



PL(Z)23-07

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

City Council Hearing Date: March 21, 2023

GENERAL INFORMATION

APPLICANT	James Alex Hale for John Castro of Black Cobra Building Supplies, LLC (formerly CF&T Construction, LLC)
HEARING TYPE	Annexation and Original Zoning
REQUEST	County AG (Agricultural) to City LI (Light Industrial)
CONDITIONS	N/A
LOCATION	9064 West Market Street
PARCEL ID NUMBER(S)	7805396159
PUBLIC NOTIFICATION	The notification area for this public hearing was 750 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). 15 notices were mailed to those property owners in the mailing area.
TRACT SIZE	4.07 Acres
TOPOGRAPHY	Slopes toward the rear of the property
VEGETATION	Heavily vegetated

SITE DATA

Existing Use Single-family dwelling

	Adjacent Zoning	Adjacent Land Uses
N	County AG (Agricultural)	Undeveloped land
E	County AG (Agricultural)	Undeveloped land
S	City LI (Light Industrial)	Industrial use
W	City PI (Public and Institutional)	Educational Use

Zoning History

Case #	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 AG)	(City LI)
Max. Density:	1.1 units per acre	N/A
Typical Uses	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land.	Typical uses in the LI district may include limited manufacturing, wholesaling, warehousing and distribution uses.

**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 Greensboro Watersupply Watershed, WS-III, Upper Reedy Fork Creek sub-basin

Floodplains N/A

Streams Possible Non-Blue Line stream is onsite and 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: Site must address current watershed requirements for Water Quality and Water Quantity Control. Maximum BUA per watershed is 70%BUA with sewer and Low Density is 24% BUA with sewer. 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. Site has already been TRC approved. Site is within the PTI 5 statute mile radius and therefore no BMP/SCM that holds a normal pool elevation can be utilized without engineering documentation.

Utilities (Availability)

Water is available on W Market Street. Sewer is available 17,000+/- northwest of the property. 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:****Buffer Yards:**

Adjacent to Single-Family residential uses: Type A buffer yard with an average width of 45', a minimum width of 35', and a planting rate of 2 canopy trees, 10 understory trees, and 33 shrubs per 100 linear feet.

Adjacent to Educational 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.

Adjacent to vacant property or light industrial uses: 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 4.07 acres, 5% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: West Market Street – Major Thoroughfare.
Sandy Ridge Road – Major Thoroughfare.

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

Traffic Counts:	West Market Street AADT = 12,500 (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 currently exist along a portion of the frontage of this property.
Transit in Vicinity:	No.
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 LI (Light Industrial)** zoning district would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The Western Area Plan Future Land Use Map designates this location as **Employment Area**. The requested **City LI (Light Industrial)** zoning district would allow uses that are generally consistent with those described in the **Employment Area** Future Land Use designation. The **GSO2040** Future Built Form Map designates this location as **Urban General**. The Growth Tiers Map identifies the subject site as being located within **Growth Tier 1**.

GSO2040 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.

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. 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.

Goal F – Greensboro attracts and retains a diverse pool of talented individuals, especially young adults, who have a wide variety of skill sets.

Strategy 1 – Market professional development opportunities to young professionals, skilled and unskilled tradespeople, artisans, and craftspeople.

GSO2040 Map Policies

Western Area Plan Future Land Use Map

Employment Area: A significant portion of the Western Area is designated as an area for employment uses. The majority of the demand for industrial and office land projected in the Market Analysis will be absorbed in the footprint of the Employment Area.

While the Western Area is a preferred residential destination it is also an employer's location of choice due to the existing and planned highway infrastructure, rail and air access and proximity to a large skilled workforce. Preservation and preparation of lands contiguous to existing industrial is critical to ensuring that the Western Area continues to grow as an employment center. In addition, quality-of-life factors, such as walkability and access to amenities, are increasingly important to employer location decisions. While the Western Area has great access and infrastructure, additional improvements are needed to ensure continued employment growth in the area.

The employment area will grow through a combination of expansion of existing businesses, redevelopment, infill and new development projects. As noted in the Market Analysis, there will be significant demand for land for both office and industrial use over the next twenty years. While some of the 767,000 square feet of office demanded in the area will be met by development within the West Market Village Center and to a lesser extent the Campus Village Center, the majority will occur in the main employment areas noted on the plan. The type of office uses projected for the area include strong growth in the services, retail trade and F.I.R.E. (financial, insurance and real estate) sectors.

Industrial forecasts suggests that there will be demand for nearly two million square feet of industrial space through 2030. Growth in the construction and information technology industries will drive most of this demand.

The Western Area is also a prime location for employers to look for assemblages of land to accommodate a large footprint facility. Similar to the FedEx Ground Facility in the neighboring Triad Business Park, the Western Area has the potential to attract an employer of similar size if contiguous industrial lands are preserved for future employment use. Ensuring a “drop-in” ready site is available in the Western Area will significantly contribute to the economic vitality of the area.

In order to accommodate this growth a strong network of streets are needed to promote connectivity internal and external to the area. Consideration of future connections and improvements, such as the Pegg-Thatcher connector and extension of Bryan Boulevard will be reviewed to determine their feasibility and benefits to the suggested future land use pattern. Future streets employ a context sensitive design to ensure the roads meet safety, mobility and aesthetic requirements.

Pedestrian infrastructure such as sidewalks and crosswalks create places where employees can exercise on breaks or walk to the West Market Street Village for lunch. Street lighting and wayfinding systems provide additional safety and convenience for both day and night shift employees.

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

Employment Area (EA) Recommendations

Recommendation EA 1: Preserve and market sites for economic development within the Employment Area.

Recommendation EA 2: Market the Western Area as logistics hub.

Recommendation EA 3: Support efforts to attract aviation-related industry.

Recommendation EA 4: Improve the local transportation network within the Employment Area.

Transportation Recommendations

Recommendation T-1) Integrate the Western Area Land Use and Infrastructure Plan into the Long Range Transportation Plan.

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

Recommendation T-3) Enhance the internal network of streets.

Recommendation T-4) Encourage transportation improvements that will respect and support the rural ambiance and character of the Western Area.

Recommendation T-5) Support plans for transit along West Market Street.

Recommendation 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.

Recommendation 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

Recommendation GC-1) Create a southern gateway into the Western Area.

Recommendation GC-2) Enhance the appearance of West Market Street.

Recommendation GC-3) Preserve and enhance the appearance and operation of NC 68 north of Pleasant Ridge Road.

Utilities Recommendations

Recommendation U-1) Support water extension into Service Area C.

Recommendation U-2) Upgrade water pumps due to challenges in peak periods.

Recommendation 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.

Recommendation U-4) Encourage coordination among neighboring jurisdictions in the timing and provision of infrastructure.

Recommendation 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

Recommendation 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.

Recommendation 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.

Recommendation G-4) Continually engage surrounding jurisdictions discussions of growth and development.

Cultural & Historic Resources Recommendations

Recommendation 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.

Recommendation 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

Community Outreach

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

Staff Annexation Analysis

The subject property is currently located in the County. On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council regarding annexation requests. Upon submittal of a valid annexation petition, Planning staff forwards annexation requests to City services providers. These service providers include Water Resources (water and sewer), Fire Marshal's Office, Police Department, and Solid Waste (trash and recycling services). Each service provider has 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 January 27, 2023 meeting. This property is located within the Tier 1 Growth Area on the Growth Strategy map in the Comprehensive Plan. It is the City of Greensboro's policy to annex properties within Growth Tier 1 pending approval of the original zoning.

Staff Original Zoning Analysis

The subject property is approximately 4.07 acres and is a single-family dwelling. North and east of the subject property contains undeveloped land, zoned County AG. South of the subject property contains industrial uses, zoned City LI. West of the subject property contains an educational use, zoned City PI.

The proposed original zoning request supports the Comprehensive Plan's Growing Economic Competitiveness Big Idea to build a resilient economy with the goal of increasing and preserving the inventory of developable sites compatible with corporate and industrial uses.

The Western Area Plan Future Land Use Map designates this location as Employment Area. While the Western Area is a preferred residential destination it is also an employer's location of choice due to the existing and planned highway infrastructure, rail and air access and proximity to a large skilled workforce. The Western Area has great access and infrastructure though additional improvements are needed for future employment growth in the area. The employment area will grow through a combination of expansion of existing businesses, redevelopment, infill and new development projects. As noted in the Market Analysis, there will be significant demand for land for both office and industrial use over the next twenty years. Industrial forecasts suggests that there will be demand for nearly two million square feet of industrial space through 2030.

The Comprehensive Plan's Future Built Form Map currently designates the subject property as an Urban General. Applicable characteristics of the classification include but are not limited to the following:

- Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
- Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
- Cut-through traffic is minimized.
- Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
- The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
- New sidewalks contribute to the completion of a sidewalk network.

The proposed City LI zoning district is primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations, have little or no adverse effect upon adjoining properties. The proposed original zoning request allows uses that are complimentary to uses already in existence in the surrounding area. Care should be given to orient development to limit potential negative impacts of noise, traffic, and light trespass on the adjacent educational use.

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

Staff Recommendation

Staff recommends **approval** of the requested **City LI (Light Industrial)** zoning district.