



PL(Z) 22-28

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: July 19, 2022

GENERAL INFORMATION

APPLICANT	Marc Isaacson for Mavis Tire Supply, LLC on behalf of ZAS Ventures, LLC.
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County RS-40 (Residential Single-family) to City CD-C-M (Conditional District - Commercial Medium)
CONDITIONS	1. Permitted uses shall include all uses allowed in the C-M zoning district except for Land Clearing and Inert Debris Landfills, Minor (temporary use).
LOCATION	5701 West Gate City Boulevard
PARCEL ID NUMBER(S)	7832554706
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). 47 notices were mailed to those property owners in the mailing area.
TRACT SIZE	1.591 Acres
TOPOGRAPHY	Flat
VEGETATION	Completely Wooded

SITE DATA

Existing Use	Undeveloped land
Adjacent Zoning	Adjacent Land Uses
N City C-H (Commercial – High) and County RS-20 (Residential Single-family)	Shopping center and single-family dwellings

E	County RS-20 (Residential Single-family)	Single-family dwellings
S	County CZ-MXU (County Conditional Zoning – Mixed Use) and City CD-O (Conditional District – Office)	Bank
W	City C-H (Commercial – High)	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	Existing	Requested
Designation:	(County RS-40)	(City CD-C-M)
Max. Density:	1 unit per acre	N/A
Typical Uses	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.	Permitted uses shall include all uses allowed in the C-M zoning district except for 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 N/A

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 and sewer are available in front of property on W Gate City Blvd. 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 1.59 acres, 5% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: West Gate City Boulevard – Major Thoroughfare.
Anson Road – Collector Street.

Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	West Gate City Boulevard AADT = 17,000 (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: (TIS)	No TIS required per TIS Ordinance.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

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

GSO 2040 Comprehensive Plan Policies

The GSO 2040 Future Land Use Map designates this location as **Commercial**. 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** future land use designation. The Future Built Form Map designates this location as **Urban General**, and as being within an **Urban Mixed Use Corridor** and within a **Reinvestment 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.

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.

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.

Reinvestment Corridors reflect these additional characteristics:

1. Consistency with adopted corridor plans.
2. Uses that support or provide access to employment are prioritized.
3. Existing buildings are adapted for reuse.
4. Neighborhood support services are accommodated.
5. Specific deficiencies, such as lack of access to healthy food, health services, and social services are eliminated.
6. Barriers to reinvestment are reduced.
7. Displacement is avoided for creative and activity-producing uses such as artist studios, work/live spaces, and galleries.

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 June 6, 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 1.591 acres and is currently undeveloped. North of the subject property contains a shopping center and single-family dwellings, zoned City C-H and County RS-20. East of the subject property contains single-family dwellings, zoned County RS-20. South of the subject property contains a bank, zoned County CZ-MXU and City CD-O. West of the subject property contains a shopping center, zoned City C-H.

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 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 Comprehensive Plan's Future Built Form Map currently designates this property as Urban General and as being within an Urban Mixed Use Corridor and within a Reinvestment 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.
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Reinvestment Corridors reflect these additional characteristics:

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3. Existing buildings are adapted for reuse.
4. Neighborhood support services are accommodated.
5. Specific deficiencies, such as lack of access to healthy food, health services, and social services are eliminated.
6. Barriers to reinvestment are reduced.
7. Displacement is avoided for creative and activity-producing uses such as artist studios, work/live spaces, and galleries.

The proposed CD-C-M zoning district, as conditioned, 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.