



PL(Z) 22-19

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

City Council Hearing Date: June 21, 2022

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for Diamondback Investments Group, LLC on behalf of Edgemont Road, LLC
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County RS-40 (Residential Single-family) and County LI (Light Industrial) to City PUD (Planned Unit Development) and consideration of the associated Unified Development Plan
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall be limited to single-family home and townhomes.2. Single-family homes shall not exceed thirty-two (32) feet in height.3. Townhomes shall not exceed thirty-six (36) feet in height.4. The site shall be limited to a maximum of 525 residential units.
LOCATION	908, 912, 916, 916-ZZ, 942, and 942-ZZ Edgemont Road
PARCEL ID NUMBER(S)	7872265044, 7872361894, 7872365500, 7872354364, 7872461600, and 7872452887
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). 80 notices were mailed to those property owners in the mailing area.
TRACT SIZE	111.9 acres
TOPOGRAPHY	Undulating
VEGETATION	Mostly Wooded
<u>SITE DATA</u>	
Existing Use	Single-family dwelling and undeveloped land

	Adjacent Zoning	Adjacent Land Uses
N	County RS-40 (Residential Single-family)	Single-family dwelling and a religious assembly use
E	County AG (Agricultural), County CZ-HB (Conditional Zoning – Highway Business), and County RS-40 (Residential Single-family)	Single-family dwellings, undeveloped land, and US highway 421
S	County RS-40 (Residential Single-family) and County CZ-NB (Conditional Zoning – Neighborhood Business)	Single-family dwellings and undeveloped land
W	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land

Zoning History

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

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (County LI)	Existing (County RS-40)	Requested (PUD)
Max. Density:	N/A	1 dwelling per acre	4.69 dwelling units per acre (Per the proposed UDP)
Typical Uses:	Typical uses in the LI district include small-scale manufacturing, wholesaling, warehousing, research and development, and related commercial activities that have little adverse effect, through noise, odor, or visual distraction, on neighboring properties.	Typical uses in the RS-40 district include single-family dwellings.	Uses limited to a maximum of 525 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 Lake Mackintosh, Watersupply Watershed WS-IV, General Watershed Watershed

Floodplains N/A

Streams Blue Line and Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. 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: In the General Watershed area, Maximum High Density Development with sewer is 70% BUA, Low Density with sewer is 24% BUA. 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 to the northeast on Pleasant Garden Road. Sewer is available to the northwest of the properties on an outfall at 3219 Liberty 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.

There are no Landscaping or Tree Conservation requirements for single-family residential. For multi-family residential (townhomes) the following requirements apply:

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: 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 vacant lots: Vehicular Use Area buffer yard (see Parking Lots, 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 11.9 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation

Transportation

Street Classification: Edgemont Road – Collector Street.
Wiley Lewis Road – Collector Street.
Old US 421 - Freeway

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 4,466, AM Peak Hour = 312, PM Peak Hour = 408.

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: No.

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: Development of this site will require construction of a major thoroughfare through the site as identified in the City of Greensboro Thoroughfare Plan (Vandalia Road extension) and termination of the eastern end of Edgemont Road.

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 1 – When designing and reconfiguring streets, continue to build on programs and policies that consider the existing and future land use of the surrounding area.

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

Strategy 3 – Multiple transportation options should be considered when designing streets.

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 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.

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.

Staff's Rezoning Analysis

The approximately 111.9 acres subject properties currently contain undeveloped land and a single-family dwellings. North of the request single-family dwelling and a religious assembly use, zoned County RS-40. East of the request contains single-family dwellings and US Highway 421, zoned County AG, County CZ-HB, and County RS-40. South of the request contains single-family dwellings and undeveloped land, zoned County RS-40 and County CZ-NB. West of the request contains single-family dwellings and undeveloped land, zoned County RS-40.

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 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 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 a mix of residential uses that are complimentary to the surrounding area and expanding housing choices in close proximity to a major thoroughfare. With the planned improvements discussed in the Traffic Impact Analysis, the proposed development is compatible with the scale and design of the adjacent road and nearby 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 Vandalia Crossing - DRAFT
Prepared for Diamondback Acquisition Company, LLC
February 09, 2022

Executive Summary

The proposed development is located on the southwest quadrant of Joseph M. Hunt Jr. Expressway and Edgemont Road in Greensboro, NC. This site is planned to consist of a combination of a single-family homes and townhomes. It should be noted that the development is in preliminary stages and the number of units at the site are not solidified at this time. Due to the uncertainty of the number of units, this study assumed a land-use intensity of 285 single-family homes and 240 townhomes, totaling 525 units. This scenario represents the maximum land use intensity (worst case scenario) for this development under the proposed rezoning and available buildable acreage. This development proposes to utilize six (6) access points on Realigned Edgemont Road, Vandalia Road Extension and Proposed Collector Road.

The construction is anticipated to start in 2023. The development is scheduled to be constructed over a period of +/- 2-5 years. The study assumed this development will be completed in 2025. Per the Greensboro Department of Transportation (GDOT) guidelines, a study year of 2026 (build out plus one year) was used for analysis purposes.

Trip Generation

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 11th Edition), this development has a trip generation potential of 4,466 daily trips, with 312 trips in the AM peak hour and 408 trips in the PM peak hour.

Planned Improvements

Vandalia Road currently terminates at its intersection with Pleasant Garden Road. In the Greensboro MPO Comprehensive Transportation Plan (CTP), an extension of the Vandalia Road from Pleasant Garden Road to Alamance Church Road is proposed to provide better local east-west connectivity, and also to provide access to Joseph M. Hunt Jr. Expressway. The proposed project is to construct a four-lane divided boulevard on new location with 12-foot lanes from Pleasant Garden Road to Alamance Church Road by providing access to Joseph M. Hunt Jr. Expressway. The project is within the 2035 horizon year of the 2035 Greensboro Urban Area LRTP.

As shown in the City's CTP, Vandalia Road extension will tie into Joseph M. Hunt Jr. Expressway on the eastbound approach. As a result, Edgemont Road will be terminated with a cul-de-sac, and the road will be closed between the Church's driveway and Joseph M. Hunt Jr. Expressway. Additionally, Edgemont Road will be realigned to tie into Vandalia Road Extension. A portion of the proposed roadway extension would cross the site's boundary, and right-of-way through the property would be required to construct this roadway extension. Therefore, the developer proposes to construct Vandalia Road Extension (two-lane undivided roadway section), realign Edgemont Road, and tie Vandalia Road Extension into Joseph M. Hunt Jr. Expressway within the site's boundary limits as part of the proposed development.

Capacity Analysis and Recommendations

This TIA was performed in order to assess transportation impacts of the proposed site as well as background traffic. This analysis has been conducted based on the NCDOT and GDOT standards. Overall, the analysis indicates LOS C or better can be expected at the study intersections during the future build peaks with the improvements associated with proposed development. With the recommended improvements in place, analysis indicates that there will be adequate capacity to accommodate future traffic, and the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The exact layout of the site will need to be coordinated during the site plan review process. The recommended improvements for the development are shown in Figure A. Please note that the access points to the site are recommended to be designed according to North Carolina Department of Transportation (NCDOT) and GDOT standards as applicable.

