



## **PL(Z) 22-20**

### **City of Greensboro Planning Department Zoning Staff Report**

**City Council Hearing Date: June 21, 2022**

#### **GENERAL INFORMATION**

<b>APPLICANT</b>	Mercy Hill Church
<b>HEARING TYPE</b>	Annexation, Original Zoning, and Rezoning Request
<b>REQUEST</b>	County AG-SP (Agricultural with a Special Use Permit), County RS-40-SP, and City AG (Agricultural) to CD-PI (Conditional District – Public and Institutional)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Permitted uses include all uses allowed in the PI zoning district except; Fraternities and Sororities, Correctional Institutions, Passenger Terminals, Shooting Ranges, Archery, Skeet, Commercial Parking Lots, Junked Motor Vehicles, Recycling Collection Points, Satellite Dishes/TV and Radio Antennae Towers, Carnivals and Fairs, Christmas Tree Sales, Trade Shows.</li></ol>
<b>LOCATION</b>	1317 Pleasant Ridge Road
<b>PARCEL ID NUMBER(S)</b>	7816540716
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>29</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	Original Zoning - 19.41 acres Rezoning – 3.7 acres Total – 23.11 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mix of wooded land and cleared land
<b><u>SITE DATA</u></b>	
Existing Use	Former Golf Academy

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County RS-40 (Residential Single-family)	Undeveloped land
E	City BP (Business Park), City R-3 (Residential Single-family - 3), City LI (light Industrial), City AG (Agricultural), and County AG-SP (Agricultural with a special use permit)	Undeveloped land, NC Highway 68, and I-73
S	City BP (Business Park)	Undeveloped land and single-family dwellings
W	County RS-40 (Residential Single-family) and City R-3 (Residential Single-family-3)	Single-family dwellings and undeveloped land

**Zoning History**

Case #	Date	Request Summary
CD5016	July 28, 2017	3.7 acres of the subject property are currently zoned City AG (Agricultural). This has been the zoning on the property since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned City AG (Agricultural).
N/A	N/A	19.41 acres of the subject property is not currently located in the City's jurisdiction.

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

Zoning District Designation:	Existing <b>County AG-SP</b>	Existing <b>County RS-40-SP</b>
Max. Density:	N/A	N/A
Typical Uses	Uses limited to a Golf Teaching Complex	Uses limited to a Golf Teaching Complex
Zoning District Designation:	Existing <b>City AG</b>	Requested <b>City CD-PI</b>
Max. Density:	N/A	N/A
Typical Uses	This zoning district is primarily intended to accommodate uses of an agricultural nature including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land.	Permitted uses include all uses allowed in the PI zoning district except; Fraternities and Sororities, Correctional Institutions, Passenger Terminals, Shooting Ranges, Archery, Skeet, Commercial Parking Lots, Junked Motor Vehicles, Recycling Collection Points, Satellite Dishes/TV and Radio Antennae Towers, Carnivals and Fairs, Christmas Tree Sales, Trade Shows.

*\*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 located in the NC Highway 68 Scenic Corridor overlay district. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

### **Environmental/Soils**

Water Supply Watershed      Site drains to Greensboro Watersupply Watershed WS-III, Upper Reedy Fork Creek

Floodplains      N/A

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 50 ft 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 crossings.

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 requirements for Water Quality and Water Quantity Control if any new development is proposed. Site is within the PTI 5 statute mile radius. Any proposed water quality device BMP/SCM that holds a normal pool elevation is not allowed unless supporting engineering documentation is provided that clearly explains why a water quality device that holds a normal pool elevation needs to be utilized.

### **Utilities (Availability)**

Water is available on Pleasant Ridge Road and sewer is available on south of the property on 1302 Pleasant Ridge Rd. A private pump station may be needed. Sewer is also available to the north of the property on an outfall at 1679 Greenbourne Dr. 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:

For Multi-family residential uses adjacent to Single-Family residential uses, Office uses, 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.

For Commercial uses adjacent to Light-Industrial uses: Type C buffer yard.

For Public, Civil & Commercial uses adjacent to Single-Family residential uses: 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.

For Multi-family residential adjacent to other Multi-family residential uses, or to vacant lots: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

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

### Transportation

Street Classification: Pleasant Ridge Road – Major Thoroughfare.  
Brigham Road – Collector Street.

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

Traffic Counts: Pleasant Ridge Road AADT = 9,500 (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 currently 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 **CD-PI (Conditional District – Public and Institutional)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

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

The Future Land Use Map of the Western Area Plan designates this location as **Mixed Residential** in support of the **Campus Village Planning Area**. The requested **CD-PI (Conditional District – Public and Institutional)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Mixed Residential** future land use designation. The GSO 2040 Future Built Form Map designates this location as **Urban General**. The Growth Tiers Map designates the portion of the site to be annexed 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.

**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 E** – Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

**Strategy 1** – Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

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

**Goal C** – Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.

**Strategy 1** – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.

## **GSO 2040 and Western Area Plan Map Policies**

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

**Village Center:** Located at the future intersection of Interstate 73 and NC 68, directly south of the GTCC Campus, the village center will have superior access and visibility from two major thoroughfares. Given its location, the village center will serve both as a gateway into the Western Area and as a retail, restaurant and shopping destination for local residents and the greater regional community. As noted in the Market Analysis, “net growth of retail square footage between 2010 and 2030 is estimated at approximately 67,000 square feet.” Some of this square footage will be absorbed in the Campus Village Center by developing a

supermarket and a variety of other service-oriented uses including restaurants, a pharmacy and small-scale retail.

By orienting small-scale, mixed-use development along an internal network of streets, instead of along NC 68, the village center will provide a meeting place for the community and a walkable, pedestrian-friendly shopping destination. Traditional strip developments, the type found in “anywhere USA”, lack identity and often result in single-destination trips. Alternatively, a destination with a mixture of uses, including restaurants, retail and limited office creates a place where people want to visit and linger.

**Residential:** As noted in the Market Analysis, the Western Area will continue to be a location of choice for new residents. Shifts in tenure and buyer preferences over time indicate a need to diversify housing options in the area to include a mixture of single family detached, single-family attached and multifamily units. As enrollment at GTCC grows there will be a need for student housing in close proximity to the campus. The design of the housing should be compatible with existing residential neighborhoods and be of appropriate density and scale for the area.

### **GSO2040 Future Built Form Map**

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

Urban General should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

### **Growth Tiers Map**

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

Growth Tier 1: This is the area where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued

annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Sustainability Action Plan***

##### **Element 1) Transportation and Land Use:**

**Policy 1)** Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

##### **Element 2) Green Jobs and Buildings:**

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

##### **Element 3) Waste Reduction and Recycling:**

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

##### **Element 6) Education and Outreach:**

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

### ***Western Area Plan***

#### **Campus Village (CV) Recommendations:**

**CV 1:** Create a Campus Village by focusing future retail and commercial development on an internal street network at the proposed I-73 interchange with NC 68.

**CV 1.1:** Initiate Activity Center Overlay District proceedings for the area designated as the Campus Village in the Plan.

**CV 2:** Establish the desired character of the place.

**CV 2.1:** Promote a compact form of development in the Campus Village.

**CV 2.2:** Develop design guidelines that provide a palette of architectural features and landscape materials including plants, walls and fences consistent with the character described in the Plan.

**CV 3:** Partner with GTCC planners to ensure strong visual and physical linkage to the commercial Campus Village center.

**CV 3.1:** Partner with representatives from GTCC to review and comment on plans within the Campus Village in order to ensure physical connectivity and linkages between individual developments.

**CV 4:** Promote a variety of housing options.

**CV 4.1:** Allow for greater density of housing where utility service and transportation infrastructure support it.

**CV 4.2:** Support small lot single-family, townhouse and apartment developments as transition from the commercial/mixed-use area and the lower-density single-family to the west.



**CV 5:** Work with Guilford County Schools to find a high school site in close proximity to the Guilford Technical Community College.

**CV 5.1:** Site the high school so that ball fields provide an additional buffer between existing residential communities and new development.

**CV 5.2:** Extend joint use agreements for shared facility and recreational field use by community-at-large and school district.

**CV 5.3:** Encourage partnership between GTCC and Guilford County School District to establish early college program.

#### **Transportation Recommendations:**

**T 1:** Integrate the Western Area Land Use and Infrastructure Plan into the Long Range Transportation Plan.

**T 2:** Conduct a detailed analysis of any additional proposed major roads and road widenings beyond the current construction program.

**T 3:** Enhance the internal network of streets.

**T 4:** Encourage transportation improvements that will respect and support the rural ambiance and character of the Western Area.

**T 5:** Support plans for transit along West Market Street.

**T 6:** Develop and implement ongoing, coordinated regional congestion management and operations processes (including Intelligent Transportation System elements and Transportation Demand Management strategies) to maximize the efficient use of existing and planned infrastructure.

**T 7:** Maintain close coordination with the planning activities of the Piedmont Triad International Airport Authority for the airport and ancillary development.

#### **Gateways & Corridors Recommendations**

**GC 1:** Create a southern gateway into the Western Area.

**GC 2:** Enhance the appearance of West Market Street.

**GC 3:** Preserve and enhance the appearance and operation of NC 68 north of Pleasant Ridge Road.

#### **Utilities Recommendations**

**U 1:** Support water extension into Service Area C.

**U 2:** Upgrade water pumps due to challenges in peak periods.

**U 3:** Delay sewer service to basin north of West Market Street and west of Pleasant Ridge Road (Service Area C: to preserve rural and agricultural character).

**U 4:** Encourage coordination among neighboring jurisdictions in the timing and provision of infrastructure.

**U 5:** Work closely with Guilford County, High Point and Kernersville to track infrastructure upgrades, existing and proposed distribution lines and available capacities for water and wastewater facilities.

#### **Governance Recommendations**

**G 1:** Work closely and cooperatively with the municipalities in and jurisdictions of Guilford and Forsyth Counties so that development can be guided towards areas planned for urban and suburban development and away from areas with valued environmental or rural qualities.

**G 3:** Establish a Western Area Plan community support committee to shepherd the Western Area Plan through the adoption process at both the City and County level.

**G 4:** Continually engage surrounding jurisdictions discussions of growth and development.

**Cultural & Historic Resources Recommendations**

**CHR 1:** Raise awareness of existing historic and cultural resources and encourage the preservation of such resources that contribute to the character of the area.

**CHR 2:** Consider creating a Preservation Plan for the Western Area that takes into consideration the important cultural and environmental resources worthy of preservation.

**Other Plans**

N/A

**STAFF ANALYSIS AND RECOMMENDATION****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 has stated that infrastructure is in place or will be 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. This property is located within the Growth Tier 1 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.

**Community Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties.

**Staff Original Zoning Analysis**

The subject property is approximately 19.41 acres with a former golf course and golf academy. North of the subject property is undeveloped, zoned County RS-40. East of the subject property is undeveloped and also rights of way for NC 68 and I-73, zoned County AG-SP and City AG, BP, LI and R-3. South and west of the subject property are single-family dwellings and undeveloped land zoned County RS-40 and City BP and R-3.

The adopted Western Area Plan Future Land Use Map designates this property as **Mixed Residential** in support of the **Campus Village Planning Area**. Located at the future intersection of Interstate 73 and NC 68, directly south of the GTCC Campus, the village center will have superior access and visibility from two major thoroughfares. Given its location, the village center will serve both as a gateway into the Western Area and as a retail, restaurant and shopping destination for local residents and the greater regional community. As noted in the Market Analysis, "net growth of retail square footage between 2010 and 2030 is estimated at approximately 67,000 square feet." Some of this square footage will be absorbed in the Campus Village Center by developing a supermarket and a variety of other service-oriented uses including restaurants, a pharmacy and small-scale retail.

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This property is designated Urban General on the Future Built Form Map of the Comprehensive Plan. Applicable characteristics of the Urban General classification include 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.
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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 CD-PI zoning district is intended to allow a place of religious assembly and associated uses and includes use limitations to limit impacts on surrounding areas. Places of Religious Assembly are allowed in all zoning districts and can be compatible with both nearby residential and nonresidential uses.

The proposed request supports the GSO 2020 Big Idea of Filling in our Framework to arrange our land uses for where we live, work, attend school, shop to create more vibrant and livable Greensboro. It also supports the Creating Great Places goal of creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro with the goal of enhancing a citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

### **Staff Recommendation**

Staff recommends **approval** of the requested **CD-PI (Conditional District – Public and Institutional)** zoning district.