



PL(Z) 21-08

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

City Council Hearing Date: May 18, 2021

GENERAL INFORMATION

APPLICANT	Windsor Investments, LLC for Land Acquisition & Development Services, LLC on behalf of Jim Allen, Inc., Hathcock Properties, LLC., and Alan R. Albert
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County AG (Agricultural) to City R-5 (Residential Single-family – 5)
CONDITIONS	N/A
LOCATION	A portion of 138 Flemingfield Road and all of 168, 170, and 172 Flemingfield Road
PARCEL ID NUMBER(S)	A portion of 7895037134 and all of 7895047974, 7895043546, and 7895043649
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). 115 notices were mailed to those property owners in the mailing area.
TRACT SIZE	29.98 acres
TOPOGRAPHY	Undulating
VEGETATION	Mostly wooded

SITE DATA

	Existing Use	Single-family dwellings and undeveloped land
	Adjacent Zoning	Adjacent Land Uses
N	County AG (Agricultural)	Single-family dwellings and agricultural land
E	County AG (Agricultural) and City CD-C-M	Single-family dwellings and undeveloped land

S	County AG (Agricultural)	Single-family dwellings and undeveloped land
W	County AG (Agricultural)	Single-family dwellings and undeveloped land

Zoning History

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

ZONING DISTRICT STANDARDS**Existing District Summaries**

Zoning District	Existing	Requested
Designation:	County AG	City R-5
Max. Density:	Up to 1 dwelling per acre	N/A
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.	Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre.

**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 currently drains to South Buffalo Creek – Non-Watersupply Watershed

Floodplains >2000

Streams Possible streams are onsite. Features must be identified. 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.

Other: If >1 acre is disturbed and the BUA is increased, site must address Phase 2 requirements, Water Quality and Water Quantity Control must be addressed. All

BUA must be treated by a State approved water quality BMP/SCM. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Utilities (Availability)

Sewer is available to the south of the property on an outfall in 138 Flemingfield Rd. Water is available to the south of the properties on Flemingfield Rd. Private developer will need to extend water and sewer to City of Greensboro's Standards

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

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

Transportation

Street Classification: Flemingfield Road – Minor Thoroughfare.
Burlington Road – Major Thoroughfare.

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

Traffic Counts: None available.

Trip Generation: 24 Hour = 1370, AM Peak Hour = 101, PM Peak Hour = 136.

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 R-5 (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 GSO 2040 Future Land Use Map designates this location as **Residential**. The requested **City R-5 (Residential, Single Family – 5 du/ac)** zoning district 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 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.

Creating Great Places - Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A - Greensboro's citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

Strategy 1 – Protect and enhance the unique character of every neighborhood.

Strategy 2 - Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Goal 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.

Growing Economic Competitiveness - Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

Goal A – Strategic public investment in historically underserved areas of Greensboro attracts private investment and sets the stage for revitalization without displacing existing residents.

Strategy 1 – Work with City funded economic development partners to address the needs of economically distressed areas.

Strategy 2 – Support the addition of a variety of housing types and price points in coordination with investment in historically underserved areas.

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 2 – Work with our partners to provide accessible and affordable career and workforce education.

GSO 2040 Map Policies**Future Land Use Map**

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

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 infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

CONFORMITY WITH OTHER PLANS**City Plans*****Sustainability Action Plan***

Element 1) Transportation and Land Use:

Policy 1) Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

Element 2) Green Jobs and Buildings:

Policy 3) Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

Policy 4) Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

Policy 6) Promote more efficient use of water through education, partnerships and pilot projects.

Element 3) Waste Reduction and Recycling:

Policy 7) Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

Element 6) Education and Outreach:

Policy 11) Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION**Community Outreach**

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

Staff Annexation Analysis

The subject property is currently located in the County. On September 1, 2020 the 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 also recommended approval of this annexation request at its April 1, 2021 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 29.98 acres and currently contains single family dwellings and undeveloped land. North, south, and west of the request contains single-family dwellings, agricultural land, and undeveloped land, zoned County AG. East of the request are single-family dwellings, and undeveloped land, zoned County AG and City CD-C-M

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.

The Comprehensive Plan's Future Land Use Map currently designates this property as being Residential. The Residential designation 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, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

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

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.

3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
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 R-5 zoning district would allow all uses that are consistent with nearby residential uses in the area. 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 R-5 (Residential Single Family - 5)** zoning district.

Additional Information

Flemingfield Development – Transportation Impact Analysis (DRAFT)

Greensboro, NC

Prepared for Flemingfield LLC

March 30, 2021

Executive Summary

The proposed Flemingfield Development will be located on the east side of Flemingfield Road between US 70 (Burlington Road) and Huffine Mill Road in Greensboro, North Carolina. The proposed development will utilize one (1) full access on Flemingfield Road, and will be located approximately 2,375 feet, measured center-to-center, south of Huffine Mill Road on Flemingfield Road.

This proposed development was analyzed for two (2) phases. Phase 1 is planned to consist of 60 single-family homes. Phase 2 will add approximately 75 single-family homes totaling 135 single-family homes in full build-out conditions. The site plan shows +/- 112 single-family homes but for analysis purposes full build-out will analyze 135.

Based on the estimated project schedule, Phase 1 has a build-out year of 2021 and Phase 2 has a build-out year of 2024. Therefore, per the Greensboro Department of Transportation (GDOT) guidelines, years 2022 (buildout plus one year), and 2025 (buildout plus one year) were used for Phase 1, and Full Build, respectively.

Trip Generation

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 10th Edition), Phase 1 of this development has a trip generation

potential of 47 trips in the AM peak and 62 trips in the PM peak. At full build, this development has a trip generation potential of 101 trips in the AM peak and 136 trips in the PM peak.

Capacity Analysis

Overall, the analysis indicates LOS D or better can be expected at the study intersections during the Phase 1 and Full Build peaks. Due to the relatively low impacts, no improvements are recommended as a result of this development during Phase 1 and Full Build conditions.

Throat Distance

The internal throat distance for the site access was reviewed using 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. Based on the number of vehicles entering the proposed Site Access during the AM and PM peaks (25 and 85 vehicles, respectively), a minimum throat distance of 50 feet will be required.

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 A and are shown in Figures A and B. The exact layout of the site will need to be coordinated during the site plan review process. Please note that the access point to the site is recommended to be designed according with North Carolina Department of Transportation (NCDOT) and GDOT standards as applicable.

Table A – Recommended Improvements		
Intersection	Phase 1	Full Build
Flemingfield Road at Site Access	<ul style="list-style-type: none"> Design Site Access according to GDOT and NCDOT standards. 	<ul style="list-style-type: none"> Design Site Access according to GDOT and NCDOT standards.