



# PL(Z) 23-21

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: June 20, 2023

### GENERAL INFORMATION

<b>APPLICANT</b>	Nathan Duggins, III for D.H. Griffin Wrecking Company, Inc., Hilltop Holdings II, LLC, Colfax Development Company, LLC, G5 Investments, LLC, and Ninety 69, LLC
<b>HEARING TYPE</b>	Annexation, Original Zoning Request and Rezoning
<b>REQUEST</b>	County HI (Heavy Industrial), County AG (Agricultural), and City R-3 (Residential Single-family – 3) to City CD-HI (Conditional District-Heavy Industrial)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Permitted uses shall include all uses allowed in the HI, Heavy Industrial Zoning District, except for the following:<ol style="list-style-type: none"><li>a. All Cemeteries,</li><li>b. Crematoriums, and</li><li>c. Pulp and Paper Mills</li><li>d. Bars, Nightclubs, and Brewpubs</li><li>e. Sexually-Oriented Business</li></ol></li><li>2. No principal or accessory buildings, parking areas or storage areas shall be allowed on the parcels identified as 609 Gray Wilson Road (PIN 7805085914), 611 Gray Wilson Road (PIN 7805084715), 613 Gray Wilson Road (PIN 7805085451) and 619 Gray Wilson Road (PIN 7805084106) as shown on Exhibit A dated May 15, 2023</li></ol>
<b>LOCATION</b>	9067 and 9069 West Market Street; 105 and 106 Bobby Lane; and 8839 Neville Road
<b>PARCEL ID NUMBER(S)</b>	7805165709, 7805189113, 7805085914, 7805084715, 7805085451, 7805084106, 7805185785, 7805290433, 7805156908
<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>75</b> notices were mailed to those property owners in the mailing area.

<b>TRACT SIZE</b>	123.84 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mostly wooded with some areas more landscaped where there are existing single-family residential dwellings

**SITE DATA**

<b>Existing Use</b>	Undeveloped land and single-family residential dwellings	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	City PI (Public and Institution) and R-3 (Residential Single-family-3)	Railway and elementary school and single family dwelling, and undeveloped land
E	City HI (Heavy Industrial) and LI (Light Industrial)	Steel fabrication and United States Postal Service and flooring product store and construction related and tractor trailer vehicle service
S	City R-3 (Single-family Residential-3) and CD-LI (Conditional District-Light Industrial) and City of High Point zoning jurisdiction	Interstate-40 and equipment rental and single-family dwellings
W	City R-3 (Single Family Residential--3) and City of Kernersville zoning jurisdiction	Single-family dwellings and undeveloped land

**Zoning History**

Case #	Effective Date	Request Summary
N/A	N/A	The majority of the request includes a property that is not currently located in the City's jurisdiction. The properties other properties included within this request are within Greensboro's zoning jurisdiction, zoned R-3. This has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010.

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (County AG)	Existing (County HI)
Max. Density:	1 dwelling per 40,000 square feet	N/A
Typical Uses:	Typical uses include agricultural operations, farm residences, and farm tenant housing on large tracts of land, and scattered non-farm residences on large tracts of land	Typical uses include broad range of heavy industrial uses including manufacturing, wholesaling, fabrication, resource extraction and specialized industrial operations that may create adverse impacts on

incompatible uses including residential or sensitive habitats

<p>Zoning District Designation:                  Max. Density:                  Typical Uses:</p>	<p>Existing  <b>(City R-3)</b>                  3 dwellings per acre                  Typical uses in the R-3 district include single family residential of up to 3 dwelling units per acre.</p>	<p>Requested  <b>(City CD-HI)</b>                  N/A                  Permitted uses include all uses allowed in the HI District except the following: All cemeteries; crematoriums; pulp and paper mills, bars, nightclubs and brewpubs; and sexually-oriented businesses</p>
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*\*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 currently drains to Upper Randleman Lake WS-IV, Watersupply Watershed, West Fork Deep River sub-basin  
 Floodplains                     >2000

Streams                         Blue Line and possible Non-Blue Line streams are onsite. Non-Blue Line features must be identified for correct stream buffer. Perennial streams require a 100ft buffer measured from top of bank on each side. Intermittent 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. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Other:                             Site must meet current watershed requirements, Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 70% with sewer. All BUA must be treated by a State approved water quality BMP/SCM. Water Quantity Control must reduce the 2yr & 10yr 24hr storms to pre-development levels. Site is within the PTI 5 statue mile radius. No BMP/SCM is allowed that holds a normal pool elevation unless engineering documentation is provided.

**Utilities (Availability)**

Water is available south of the properties at 659 Grey Wilson Rd and on the north side of W Market St. Sewer is available south of the properties at 659 Grey Wilson Rd. If water and sewer extensions are required, the Private developer will need to complete the extensions in accordance with City of Greensboro’s 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: Type A buffer yard, with an average width of 45’, a minimum width of 35’, and a planting rate of 4 canopy trees, 10 understory trees and 33 shrubs per 100 l.f.

Adjacent to Light Industrial / Warehousing / Storage 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 linear feet.

Adjacent to Heavy 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 123.84 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

**Transportation**

Street Classification: West Market Street – Major Thoroughfare.  
Gray Wilson Road – Local Street.  
Bobby Lane – Local Street.

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:	24 Hour = 5,281, AM Peak Hour = 496, PM Peak Hour = 452.
Sidewalks:	Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does currently exist along the West Market Street frontage of this property.
Transit in Vicinity:	No.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the <b>DRAFT</b> TIS.
Street Connectivity:	N/A.
Other:	N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **CD-HI (Conditional District-Heavy Industrial)** district, as conditioned, 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 these locations as **Employment Area** and **Future Employment Area**. The requested **Conditional District-Heavy Industrial** zoning district, would allow uses that are generally consistent with those described in the **Employment Area** future land use designations. The Growth Tiers Map designates the subject site 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 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.

**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.

**Strategy 2** – Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

**Strategy 3** – Work towards providing housing for all residents of Greensboro.

**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 1** – When designing and reconfiguring streets, continue to build on programs and policies that consider the existing and future land use of the surrounding area.

**Prioritizing Sustainability** – Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy.

**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.

**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.

**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

## **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.

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.

Future Employment Area: The area designated as the future employment area will grow as demand for additional industrial and office space grows.

### **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.

### **Other Plans**

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

This property is located within the Western Area Plan. Land uses along South Bunker Hill Road, and Gray-Wilson Road will transition from their present uses to employment uses. Scattered rural residential sites are currently flanked on either side by larger industrial developments. The Triad Business Park lies directly west of this area and is home to the recently opened FedEx Ground sorting facility. As recommended, significant infrastructure investments, including local road connections and sewer service lines, are needed for this area to support future employment uses.

### **STAFF ANALYSIS AND RECOMMENDATION**

#### **Community Outreach**

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

#### **Staff Annexation Analysis**

Part of the request is currently located in the County. On September 1, 2020 the 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 also recommended approval of this annexation request at its May 5, 2023 meeting. These properties are 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 properties together are approximately 123.84 acres and currently contain undeveloped land and single-family residential dwellings. North of the request contains railway, an elementary school (zoned City PI), single-family dwellings, and undeveloped land, zoned City R-3. East of the request contains steel fabrication, zoned City HI, and a United States Postal Service office, building trades and flooring product sales, and tractor trailer vehicle service, zoned City LI. South of the request is Interstate-40, in addition to equipment rental use, and single-family dwellings, zoned City R-3 and CD-LI, with City of High Point zoning jurisdiction across Interstate-40. West of the request contains single-family dwellings and undeveloped land, zoned City R-3 and properties within the City of Kernersville zoning jurisdiction farther west.

The proposed original zoning and rezoning request supports the Growing Economic Competitiveness Big Idea through increasing the inventory of developable sites compatible with corporate and industrial uses and the Filling In Our Framework strategy to maintain, inventory, and market key underutilized sites and structures to private industry and developers.

The Comprehensive Plan's Future Land Use Map works with the Western Area Plan Future Land Use Map in designating these properties as Employment Area and Future 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. The future growth of this employment area is dependent upon demand for additional industrial and office space, which the proposed development, guided by the zoning conditions, may provide. As noted above, land uses along South Bunker Hill Road, and Gray-Wilson Road will transition from their present uses to employment uses. The Triad Business Park lies directly west of this area and is home to the recently opened FedEx Ground sorting facility. The existing, scattered rural residential sites are currently bordered by larger industrial developments.

The Comprehensive Plan's Future Built Form Map designates these properties as Urban General. Applicable characteristics of the Urban General classification include, but are not limited 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.
- New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
- 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.

The proposed CD-HI zoning district, as conditioned, includes conditions to limit negative impacts of adjacent properties. Land uses permitted under this request are compatible with uses existing in the surrounding area. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the lower density residential uses on these adjacent properties.

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 in the surrounding area, especially to the east and south of the request.

#### **Staff Recommendation**

Staff recommends **approval** of the requested **CD-HI (Conditional District-Heavy Industrial)** zoning district.

## **Transportation Impact Study Executive Summary**

### ***DRAFT***

The West Market Street Business Park proposed development is located on the south side of West Market Street between South Bunker Hill Road and Sandy Ridge Road in Colfax, NC. It will consist of 970,400 square feet of heavy industrial space and 60,000 square feet of office space. One full movement access point is proposed on West Market Street and a connection will be provided from Farrington Road. The expected build-out year for this development is 2028. Information regarding the property was provided by Triad Design Group.

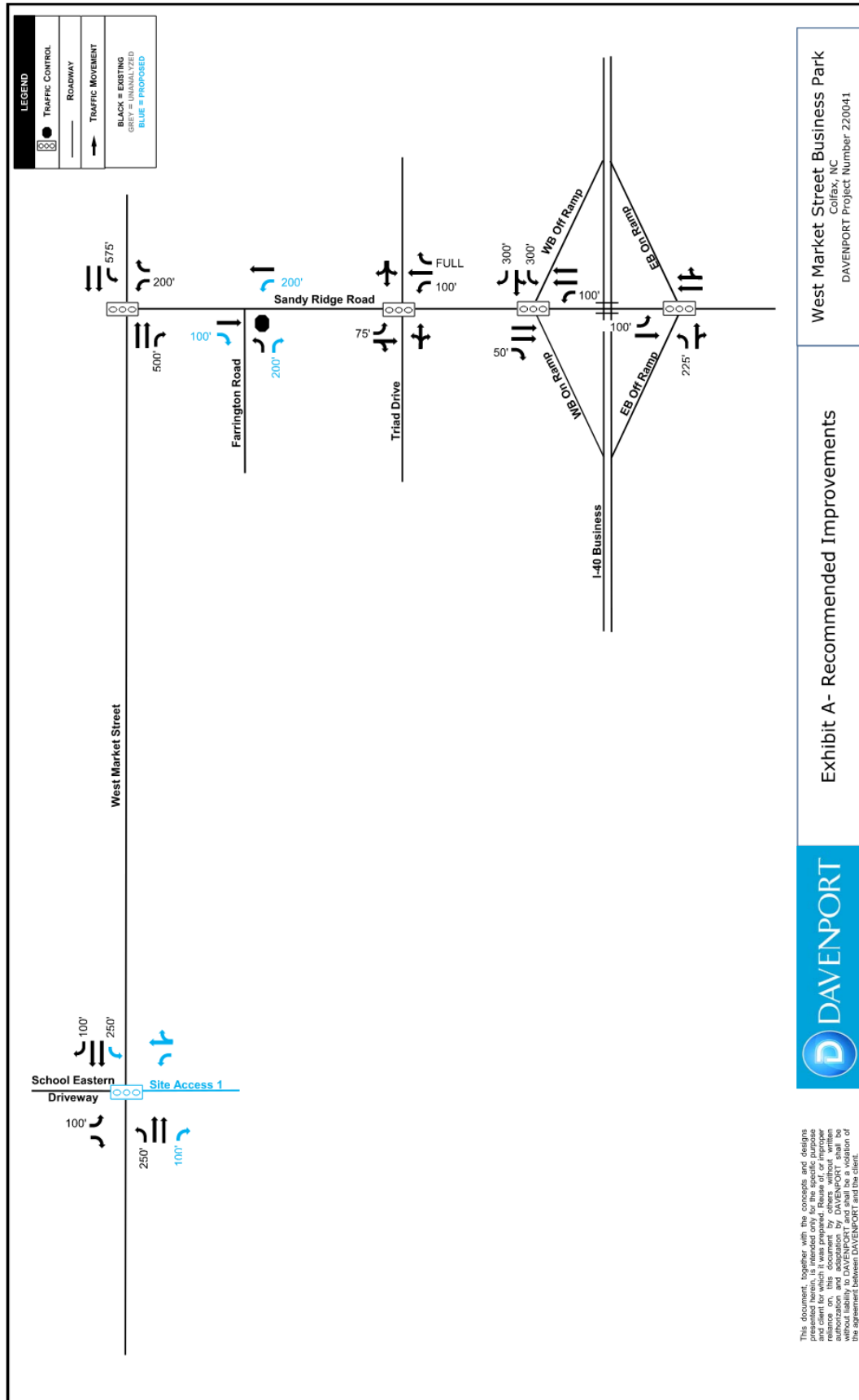
DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with NCDOT and GDOT. This site has a trip generation potential of 5,281 daily trips, 496 trips in the AM peak hour, and 452 trips in the PM peak hour.

Based on the capacity analysis, recommendations have been given where necessary to mitigate the impacts of future traffic. Improvements are summarized in Table A and Exhibit A.

In conclusion, this study has determined the potential traffic impacts of this development. Recommendations have been given to accommodate these impacts. 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 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
Sandy Ridge Road at I-40 Eastbound Ramp	<ul style="list-style-type: none"> <li>No improvements are recommended</li> </ul>
Sandy Ridge Road at I-40 Westbound Ramp	<ul style="list-style-type: none"> <li>No improvements are recommended</li> </ul>
Sandy Ridge Road at Triad Drive	<ul style="list-style-type: none"> <li>No improvements are recommended</li> </ul>
Sandy Ridge Road at Farrington Road	<ul style="list-style-type: none"> <li>Provide a northbound left turn lane with 200 feet of storage and appropriate taper</li> <li>Provide a southbound right turn lane with 100 feet of storage and appropriate taper</li> <li>Provide separate eastbound right turn lane with 200 feet of storage and appropriate taper</li> </ul>
Sandy Ridge Road at Market Street	<ul style="list-style-type: none"> <li>No improvements recommended.</li> </ul>
Market Street at Colfax Elementary/ Site Access	<ul style="list-style-type: none"> <li>Signalize intersection</li> <li>Provide an eastbound right turn lane of 100 feet of storage and appropriate taper</li> <li>Provide a separate northbound left and through-right turn lane</li> <li>Design site drive according to applicable NCDOT and local standards.</li> </ul>



West Market Street Business Park  
 Colfax, NC  
 DAVENPORT Project Number 220041

Exhibit A- Recommended Improvements



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