



# PLZ-23-18

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: June 20, 2023

### GENERAL INFORMATION

<b>APPLICANT</b>	City of Greensboro
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County MXU (Mixed Use), County RS-40 (Residential Single-family 40), and County CZ-HB (Conditional Zoning-Highway Business) to City C-M (Commercial-Medium).
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	A portion of West Gate City Boulevard Right of Way and Queen Alice Road Right of Way
<b>PARCEL ID NUMBER(S)</b>	N/A
<b>PUBLIC NOTIFICATION</b>	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). <b>63</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	2.8 acres
<b>TOPOGRAPHY</b>	Generally flat
<b>VEGETATION</b>	Street Trees in the Median

### SITE DATA

<b>Existing Use</b>	West Gate City Boulevard
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N Jamestown CIV (Civic), City CD-C-M (Conditional District - Commercial - Medium) and City C-M (Commercial - Medium)	Cemetery, West Gate City Boulevard, and undeveloped land

E	County MXU (Mixed Use), County LB (Limited Business), County RS-40 (Residential Single-family 40)	Undeveloped land and Queen Alice Road
S	County RS-40 (Residential Single-family),	West Gate City Boulevard
W	Jamestown CIV (Civic)	Cemetery

**Zoning History**

Case #	Effective Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's jurisdiction.

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation: Max. Density: Typical Uses	Existing <b>(County MXU)</b> N/A This district is primarily intended for a mix of high-intensity residential, retail, and commercial uses compatible with adjacent development..	Existing <b>(County RS-40)</b> N/A This district is primarily intended to accommodate single-family detached dwellings in areas without access to public water and sewer. The minimum lot size of this district is 40,000 square feet.
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Zoning District Designation: Max. Density: Typical Uses	Existing <b>(County CZ-HB)</b> N/A All uses allowed in the HB zone with exclusion of the following uses: Billboards, Adult Entertainment Facilities, Auto Repair Services, Auto Renting or Leasing, Auto Towing and Services, Amusement or Water Parks or Fairgrounds, Battling Cages, Go-Cart Raceway, Paintball Gaming Facility (Outdoor), Boat Repair, Furniture Repair Shop, Recreational Vehicle Park or Campsite, Theater (Outdoor), Truck Driving School, Truck and Utility Trailer Rental and Leasing, Boat Sales, Manufactured Home Sales, Motor Vehicle Sales, Recreational Vehicle Sales, Truck stop, Taxi Terminal, Utility Equipment	Requested <b>(City C-M)</b> N/A This district is primarily intended to accommodate a wide range of retail, service and office uses.
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and Storage Yard, and Carnivals and Fairs.

*\*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, Bull Run and 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 is in the right of way sewer is not. 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 and Tree Conservation requirements are not applicable to public rights-of-way.

**Transportation**

Street Classification: West Gate City Boulevard – Major Thoroughfare.  
Queen Alice Road – Local Street.

Site Access: N/A.

Traffic Counts:	West Gate City Boulevard AADT = 16,000 (NCDOT, 2019).
Trip Generation:	N/A.
Sidewalks:	N/A.
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 C-M (Commercial-Medium)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO2040 Comprehensive Plan Policies**

The GSO 2040 Future Land Use Map designates this location as **Commercial**. The requested **City C-M (Commercial – Medium)** zoning district 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**. The Growth Tiers Map designates this location as being 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 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 2** – Invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities and other services to sustain livable neighborhoods.

**GSO2040 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.

**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.

**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 May 4, 2023 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 2.8 acres and contains a portion of West Gate City Boulevard. North of the subject property is a cemetery, West Gate City Boulevard, and undeveloped land, zoned Jamestown CIV, City CD-C-M, and City C-M. East of the subject

property contains undeveloped land and Queen Alice Road, zoned County MXU, County LB, County RS-40. South of the subject property West Gate City Boulevard, zoned County RS-40. West of the subject property contains a cemetery, zoned Jamestown CIV.

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 located within an Urban Mixed Use Corridor. Applicable characteristics of the Urban General classification include, but are not limited the following:

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

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

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

The proposed C-M zoning district would permit a variety of commercial, retail, office and service uses. The uses permitted in the proposed 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 **C-M (Commercial - Medium)** zoning district.