



PL(Z) 23-01
City of Greensboro Planning Department
Zoning Staff Report and Plan Amendment Evaluation

City Council Hearing Date: February 21, 2023

GENERAL INFORMATION

APPLICANT Mike Fox on behalf of Koury Properties Limited Partnership

HEARING TYPE Annexation and Original Zoning Request

REQUEST County CZ-HB (Conditional Use – Highway Business to City CD-RM-18 (Conditional District - Residential Single-family - 18)

CONDITIONS 1. Permitted uses shall include all uses allowed in the RM-18 zoning district except for the following:
a. All Cemeteries

LOCATION 3510 Liberty Road

PARCEL ID NUMBER(S) 7872478417

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). **54** notices were mailed to those property owners in the mailing area.

TRACT SIZE 24.07 acres

TOPOGRAPHY Undulating

VEGETATION Wooded

SITE DATA

Existing Use	Undeveloped land
Adjacent Zoning	Adjacent Land Uses
N County RS-40 (Residential Single-family) and County CZ-LI (Conditional Zoning - Light Industrial)	Building contractor with outdoor storage yard and a single-family dwelling
E County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land

S	County RS-40 (Residential Single-family)	Single-family dwellings and religious assembly
W	County RS-40 and City PUD (Planned Unit Development)	US Highway 421, religious assembly, 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 (County CZ-HB)	Requested (City CD-RM-18)
Max. Density:	N/A	18 dwelling units per acre
Typical Uses:	1. Conditioned to allow all conditional use B-3 uses (Highway Business District). There were 7 other zoning conditions related to access, landscaping, floodplain activities, and that no rezoning should occur in the proposed Edgemont Road/US 421 interchange right-of-way.	Permitted uses include all uses in the RM-18 zoning district except all cemeteries.

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation

The subject site is not located within an overlay zoning district.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Watershed Site drains to Lake MackIntosh, Watersupply Watershed WS-IV General Watershed, Little Alamance Creek sub-basin

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 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 Liberty Rd. Sewer is available approximately 2,600 feet east of the property on an outfall. Upgrades to the Alamance Lift Station will be needed to accommodate the additional flow to the lift station. Private developer will need to complete the extensions in accordance with City of Greensboro's Standards.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

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 Light Industrial uses: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Parking Lots:

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

Tree Conservation:

For 50.318 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: Liberty Road – Minor Thoroughfare.
Edgemont Road – Major Thoroughfare.

Old US Highway 421 – Freeway.

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

Traffic Counts: Liberty Road AADT = 3,600 (NCDOT, 2021).
Edgemont Road AADT = 1,300 (NCDOT, 2019).
Old US Highway 421 AADT = 10,000 (NCDOT, 2019).

Trip Generation: 24 Hour = 2,550, AM Peak Hour = 143, PM Peak Hour = 187.

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: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-RM-18 (Residential Multifamily – 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 (Residential Multifamily – 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 **Urban General**. The Growth Tiers Map designates 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 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 2 - Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

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

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

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

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

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

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

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

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

Strategy 4 - Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

Goal B - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

Strategy 1 - Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

Strategy 2 - Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

Strategy 3 - Promote a just, ethical, and respectful community.

Goal C - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

Strategy 1 - Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

Building Community Connections - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

Goal 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.

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 Southeast Greensboro Coalition.

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 to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its November 29, 2022 meeting. This property is located within the Tier 1 Growth Area on the Growth Strategy map in

the Comprehensive Plan. It is the City of Greensboro's policy to annex properties within Growth Tier 1 pending approval of the original zoning.

Staff Original Zoning Analysis

The subject property contains a total of 24.07 acres and is currently undeveloped. North of the subject properties is a building contractor with outdoor storage yard and a single-family dwelling, zoned County RS-40 (Residential Single-family) and County CZ-LI (Conditional Zoning - Light Industrial). East of the subject properties are single-family dwellings and undeveloped land, zoned County RS-40. South of the subject properties are single-family dwellings and religious assembly use, zoned County RS-40. West of the subject properties is the US 421 expressway with a religious assembly use, single-family dwellings and townhomes, and undeveloped land located on the other side of the roadway, zoned County RS-40 and City PUD.

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 subject properties as Residential. The Residential designation 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.

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

- Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
- 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.
- Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
- New sidewalks contribute to the completion of a sidewalk network.

The proposed CD-RM-18 zoning district, as conditioned, allows moderate intensity residential uses that support nearby industrial uses and are also compatible with various nearby residential uses. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to adjacent and nearby lower density residential uses.

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 annexation and **City CD-RM-18 (Conditional District - Residential Single-family - 18)** zoning district.



**Liberty Edgemont Development – Transportation Impact Analysis
Greensboro, NC
Prepared for Koury Corporation
December 30, 2022**

Executive Summary

The proposed Liberty Edgemont Development is located at the northeast corner of the intersection of Old US 421 / Edgemont Road. Guilford County, NC. As planned, the site will include 386 multifamily homes. The site plan shows one (1) access on Liberty Road, and one (1) access on Edgemont Road.

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 2,550 daily trips, with 143 new AM peak hour trips and 187 new PM peak hour trips.

Capacity Analysis and Recommendations

This analysis has been conducted based on the North Carolina Department of Transportation (NCDOT) and Greensboro Department of Transportation (GDOT) guidelines and has identified the potential traffic impacts of this development.

Based on projected volumes, auxiliary lanes were not warranted at the site accesses. We recommend the new site accesses to be designed to NCDOT and GDOT standards where applicable. This recommendation is shown in Exhibit A.

Conclusion

This TIA was performed in order to assess transportation impacts of the proposed site as well as background traffic. The analysis documented here indicates there will be adequate capacity to accommodate future traffic. The recommended improvements for the development are summarized in Table A.

Table A - Recommended Improvement Summary	
Old US 421 at Pleasant Garden Road	<ul style="list-style-type: none"> No improvements recommended
Liberty Road at Pleasant Garden Road	<ul style="list-style-type: none"> No improvements recommended
Liberty Road at Edgemont Road	<ul style="list-style-type: none"> No improvements recommended
Old US 421 at Edgemont Road	<ul style="list-style-type: none"> No improvements recommended Committed improvements by others
Edgemont Road at Site Access 1	<ul style="list-style-type: none"> This access should be designed according to NCDOT and GDOT standards where applicable
Liberty Road at Site Access 2	<ul style="list-style-type: none"> This access should be designed according to NCDOT and GDOT standards where applicable

