



PL(Z) 23-17

City of Greensboro Planning Department
Zoning Staff Report

City Council Hearing Date: June 20, 2023

GENERAL INFORMATION

APPLICANT	Michael Goins for Renaissance Church Gate City, Inc
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County MXU (Mixed Use) and County RS-40 (Residential Single-family 40) to City CD-PI (Conditional District – Public and Institutional)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall include all of the following uses: Forestry and Crops; Assisted Living Facilities; Life Care Communities; Religious Assembly Uses; Libraries, Museums, and Art Galleries; Day Care Centers; all uses permitted in the Educational Facilities use group; Medical, Dental, and Related Offices; Clubs and Lodges; Sporting and Recreational Camps (with a special use permit); all uses permitted in the Office use group; all Mobile Food Vendors; Temporary Uses limited to Arts and Craft Shows, Carnivals and Fairs, Christmas Tree Sales, and Outdoor Religious Events; and Accessory Uses and Structures limited to Accessory Uses and Structures (Customary).
LOCATION	5909-5915 West Gate City Boulevard, 5800 and 5900 Scotland Road, and 5810 Marion Elsie Drive
PARCEL ID NUMBER(S)	7832336357, 7832334328, 7832333245, 7832431071, 7832336104, and 7832339211
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). 36 notices were mailed to those property owners in the mailing area.
TRACT SIZE	7.3 acres
TOPOGRAPHY	Generally flat

VEGETATION Mostly wooded

SITE DATA

Existing Use Undeveloped land and a single-family dwelling

Adjacent Zoning

Adjacent Land Uses

N	County CZ-HB (Conditional Zoning – Highway Business), County LB (Limited Business), County RS-40 (Residential Single-family), and City CD-C-M (Conditional District - Commercial – Medium)	Undeveloped land
E	County RS-40 (Residential Single-family)	Single-family dwellings
S	County RS-40 (Residential Single-family)	Single-family dwellings
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:	Existing (County MXU)	Existing (County RS-40)	Requested (City CD-PI)
Max. Density:	N/A	N/A	N/A
Typical Uses	Primarily intended for a mix of high-intensity residential, retail, and commercial uses compatible with adjacent development.	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.	Permitted uses shall include all uses allowed in the PI zoning district except: Fraternities and Sororities, Correctional Institutions, Passenger Terminals, and Funeral Homes and Crematoriums.

**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 available in front of property on W Gate City Blvd. Sewer is available to the east of the property at 1903 Thayer Cir. Private Developer will need to extend water and sewer to City of Greensboro’s Water and Sewer Design Standards.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping:

Street Yards:

Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

Buffer Yards:

Adjacent to single-family residential uses, a Type B buffer yard, with an average width of 25’, a minimum width of 20’, and a planting rate of 3 canopy trees, 5 understory trees and 25 shrubs per 100 linear feet.

If unopen portion of Marion Elsie Dr remains unopened, then no landscaping will be required along that portion of the property line, per 30-10-1.3 (C).

Parking Lots:

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

Tree Conservation:

For 7.3 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: West Gate City Boulevard – Major Thoroughfare.
Scotland Road – Collector Street.
Marion Elsie Drive – Local Street.

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

Traffic Counts: West Gate City Boulevard AADT = 16,000 (NCDOT, 2019).

Trip Generation: N/A.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does exist along the West Gate City frontage of this property.

Transit in Vicinity: Yes, GTA Route 11 (Gate City Boulevard) is adjacent to subject site, along West Gate City Boulevard.

Traffic Impact Study: No TIS required per TIS Ordinance.
(TIS)

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City 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.

GSO2040 Comprehensive Plan Policies

The **GSO2040** Future Land Use Map designates properties along West Gate City Boulevard as **Commercial**, and the property extends into an area designated as **Residential** as they front along Scotland Road. The requested **City CD-PI (Conditional District – Public and Institutional)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Commercial** and **Residential** future land use designations. When located in areas designated by the Future Land Use Map as Residential, uses other than single family residential and multi-family residential should generally be in the scale of a **Neighborhood-** or a **District- Scaled Activity Center** as described in the Future Built Form Map, in a form that is appropriate to the character of the area.

The Future Built Form Map designates this location as **Urban General**, and as fronting along 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.

Residential: Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form

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.

Neighborhood and District Scaled Activity Centers should reflect these characteristics:

- 1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
- 2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
- 3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
- 4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb “bump-out” extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

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 7.3 acres and is currently undeveloped land and a single-family dwelling. North of the subject property contains undeveloped land, zoned County CZ-HB, County LB, County RS-40, and City CD-C-M. East and south of the subject property contains single-family dwellings, zoned County RS-40. West of the subject property contains a cemetery, zoned Jamestown CIV (Civic).

The proposed original zoning request supports the Comprehensive Plan’s Growing Filling In Our Framework goal to have every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

The GSO 2040 Comprehensive Plan’s Future Land Use Map designates the majority of the property as Commercial and Residential. 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 Residential designation includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

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 CD-PI zoning district, as conditioned, would permit all uses allowed in the PI zoning district except: Fraternities and Sororities, Correctional Institutions, Passenger Terminals, and Funeral Homes and Crematoriums. The uses permitted in the proposed CD-PI zoning district are compatible with existing commercial, civic, and residential uses located on adjacent tracts.

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

Staff Recommendation

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