

**PLZ-20-32**
**City of Greensboro Planning Department  
Zoning Staff Report and Plan Amendment Evaluation**


---

**City Council Hearing Date: November 17, 2020**
**GENERAL INFORMATION**

<b>APPLICANT</b>	Marc Isaacson, on behalf of Yearn's Properties, Inc. and Sally Hardin Trust
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	R-3 (Residential Single Family – 3) to PUD (Planned Unit Development)
<b>CONDITIONS</b>	1. Uses limited to multifamily uses and related amenities and facilities.
<b>LOCATION</b>	4715 Rear Pageland Drive and 4465-4485 Old Battleground Road
<b>PARCEL ID NUMBER(S)</b>	7847520092, 7847526480, and 7847524256
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>91</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	16.919 Acres
<b>TOPOGRAPHY</b>	Slopes downward to the east
<b>VEGETATION</b>	Wooded with some large open areas

**SITE DATA**

<b>Existing Use</b>	Single-family dwelling	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	R-3 (Single-family Residential – 3) and PUD (Planned Unit Development)	Single-family dwellings and multi-family dwellings
E	R-3 (Single-family Residential – 3) and PNR (Parkland and Natural Resource Areas)	Single-family dwellings and parkland
W	PUD (Planned Unit Development) and R-3 (Single-family Residential – 3)	Multi-family dwellings and single-family dwellings

S R-3 (Single-family Residential – 3) Single-family dwellings

### Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is currently zoned R-3 (Single-family Residential – 3). This has been the zoning on the property since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned RS-40 (Single-family Residential).

### ZONING DISTRICT STANDARDS

#### District Summary \*

Zoning District Designation:	Existing (R-3)	Requested (PUD)
Max. Density:	3 units per acre	18.9 units per acre (as noted on Concept Plan and UDP)
Typical Uses	Typical uses in the R-3 district include single family residential of up to 3 dwelling units per acre.	Uses limited to multifamily uses and related amenities and facilities.

*\*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 Greensboro Watersupply Watershed WS-III, Horsepen Creek, Watershed Critical Area Tier 3

Floodplains N/A

Streams Possible stream is onsite and must be identified. If feature is either Intermittent or Perennial, a 50ft stream buffer measured from top of bank on each side will be required.

Other: Maximum BUA for High Density development in WCA Tier 3 with sewer is 30%, Low Density is 12% BUA. 20% of site is to remain as Open Space, of that 20%, 20% is to remain Undisturbed and of that 20%, 25% must remain wooded or forested. Water Quality and Water Quantity Control must be addressed. Site is also within the PTI radius. No BMP/SCM that holds a normal pool elevation is allowed without engineering documentation.

**Utilities (Availability)**

Water and sewer are available.

**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 other multi-family uses: 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 16.919 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

**Transportation**

Street Classification: Old Battleground Road – Minor Thoroughfare.  
Pageland Drive – Private Drive.

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

Traffic Counts: Old Battleground Avenue AADT = 7,900 (NCDOT, 2019).

Trip Generation: 24 hour = 1,742; AM Peak hour = 107, PM Peak hour = 135.

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: Yes, GTA route 8 (Battleground Avenue) is adjacent to subject site, along Old Battleground Road.

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:

## **IMPACT/POLICY ANALYSIS**

### **Land Use Compatibility**

The proposed **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 the subject site as **Residential**. The requested **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 this location as **Urban General**.

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

**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 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.

**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 3** – Enhance economic resiliency through strong partnerships and a deep reserve

of social capital.

## **GSO 2040 Map Policies**

### **Future Land Use Map**

**Residential:** Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69 (of the GSO 2040 Comp Plan), 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**

**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.

## **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 rezoning and development with owners of surrounding properties.

**Staff Analysis**

The approximately 16.919 acres subject properties currently contain a single-family dwelling and vacant land. North and west of the request are single and multi-family dwellings, zoned R-3 and PUD. East of the request are single-family dwellings and parkland. South of the request are single-family dwellings, zoned R-3.

The proposed rezoning request supports the Comprehensive Plan's Creating Great Places Big Idea to expand Greensboro's citywide network of unique neighborhoods that offer residents of all walks of life a variety of quality housing choices.

The Comprehensive Plan's Future Land Use Map currently designates this property as Residential. The Residential classification includes both single- and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69 of the GSO 2040 Comprehensive Plan, 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 and being within a District Scaled Activity Center and an Urban Mixed Use Corridor. . 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.
7. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
8. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.

The proposed PUD zoning classification is conditioned to limit uses to multifamily uses and related amenities and facilities. Approving the zoning change would increase the range of choice and supply of housing.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040) and is generally compatible with the existing development and trend in the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **PUD (Planned Unit Development)** zoning district.

## Traffic Impact Study: Executive Summary

The proposed Old Battleground Road Apartments is located on the south side of the Old Battleground Road between Steepleshire Place and White Horse Drive in Greensboro, North Carolina. Per communication with the developer, the site will include 320 dwelling units of multi-family (mid-rise) housing. Two accesses will be provided to site, one full access on Old Battleground Road across Steepleshire Place and one full access on Old Battleground Road across White Horse Drive. The study assumed this development will be completed in 2023. A study year of 2024 (build out plus one year) was used for analysis purposes.

### Trip Generation

Based on trip generation equations published in ITE's Trip Generation Manual (10th Edition), this development has a trip generation potential of 107 trips in the AM peak and 135 trips in the PM peak.

### Capacity Analysis

Four (4) intersections were reviewed for capacity: Battleground Avenue at Old Battleground Road/Horse Pen Creek Road, Old Battleground Road at Steepleshire Place/Site Access 1, Old Battleground Road at White Horse Drive/Site Access 2, Old Battleground Road at Cotswold Avenue/Lake Brandt Road.

Based on the capacity analysis, transportation impacts have been identified where necessary to mitigate the impacts of the site traffic. Overall, the analysis indicates LOS D or better can be expected at the study intersections during the future build.

### Throat Distances

The internal throat distance for the site accesses was reviewed based on the GDOT Driveway Manual, which states that the distance from the adjacent street right of way to the near side of any internal service drive or parking aisle should be 25 feet, or greater than the expected inbound queue at the location. The expected inbound queue is calculated as the peak hour volume entering the site access multiplied by a factor of 0.833. Table A below summarizes the peak hour volumes and the required throat distances which were calculated.

Table A - Site Access Throat Queuing				
Driveway	Adjacent Street	Entry Volume	Calculated Inbound Queue* (feet)	Recommended Clear Throat Distance (feet)
		AM / PM Peaks		
Site Access #1	Old Battleground Road	26 / 61	22 / 51	55
Site Access #2	Old Battleground Road	15 / 33	13 / 28	30
* Inbound Queue = (5/6)(Entry Volume)				

## **Conclusion**

This TIA was performed in order to assess transportation impacts of the proposed site as well as background traffic. Recommendations have been given to accommodate these impacts. The recommended improvements for the development are summarized in Table B and are shown in Exhibit A. With these improvements in place, the impacts of the proposed Old Battleground Road Apartments can be accommodated. Please note that the access points to the site are recommended to be designed according to Greensboro Department of Transportation (GDOT) standards.

Table B – Recommended Improvements	
Old Battleground Road at Steepleshire Place/Site Access 1	□ Design site access according to GDOT standards
Old Battleground Road at White Horse Drive/Site Access 2	□ Design site access according to GDOT standards







