



# **PL(P) 21-03 & PLZ-21-06**

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

**City Council Hearing Date: March 16, 2021**

## **GENERAL INFORMATION**

<b>APPLICANT</b>	Eric Page for the Theresa G. Hamlett Family Irrevocable Trust Agreement
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) and County RS-30 (Residential Single-family) to City CD-C-M (Conditional District - Commercial - Medium)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. All uses permitted in the C-M zoning district except: Drive-thru Facilities and Eating and Drinking Establishments.</li><li>2. Freestanding signage shall not exceed six (6) feet in height.</li><li>3. Maximum square footage of all principal structures shall not exceed 250,000 square feet.</li></ol>
<b>LOCATION</b>	257 Willowlake Rd.
<b>PARCEL ID NUMBER(S)</b>	7895250025
<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>18</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	22.05 acres
<b>TOPOGRAPHY</b>	Generally flat.
<b>VEGETATION</b>	Mostly wooded.

## **SITE DATA**

<b>Existing Use</b>	Single-family dwelling
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N County AG (Agricultural) and County RS-30 (Residential Single-family)	Single-family dwellings and agricultural land

E	County AG (Agricultural)	Single-family dwellings and undeveloped land
S	County AG (Agricultural) and County RS-30 (Residential Single-family)	Single-family dwellings and undeveloped land
W	County AG (Agricultural)	Single-family dwellings and agricultural 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 Designation:	Existing <b>County RS-30</b>	Existing <b>County AG</b>	Requested <b>City CD-C-M</b>
Max. Density:	1.3 dwellings per acre	Up to 1 dwelling per acre	N/A
Typical Uses	Typical uses in the County RS-30 district include single family dwellings with a density of less than 1.3 unit per acre.	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.	All uses permitted in the C-M zoning district except: Drive-thru Facilities and Eating and Drinking Establishments.

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

### **Utilities (Availability)**

Water and Sewer are available to the south of the properties on Willowlake 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**

### **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 B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Adjacent to vacant lots: 5' wide 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 22.05 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

**Transportation**

Street Classification:	Willowlake Road – Collector Street. Huffine Mill Road – Major Thoroughfare.
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Huffine Mill Road AADT = 2,100 (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: (TIS)	No TIS required per Ordinance.
Street Connectivity:	N/A.
Other:	N/A.

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

The proposed **City CD-C-M (Conditional District - Commercial – Medium)** zoning district, as conditioned, 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 CD-C-M (Conditional District - Commercial – Medium)** zoning district, as conditioned, would allow uses that are generally inconsistent with those described in the **Residential** future land use designation. If this original zoning request is approved, the future land use designation for the subject site is considered to be amended to **Commercial** 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 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.

**Goal B** – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

**Strategy 1** – Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

**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 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.

**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.

**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 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.

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

**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**

**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.

**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.

**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.

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 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 January 26, 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 22.05 acres and currently contains a single family residence and undeveloped land. North and south of the request contains single-family dwellings, agricultural land, and undeveloped land, zoned County AG and County RS-30. East and south of the request are single-family dwellings, agricultural land, and undeveloped land, zoned County AG.

The proposed original zoning request supports both the Comprehensive Plan's Economic Development goal to build a prosperous, resilient economy that creates equitable opportunities to succeed 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 CD-C-M zoning district would allow all uses permitted in the C-M zoning district except: Drive-thru Facilities and Eating and Drinking Establishments. The proposed original zoning request allows uses that could provide enhanced services and recreational options to an underserved portion of the city. However, care should be given to orient the development to limit potential negative impacts of noise, traffic, and light trespass on adjacent residential uses.

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 CD-C-M (Conditional District Commercial Medium)** zoning district.