



# Z-23-03-004

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

Planning and Zoning Commission Hearing Date: March 20, 2023

### GENERAL INFORMATION

<b>APPLICANT</b>	Judy Stalder on behalf of Charles C. Overby II for Carson Construction Company, LLC, Julie Brewer for Julia Brewer via Power of Attorney, Marcia and Willard Brewer
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	R-5 (Residential Single Family – 5) to CD-RM-26 (Conditional District-Residential Multifamily - 26)
<b>CONDITIONS</b>	1. Permitted uses shall be limited to a maximum of 216 dwelling units
<b>LOCATION</b>	3307, 3309, and 3401-YY Yanceyville Street
<b>PARCEL ID NUMBER(S)</b>	7876037363, 787603498, and 7876035653
<b>PUBLIC NOTIFICATION</b>	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). <b>70</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	10.7 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Wooded areas behind single-family dwellings facing Yanceyville Street

### SITE DATA

<b>Existing Use</b>	Undeveloped land and Single-family dwellings	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	R-5 (Residential Single-family-5)	Single-family dwellings and undeveloped land
E	R-5 (Residential Single-family - 5)	Single-family dwellings

S	CD-RM-18 (Conditional District-Multifamily-18)	Multi-family dwellings under construction
W	LI (Light Industrial)	Railroad tracks and undeveloped land and trucking terminal

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property is currently zoned R-5 (Residential Single-family - 5). 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-9 (Residential Single-family).

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(R-5)</b>	Requested <b>(CD-RM-26)</b>
Max. Density:	5 units per acre	26 units per acre
Typical Uses	Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre.	Permitted uses shall be limited to a maximum of 216 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 N. Buffalo Creek – Non-Watersupply Watershed Watershed

Floodplains	N/A
Streams	Non-Blue Line stream features onsite must be identified. Blue Line and Non-Blue Line streams onsite will 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:	If >1acre is disturbed and the BUA is increased, site must meet Phase 2 requirements, Water Quality and Water Quantity Control must be addressed for the entire site. State and Corps permits will be required for any stream crossing and or wetland disturbance. I letter of 'No Practical Alternative' will be required for any stream buffer disturbance.

**Utilities (Availability)**

Water is available on Yanceyville St. Sewer is available on Yanceyville St and an outfall on the west side of the properties. 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:**

**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 l.f.

Adjacent to Multi-family Residential or vacant land: 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 10.07 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

**Transportation**

- Street Classification: Yanceyville Street – Major Thoroughfare.  
Spry Street – Collector Street.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Yanceyville Street AADT = 13,000 (NCDOT, 2018).
- Trip Generation: 24 Hour = 1,451; AM Peak Hour = 126; PM Peak Hour = 123.
- 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 Road frontage of this property.
- Transit in Vicinity: Yes, GTA Route 15 (Yanceyville Street / Brightwood School Road) is adjacent to the subject site, along Yanceyville Street.
- Traffic Impact Study: Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the **DRAFT** TIS.
- (TIS)
- Street Connectivity: N/A.
- Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO2040 Comprehensive Plan Policies**

The **GSO2040** Future Land Use Map designates this location as **Residential**. The requested **CD-RM-26 (Conditional District – Residential, Multi-Family – 26 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 this location as **Urban General**.

**GSO2040 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.

**Strategy 2** – Ensure mixed use projects both strengthen and add value to the Community.

**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.

**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 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 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.

**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 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 2** – Build neighborhood association capacity to work collaboratively, assess conditions, and effect change.

**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.

## **GSO2040 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, 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 subject properties are approximately 10.7 acres and currently contain undeveloped land and single-family dwellings. North of the request contains single-family dwellings and undeveloped land, zoned R-5. East of the request are single-family dwellings, zoned R-5. South of the request is a site being developed for multi-family dwellings, zoned CD-RM-18, and south of that site are existing single-family dwellings and multi-family dwellings, zoned R-5 and RM-12. West of the request contains railroad tracks, undeveloped land, and a trucking terminal, zoned LI.

The proposed rezoning request supports the Comprehensive Plan's Creating Great Places Big Idea to meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations. The request also supports the Filling in Our Framework Big Idea regarding 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.

The Comprehensive Plan's Future Land Use Map currently designates these properties 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 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 subject parcels are long and narrow making it such that the site cannot be developed in a manner that orients the buildings to the corridor.

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.
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.
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 CD-RM-26, as conditioned, would permit uses that are complimentary to those existing in the surrounding area. Yanceyville Street is a major thoroughfare and higher density residential development is best suited to be located along a major thoroughfare. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the low density residential on adjacent properties.

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 in the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **CD-RM-26 (Conditional District – Residential Multifamily - 26)** zoning district.

**DRAFT TIS EXECUTIVE SUMMARY**



**EXECUTIVE SUMMARY**

The Yanceyville Street proposed development is located west of Yanceyville Street between Guest Street and Spry Street in Greensboro, NC. It will consist of 314 multi-family housing units. Two full movement access points are proposed on Yanceyville Street. The expected build-out year for this development is 2025. Information regarding the property was provided by Green Mountain Engineering.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with NCDOT and GDOT. This site has a trip generation potential of 1,451 daily trips, 126 trips in the AM peak hour, and 123 trips in the PM peak hour.

Based on the capacity analysis, recommendations have been given where necessary to mitigate the impacts of future traffic. Improvements are summarized in Table A and Exhibit A.

In conclusion, this study has determined the potential traffic impacts of this development. Recommendations have been given to accommodate these impacts. The analysis indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The recommendations in Exhibit A and in Table A should be constructed to comply with applicable GDOT *Driveway Manual* and design standards.

Table A – Summary of Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
Cone Boulevard at Yanceyville Street	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Guest Street at Yanceyville Street	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Yanceyville Street at Lees Chapel Road	<ul style="list-style-type: none"> <li>No improvements recommended</li> </ul>
Yanceyville Street at Site Access 1	<ul style="list-style-type: none"> <li>Design site drive according to applicable GDOT standards.</li> </ul>
Yanceyville Street at Site Access 2	<ul style="list-style-type: none"> <li>Design site drive according to applicable GDOT standards.</li> </ul>

