



PL(Z) 22-50

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

City Council Hearing Date: December 20, 2022

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for Tina S. Hobbs and the Ella Mae S. Hobbs Estate
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County AG (Agricultural) to City CD-RM-8 (Conditional District – Residential Multifamily - 8)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall be limited to single-family, townhomes, twin homes, and multi-family residential dwellings.2. Total number of units shall not exceed 273.3. The maximum height of any building shall be 50 feet.4. If any access connection is made to Hickory Valley Road, it shall be gated and restricted to emergency access only.
LOCATION	1822 Youngs Mill Road and 4701-A Hickory Valley Road
PARCEL ID NUMBER(S)	7892394015 and 7892289587
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). 43 notices were mailed to those property owners in the mailing area.
TRACT SIZE	39.95 acres
TOPOGRAPHY	Undulating
VEGETATION	Mostly wooded

SITE DATA

Existing Use

Undeveloped land and single-family dwelling

Adjacent Zoning

N CD-HI (Conditional District Heavy Industrial)

Adjacent Land Uses

Industrial/warehouse uses

E	CD-HI (Conditional District Heavy Industrial, County AG (Agricultural) and County RS-40 (Single Family Residential))	Warehouse use and single family dwellings
S	County AG (Agricultural) and County RS-40 (Residential Single Family)	Single-family dwellings
W	County AG (Agricultural) and County RS-40 (Residential Single Family)	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**Existing District Summaries**

Zoning District Designation:	Existing County AG	Requested City CD-RM-8
Max. Density:	1 dwelling per acre	Up to 8 dwellings per acre
Typical Uses	Typical uses in the AG district include those uses of an agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land.	Permitted uses shall be limited to single-family, townhomes, twin homes, and multi-family residential dwellings; total number of units shall not exceed 273; the maximum height of any building shall be 50 feet; if any access connection is made to Hickory Valley Road, it shall be gated and restricted to emergency access only.

**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 partially (approximately the northern 5 percent) located within the SCOD-1 (Scenic Corridor Overlay District 1) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

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, Little Alamance Creek sub-basin

Floodplains N/A

Streams A Blue Line streams is onsite. Blue Line streams require a 50ft stream buffer measured from top of bank on each side. Possible non-Blue Line streams are onsite of multiple parcels. Any non-Blue Line stream features onsite must be identified. 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 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 Youngs Mill Rd. Sewer is available to the northwest on an outfall that runs south of I-85. 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 and Tree Conservation requirements are not applicable to single-family detached or two-family dwellings. For all other residential uses the following requirements apply.

Landscaping:**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 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 Heavy Industrial uses: A 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 33 shrubs per 100 linear feet.

Adjacent to vacant property: 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 42.23 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: Youngs Mill Road – Minor Thoroughfare.
Hickory Valley Road – Local Street.
Millpoint Road – Collector Street.

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

Traffic Counts: Youngs Mills Road AADT = 2,700 (NCDOT, 2019)
Millpoint Road AADT = 2,300 (NCDOT, 2019).

Trip Generation: 24 Hour = 2,023, AM Peak Hour = 124, PM Peak Hour = 144.

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: None.

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 CD-RM-8 (Conditional District – Residential, Multi- Family – 8 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-8 (Conditional District – Residential, Multi- Family – 8 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 Future Built Form map also designates the subject site as being partially (approximately the northeastern corner) as being within a **District Scaled Activity Center**. The Growth Tiers Map designates the subject site as being within **Growth Tier 2**.

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 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. Collaborate with developers, the business community, and residents to develop guidelines pertinent to better understand barriers to development, what investments help encourage additional development, and the elements of new developments that add value for surrounding neighborhoods.

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

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

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

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

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

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

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

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

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

Strategy 4 – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events including measures to protect critical community assets, manage floodplains, reduce property loss, ensure business continuity, and improve public safety.

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 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 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.

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.

Activity Centers: Ranging in size from a corner business at the intersection of two collector roads to regional shopping centers, activity centers attract people and are often the focus of community, civic, and social or commercial activity. Location, accessibility, size, and the extent and diversity of activities within an activity center influence the nature of economic development opportunities, potential impacts on nearby uses, and the way in which it is enjoyed by the community.

Neighborhood and District Scaled Activity Centers should reflect these characteristics:

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the

service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.

2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb “bump-out” extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

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 2: 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 properties are 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 September 22, 2022 meeting. The subject property is located within the Tier 2 Growth Area on the Growth Strategy map in the Comprehensive Plan.

Staff Original Zoning Analysis

The subject properties are approximately 39.95 acres and currently contain a single family dwelling and undeveloped land. North of the subject property contains industrial uses under development, zoned CD-HI. East of the subject property contains an industrial/warehouse use and single family dwellings; zoned CD-HI and County AG and RS-40. South and west of the request contains single-family dwellings and undeveloped land zoned County AG and 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 currently designates this site 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 Exurban. If this request is approved the designation will be changed to 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 CD-RM-8 zoning district allows uses that are compatible with existing residential uses in the surrounding area and can provide housing opportunist for workers for the industrial uses located to the north and east closer to the highway.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO 2040) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **City CD-RM-8 (Residential Multifamily - 8)** zoning districts.

DRAFT Transportation Impact Study (TIS)
EXECUTIVE SUMMARY

The proposed Youngs Mill Road residential development will be located at SR-3029 (Youngs Mill Road), in Greensboro, NC as shown in **Figure ES-1**. The proposed development will consist of 273 multifamily units to be constructed by 2025. Per Greensboro Department of Transportation (GDOT) standards, the subject Traffic Impact Analysis (TIA) analyzed a Build + 1 year condition, or 2026. Access to the development will be provided via two (2) full movement access connections to SR-3029 (Youngs Mill Road). The proposed site plan is shown on **Figure ES-2**.

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 GDOT.

The following scenarios were evaluated in this study:

- 2021 Existing traffic volumes;
- 2026 Background traffic volumes; and
- 2026 Build traffic volumes (Background + site trips);

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

- I-85 SB Ramps / SR 3029 (Youngs Mill Road);
- I-85 NB Ramps / SR 3029 (Youngs Mill Road);
- Site Access 1 / SR 3029 (Youngs Mill Road);
- Site Access 2 / SR 3029 (Youngs Mill Road);
- Hickory Valley Road / SR 3029 (Youngs Mill Road);
- SR 3078 (Millpoint Road) / SR 3029 (Youngs Mill Road); and
- SR 3078 (Millpoint Road) / Cardinal Crest 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 28 incoming and 96 outgoing where PM trips totaled 91 incoming and 53 outgoing. The proposed development ADT is 2,023 vehicles per day (VPD). The distribution of site-generated trips was based on existing area traffic patterns and engineering judgement.

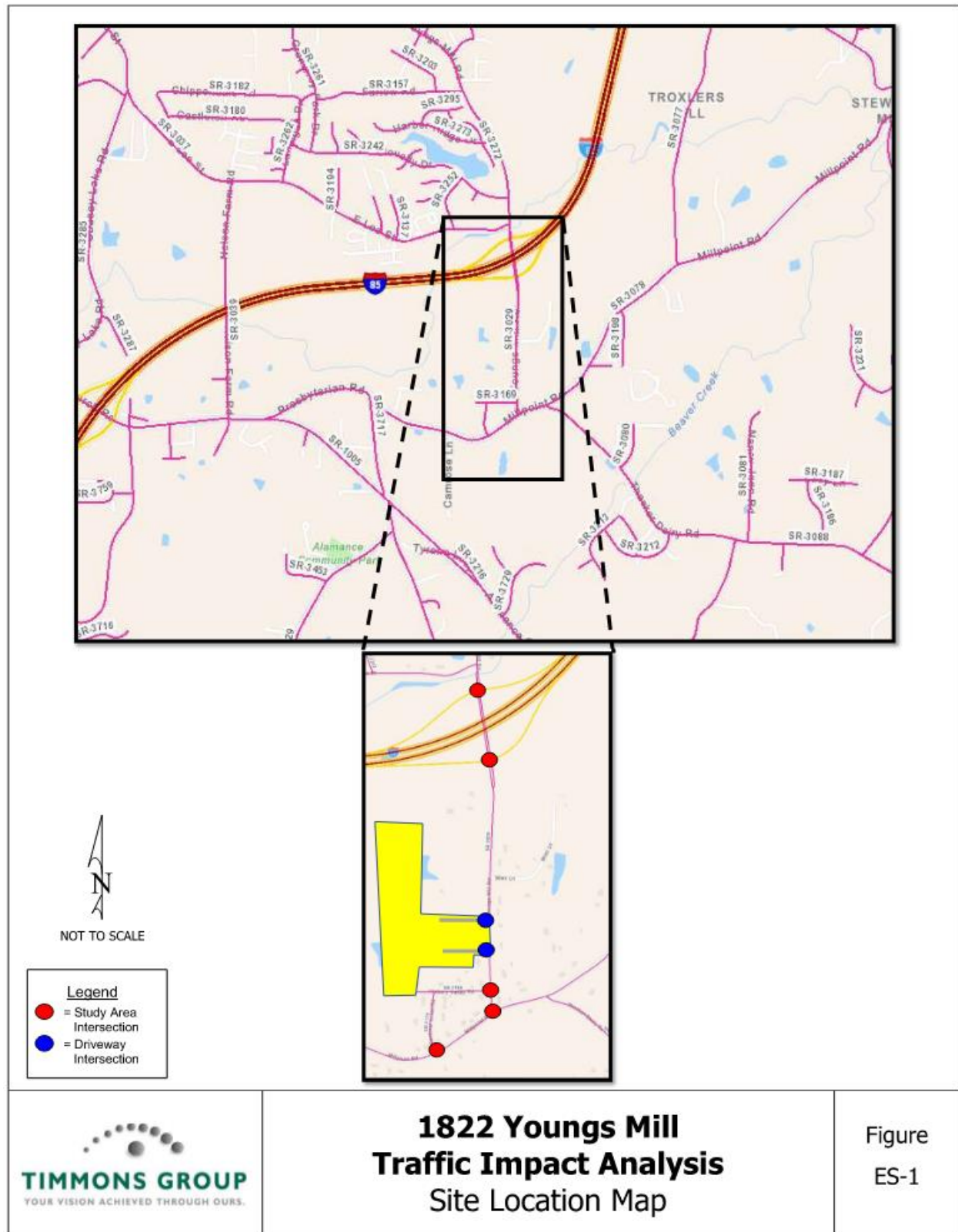
Study area intersections were analyzed using SYNCHRO Version 10.3 based on Highway Capacity Manual (HCM) methodologies. Synchro provides six letter grades of Levels of Service (LOS) ranging from A to F, with LOS A representing the best operating conditions and LOS F representing the worst operating conditions. 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.

Conclusions and Recommendations:

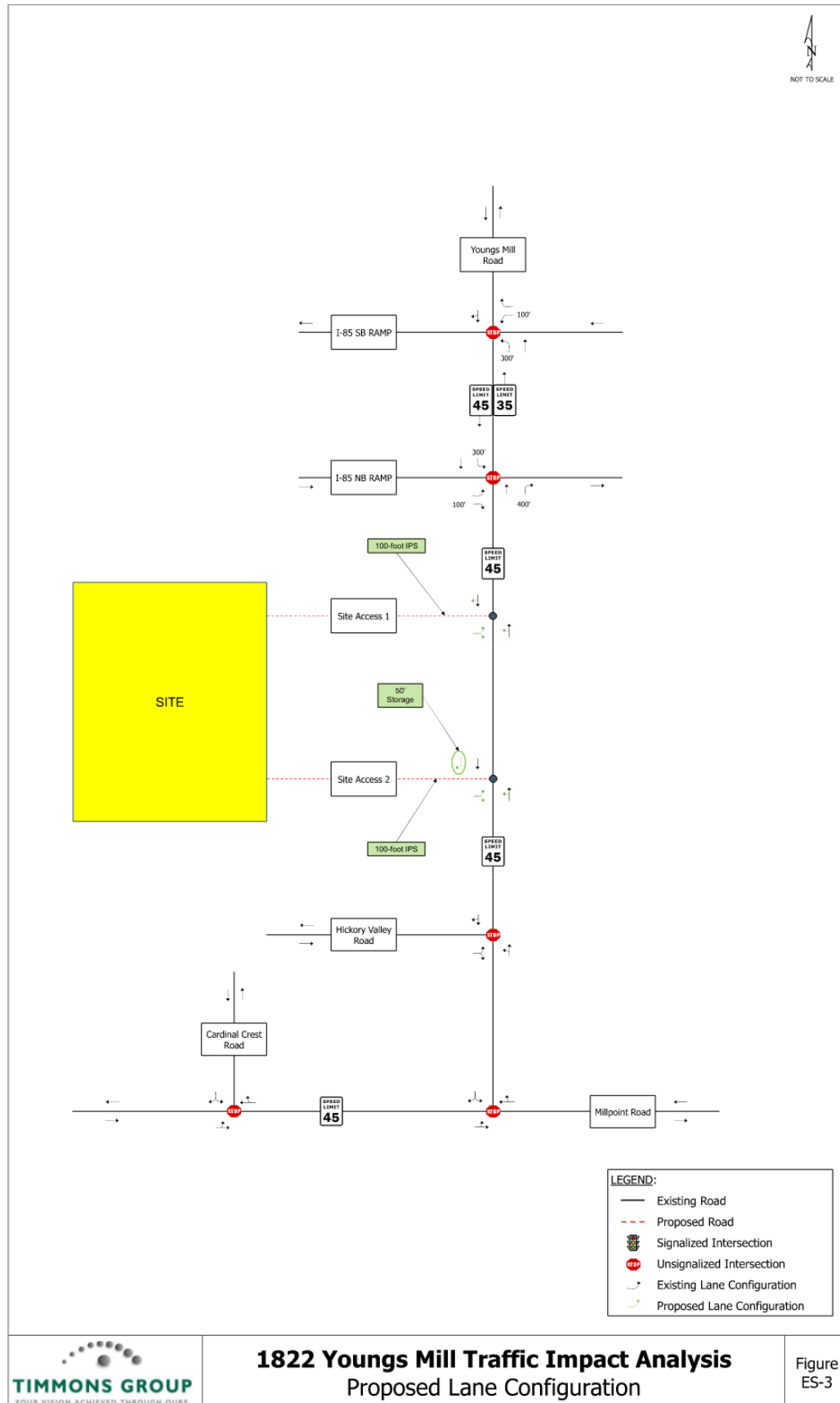
All study area intersection movements are projected to operate at a LOS C or better during both 2026 Build peak hours.

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

- Youngs Mill Road / Site Access 1
 - 100-foot internally protected storage
- Youngs Mill Road / Site Access 2
 - 100-foot internally protected storage
 - 50-foot southbound right-turn lane (with appropriate taper)







1822 Youngs Mill Traffic Impact Analysis
Proposed Lane Configuration

Figure
ES-3