215</b> notices were mailed to those property owners in the mailing area.
TRACT SIZE	Original Zoning - 11.65, and Rezoning – 2.16 acres
TOPOGRAPHY	Slopes toward Sapp Road
VEGETATION	Mostly Wooded

#### SITE DATA

Existing Use

Undeveloped land and single-family dwellings

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	City RM-12 (Residential Multi-family – 12) and City CD-C-M (Conditional District – Commercial – Medium)	Multi-family dwellings and self-storage
E	City CD-C-H (Conditional District – Commercial – High)	Shopping center
S	City CD-C-M (Conditional District – Commercial – Medium) and County RS-40 (Residential Single-family)	Shopping center, single-family dwellings, and undeveloped land
W	City RM-12 (Residential Multi-family – 12) and City CD-RM-12 (Conditional District - Residential Multi-family – 12)	Multi-family dwellings

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	11.65 acres of the subject property is not currently located in the City's jurisdiction.
N/A	N/A	2.16 acres of this request is currently zoned City R-3 (Residential Single-family - 3). This has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to 2010, the properties were zoned RS-12 (Residential Multi-family – 12).

**ZONING DISTRICT STANDARDS****District Summary \***

Zoning District Designation:	Existing (City R-3)	Existing (County RS-40)	Requested (PUD)
Max. Density:	3 dwelling units/acre	1 dwelling per acre	Either up to 27.66 dwelling units per acre across the entire development or up to 26.9 units per acre in Area 1 if Area 2 developed with indoor recreation use
Typical Uses:	Typical uses in the R-3 district include single family residential dwellings of up to 3 units per acre.	Typical uses in the RS-40 district include single-family dwellings.	Uses limited to a maximum of 376 residential dwelling units.

*\*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 in 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 Upper Randleman Lake, WS-IV, Watersupply Watershed, Deep River sub-basin

Floodplains     N/A

Streams     N/A

Other:     All new BUA must be treated by a State approved water quality device. Water Quantity Control must also be addressed. Maximum High Density development with sewer is 70% BUA, Low Density with sewer is 12% BUA. Site is within the PTI 5 statute mile radius. Any proposed water quality device BMP/SCM that holds a normal pool elevation is not allowed unless supporting engineering documentation is provided that clearly explains why a water quality device that holds a normal pool elevation needs to be utilized.

**Utilities (Availability)**

Water is available on Guilford College Road and Sapp Road. Sewer is available to the southeast of the properties on Sapp Road. 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****Landscaping:**

The landscaping requirements of the PUD are established within the Unified Development Plan. The minimum requirements are those set out in Section 30-10 of the Land Development Ordinance, as noted below.

**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:**

For Multi-Family residential uses placed adjacent to Single-Family residential uses or Commercial uses, or for outdoor recreational uses placed adjacent to Commercial 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.

For indoor recreational uses placed adjacent to Single-Family or Multi-Family 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.

For indoor recreational uses placed adjacent to commercial uses, a Vehicular Use Area buffer yard (see below)

For outdoor recreational uses placed adjacent to Single-Family or Multi-Family uses: Type A buffer yard, with an average width of 45', a minimum width of 35', and a planting rate of 4 canopy trees, 10 understory trees, and 3 shrubs per 100 l.f.

There are no landscaping requirements for Single-Family residential uses.

**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:**

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

**Transportation**

Street Classification: Guilford College Road – Major Thoroughfare.  
Sapp Road – Local Street.

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

Traffic Counts: Guilford College Road AADT = 23,000 (NCDOT, 2019).

Trip Generation: 24 Hour = 1,747, AM Peak Hour = 153, PM Peak Hour = 147.

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 1 (Spring Garden Street/West Wendover Avenue) is adjacent to subject site, along Sapp Road and Guilford College Road.

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

Street Connectivity: N/A.

Other: N/A.

### **IMPACT/POLICY ANALYSIS**

#### **Land Use Compatibility**

The proposed **City PUD (Planned Unit Development)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

#### **GSO 2040 Comprehensive Plan Policies**

The GSO 2040 Future Land Use Map designates this location as **Residential**. The proposed **PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land use designation. The GSO 2040 Future Built Form Map designates the subject site as **Urban General**. The Growth Tiers map identifies the subject site as being 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.

**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 1** – Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

**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.

**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 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 2** – Build neighborhood association capacity to work collaboratively, assess conditions, and effect change.

**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.

## **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 multifamily 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.

### **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 original zoning and development with owners of surrounding properties and with representatives of the Charlestowne Village Neighborhood (the boundaries of which, as identified by said neighborhood, the subject site is located adjacent to).

**Staff Annexation Analysis**

The subject property is currently located in the County. On September 1, 2020 the Planning and 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 or will be in place to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its May 2, 2022 meeting. This property is located within the Growth Tier 1 Area on the Growth Strategy map in the Comprehensive Plan. Since this property can be served by City utility providers, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

**Staff's Unified Development Plan (UDP) Analysis**

On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with zoning requests to a Planned Unit Development zoning district.

There are three main purposes for a Unified Development Plan (UDP). One is to specify the type of development and dimensional standards that will govern the development in various sections of the property. The second is to make sure that City of Greensboro service providers can adequately serve the proposed development. Finally, the Unified Development Plan puts the development standards into a form recordable at the Guilford County Register of Deeds Office so there will be notice of these requirements to future owners and occupants.

When making the determination to approve a Unified Development Plan (UDP), the Planning and Zoning Commission must review the UDP for consistency with the approved Planned Unit Development (PUD) Concept Plan and zoning conditions. The Technical Review Committee recommended approval of this Unified Development Plan at its May 3, 2022 meeting.

**Staff's Zoning Analysis**



The approximately 13.81 acre subject properties currently contain undeveloped land and single-family dwellings. North of the request contains multi-family dwellings and self-storage, zoned City RM-12 (Residential Multi-family – 12) and City CD-C-M (Conditional District – Commercial – Medium). East of the request contains a shopping center, zoned City CD-C-H (Conditional District – Commercial – High). South of the request contains a shopping center, single-family dwellings, and undeveloped land, zoned City CD-C-M (Conditional District – Commercial – Medium) and County RS-40 (Residential Single-family). West of the request contains multi-family dwellings, zoned City RM-12 (Residential Multi-family – 12) and City CD-RM-12 (Conditional District - Residential Multi-family – 12).

The proposed original zoning and rezoning request supports both the Comprehensive Plan's Creating Great Places goal to expand Greensboro's citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices and the Building Community Connections goal to maintain stable, attractive, and healthy places to live and raise families.

The Comprehensive Plan's Future Land Use Map designates the properties 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 PUD zoning designation, as conditioned, would allow uses that are complimentary to uses present in the surrounding area. This request would permit moderate to high density residential uses and indoor recreation uses directly adjacent to large scale commercial uses.

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

**Staff Recommendation**

Staff recommends **approval** of the requested annexation, Unified Development Plan, and **PUD (Planned Unit Development)** zoning district.

**Transportation Impact Analysis -DRAFT  
Sapp Guilford College Development  
Prepared for Fall Line Development  
February 11, 2022**

**Executive Summary**

The purpose of this report is to assess the transportation impact of the proposed Sapp Guilford College Development. The proposed development is located on the northeast quadrant of Sapp Road and Guilford College Road in Greensboro, NC. Sapp Guilford College Development will consist of up to 376 apartment units. This development proposes three (3) access points; one (1) on Sapp Road and two (2) on Guilford College Road.

**Trip Generation**

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 10th Edition), this development has a trip generation potential of 1,747 daily trips, with 153 trips in the AM peak hour and 147 trips in the PM peak hour.

**Capacity Analysis and Recommendations**

This analysis has been conducted based on the GDOT and NCDOT guidelines and has identified the potential traffic impacts of this development.

Based on the analysis, auxiliary turn lanes were not warranted at the site access points. It is recommended to construct the site accesses to GDOT and NCDOT design standards.

**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 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. Please note that the access points should be designed according to GDOT and NCDOT standards as applicable.

Table A – Recommended Improvements Summary	
Intersection	Recommendations
Guilford College Road at Battery Drive/ Sapp Road	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Guilford College Road at Hornaday Road	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Sapp Road at Sapp Road	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Wendover Avenue at Animal Shelter Road	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Guilford College Road at Site Access 1	<ul style="list-style-type: none"> <li>The site access should be designed in accordance with GDOT and NCDOT standards as applicable</li> </ul>
Guilford College Road at Site Access 2	<ul style="list-style-type: none"> <li>The site access should be designed in accordance with GDOT and NCDOT standards as applicable</li> </ul>
Sapp Road at Site Access 3	<ul style="list-style-type: none"> <li>The site access should be designed in accordance with GDOT and NCDOT standards as applicable</li> </ul>