



# PL(Z)23-33

City of Greensboro Planning Department  
Zoning Staff Report

City Council Hearing Date: August 15, 2023

## GENERAL INFORMATION

<b>APPLICANT</b>	City of Greensboro
<b>HEARING TYPE</b>	Annexation and Original Zoning
<b>REQUEST</b>	County AG (Agricultural) to City HI (Heavy Industrial)
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	2300 Z-4 Huffine Mill Road and a portion of I-840 right-of-way
<b>PARCEL ID NUMBER(S)</b>	7895466794
<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>37</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	11.73 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Wooded except for highway right-of-way.

## SITE DATA

**Existing Use** Undeveloped land and I-840

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County AG (Agricultural)	Undeveloped land and I -840
E	City HI (Light Industrial)	Water treatment plant
S	City HI (Light Industrial)	Water treatment plant and I-840
W	County AG (Agricultural)	Undeveloped land

**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 Designation:	Existing (County AG)	Requested (City HI)
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.	Primarily intended to accommodate wide range of assembling, fabricating, and manufacturing activities.

*\*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 within the Urban Loop Scenic Corridor Overlay 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 South Buffalo Creek – Non-Watersupply Watershed

Floodplains N/A

Streams Blue Line stream and possible Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Non-Blue Line streams require a 50ft 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

Other: If >1 acre is disturbed and the BUA is increased, site must address Phase 2 requirements, Water Quality and Water Quantity Control must be addressed. All BUA must be treated by a State approved water quality BMP/SCM. Water

Quality must treat the first 1” of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels.

**Utilities (Availability)**

Water will be available on Huffine Mill Road when a Capital Improvement Project is completed on Huffine Mill Road. Is available south of the property on 2220 Huffine Mill Road. 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:**

Landscaping and Tree Conservation requirements are not applicable to street right-of-ways.

The site is within the Scenic Corridor Overlay District 2 (SCOD 2). SCOD 2 buffer requirements for lots adjacent to the right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 30’ and a minimum width of 25’. If there are no existing canopy or understory trees within the buffer, or if existing trees are not adequate to provide screening equal to the required planting rate, then additional trees shall be planted to achieve screening equivalent to the required planting rate of 4 canopy trees and 4 understory trees per 100 l.f

The site is within the Scenic Corridor Overlay District 2 (SCOD 2). SCOD 2 buffer requirements for lots adjacent to the right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 30’ and a minimum width of 25’. If there are no existing canopy or understory trees within the buffer, or if existing trees are not adequate to provide screening equal to the required planting rate, then additional trees shall be planted to achieve screening equivalent to the required planting rate of 4 canopy trees and 4 understory trees per 100 l.f.

**Buffer Yards:**

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

**Transportation**

Street Classification: Huffine Mill Rd – Major Thoroughfare.  
Willowlake Rd –Collector Street.

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

Traffic Counts: Huffine Mill Rd AADT = 2,800 (NCDOT, 2021).

Trip Generation: 24 Hour = 3,634, AM Peak Hour = 236, PM Peak Hour = 310.

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: Yes, required per TIS Ordinance. Please see the end of this staff report  
(TIS) for the Executive Summary of the TIS.

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **City HI (Heavy Industrial)** zoning district 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 this location as **Industrial**. The requested **City HI (Heavy Industrial)** zoning district would allow uses that are generally consistent with those described in the **Industrial** Future Land Use designation. The **GSO2040** Future Built Form Map designates this location as **Industrial**. The Growth Tiers Map identifies the subject site as being located within **Growth Tiers 2 and 3**.

**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.

**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.

### **GSO2040 Map Policies**

#### **GSO2040 Future Land Use Map**

**Future Land Uses:** Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area’s predominant character.

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

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

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

**Planned Industrial Districts** should reflect these characteristics:

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

#### **Growth Tiers Map**

#### **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.

Growth Tier 2 and 3: Tiers 2 and 3 will require significant City investment to serve. Water and/or sewer service may be allowed inside Growth Tiers 2 and 3 provided the property can be annexed immediately. If the property cannot be annexed immediately, water and/or sewer service can be allowed in Growth Tiers 2 and 3 under specific circumstances.

**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.

**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 July 3, 2023 meeting. This property is located within Growth Tiers 2 and 3 on the Growth Strategy map in the Comprehensive Plan. The properties can be annexed immediately.

**Staff Original Zoning Analysis**

The subject property is approximately 11.73 acres and is a portion of the I-840 right-of-way and undeveloped land. North of the subject property contains undeveloped land and I -840, County AG (Agricultural). East of the subject property contains a water treatment plant, zoned City HI (Heavy Industrial). South of the subject property contains a water treatment plant and I-840, zoned City HI (Light Industrial). West of the subject property contains undeveloped land, zoned County AG (Agricultural).

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

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

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

The proposed City HI zoning district is primarily intended to accommodate wide range of assembling, fabricating, and manufacturing activities. The request is consistent with the industrial zoning designations adjacent to the subject property.

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

#### **Staff Recommendation**

Staff recommends **approval** of the requested **City HI (Heavy Industrial)** zoning district.

**TIS Executive Summary**

The proposed Huffine Mill Road Development is located on the south side of Huffine Mill Road, across from Oakleigh Road in Greensboro, NC. For the purpose of the analysis, the development was assumed to consist of up to 150 single-family detached housing, 50 townhomes, and 275 apartment units. One full movement access point is proposed on Huffine Mill Road with one full movement access point on Willowlake Road. The expected build-out year for this development is 2025. Per the Greensboro Department of Transportation (GDOT) guidelines, a study year of 2026 (build out plus one year) was used for analysis purposes. Information regarding the property was provided by D. Stone Builders, Inc.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with GDOT and NCDOT. This site has a trip generation potential of 3,634 daily trips, 236 trips in the AM peak hour, and 310 trips in the PM peak hour.

In conclusion, this study has determined the potential traffic impacts of this development and recommendations have been given where necessary to mitigate the impacts of future traffic. The analysis indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The recommendations summarized in Figure A and in Table A should be constructed to comply with applicable NCDOT *Policy on Street and Driveway Access to North Carolina Highways* and local standards.

Table A – Summary of Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
Huffine Mill Road and I-785/840 Westbound Ramps	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Huffine Mill Road and I-785/840 Eastbound Ramps	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Huffine Mill Road and Oakleigh Road/Site Access 1	<ul style="list-style-type: none"> <li>Construct a westbound left turn lane on Huffine Mill Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>Construct an eastbound right turn lane on Huffine Mill Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>Design site drive according to applicable NCDOT and/or local standards.</li> </ul>
Huffine Mill Road and Willowlake Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
US 70 (Burlington Road) and Willowlake Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Willowlake Road and Site Access 2	<ul style="list-style-type: none"> <li>Design site drive according to applicable NCDOT and/or local standards.</li> <li>No additional improvements are recommended.</li> </ul>



