



# PLZ-22-35

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: September 20, 2022

### GENERAL INFORMATION

<b>APPLICANT</b>	Amanda Hodieme for Janice M. and Benny Ray Vickers
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) and County RS-40 (Residential Single-family) to City CD-RM-18 (Conditional District - Residential Multi-family – 18)
<b>CONDITIONS</b>	1. Uses shall be limited to a maximum of 200 multi-family residential units.
<b>LOCATION</b>	6001 Burlington Road
<b>PARCEL ID NUMBER(S)</b>	8814183493
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>14</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	13.25 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mostly wooded

### SITE DATA

<b>Existing Use</b>	Undeveloped
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N County AG (Agricultural) and County RS-40 (Residential Single-family-40)	Agricultural
E County AG (Agricultural)	Single-family dwelling

S	County AG (Agricultural)	Undeveloped land
W	County PI (Public and Institution) and County AG (Agricultural)	Religious assembly use and undeveloped land

**Zoning History**

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

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(County AG)</b>	Existing <b>(County RS-40)</b>	Requested <b>(City CD-RM-18)</b>
Max. Density:	1 unit per acre	1 unit per acre	18 dwelling units per acre
Typical Uses	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land.	Primarily intended to accommodate single family residential uses at a density of not less than 1 dwelling unit per acre.	Permitted uses shall be limited to a maximum of 200 multi-family residential 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 Lake MackIntosh WS-IV, Watersupply Watershed, Rock Creek sub-basin

- Floodplains     N/A
  
- Streams         Blue Line and Non-Blue Line streams are onsite. Perennial and Intermittent Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. Any non-Blue Line stream features onsite must be identified. Intermittent and perennial streams that have no special flood hazard area must shall apply a non-encroachment area to the stream. Please show & label non-encroachment area (measured 30ft from top of bank or 5x's the width of the channel) for intermittent & perennial streams. See the Land Development Ordinance (LDO) Flood Damage Prevention, Chp.30-12-2.3F for description of requirements. Refer to the City's LDO Chapter 30-12-3.9 for stream buffer requirements State and Corps permits are required for any stream/wetland disturbance and or crossing.
  
- Other:            Maximum BUA for High Density Development is 70% with sewer. Site must meet current watershed Phase 2 development requirements, Water Quality and Water Quantity Control must be addressed. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. All 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.

**Utilities (Availability)**

Water is available on Burlington Rd in front of the property. Sewer is available to the northwest of the property on an outfall that is under construction. 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 Single Family residential or Agricultural 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 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 13.25 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

- Street Classification: Burlington Road – Major Thoroughfare.  
Knox Road – Minor Thoroughfare.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Burlington Road AADT = 10,500 vpd (NCDOT, 2019).  
Knox Road AADT = 5,000 vpd (NCDOT, 2019).
- Trip Generation: 24 Hour = 1,471, AM Peak Hour = 92, PM Peak Hour = 109.
- Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not exist along the frontage of this property.
- Transit in Vicinity: No.
- Traffic Impact Study: Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the draft TIS.
- Street Connectivity: N/A.
- 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 GSO 2040 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 GSO 2040 Future Built Form Map designates the subject site as **Exurban**; if this original zoning and annexation request is approved, the subject site is considered to be re-designated to the **Urban General** place type. The Growth Tiers Map designates the subject site as being within **Growth Tier 3**.

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

**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 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 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.

**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.

Exurban Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

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 3: This is the area where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 6-year horizon.

## **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.

**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 stated that infrastructure is in place to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its July 29, 2022 meeting. The subject property is located within the Tier 3 Growth Area on the Growth Strategy map in the Comprehensive Plan. Since this property is a noncontiguous annexation and located in Growth Tier 3, the owner would be responsible for all costs associated with extending and connecting the public City water and sewer lines, pending approval of the associated original zoning.

**Staff Original Zoning Analysis**

The subject property is approximately 13.25 acres and currently undeveloped. North of the subject property contains agricultural uses zoned County AG and County RS-40. East of the subject property contains a single-family dwelling, zoned County AG. South of the subject property is currently undeveloped land, zoned County AG. West of the subject property contains a religious assembly use and undeveloped land, zoned County PI and County AG.

The proposed original zoning 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 GSO 2040 Comprehensive Plan’s Future Land Use Map designates the property as Residential which 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 GSO 2040 Future Built Form Map designates the subject site as Exurban and includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

If this original zoning and annexation request is approved, the subject site is considered to be re-designated to the Urban General place type. Applicable characteristics of the Urban General classification include, but are not limited 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 City CD-RM-18 zoning district, as conditioned, promotes multi-family residential development that is compatible with existing uses located on adjacent tracts. The requested zoning is also located along a major thoroughfare appropriately sized to handle increased residential densities.

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 annexation and original zoning to the **City CD-RM-18 (Conditional District - Residential Multi-family-18)** zoning district.

## Traffic Impact Analysis (TIA) DRAFT

### EXECUTIVE SUMMARY

The proposed development will be located in the northeast US-70 / Knox Road intersection quadrant in Greensboro, NC (see **Figure ES-1**). The proposed development will consist of 200 multifamily residential units and will be constructed by 2024. Per Greensboro Department of Transportation (GDOT) standards, the subject TIA analyzed a Build + 1 year condition (or 2025) for all future year analyses. Access to the proposed site will be provided via two (2) full movement connections: one to Knox Road and one to Burlington Road. The preliminary site layout (see **Figure ES-2**) includes all proposed development site entrances.

The purpose of this assessment is to verify that: 1) the existing geometry provided within the study area is sufficient to accommodate the projected traffic volumes and 2) to determine what, if any, improvements are necessary at the proposed site accesses. This analysis was completed in accordance with the TIA standards / guidelines provided by the NCDOT and City of Greensboro.

The following scenarios were evaluated in this study:

- 2021 Existing traffic volumes;
- 2025 Background traffic volumes; and
- 2025 Build traffic volumes (Background + site trips).

The following intersections were included in the scope of this study:

- SR-3051 (Knox Road) / Church Driveway / Site Access 1;
- US-70 (Burlington Road) / SR-3051 (Knox Road);
- US-70 (Burlington Road) / Site Access 2; and
- SR-3045 (Mt. Hope Church Road) / SR-3051 (Knox Road).

Site-generated trips for this development are based on trip generation information provided in the 10th Edition of the Institute of Transportation Engineer's (ITE's) *Trip Generation Manual* and the anticipated size of the development. AM peak hour trips totaled 21 incoming and 71 outgoing where PM trips totaled 69 incoming and 40 outgoing. The proposed development ADT is 1,471 VPD. The distribution of site-generated trips was based on existing area traffic patterns and engineering judgement.

Study area intersections were analyzed using SYNCHRO Version 10.3 based on Highway Capacity Manual (HCM) methodologies. Synchro provides six letter grades of Levels of Service (LOS) ranging from A to F, with LOS A representing the best operating conditions and LOS F representing the worst operating conditions. LOS D is considered to be an acceptable level of service per the Town / NCDOT standards and guidelines. Detailed analysis results for each study area intersection are described within the traffic impact analysis report.

**2025 Build Analysis:**

All study area intersections and intersection approaches are projected to operate at a LOS C or better during both 2025 Build peak hours.

The following improvements are recommended in conjunction with the proposed development construction: (see **Figure ES-3**):

- Knox Road / Church Driveway / Site Access 1
  - 100-foot minimum of IPS
  
- US-70 / Site Access 2
  - Construct a 50-foot eastbound left turn lane (with appropriate taper)
  - 100-foot minimum of IPS





