



# Z-15-02-007

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

City Council Hearing Date: March 3, 2015

### GENERAL INFORMATION

<b>APPLICANT</b>	City of Greensboro
<b>HEARING TYPE</b>	Original Zoning Request
<b>REQUEST</b>	<b>County CU-SC</b> (Conditional Use-Shopping Center), <b>County-RS-30</b> (Residential Single-Family), and <b>County-AG</b> (Agricultural) to <b>City-R-3</b> (Residential Single-Family)
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	<b>Urban Loop Right-of-Way</b>
<b>PARCEL ID NUMBER(S)</b>	<b>N/A</b>
<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). 17 notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	~3.02 Acres
<b>TOPOGRAPHY</b>	Primarily flat
<b>VEGETATION</b>	None

### SITE DATA

<b>Existing Use</b>	Right-of-way
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N HI (Heavy Industrial)	Undeveloped
E County AG (Agricultural) County RM-12-MH (Residential Multifamily-Mobile Home Park)	Vacant Single family dwellings
W County CU-SC (Conditional Use- Shopping Center)	Vacant
S City-R-3	Single family dwellings

**Zoning History**

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

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (CD-SC)	Existing (County-RS-30)	Existing (County-AG)	City R-3 (R-3)
Max. Density:	N/A	1.3 units per acre or less	N/A	A maximum of 3.0 units per gross acre
Typical Uses	Primarily intended to accommodate a wide range of high intensity retail and service departments meeting the shopping needs of the community and the region.	Primarily intended to accommodate low density single-family detached dwellings on large lots in areas without access to public water and wastewater services.	Primarily intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing.	Primarily intended to accommodate low density single-family detached residential development

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

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation**

The subject site is partially located within the SCOD-1 (Scenic Corridor Overlay District 1) and partially located within the SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines.

**Environmental/Soils - Site drains to South Buffalo Creek**

Water Supply Watershed	Site drains to South Buffalo Creek, non-watersupply watershed
Floodplains	A Floodplain Development Permit is required for any disturbance within the FEMA 1% Special Flood Hazard Area.
Streams	50ft stream buffer required measured from top of bank on each side of stream for both intermittent and perennial streams. See LDO Chp. 30-12-3.9 table 12-5 for stream buffer disturbance allowances and restrictions.
Other:	If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements. Water Quality and water quantity must be addressed.

**Utilities**

Potable Water Available

Waste Water Available  
City Council Public Hearing

**Airport Noise Cone**

n/a

**Landscaping & Tree Preservation Requirements**

Not applicable for single family dwelling units or for intended roadway right-of-way.

**Transportation**

- Street Classification: Burlington Road – Major Thoroughfare.  
Willowlake Road – Collector Street.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Burlington Road ADT = 25,000 (NCDOT, 2011).  
Willowlake Road ADT = 1,500 (NCDOT, 2011).
- Trip Generation: N/A.
- 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: No TIS required per TIS Ordinance.  
(TIS)
- Street Connectivity: N/A.
- Other: This site is part of the future I-840 Urban Loop that is currently under construction and scheduled for completion in 2017.

**IMPACT ANALYSIS**

**Land Use Compatibility**

The proposed **R-3 (Residential, Single Family-3)** original zoning would allow land uses that are compatible with the general character of the area.

**Connections 2025 Comprehensive Plan Policies**

The Generalized Future Land Use Map designates this location as **Industrial / Corporate Park** and **Mixed Use Corporate Park**. The requested **R-3 (Residential, Single Family-3)** original zoning district is generally inconsistent with the **Industrial / Corporate Park** and **Mixed Use Corporate Park** GFLUM designations, however, per City Council adopted policy, a GFLUM amendment is not required for zoning requests that do not involve a significant physical change resulting in new or expanded structures (property is used solely as highway right-of-way). The Growth Strategy Map designates the subject site as being partially within

**Growth Tier 1, Current Growth Area (2013 – 2019).** The Growth Strategy Map designates the subject site as being partially within the **East Market Street Reinvestment Corridor**.

#### **Connections 2025 Written Policies**

**Land Use, Goal 4.3 – Growth at the Fringe:** Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

**Policy 4F:** Initiate a fringe area growth management framework, including: a Fringe Area Land Use Plan; a “tiered” approach that designates growth areas for staged development; specific criteria for water and sewer extensions and annexations; of the fringe as Greensboro's extraterritorial jurisdiction; and a proactive plan to provide infrastructure.

**Community Character, Goal 5.2 – Man-Made Environment:** Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

**Policy 5E:** Improve the aesthetic quality of publicly owned and maintained landscapes.

**Policy 5F:** Implement and improve design standards governing the appearance of development from public roadways.

**Economic Development, Goal 7:** Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

**Policy 7A:** Target city investment and regulatory policies for economic development.

**Policy 7C:** Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

**Transportation, Goal 8:** Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

**Policy 8A:** Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

**Community Facilities, Services, and Infrastructure, Goal 9:** Provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns.

**Policy 9A:** Proactively target infrastructure (water/sewer) extensions to support desired land use patterns [see also Land Use Policy 4F].

**Policy 9B:** Proactively plan for the provision of sufficient capacity to meet the City's future infrastructure needs.

#### **Connections 2025 Map Policies**

**Industrial/Corporate Park:** This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing

residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

**Mixed Use Commercial:** This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

**Mixed Use Corporate Park –** This designation is intended for large tracts of undeveloped land near the City’s fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or “corporate park” setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

**Growth Tier 1, Current Growth Area (2013 – 2019) –** 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.

**Reinvestment Corridor:** Reinvestment Areas and Corridors represent priority opportunities for combined public and private sector reinvestment and the application of policies described in Section 4.5.1 (Reinvestment/Infill). More specifically, Reinvestment Corridors are older commercial corridors that would benefit from significant public and private investment to enhance their economic viability and strengthen adjacent neighborhoods.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Consolidated Plan 2010-2014: Plan for a Resilient Community***

#### **Principle 1 – Provide More Transportation Options:**

**Goal A:** Promote transportation and development patterns and types that contribute to decreased household transportation costs.

**Goal B:** Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

**Goal C:** Improve the safety of transportation systems and facilities, especially for vulnerable transportation users (children, seniors, handicapped adults, pedestrians, bicyclists).

**Principle 3 – Enhance Economic Competitiveness:**

**Goal E:** Focus on energy efficiency as an economic generator for small business development.

**Principle 6 – Value Communities and Neighborhoods:**

**Goal A:** Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

**Goal E:** Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.

**Principle 7 – Recognize the Environment as a Critical Element of Community**

**Sustainability:**

**Goal A:** Promote more efficient land development patterns.

***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 annexation and original zoning with owners of surrounding properties.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal).

**Staff Analysis**

This 3.7-acre subject site is currently dedicated highway right-of-way. North of the request is City-HI (vacant property). East is zoned County AG (Agricultural) and County Multifamily-Mobile Home Park (undeveloped and single family dwellings). West is currently County-Conditional Use-Shopping Center (undeveloped property). South of the request is zoned City-R-3 (single family dwellings).

The Generalized Future Land Use Map designates this site as Mixed Use Corporate Park and Industrial Corporate Park. The Mixed Use Corporate Park designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. The Industrial Corporate Park designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses.

The City-R-3 request is consistent with the land uses established in close proximity and the use of the property as highway right-of-way is compatible with existing adjacent development. The proposed request supports the Comprehensive Plan's Growth at the Fringe goal to provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands.

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-R-3** (Residential Single-Family) zoning district.