



## PL(Z) 22-22

### City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: June 22, 2022

#### GENERAL INFORMATION

APPLICANT	Alamance Presbyterian Church of Greensboro, Inc and City of Greensboro.
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County PI (Public and Institutional), County RS-40 (Residential Single-family), and County AG (Agricultural) to City PI (Public and Institutional)
CONDITIONS	N/A
LOCATION	A portion of 4000 Presbyterian Road and a portion of Presbyterian Road right-of-way
PARCEL ID NUMBER(S)	A portion of 7892086014
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). 51 notices were mailed to those property owners in the mailing area.
TRACT SIZE	24.71 Acres
TOPOGRAPHY	Slopes toward Presbyterian Road.
VEGETATION	Sparsely wooded

#### SITE DATA

##### Existing Use

Religious Assembly Use

##### Adjacent Zoning

##### Adjacent Land Uses

N	County RS-40 (County Residential Single-family-40) and City CD-HI (Conditional District Heavy Industrial)	Single family residential dwellings and new construction and development of warehouse and office
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E	County PI (Public and Institutional)	Church related buildings, parking area and woods
S	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land
W	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land

**Zoning History**

Case #	Effective Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's jurisdiction.

**ZONING DISTRICT STANDARDS****District Summary \***

Zoning District	Existing (County PI)	Existing (County RS-40)
Designation:	N/A	1 dwelling unit per 40,000 sq. ft.
Max. Density:		
Typical Uses	Primarily intended to accommodate mid to large-sized, campus-style development semi-public and institutional controlled by a single entity	Primarily intended to accommodate single-family residential detached dwellings on lots in areas without access to public water and sewer services and minimum lot size is 40,000 square feet

Zoning District	Existing (County AG)	Requested (City PI)
Designation:		N/A
Max. Density	1 dwelling unit per 40,000 sq. ft.	
Typical Uses:	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land	Typical uses in the PI district include place of religious assembly, hospitals and parks

*\*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 in 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 Lake Mackintosh, Watersupply Watershed WS-IV, General Watershed Watershed

Floodplains      Onsite. Refer to the City LDO Chp. 30-12-2 Flood Damage Prevention for requirements. A Floodplain Development Permit is required for any disturbance within the FEMA 1% Annual Chance Flood Hazard Area. An Elevation Certificate is required for any structures within the FEMA 1%.

Streams      Blue Line and Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Blue Line and 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. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Other:      In the General Watershed area, Maximum High Density Development with sewer is 70% BUA, Low Density with sewer is 24% BUA. Site must meet current watershed Phase 2 development requirements, Water Quality and Water Quantity Control must be addressed. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. All new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable.

**Utilities (Availability)**

Water is available on Presbyterian Road. Sewer is available on site and on the east side of Presbyterian Rd. 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****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, a 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 linear feet.

Adjacent to commercial uses or to vacant property: Vehicular Use Area buffer yard (see Parking Lots, 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 24.71 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

**Transportation**

Street Classification: Presbyterian Road – Collector Street.  
Millpoint Road – Collector Street.

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

Traffic Counts: Presbyterian Road AADT = 2,200 (NCDOT, 2019).  
Millpoint Road AADT = 2,300 (NCDOT, 2019).

Trip Generation: N/A.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not exist along the frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: No TIS required per TIS Ordinance.  
(TIS)

Street Connectivity: N/A.

Other: N/A.

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

The proposed **City PI (Public and Institutional)** 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 **Residential**. The requested **City PI (Public and Institutional)** zoning district would allow uses that are generally consistent with those described in the **Residential** future land use designations. When located in areas designated by the Future Land Use Map as Residential, uses other than single family residential and multi-family residential 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. The Future Built Form Map designates this location as **Exurban**; if this original zoning and annexation request is approved, the subject site is considered to be re-designated to the **Urban General** place type. The Growth Tiers Map designates this location as being within **Growth Tier 2**.

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

**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 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.

**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 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.

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

**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 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.

**GSO 2040 Map Policies****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 multi-family 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.

**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.

Exurban Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

**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 2: This is the area where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 6-year horizon.

## **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.

### **Staff Annexation Analysis**

The subject property is currently located in the County. On September 1, 2020 the Planning and 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



stated that infrastructure is in place to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its May 2, 2022 meeting. The subject property is located within the Tier 2 Growth Area on the Growth Strategy map in the Comprehensive Plan. Since this property can be served by City utility providers, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

### **Staff Original Zoning Analysis**

The subject property is approximately 24.71 acres and contains a portion of 4000 Presbyterian Road and a portion of Presbyterian Road right-of-way. North of the subject property contains single family residential dwellings, zoned County RS-40, and a new warehouse and office under construction on a property zoned City CD-HI. East of the subject property contains church buildings and church parking, zoned County PI. South and west of the subject property contain single family residential dwellings and undeveloped land, zoned County RS-40.

The proposed original zoning request supports the Comprehensive Plan's Filling in our Framework to Framework goal to arrange land uses for a more vibrant and livable Greensboro and to attract world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

The GSO 2040 Comprehensive Plan's Future Land Use Map designates the majority of the property as Residential which includes both single-and multi-family 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.

The Comprehensive Plan's Future Built Form Map currently designates this property as Exurban which includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context. If this original zoning and annexation request is approved, the subject site is considered to be designated to the Urban General place type. 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.
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.

The proposed City PI zoning district would permit places of religious assembly, hospitals and parks. This zoning district is intended to accommodate mid to large-sized, campus-style development semi-public and institutional controlled by a single entity. The uses permitted in the proposed City PI zoning district are compatible with existing residential and religious assembly uses located on adjacent tracts.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040) and is generally compatible with the existing development and trend in the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **City PI (Public and Institution)** zoning district.