



# **PL(P) 20-23 & PLZ-20-36**

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

City Council Hearing Date: January 19, 2021

## **GENERAL INFORMATION**

<b>APPLICANT</b>	Dubose Properties, LLC
<b>HEARING TYPE</b>	Annexation, Original Zoning and Rezoning
<b>REQUEST</b>	County HI (Heavy Industrial) and City CD-HI (Conditional District - Heavy Industrial) to City HI (Heavy Industrial)
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	112 Maxfield Road
<b>PARCEL ID NUMBER(S)</b>	7885707576
<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>22</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	14.102 acres
<b>TOPOGRAPHY</b>	Generally flat.
<b>VEGETATION</b>	Vegetation at the perimeter of the property.

## **SITE DATA**

<b>Existing Use</b>		Manufacturing Use
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County HI (Heavy Industrial), County HB (Highway Business), and City LI (Light Industrial)	Auto Service, Insurance Sales, Auto Salvage, and Retail Sales
E	County HI (Heavy Industrial)	Auto Salvage
S	City CD-HI (Heavy Industrial)	Vacant Land
W	City CD-HI (Heavy Industrial)	Vacant Land

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The majority of the subject property is not currently located in the City's jurisdiction.
CD3577	9/30/2007	<p>A portion of the subject property was granted annexation and original zoning approval in 2007 from County AG (Agricultural), County RS-30 (Residential Single-family), County LI (Light Industrial, and County HI (Heavy Industrial) to City CD-HI (Conditional District – Heavy Industrial) with the following condition:</p> <ol style="list-style-type: none"> <li>1. Uses: All those uses permitted in the Heavy Industrial District except the following uses shall not be permitted: wholesale trade of petroleum and petroleum products; transportation and warehousing of hazardous and radioactive waste; solid waste disposal; manufacturing or sale of asbestos, abrasive and related products; mining and quarrying of any type or nature; and salvage yards for auto parts or scrap processing.</li> </ol>

**ZONING DISTRICT STANDARDS****Existing District Summaries**

Zoning District Designation:	Existing County HI	Existing City CD-HI	Requested City HI
Max. Density:	N/A	N/A	N/A
Typical Uses	Typical uses in the HI zoning district may include large scale manufacturing, distribution, and other industrial uses.	<p>Uses: All those uses permitted in the Heavy Industrial District except the following uses shall not be permitted:</p> <p>wholesale trade of petroleum and petroleum products; transportation and warehousing of hazardous and radioactive waste; solid waste disposal; manufacturing or sale of asbestos, abrasive and related products; mining and quarrying of any type or nature; and salvage yards for auto parts or scrap processing</p>	Typical uses in the HI zoning district may include large scale manufacturing, distribution, and other industrial uses.

*\*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 South Buffalo Creek – Non-Watersupply Watershed

Floodplains        >3000

Streams            Streams and potential streams are onsite. Any non-Blue Line streams must be identified to determine if features will require stream buffers. Any Blue Line or 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. State and Corps permits are required for any stream crossing or wetland disturbance.

Other:              If the overall development disturbs >1 acre AND increases the BUA, the site must meet Phase 2 requirements - Water Quality and Water Quantity must be addressed. The new BUA must be treated by a State approved water quality BMP and any existing BUA that would drain to the BMP to the maximum extent practicable.

**Utilities (Availability)**

Water and sewer will need to be extended by the developer

**Airport Overlay District & Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

Landscaping and Tree Conservation will only be required in the event of expansion of use or redevelopment of the site.

**Landscaping:**

Street Yard:    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 vacant property or HI uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Parking lot: 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 14.01 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

Street Classification: Burlington Road - Major Thoroughfare.  
Maxfield Road - Local Street.

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

Traffic Counts: Burlington Road AADT = 24,000 (NCDOT, 2019).

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 Ordinance.  
(TIS)

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS****Land Use Compatibility**

The proposed **City HI (Heavy Industrial)** 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 **Commercial** and **Industrial**. The requested **City HI (Heavy Industrial)** zoning district would allow uses that are generally consistent with those described in the **Industrial** future land use designation, but are generally inconsistent with those described in the **Commercial** future land use designation. If this rezoning request is approved, the Future Land Use designation for the portion of the subject site currently designated as **Commercial** is considered to be amended to **Industrial** in order to ensure an appropriate fit between future land use designation and zoning. The GSO 2040 Future Built Form Map designates the subject site with the **Urban General** and **Planned Industrial District** place types. The Future Built Form Map also designates the subject site as being within a Mixed Use Urban Corridor. The Growth Tiers Map designates the portion of the subject site currently located outside of Greensboro city limits 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.

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

**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.

**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.

**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.

**Strategy 2** – Cultivate a diverse range of industry sectors and scales of operation in the local economy to help minimize the impacts of major fluctuations within any single sector.

**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 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.

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

**Goal B** – Increase and preserve the inventory of developable sites compatible with corporate and industrial uses.

**Strategy 1** – Work with community partners to ensure that the appropriate sites on Greensboro's periphery are designated as Industrial on the Future Land Use map.

**Strategy 2** – Ensure that the appropriate sites in the developed, central areas of Greensboro are designated as Industrial on the Future Land Use Map.

**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 E** – Greensboro promotes homegrown businesses, supports entrepreneurship, cultivates industry leaders, and welcomes major corporations and institutions.

**Strategy 1** – Work cooperatively with local and regional economic development and entrepreneurial entities to leverage relationships and maximize impact with our collective resources.

**Strategy 2** – Provide entrepreneurs at all stages of the business life cycle with connections to education, financing, and other resources and assets that support their growth.

## **GSO 2040 Map Policies**

### **Future Land Use Map**

**Commercial:** includes retail sales, wholesale sales, personal service businesses, professional service businesses, restaurants, entertainment, hotels and hospitality, commercial assembly halls, and event spaces. These can be either linear commercial corridors or larger centers of commercial development or a combination of both. Some include residential uses as well, and represent an opportunity for denser development, particularly in conjunction with enhanced transit service and mobility hubs.

**Industrial:** includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

### **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.

**Planned Industrial Districts** should reflect these characteristics:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.
6. Adaptive reuse of older industrial and commercial property is encouraged.
7. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

**Corridors** - Corridors are the linear commercial and office developments typically along collector or arterial roadways. They include properties directly fronting on the road and may include properties having primary access to or in immediate proximity to the road. The character and function of the road and the uses within a corridor are highly correlated.

**Urban (Mixed-Use) Corridors** reflect these additional characteristics:

1. Consistency with adopted corridor plans.
2. Cross easements are provided for vehicular and pedestrian access.
3. They meet the existing need and convenience of the surrounding community.
4. Visual clutter and confusion caused by sign proliferation is minimized while maintaining safe and efficient wayfinding for both pedestrians and vehicles.
5. Landscaping, sidewalks, lighting, fencing, and building features are located so as to guide pedestrian movement on or through the site. On-site and on-building lighting at entrances and along walkways is maintained at safe lighting levels.

**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 rezoning and development 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):

- Opportunity Zone Tax Credits (federal); and
- Economic Development Impact Zone 2 (local).

**Staff Annexation Analysis**

The subject property is currently in the County. On September 1, 2020 the Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council Public Hearing



Council regarding annexations. 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 stated that infrastructure is in place to provide City services to this location. The Technical Review Committee also officially recommended approval of this annexation request at its December 1, 2020 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 is 14.102 acres and is currently vacant. North of the request contains auto service, insurance sales, auto salvage, and retail sales, zoned County HI, County HB, and City LI. East of the request contains auto salvage, zoned County HI. South and west of the request contains vacant land, zoned City CD-HI.

The proposed original zoning and rezoning request supports the Comprehensive Plan's Growing Economic Competitiveness goal to build a prosperous, resilient economy that creates equitable opportunities to succeed.

The Comprehensive Plan's Future Land Use Map currently designates this property as being Industrial and Commercial with Industrial making up the majority of the site. The Industrial designation includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

The Comprehensive Plan's Future Built Form Map currently designates this property as Planned Industrial District and Urban General, with Planned Industrial making up the majority of the site. Applicable characteristics of the Planned Industrial District classification include, but are not limited the following:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.
6. Adaptive reuse of older industrial and commercial property is encouraged.

The proposed HI zoning district is primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities. The proposed original zoning and rezoning request allows the expansion of an existing industrial use in an area where similar industrial uses are the predominant land use.

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 HI (Heavy Industrial)** zoning districts.