



PLZ-22-46

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

City Council Hearing Date: November 15, 2022

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for CCC Development Partners, LLC
HEARING TYPE	Rezoning Request
REQUEST	BP (Business Park) to CD-LI (Conditional District – Light Industrial)
CONDITIONS	1. All uses permitted in the LI zoning district, except the following: <ul style="list-style-type: none">a. Cemeteries;b. Shooting Ranges;c. Funeral Homes and Crematoriums;d. Recycling Processing Centers; ande. Land Clearing and Inert Debris Landfills, Minor (Temporary Use)
LOCATION	A portion of 5440 Millstream Road
PARCEL ID NUMBER(S)	8803798667
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). 19 notices were mailed to those property owners in the mailing area.
TRACT SIZE	29.364 acres
TOPOGRAPHY	Undulating
VEGETATION	Mostly Wooded

SITE DATA

Existing Use	Undeveloped land	
	Adjacent Zoning	Adjacent Land Uses
N	BP (Business Park)	Office, industrial and research uses
E	County CP (Corporate Park)	Undeveloped
S	County CP (Corporate Park) and County AG (Agricultural)	Agricultural and undeveloped land

W BP (Business Park)

Office, industrial and research uses

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is currently zoned BP (Business Park). This has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, these properties were zoned CP (Corporate Park).

ZONING DISTRICT STANDARDS**District Summary ***

Zoning District	Existing	Requested
Designation:	(BP)	(CD-LI)
Max. Density:	N/A	N/A
Typical Uses:	Typical uses in the BP district include office, warehousing and assembly uses.	Permitted uses shall include all uses allowed in the Light Industrial (LI) District, except for the following: <ol style="list-style-type: none"> Cemeteries; Shooting Ranges; Funeral Homes and Crematoriums; Recycling Process Centers; 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 within 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, Little Alamance Creek sub-basin

Floodplains	FEMA 1% & 0.2% Annual Chance Flood Hazard Area is onsite. Any disturbance within the FEMA 1% ACFHA requires a Floodplain Development Permit.
Streams	Blue Line and possible Non-Blue Line streams onsite must be identified. If stream is either Intermittent or Perennial, feature will have a 50ft stream buffer measure from top of bank on each side.
Other:	In the General Watershed area, Maximum High Density Development with sewer is 70% BUA, Low Density with sewer is 24% BUA. 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 and sewer is available on site. Private developer will need to extend water and sewer to City of Greensboro's 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 Office or Commercial uses: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees and 17 shrubs per 100 l.f.

Parking Lots:

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

Tree Conservation:

For 29.364 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Millstream Road – Collector Street.
Mt. Hope Church Road – Major Thoroughfare.

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

Traffic Counts: Millstream Road AADT = 3,800 (NCDOT, 2019).
Mt. Hope Church Road AADT = 3,400 (NCDOT, 2019).

Trip Generation:	24 Hour = 2,281, AM Peak Hour = 231, PM Peak Hour = 171.
Sidewalks:	Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not currently exist along the frontage of this property.
Transit in Vicinity:	No.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the <u>draft</u> TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-LI (Conditional District – Light Industrial)** 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 **Industrial**. The requested **CD-LI (Conditional District – Light Industrial)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Industrial** Future Land Use designation. The GSO 2040 Future Built Form Map designates this location as **Planned Industrial District**.

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 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. Focus strategic public investment in adjacent community services, facilities, and infrastructure to attract maximum private investment. Reinforce economic development initiatives by coordinating them with federal and state funding directed to the revitalization of existing neighborhoods.

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

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 including measures to protect critical community assets, manage floodplains, reduce property loss, ensure business continuity, and improve public safety.

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. Use the Growth Tier Map and policies to evaluate infrastructure investments when making capital investments and land use decisions. Furthermore, design resilient infrastructure systems able to withstand and quickly recover from natural disasters and other emergencies.

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.

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.

Strategy 2 – Ensure that the appropriate sites in the developed, central areas of Greensboro 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.

Industrial: includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

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.

Planned Industrial Districts should reflect these characteristics:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.

6. Adaptive reuse of older industrial and commercial property is encouraged.
7. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

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 rezoning and development with owners of surrounding properties.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Economic Development Impact Zone 2 (local).

Staff Analysis

The subject property is approximately 29.364 acres and is currently undeveloped. North and west of the subject property contains office, industrial and research uses, zoned BP. East of the subject property is undeveloped and south of the subject property has warehouse and distribution and undeveloped land, zoned County CP and County AG.

The proposed rezoning request supports the Comprehensive Plan's Growing Economic Competitiveness Big Idea to build a prosperous, resilient economy that creates equitable opportunities to succeed.

The GSO 2040 Comprehensive Plan designates this property as Industrial. The Industrial designation includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

The Comprehensive Plan's Future Built Form Map currently designates this property as Planned Industrial District, which should reflect these characteristics:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.
6. Adaptive reuse of older industrial and commercial property is encouraged.
7. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

The proposed CD-LI zoning district allows a variety of warehouse, industrial, distribution and office uses that are generally consistent with surrounding uses on adjacent or nearby properties. Rezoning to CD-LI will provide additional development flexibility for this property while not negatively impact the existing large corporate research and manufacturing campus to the north and west of the subject property.

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-LI (Conditional District – Light Industrial)**.

DRAFT**Transportation Impact Analysis****Millstream Industrial Site****Prepared for Blue Ridge Companies****July 15, 2022****Executive Summary**

The proposed development is located on the west side of AT&T Drive between Millstream Road and Mt. Hope Church Road in McLeansville, NC. This transportation impact analysis (TIA) considers up to 580,000 square feet of light industrial space adjacent to Mt. Hope Church Road, AT&T Drive, and Millstream Road. This development proposes to utilize four (4) access points: three (3) on AT&T Drive and one (1) on Millstream Road. The study assumed this development will be completed in 2024. Per the Greensboro Department of Transportation (GDOT) guidelines, a study year of 2025 (build out plus one year) was used for analysis purposes.

Trip Generation

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 11th Edition), this development has a trip generation potential of 2,281 daily trips, with 231 trips in the AM peak hour and 171 trips in the PM peak hour.

Capacity Analysis and Recommendations

This analysis has been conducted based on the NCDOT and GDOT guidelines and has identified the potential traffic impacts of this development. Overall, the analysis indicates LOS D or better can be expected at the study intersections during the future build conditions. To provide safe entry for the site traffic at the intersection of Mt. Hope Church Road at AT&T Drive, an eastbound left turn on Mt. Hope Church Road is recommended. Per the NCDOT and GDOT criteria, turn lanes are not warranted at all site accesses.

Based on the proposed driveway locations for Site Accesses 2 and 3 on AT&T Drive, further examination of the sight distance will be needed. Potential mitigation measures include: (1) relocating the driveways to ensure better visibility and (2) trimming/cutting foliage along the line of sight to improve visibility. These options should be explored further during the design phase of the project as further coordination with NCDOT and GDOT will be needed to determine the most appropriate mitigation measure. These site accesses should be designed in accordance with NCDOT and GDOT standards as applicable. Exhibit A summarizes and illustrates the recommended improvements.

Conclusion

In conclusion, this analysis has been conducted based on NCDOT and GDOT guidelines and has determined the potential traffic impacts of this development. With the recommended improvements in place, the impacts of the proposed development can be accommodated.

