



PLZ-20-20

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

City Council Hearing Date: August 18, 2020

GENERAL INFORMATION

APPLICANT	BSC Holdings, Inc. for Charlotte D. and Donald A. Dillon
HEARING TYPE	Original Zoning Request
REQUEST	County AG (Agricultural) to CD-R-5 (Conditional District - Residential Single-family - 5)
CONDITIONS	1. Uses limited to a maximum of 150 dwelling units.
LOCATION	1898 Cude Road and 8005 Leabourne Road
PARCEL ID NUMBER(S)	7816182218 and 7816192258
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). 46 notices were mailed to those property owners in the mailing area.
TRACT SIZE	43.7 acres
TOPOGRAPHY	Slopes towards the back
VEGETATION	Wooded

SITE DATA

Existing Use		Vacant land
	Adjacent Zoning	Adjacent Land Uses
N	County RS-40 (Single-family Residential) and County AG (Agricultural)	Undeveloped land and Single-family dwellings
E	County AG (Agricultural) and County RPD (Rural Preservation District)	Equestrian center and Single-family dwellings
W	County AG (Agricultural)	Undeveloped land and Single-family dwellings

S County AG (Agricultural) Single-family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The majority of 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-R-5
Max. Density:	1 dwellings per acre	Up to 5 dwellings per acre
Typical Uses	Accommodates uses of an agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land.	Uses limited to a maximum of 150 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 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 Greensboro Watersupply Watershed WS-III, Upper Reedy Fork Creek

Floodplains >2000

Streams Possible stream features onsite that must be identified. Streams onsite have a 50ft stream buffer measured from top of bank on each side. No new BUA is allowed within the entire 50ft stream buffer.

Other: Site must meet current watershed requirements, water quality and water quantity control must be addressed. Max.BUA for High Density with sewer is 70%, Low Density is 24%. Site is within the PTI 5 statute mile radius and therefore no BMP/SCM that holds a normal pool elevation can be utilized without engineering

documentation. State and Corps permits are required for any stream crossing or wetland disturbance.

Utilities (Availability)

Water is available.

Sewer will need to be extended by the developer.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

There are no Landscaping or Tree Conservation requirements for single-family residential.

Transportation

Street Classification: Cude Road – Collector Street.
Leabourne Road – Collector Street.

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

Traffic Counts: None Available.

Trip Generation: 24 hour = 1,426, AM Peak hour = 105, PM Peak hour = 141.

Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5' sidewalk with a 5' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types. 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
(TIS) for the Executive Summary of this TIS.

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS**Land Use Compatibility**

The proposed **City CD-R-5 (Conditional District – Residential, Single Family – 5 du/ac)** zoning district would allow land uses that are compatible with the general character of the area.

GSO 2040 Comprehensive Plan Policies

The Western Area Plan Future Land Use Map designates this location as **Rural Residential**, in support of the **Agriculture Planning Area**. The requested **City CD-R-5 (Conditional District – Residential, Single Family – 5 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with the **Rural Residential** Future Land Use designation. The 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, 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.

Creating Great Places, 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, 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.

Prioritizing Sustainability, 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.

Prioritizing Sustainability, 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 3 – Promote a just, ethical, and respectful community.

Prioritizing Sustainability, 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, 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.

GSO 2040 Map Policies

Western Area Plan

Agriculture Planning Area: The development and growth of the Western Area is rooted in its history as an agricultural and farming community. Original settlers in the region chose the Western Area for its rich soils, fertile land and access to water. However, suburban growth, increasing land values and declining farm revenues have led to the conversion of large

tracts of productive agricultural lands to other uses. In addition, the lack of a cash crop, such as tobacco, and the aging population of farmers contribute to the perception of farming as a declining industry.

While there are many drivers of land conversion, there are numerous benefits to land remaining in active agriculture use. As noted in the 2020 Guilford County Farmland Protection Plan there is growing evidence that farming in Guilford County will experience a renaissance as the local food economy grows. Shifts in consumer trends suggest greater demand for locally-grown, locally-produced products. The North Carolina Cost of Community Services (COCS) study notes that for Guilford County, "The residential sector costs the County more in services than it brings in from tax revenue. For each dollar's worth of services that it receives, the County spends \$1.35 servicing residential tax payers. Despite being taxed on the basis of current land uses, property in agricultural use is found to be a net contributor to the local budget, generating 1.62 in revenues for every dollar of public service it receives.

Beyond the economic benefits, preserving active farming operations provides an important link to the history and culture of the Western Area. Many families in the Western Area have been farming the land for decades. For these families, farming is not just an occupation, but a way of life. Preserving the connection to this history is accomplished by conservation of the land and the promotion of farming as a viable occupation for existing and future generations.

Given the history of agriculture in the area and the desire of stakeholders to preserve and promote this way of life, lands should be preserved for active farming operations.

Future Built Form Map

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 Tier 1: This is the area where the City is currently able to provide all City services including water and sewer service based on the location of existing infrastructure such as roads, fire stations, and water and sewer pipes. Before connecting to water or sewer service, property located within Growth Tier 1 will be annexed into the City. All projects that connect to City water and sewer will be required to comply with the City's Comprehensive Plan and land development regulations.

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.

Western Area Plan**Agriculture Planning Area (AG) Recommendations:**

AG 1: Preserve existing farm lands for active agriculture use.

AG 1.1: Expand efforts to recruit farm owners to apply for Voluntary Agricultural Districts (VAD) and Enhanced Voluntary Agricultural Districts (EVAD) designation.

AG 1.2: Raise awareness of benefits of the benefits of alternative land protection instruments such as conservation easements, transfer/purchase of development rights, deed restrictions, "less-than-fee simple" transactions and life estates to promote land stewardship and private land dedication and/or preservation.

AG 1.3: Create a database of active bona fide farming operations.

AG 1.4: Identify eligible farms and assist with Century Farm designation through the North Carolina Department of Agriculture and Consumer Services.

AG 1.5: Support retention of viable agriculture areas by encouraging traditional and nontraditional farm uses, including for example agri-tourism, organic farming and viticulture; provide technical assistance in conjunction with Cooperative Extension, state and federal programs, and conservation organizations.

AG 1.6: Establish utility service agreements between Guilford County, Forsyth County and High Point not to extend public utilities into priority agriculture areas.

AG 1.7: Incorporate buffering requirements into development codes for new projects/subdivisions located adjacent to bona fide farms to reduce conflicts between neighborhood residents and common agricultural practices.

AG 2: Promote farming as a viable occupation and way of life for current and future generations

- AG 2.1:** Educate residents on legal instruments, such as deed restrictions, conservation easements and voluntary districts, to protect farmland in perpetuity as working farms/ productive land.
- AG 2.2:** Partner with the NC Cooperative Extension to develop a farm-link program matching retiring farmers with current farmers or potential new farmers.
- AG 2.3:** Work with Colfax Elementary to establish a demonstration farm on school property.
- AG 2.4:** Host a Western Area Heritage Farm Tour Day.
- AG 2.5:** Organize a group of stakeholders to promote Western Area farming operations through existing and new channels. (i.e., Booth at Persimmon Festival, Partnership with Cooperative Extension, Western Area Facebook page).
- AG 3:** Expand market for locally-grown and locally-produced goods.
 - AG 3.1:** Partner with existing organizations, such as Piedmont Grown, to communicate the value of local agriculture.
 - AG 3.2:** Partner with the NC Cooperative Extension to investigate need for value-add processing facility in the Western Area.
 - AG 3.3:** Promote “farm-to-fork” program with area restaurants.
 - AG 3.4:** Promote a local Community Supported Agriculture program.

Transportation Recommendations:

- T 1:** Integrate the Western Area Land Use and Infrastructure Plan into the Long Range Transportation Plan.
- T 2:** Conduct a detailed analysis of any additional proposed major roads and road widenings beyond the current construction program.
- T 3:** Enhance the internal network of streets.
- T 4:** Encourage transportation improvements that will respect and support the rural ambiance and character of the Western Area.
- T 5:** Support plans for transit along West Market Street.
- T 6:** Develop and implement ongoing, coordinated regional congestion management and operations processes (including Intelligent Transportation System elements and Transportation Demand Management strategies) to maximize the efficient use of existing and planned infrastructure.
- T 7:** Maintain close coordination with the planning activities of the Piedmont Triad International Airport Authority for the airport and ancillary development.

Gateways & Corridors Recommendations

- GC 1:** Create a southern gateway into the Western Area.
- GC 2:** Enhance the appearance of West Market Street.
- GC 3:** Preserve and enhance the appearance and operation of NC 68 north of Pleasant Ridge Road.

Utilities Recommendations

- U 1:** Support water extension into Service Area C.
- U 2:** Upgrade water pumps due to challenges in peak periods.
- U 3:** Delay sewer service to basin north of West Market Street and west of Pleasant Ridge Road (Service Area C: to preserve rural and agricultural character).
- U 4:** Encourage coordination among neighboring jurisdictions in the timing and provision of infrastructure.
- U 5:** Work closely with Guilford County, High Point and Kernersville to track infrastructure upgrades, existing and proposed distribution lines and available capacities for water and wastewater facilities.

Governance Recommendations

- G 1:** Work closely and cooperatively with the municipalities in and jurisdictions of Guilford and Forsyth Counties so that development can be guided towards areas planned for urban and suburban development and away from areas with valued environmental or rural qualities.
- G 3:** Establish a Western Area Plan community support committee to shepherd the Western Area Plan through the adoption process at both the City and County level.
- G 4:** Continually engage surrounding jurisdictions discussions of growth and development.

Cultural & Historic Resources Recommendations

- CHR 1:** Raise awareness of existing historic and cultural resources and encourage the preservation of such resources that contribute to the character of the area.
- CHR 2:** Consider creating a Preservation Plan for the Western Area that takes into consideration the important cultural and environmental resources worthy of preservation.

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION**Community Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties.

Staff Analysis

The subject property is 43.7 acres and is currently undeveloped land. North of the request is undeveloped land and single-family residences, zoned County RS-40 and County AG. East of the request are an equestrian center and single-family dwellings, zoned County AG and County RPD. South of the request contains single-family dwellings, zoned County AG. West of the request is undeveloped land and single-family dwellings, zoned County AG.

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are in place, can be economically provided and/or will be proactively extended. All City service providers concluding that this property could be served by required City services.

The Comprehensive Plan's Future Land Use Map currently designates this property as being in the Western Area Plan. The Western Area Plan designates this area as Rural Residential in support of the Agriculture Planning Area. The Agricultural Planning Area speaks to preserving land for active farm operations and references the lack of infrastructure as why this is feasible. The subject parcel is not an active farming operation and the property has access to City water and sewer that is not present in other portions of the Agricultural Planning Area.

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

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.

The proposed CD-R-5 request as conditioned, limits the total number of dwellings to not more than 150, which fits the context of surrounding area. The proposed rezoning request supports both the Comprehensive Plan's Creating Great Places goal to expand Greensboro's citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices and the Building Community Connections goal to maintain stable, attractive, and healthy places to live and raise families.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **City CD-R-5 (Conditional District - Residential Single-family - 5)** zoning districts.

Traffic Impact Analysis

Cude Road Development – Transportation Impact Analysis

Greensboro, NC

Prepared for BSC Holdings, Inc.

April 9, 2020

Executive Summary

The proposed Cude Road Site is a residential development to be located on the east of the Cude Road, right across Ballard Road in the City of Greensboro, North Carolina. This site is planned to consist of 141 single-family detached homes.

The site plan (shown in Figure 1) proposes two (2) accesses: one full access on Leabourne Road across Brynwood Drive, approximately 700 feet northeast of Ballard Road at Leabourne Road and Cude Road intersection; and one full access on Cude Road, approximately 850 feet south of Ballard Road at Leabourne Road and Cude Road intersection.

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 10th Edition), this development has a trip generation potential of 105 trips in the AM peak hour and 141 trips in the PM peak hour.

Based on the analysis all study intersections, with the exception of Cude Road at Pleasant Ridge Road, operate at LOS D or better in build conditions. The intersection of Cude Road at Pleasant Ridge Road experiences a LOS F and queuing issues in the 2028 future AM and PM peak conditions without proposed development and with proposed development. The LOS F condition is typical on stop-controlled approaches. This is due to lack of sufficient gaps on the major roadway to allow left turn movements from the minor approach. This is only expected to occur during peak periods; therefore, no improvements are recommended.

Considering that the GDOT and NCDOT turn lane warrants are not met for the site accesses, no improvements are recommended for the development. The recommended improvements are shown in Exhibit A.

In conclusion, this analysis has been conducted based on GDOT and NCDOT guidelines, has reviewed the impacts of both background traffic and this development traffic, and has determined that there will be adequate capacity to accommodate future traffic. It is recommended that the site accesses be designed in accordance with NCDOT and GDOT standards where applicable.