



Z-19-07-002

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

Zoning Commission Hearing Date: July 15, 2019

GENERAL INFORMATION

APPLICANT	Michael S. Fox, Tuggle Duggins P.A, for Greenlea 68 Land, LLC
HEARING TYPE	Original Zoning Request
REQUEST	County CU-PD-M (Conditional Use – Planned Development - Medium) to City CD-LI (Conditional District – Light Industrial) and City CD-C-M (Conditional District – Commercial - Medium)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses in Tract 1 shall include all uses allowed in the Light Industrial (LI) district, except for the following:<ol style="list-style-type: none">a. All Cemeteries;b. Shooting Ranges;c. Funeral Homes and Crematoriums;d. Recycling Processing Centers; ande. Land Clearing and Inert Debris Landfills, Minor 2. Permitted uses in Tract 2 shall include all uses allowed in the Commercial – Medium (C-M) district, except for the following:<ol style="list-style-type: none">a. All Cemeteries;b. Shooting Ranges;c. Funeral Homes and Crematoriums;d. Taxi Dispatch Terminals;e. Taxidermists;f. Pawnshops;g. Sexually Oriented Businesses; andh. Land Clearing and Inert Debris Landfills, Minor
LOCATION	1039-1049 NC Highway 68, 1049 NC Highway 68 N, and a portion of 1051-1099 NC Highway 68 (AKA 1037 NC Highway 60 N, 1049 NC Highway 68 N, and a portion of 1055 NC Highway 68 N)
PARCEL ID NUMBER(S)	7816386626, 7816493158, and a portion of 7817303090
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). 9 notices were mailed to those property owners in the mailing area.

TRACT SIZE 73.561 acres
TOPOGRAPHY Undulating
VEGETATION Wooded.

SITE DATA

Existing Use		Vacant
	Adjacent Zoning	Adjacent Land Uses
N	County AG (Agricultural), County RS-40 (Single-family Residential), and City PI (Public and Institutional)	Undeveloped, Single-family residences, and GTCC Campus
E	County AG (Agricultural)	I-73
W	County RPD (Rural Preservation District) and County AG (Agricultural)	Open Space for a residential subdivision and an equestrian related agricultural use
S	County AG (Agricultural)	Vacant 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 County (CU-PD-M)	Existing County (CU-PD-M)
Max. Density:	N/A	N/A
Typical Uses	All uses permitted in the County PD-M zoning district except sexually oriented businesses, night clubs, and bars.	Uses limited to County RM-18 and County SC district uses.

Requested District Summaries

Zoning District Designation:	Requested (Tract 1) City (CD-LI)	Requested (Tract 2) City (CD-C-M)
Max. Density:	N/A	N/A

<p>Typical Uses All uses permitted in the City LI district except All Cemeteries; Shooting Ranges; Funeral Homes and Crematoriums; Recycling Processing Centers; and Land Clearing and Inert Debris Landfills, Minor.</p>	<p>All uses allowed in the Commercial – Medium (C-M) district, except for the following all Cemeteries; Shooting Ranges; Funeral Homes and Crematoriums; Taxi Dispatch Terminals; Taxidermists; Pawnshops; Sexually Oriented Businesses; and Land Clearing and Inert Debris Landfills, Minor</p>
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**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 partially located within the SCOD (Scenic Corridor Overlay District) of NC Highway 68. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines. Landscape buffers along the highway right-of-way will be required in accordance with the NC Hwy 68 overlay manual. Architectural, lighting, and signage requirements will apply.

Environmental/Soils

Water Supply Watershed Site drains to Greensboro WS-III Watersupply Watershed, Upper Reedy Fork sub-basin

Floodplains N/A

Streams Streams onsite have a 50ft stream buffer measured from top of bank on each side. Any possible features must be identified for stream buffers. No new BUA is allowed within the entire 50ft stream buffer.

Other: Site must meet current watershed requirements, water quality and water quantity control must be addressed. Max. BUA for High Density development with sewer is 70%. Low Density development is 24% with water quality scoresheet provided. Site is within the PTI 5 statue mile radius. No water quality device that holds a normal pool elevation is allowed unless engineering documentation is submitted.

Utilities (Availability)

Request a water/sewer feasibility from Kenny Treadway 336-373-2055.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

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 Yard: Adjacent to agricultural 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 linear feet.

Adjacent to vacant property: 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 73.561 acres, 10% of parcel size to be dedicated in critical root zone.

Transportation

Street Classification: NC 68 – Major Thoroughfare.
Leabourne Road – Collector Street.

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

Traffic Counts: NC 68 AADT = 26,000 vpd (NCDOT, 2017).

Trip Generation: Not available.

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, site subject of a TIA in 2015. That TIA is currently being revised (TIS) and was not available at time of staff report completion.

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City CD-LI (Conditional District – Light Industrial)** and **City CD-C-M (Conditional District – Commercial – Medium)** zoning districts, as conditioned, would allow land uses that are compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Future Land Use Map of the Western Area Plan designates this location as **Commercial/Mixed Use** in support of the **Campus Village Planning Area**. The requested **City CD-LI (Conditional District – Light Industrial)** and **City CD-C-M (Conditional District – Commercial – Medium)** zoning districts, as conditioned, are generally consistent with this Future Land Use designation.

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.

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.

Connections 2025 Map Policies

Campus Village Planning Area: The location of Guilford Technical Community College (GTCC) Donald W. Cameron Campus in the northeast portion of the study area provides a unique opportunity to leverage the energy and investment that typically surrounds a learning institution with the development potential that will be created with the completion of Interstate 73. This area has the unique locational advantage to become destination of choice- a village of shops, restaurants and services- nestled within the larger community college campus and existing and future residential areas.

The scenic quality of the countryside and the proximity to Reedy Fork Creek and Cabin Creek require a context and resource sensitive development pattern that preserves and enhances the landscape. In order to take advantage of both the economic opportunities and natural advantages of the site considerable attention must be paid to the scale, orientation, location and inter connectedness of development.

Donald W. Cameron Campus Of Guilford Technical Community College (GTCC) - The GTCC campus anchors the northern portion of the site. Programmatically the campus will serve as a logistics and aviation technology center preparing students to enter the workforce generated by the Piedmont Triad International Airport (PTIA) and supporting industries.

If the college sites the main campus buildings along an internal network of streets, the college has an opportunity to evolve both as an institution of learning and a community amenity. Orientation away from NC-68 and towards a village center would create a walkable environment and enhances both the college and commercial experience.

In addition, buffers along Cabin Creek should be enhanced as a linear park system that serves a dual purpose. On the east bank of the creek, the linear park will be an attractive amenity for students, faculty and the general public. Dense vegetation on the west bank will serve as an additional buffer between GTCC and existing residential development located in the eastern side of Cabin Creek.

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.

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.

Western Area Plan

Campus Village (CV) Recommendations:

CV 1: Create a Campus Village by focusing future retail and commercial development on an internal street network at the proposed I-73 interchange with NC 68.

CV 1.1: Initiate Activity Center Overlay District proceedings for the area designated as the Campus Village in the Plan.

CV 2: Establish the desired character of the place.

CV 2.1: Promote a compact form of development in the Campus Village.

CV 2.2: Develop design guidelines that provide a palette of architectural features and landscape materials including plants, walls and fences consistent with the character described in the Plan.

CV 3: Partner with GTCC planners to ensure strong visual and physical linkage to the commercial Campus Village center.

CV 3.1: Partner with representatives from GTCC to review and comment on plans within the Campus Village in order to ensure physical connectivity and linkages between individual developments.

CV 4: Promote a variety of housing options.

CV 4.1: Allow for greater density of housing where utility service and transportation infrastructure support it.

CV 4.2: Support small lot single-family, townhouse and apartment developments as transition from the commercial/mixed-use area and the lower-density single-family to the west.

CV 5: Work with Guilford County Schools to find a high school site in close proximity to the Guilford Technical Community College.

CV 5.1: Site the high school so that ball fields provide an additional buffer between existing residential communities and new development.

CV 5.2: Extend joint use agreements for shared facility and recreational field use by community-at-large and school district.

CV 5.3: Encourage partnership between GTCC and Guilford County School District to establish early college program.

Transportation Recommendations:

- T 1:** Integrate the Western Area Land Use and Infrastructure Plan into the Long Range Transportation Plan.
- T 2:** Conduct a detailed analysis of any additional proposed major roads and road widenings beyond the current construction program.
- T 3:** Enhance the internal network of streets.
- T 4:** Encourage transportation improvements that will respect and support the rural ambiance and character of the Western Area.
- T 5:** Support plans for transit along West Market Street.
- T 6:** Develop and implement ongoing, coordinated regional congestion management and operations processes (including Intelligent Transportation System elements and Transportation Demand Management strategies) to maximize the efficient use of existing and planned infrastructure.
- T 7:** Maintain close coordination with the planning activities of the Piedmont Triad International Airport Authority for the airport and ancillary development.

Gateways & Corridors Recommendations

- GC 1:** Create a southern gateway into the Western Area.
- GC 2:** Enhance the appearance of West Market Street.
- GC 3:** Preserve and enhance the appearance and operation of NC 68 north of Pleasant Ridge Road.

Utilities Recommendations

- U 1:** Support water extension into Service Area C.
- U 2:** Upgrade water pumps due to challenges in peak periods.
- U 3:** Delay sewer service to basin north of West Market Street and west of Pleasant Ridge Road (Service Area C: to preserve rural and agricultural character.
- U 4:** Encourage coordination among neighboring jurisdictions in the timing and provision of infrastructure.
- U 5:** Work closely with Guilford County, High Point and Kernersville to track infrastructure upgrades, existing and proposed distribution lines and available capacities for water and wastewater facilities.

Governance Recommendations

- G 1:** Work closely and cooperatively with the municipalities in and jurisdictions of Guilford and Forsyth Counties so that development can be guided towards areas planned for urban and suburban development and away from areas with valued environmental or rural qualities.
- G 3:** Establish a Western Area Plan community support committee to shepherd the Western Area Plan through the adoption process at both the City and County level.
- G 4:** Continually engage surrounding jurisdictions discussions of growth and development.

Cultural & Historic Resources Recommendations

- CHR 1:** Raise awareness of existing historic and cultural resources and encourage the preservation of such resources that contribute to the character of the area.

CHR 2: Consider creating a Preservation Plan for the Western Area that takes into consideration the important cultural and environmental resources worthy of preservation.

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 73.561 acre subject property is currently vacant. North of the request is undeveloped land, single-family residences, and GTCC Campus zoned County AG, County RS-40, and City PI. East of the request is I-73, zoned County AG. South of the request is vacant land, zoned County AG. West of the request is open space for a residential subdivision and an equestrian related agricultural use, zoned County RPD and County AG.

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are in place, can be economically provided and/or will be proactively extended. The Planning Board recommended approval of the associated annexation request for this property on June 19, 2019.

The adopted Western Area Plan designates this area as Commercial/Mixed Use in support of the Campus Village Planning Area, which promotes development associated with and supportive of this large institutional use. The requested CD-LI and CD-C-M zonings provide job training opportunities and services to the GTCC Campus population.

The request is consistent with the Growth at the Fringe goal to promote sound and sustainable patterns of land use at the City's fringe and the 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.

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-LI (Conditional District – Light Industrial)** and **City CD-C-M (Conditional District – Commercial - Medium** zoning districts.