



PLZ-20-12

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

City Council Hearing Date: May 19, 2020

GENERAL INFORMATION

APPLICANT	Tom Terrell for Williams Development Group, LLC and others
HEARING TYPE	Original Zoning Request
REQUEST	County AG (Agricultural) to City CD-HI (Conditional District – Heavy Industrial)
CONDITIONS	1. All uses permitted in the LI zoning district except: Cemeteries, Amusement and Water Parks, Dry Cleaning Pickup/Drop-off with Drive Through Facilities, Funeral Homes and Crematoriums, Taxi Dispatch Terminals, Taxidermists, and Termite and Pest Control.
LOCATION	1812, 1814, and 1818 Youngs Mill Road and 3921 Presbyterian Road
PARCEL ID NUMBER(S)	7893308414, 7893208789, 7892397630, and 7892096836
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). 70 notices were mailed to those property owners in the mailing area.
TRACT SIZE	188.2 acres
TOPOGRAPHY	Undulating
VEGETATION	Wooded

SITE DATA

Existing Use	Agriculture and Undeveloped
Adjacent Zoning	Adjacent Land Uses
N City R-3 (Residential Single Family – 3)	I-85 R-O-W
E County AG (Agricultural)	Single family dwelling and undeveloped

W	County RS-40 (Single-family Residential) and County AG (Agricultural)	Single family dwelling and undeveloped
S	County AG (Agricultural)	Single family dwellings and place of religious assembly

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

District Summaries

Zoning District Designation:	Existing County AG	Requested City CD-HI
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate various agricultural uses and support facilities.	All uses in HI district except Cemeteries, Amusement and Water Parks, Dry Cleaning Pickup/Drop-off with Drive Through Facilities, Funeral Homes and Crematoriums, Taxi Dispatch Terminals, Taxidermists, and Termite and Pest Control.

**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

A portion of the subject site (approximately the northern half of 3921 Presbyterian Rd and the western three-quarters of 1814 Youngs Mill Rd) is located within the SCOD-1 (Scenic Corridor Overlay District 1) of the Greensboro Urban Loop, and a portion of the site (remainder of 1814 Youngs Mill Rd and approximately the northern half of 1812 Youngs Mill Rd) is located within the SCOD-2. SCOD-1 and SCOD-2 landscaping requirements will apply to the parcels adjacent to the highway right-of-way. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

A portion of the subject site (approximately the northern edges of 3921 Presbyterian Rd, and 1812 and 1814 Youngs Mill Rd) is located within the East Lee Street Visual Corridor Overlay Zone, which prohibits the establishment of new outdoor advertising signs therein.

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 Lake Mackintosh water supply watershed Watershed

Floodplains FEMA Floodplain and FEMA Floodway is onsite. A Floodplain Development Permit is required for any disturbance within the FEMA 1% Annual Chance Flood Hazard Area.

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

Other: Site must meet current watershed requirements, water quality and water quantity control must be addressed. Maximum BUA for High Density development is 70% and for Low Density is 24%, with sewer. Permits must be obtained from the State and Corps for any stream or wetland disturbance or crossing.

Utilities (Availability)

Water – A water feasibility will need to be completed contact Kenny Treadway 336-373-2055
Sewer- 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.

Adjacent to the I-85 right-of-way: for SCOD-1, a natural undisturbed buffer an average of 50 feet in width, a maximum of 75 feet and a minimum of 40 feet in width. If existing trees in the buffer do not provide adequate screening then trees will be planted at a rate of 9 canopy trees and 12 understory trees per 100 linear feet. For SCOD-2, a natural undisturbed buffer with an average width of 30'. If existing trees in the buffer do not provide adequate screening then trees will be planted at a rate of 4 canopy trees and 4 understory trees per 100 linear feet.

Buffer Yards:

Adjacent to single family residential uses or to commercial uses: Type A buffer yard, with an average width of 45', a minimum width of 10', and a planting rate of 4 canopy trees, 10 understory trees, and 33 shrubs per 100 linear feet.

Adjacent to vacant lots: Vehicular Use Area buffer yard (see 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 193 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Youngs Mill Road – Major Thoroughfare.
I-85 – Freeway.
Presbyterian Road – Collector Street.

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

Traffic Counts: Youngs Mill Road AADT = 2,400 vpd (NCDOT, 2018).
Presbyterian Road AADT = 850 vps (NCDOT, 2018).

Trip Generation: 24 Hour = 5,219, AM Peak Hour = 265, PM Peak Hour = 246.

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 the TIS.

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-HI (Conditional District – Heavy Industrial)** zoning district, as conditioned, 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 **Mixed Use Commercial, Moderate Residential (5-12 d.u./acre)**, and **Interim Residential (generally at or above 3 dwelling units per acre)**. The requested **City CD-HI (Conditional District – Heavy Industrial)** zoning district, as conditioned, is generally inconsistent with the **Mixed Use Commercial, Moderate Residential (5-12 d.u./acre)**, and **Interim Residential (generally at or above 3 dwelling units per acre)** future land use designations, however the applicant has concurrently submitted a request (CP 20-05) to amend the GFLUM designation on the subject site to **Industrial/Corporate Park** which, if approved, would resolve this inconsistency. The Growth Strategy Map identifies the subject site as being located within **Growth Tier 2, Intermediate Growth Area (2019 – 2025)**.

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 comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

Policy 4G: Improve the quality and patterns of development through incentives and regulatory guidelines.

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.

Housing and Neighborhoods, Goal 6: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

Policy 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

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.

Policy 9C: Establish an ongoing system to identify community facility and service needs and allocate resources to meet them.

Connections 2025 Map Policies

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.

Moderate Residential (5-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

Interim Residential (generally at or above 3 dwelling units per acre): Areas with a mix of all types of residential densities and uses (single family detached, single family attached and multi-family), with some limited local-serving non-residential uses (schools, churches, convenience services). It is assumed that most of the new housing developed in the Water Sewer Service Area would be connected to water and sewer.

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.

Growth Tier 2, Intermediate Growth Area (2019 – 2025): Where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 6-year horizon.

Comprehensive Plan Amendment History

Case #	Date	Request Summary
n/a	n/a	n/a

Applicant Stated Reasons for Request

“Guilford County is running out of large-tract areas near transportation links that can be used effectively for the creation of job centers. These large tracts, comprising 193 total acres, are available for development, have direct access to 1-85, adjoin other large tracts that could be developed, and they lie 2 miles from the confluence of interstates 1-85 and 1-40. It would be a serious policy mistake to use this area for housing, and if it were truly a good location for commercial the tracts at this intersection would have been developed for that purpose long before now.”

Explain in detail the conditions that you think may warrant a Plan Amendment – Per Applicant and Application

“The City should approve this map amendment for all the reasons articulated in paragraph 2 above. However, what has changed since the GLFLUM map was adopted is the availability of all of these tracts at the same time and the interest of industrial park developers after these parcels have been on the market for years.”

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **CD-HI (Conditional District – Heavy Industrial)** zoning district, as conditioned, would allow uses that are incompatible with the subject site’s current designation in the GFLUM as **Mixed Use Commercial, Moderate Residential (5-12 d.u./acre)**, and **Interim Residential (generally at or above 3 dwelling units per acre)**. If approved, the requested GFLUM amendment (**CP 20-05**) to **Industrial/Corporate Park** would resolve this inconsistency.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service).

City services, facilities, and infrastructure in the area surrounding the subject site may need to be evaluated to identify needs for expansion or upgrades in order to meet citizens’ needs, contribute to quality of life, and support desired land use patterns

Implications, if any, the Amendment may have for Other Parts of the Plan

n/a

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3)

The site of this proposed annexation, original zoning, future land use amendment, and development is located in Growth Tier 2, and represents a significant economic opportunity that was not foreseen at the time of the adoption of the Connections 2025 Comprehensive Plan.

PLANNING BOARD COMMENTS

The Planning Board reviewed the GLFUM amendment request (**CP 20-05**) associated with this rezoning request beginning March 18, 2020 and provided comments regarding the request on March 27, 2020. Planning Board members noted that this requested amendment to Industrial/Corporate Park seems to meet current city plans and is a reasonable proposal. The Board observed that this is a large tract on the city's east side, which would be an excellent location for adding a major new source of jobs. This is an area in great need of jobs, and residential and support services for development of corporate parks and job centers. It has easy access to all major Highways providing service to all points north, south, east and west. This site seems to be a good logical extension of the success of the McConnell Road Business Park. The Planning Board stated that they generally support this proposed GFLUM amendment.

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 annexation, original zoning, future land use amendment, and development with owners of surrounding properties

A portion of the subject site (3921 Presbyterian Rd) is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Opportunity Zone Tax Credits (federal)

Staff Analysis

The 193 acre subject property currently contains agricultural uses and undeveloped areas. North of the request is Interstate 85, zoned City R-3. East, south and west of the request is a combination of single family dwellings, a religious assembly use and undeveloped land, zoned County RS-40, County AG and County PI.

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 2, Intermediate Growth Area (2019 – 2025), where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. The Technical Review Committee recommended approval of the associated annexation request for this property at its April 3, 2020 meeting. The Planning Board will hear the associated annexation request for this property at a special meeting on April 22, 2020. The Planning Board will consider whether the property can be served by required City services.

The Comprehensive Plan's Generalized Future Land Use Map currently designates this site as Mixed Use Commercial, Moderate Residential and Interim Residential. The applicant has concurrently submitted a Comprehensive Plan amendment to the Industrial/Corporate Park designation. This designation is intended 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. As noted with this designation care should be taken to protect existing residential in this area from any potential impacts of new industrial development.

This request is consistent with the Comprehensive Plan's Economic Development goal to 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. It is also consistent with the 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. The site's immediate proximity to the Interstate and large contiguous areas of land support industrial development, with the HI zoning district providing the broadest range of industrial uses.

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-HI (Conditional District - Heavy Industrial)** zoning district.

Additional Information**TRANSPORTATION IMPACT ANALYSIS
EXECUTIVE SUMMARY**

This transportation impact study was performed to determine the potential impact to the transportation system caused by the additional traffic generated by the proposed development to be located in the southwest quadrant of the I-85 interchange with Youngs Mill Road in Greensboro, North Carolina. The site is proposed to consist of up to 2,000,000 square feet of industrial and distribution center space and is anticipated to be built out by the year 2025. In addition to site generated traffic, the study also considered the impact of background traffic growth within the study area.

On a typical weekday, it is estimated that the proposed development could generate a total of 285 trips (242 entering and 43 exiting) during the AM peak hour and 246 trips (47 entering and 199 exiting) during the PM peak hour.

Primary access to the site is proposed via two (2) new full access connection on Youngs Mill Road [located approximately 875 feet and 1,875 feet south of the I-85 southbound ramps]. Emergency access to the site is proposed to be provided via one (1) new full access connection on Presbyterian Road [located approximately 1,150 feet east of Alamance Church Road].

The purpose of this study is to determine the potential impact to the transportation system caused by the additional traffic generated by proposed development. In order to accomplish this objective; this study analyzed the weekday AM and PM peak hours for the existing (2020) traffic conditions, future (2026) 'no build' traffic conditions, and future (2026) 'build' traffic conditions.

Intersection Capacity Analysis Summary

All the study area intersections (including the proposed site driveways) are expected to operate at acceptable levels-of-service under existing and future year conditions.

Queuing Analysis Summary

In addition to the capacity analysis, a queuing analysis was performed for the weekday AM and PM peak hours under future 'no-build' and 'build' traffic conditions. Based on a review of the maximum queuing results it appears that the projected queues are expected to be accommodated by existing turn lane storages. In addition, the projected queues under future 'build' conditions are not expected to exceed those under 'no-build' conditions by more than 45 feet [or approximately 2 cars] during the peak hours.

Based on the findings of this study, the following geometric improvements are recommended at the study intersections.

Youngs Mill Road and Site Drive 1 (Northern)

- Construct an exclusive left turn lane on the northbound approach [of Youngs Mill Road]. Provide a minimum of 100 feet of full storage and appropriate taper lengths.

- Construct an exclusive right turn lane on the southbound approach [of Youngs Mill Road]. Provide a minimum of 100 feet of full storage and appropriate taper lengths.
- Provide a two-lane cross-section [at a minimum] consisting of one ingress lane and one egress lane.
- Provide a minimum of 125 feet of internal protected stem [based on GDOT's Driveway Manual].

Youngs Mill Road and Site Drive 2 (Southern)

- Provide a two-lane cross-section [at a minimum] consisting of one ingress lane and one egress lane.
- Provide a minimum of 25 feet of internal protected stem [based on GDOT's Driveway Manual].

Presbyterian Road and Site Drive 3 (Emergency)

- Provide a two-lane cross-section [at a minimum] consisting of one ingress lane and one egress lane.
- Provide a minimum of 25 feet of internal protected stem [based on GDOT's Driveway Manual].