



**PL(Z) 22-16**  
**City of Greensboro Planning Department**  
**Zoning Staff Report and Plan Amendment Evaluation**

**City Council Hearing Date: May 23, 2022**

**GENERAL INFORMATION**

<b>APPLICANT</b>	City of Greensboro
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County CZ-PDM (Conditional Zoning-Planned Unit Development-Mixed), County AG (Agricultural) and County RS-40 (Residential Single-family) to City C-M (Commercial Medium)
<b>CONDITIONS</b>	None
<b>LOCATION</b>	A portion of Leabourne Road and NC Highway 68
<b>PARCEL ID NUMBER(S)</b>	N/A
<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>14</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	6.64 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	N/A

**SITE DATA**

<b>Existing Use</b>		Road Right of Way
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	City PI (Public and Institution) and County RS-40 (Residential Single-family)	Single-family dwellings and college/university
E	PUD (Planned Unit Development)	Multi-family dwellings

S	County CZ-PD-M (Conditional Zoning Planned Development-Mixed) and County AG (Agricultural) and CD-C-M (Conditional District-Commercial Medium) and C-M (Commercial Medium)	Undeveloped land, convenience store with fuel pumps
W	County AG (Agricultural) and City PI (Public and Institution)	Agricultural land, outdoor recreation, single-family dwellings

**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****Zoning District Summaries**

Zoning District	Existing	Existing
Designation:	<b>County CZ-PDM</b>	<b>County RS-40</b>
Max. Density:	N/A	1 dwelling per acre
Typical Uses	All uses permitted in the PD-M zoning district. Sexually-oriented businesses shall be prohibited. Night club and self-standing bars shall be prohibited. This provision shall not prevent restaurants from operating accessory bars within their establishments.	Typical uses in the County RS-40 district include single family dwellings with a density of less than per 40,000 sq. ft.
Zoning District	Existing	Existing
Designation:	<b>County AG</b>	<b>City C-M</b>
Max. Density:	N/A	N/A
Typical Uses	This zoning district is intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land.	Typical uses in the C-M district may include various retail, restaurant, office and service 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 located in the NC Highway 68 Scenic Corridor. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

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 currently drains to Greensboro Watersupply Watershed WS-III, Upper Reedy Fork Creek

Floodplains     >2000

Streams     N/A

Other:     Site must address Phase 2 requirements, Water Quality and Water Quantity Control must be addressed. Maximum BUA with sewer is 70%, Low Density is 24%. 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. Site is within the PTI 5 statute mile radius. Any proposed water quality device BMP/SCM that holds a normal pool elevation is not allowed unless supporting engineering documentation is provided that clearly explains why a water quality device that holds a normal pool elevation needs to be utilized.

**Utilities (Availability)**

Water is available on Leabourne Road and NC 68N, A sewer outfall is available to the west and southeast of the property. Private developer will need to extend water and sewer to City of Greensboro's Water and Sewer Design Standards.

**Airport Overlay District & Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

There are no Landscaping or Tree Conservation requirements within street rights-of-way.

**Transportation**

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

Site Access:     N/A.

Traffic Counts:     None Available.

Trip Generation:     N/A.

Sidewalks:     N/A.

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 C-M (Commercial - Medium)** zoning district would allow land uses that are compatible with the general character of the area.

#### **GSO 2040 Comprehensive Plan Policies**

The GSO2040 Future Land Use Map designates this location as partially (the portion east of the western edge of pavement of NC Highway 68) as **Residential** and the Future Land Use Map of the Western Area Plan designates this location as partially (the remainder) **Commercial/Mixed Use** in support of the **Campus Village Planning Area**. The proposed **City C-M (Commercial - Medium)** zoning district would allow uses that are generally consistent with those described in the **Residential** and **Commercial / Mixed Use** future land use designations. The GSO2040 Future Built Form map designates subject site as **Urban General**. The Growth Tiers map identifies 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.

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

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

**Strategy 2** – Establish infill development guidelines that ensure revitalized sites will be of high quality and complement existing neighborhood character.

**Goal C** – People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

**Strategy 1** – Employ a problem prevention model to identify causes and solutions to neighborhood problems.

**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.

**Strategy 4** – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

**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.

**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.

**Strategy 3** – Enhance economic resiliency through strong partnerships and a deep reserve of social capital.

**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.

**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.

**Strategy 3** – Improve the city’s housing through effective use of code enforcement and the strategic leveraging of resources.

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

**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 1** – Work with our community partners to provide quality learning from early childhood to higher education through local schools and businesses.

**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 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.

## **GSO2040 and Western Area Plan Map Policies**

### **GSO2040 Future Land Use Map**

**Future Land Uses:** Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area’s predominant character.

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.

### **Western Area Plan Future Land Use Map**

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.

### **Future Built Form Map**

**Place Types:** Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

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 Tiers:** areas outside Greensboro's city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

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.

### ***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 original zoning and development with owners of surrounding properties.

**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 April 4, 2022 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 6.64 acres and currently a roadway. North and west of the request contains single-family dwellings, public and institutional uses, agricultural land, outdoor recreation, and undeveloped land, zoned City PI, County RS-40, and County AG. East of the property is a residential development zoned PUD and south of the request is a convenience store with fuel pumps and undeveloped land, zoned County CZ-PD-M.

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 Western Area Plan notes part of the subject property as Campus Village Planning Area across which includes the location of Guilford Technical Community College.

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 to 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 C-M zoning district would allow all uses permitted in the C-M zoning district except. The proposed zoning request allows uses that are generally consistent with those described in the Residential and Commercial/Mixed Use future land use designations.

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 C-M (Commercial Medium)** zoning district.