



# PL(Z) 22-11

City of Greensboro Planning Department  
Zoning Staff Report

City Council Hearing Date: May 23, 2022

## GENERAL INFORMATION

<b>APPLICANT</b>	Chris Gorham for Goodwill Industries of Central North Carolina, Inc.
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County LB (Limited Business) and County CZ-HB (Conditional Zoning – Highway Business) to City CD-C-M (Conditional District – Commercial - Medium)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Permitted uses include all uses in the C-M zoning district except: Cemeteries; Wireless Telecommunication Facilities; Clubs and Lodges; Shooting Ranges; Amusement and Water Parks and Fairgrounds; Campgrounds and Recreational Vehicle Parks; Hotels and Motels; Tourist Home (Bed and Breakfast); Eating and Drinking Establishments without drive-through facilities; Eating and Drinking Establishments with drive-through facilities; Bars, Nightclubs, and Brewpubs; Funeral Homes and Crematoriums; Taxi Dispatch Terminals; Taxidermists; Retail Sales and Service with drive-through facilities; Advertising Services, Outdoor; Convenience Store with fuel pumps; Sexually Oriented Businesses; All vehicle sales and service; Caretaker Dwellings (Accessory Use); Junked Motor Vehicles (Accessory Use); Satellite Dishes/TV and Radio Antennae Towers (Accessory Use); and Land Clearing and Inert Debris Landfills, Minor (Temporary Use).</li></ol>
<b>LOCATION</b>	5835 West Gate City Boulevard
<b>PARCEL ID NUMBER(S)</b>	7832339812
<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). **36** notices were mailed to those property owners in the mailing area.

**TRACT SIZE** 6.635 Acres  
**TOPOGRAPHY** Slopes to the rear of the property.  
**VEGETATION** Mostly wooded

**SITE DATA**

<b>Existing Use</b>		Undeveloped land
<b>Adjacent Zoning</b>		<b>Adjacent Land Uses</b>
N	County CZ-HB (Conditional Zoning – Highway Business) and County LB (Limited Business)	Restaurant and undeveloped land
E	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land
S	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land
W	Jamestown CIV (Civic) and Jamestown IND (Industrial)	Cemetery and shopping center

**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 Designation:	Existing (County LB)	Existing (County CZ-HB)	Requested (City CD-C-M)
Max. Density:	N/A	N/A	N/A
Typical Uses	Primarily intended to accommodate moderate intensity shopping and services convenient to nearby residential uses and typically located at intersections of collectors or thoroughfares.	Primarily intended to accommodate auto-oriented retail service and other commercial uses typically located along major thoroughfares with high visibility from the roadway, characterized by	Permitted uses include all uses in the C-M zoning district except: Cemeteries; Wireless Telecommunication Facilities; Clubs and Lodges; Shooting Ranges; Amusement and Water Parks and Fairgrounds; Campgrounds and Recreational Vehicle Parks; Hotels and Motels; Tourist Home (Bed and Breakfast); Eating and Drinking

large parking lots in front of structures, anchor tenants, and outparcels.

Establishments without drive-through facilities; Eating and Drinking Establishments with drive-through facilities; Bars, Nightclubs, and Brewpubs; Funeral Homes and Crematoriums; Taxi Dispatch Terminals; Taxidermists; Retail Sales and Service with drive-through facilities; Advertising Services, Outdoor; Convenience Store with fuel pumps; Sexually Oriented Businesses; All vehicle sales and service; Caretaker Dwellings (Accessory Use); Junked Motor Vehicles (Accessory Use); Satellite Dishes/TV and Radio Antennae Towers (Accessory Use); and Land Clearing and Inert Debris Landfills, Minor (Temporary Use).

*\*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 Lower Randleman Lake, WS-IV, Watersupply Watershed, Hickory Creek sub-basin

- Floodplains     N/A
- Streams        Possible stream onsite must be identified. If stream is Intermittent, then a 50ft stream buffer measured from top of bank on each is required. If stream is Perennial, then a 100ft stream buffer measured from top of bank on each side will be required.
- Other:         All new BUA must be treated by a State approved water quality device. Water Quantity Control must also be addressed. Maximum High Density development with sewer is 50% BUA, Low Density with sewer is 12% BUA.

**Utilities (Availability)**

Water is available in front of property on W Gate City Blvd. Sewer is available to the east of the property at 5823zz. 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 6.635 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

**Transportation**

- Street Classification: West Gate City Boulevard – Major Thoroughfare.  
Queen Alice Road – Local Street.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: West Gate City Boulevard AADT = 16,000 (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 exist along the frontage of this property.
- Transit in Vicinity: Yes, GTA Route 11 (Gate City Boulevard) is adjacent to subject site, along West Gate City Boulevard.
- 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 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 **Commercial (approximately the northwestern three-quarters)** and **Residential (remainder)**. The requested **City CD-C-M (Conditional District – Commercial – Medium)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Commercial** and **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 **Urban General**, and as being within an **Urban Mixed Use Corridor**. The Growth Tiers Map designates this location 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 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.

**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 A** – Greensboro is a thriving, dynamic and livable city that people love to visit and call home.

**Strategy 3** – Comprehensively delineate and create land-use plans for the areas around significant gateways that define key entrances to the city, and continue to build a program that creates design elements that clearly indicate to visitors that they have arrived in Greensboro.

**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 2** – Build neighborhood association capacity to work collaboratively, assess conditions, and effect change.

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

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

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

**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.

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.

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.

**Activity Centers:** Ranging in size from a corner business at the intersection of two collector roads to regional shopping centers, activity centers attract people and are often the focus of community, civic, and social or commercial activity. Location, accessibility, size, and the extent and diversity of activities within an activity center influence the nature of economic development opportunities, potential impacts on nearby uses, and the way in which it is enjoyed by the community.

Neighborhood and District Scaled Activity Centers should reflect these characteristics:

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb “bump-out” extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

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

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

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

### **Growth Tiers Map**

**Growth 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.

### **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 and with representatives of the Sedgefield neighborhood (the boundaries of which, as identified by said neighborhood, the subject site is located within).

### **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 April 4, 2022 meeting. The subject property is located within the Tier 1 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 6.635 acres and is currently undeveloped land. North of the subject property contains a restaurant and undeveloped land, zoned County CZ-HB and County LB. East and south of the subject property contains single-family dwellings and undeveloped land, zoned County RS-40. West of the subject property contains a cemetery and shopping center, zoned Jamestown CIV (Civic) and Jamestown IND (Industrial).

The proposed original zoning request supports the Comprehensive Plan’s Growing Economic Competitiveness Big Idea to build a prosperous, resilient economy that creates equitable opportunities to succeed and the Comprehensive Plan’s Prioritizing Sustainability Goal to build economic resilience, expanding the local economy’s ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

The GSO 2040 Comprehensive Plan’s Future Land Use Map designates the majority of the property as Commercial. The Commercial designation 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.

The GSO 2040 Comprehensive Plan’s Future Land Use Map designates a small portion of the property of the property as 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 on page 69, 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 and as being located within an Urban Mixed Use Corridor. 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.
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.

Properties located within the Urban (Mixed-Use) Corridors should reflect these additional characteristics:

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

The proposed CD-C-M zoning district would permit a variety of commercial, retail, office and service uses. The uses permitted in the proposed CD-C-M zoning district are compatible with existing commercial and civic 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 **CD-C-M (Conditional District – Commercial - Medium)** zoning district.