



PL(Z)24-14
City of Greensboro Planning Department
Zoning Staff Report

City Council Hearing Date: June 18, 2024

GENERAL INFORMATION

APPLICANT	Amanda Hoderne for Kelly R Ward, Mark E. Ward, and Betty G. Garrett
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County AG (Agricultural) and County HB (Highway Business) to City CD-LI (Conditional District – Light Industrial)
CONDITIONS	1. Permitted uses shall include all uses allowed in LI zoning district except: Cemeteries; Auditoriums, Coliseums, and Stadiums; Bus and Rail Terminal; Shooting Range; Amusement or Water Park, Fairgrounds; Hotels and Motels; Single Room Occupancy Residences; Inert Debris Landfill, Minor (Temporary Use); and Animal Shelter.
LOCATION	3530 and 3534-A McConnell Road
PARCEL ID NUMBER(S)	7894016268 and 7894110475
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). 83 notices were mailed to those property owners in the mailing area.
TRACT SIZE	19.945 acres total
TOPOGRAPHY	Undulating
VEGETATION	Wooded

SITE DATA

Existing Use

A vacant commercial structure and undeveloped land

Adjacent Zoning

Adjacent Land Uses

Zoning History

N	County RM-12-MH (Residential Multi-family with a Manufactured Housing Overlay) and County AG (Agricultural)	Manufactured home park and single-family dwellings
E	County RS-40 (Residential Single-family)	Single-family dwellings and undeveloped land
S	City CD-HI (Conditional District – Heavy Industrial)	I-40 and Heavy equipment sales and service
W	County AG (Agricultural)	Single-family dwellings

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 AG	Existing County HB	Requested (City CD-LI)
Max. Density:	1 dwelling per acre	N/A	N/A
Typical Uses	Primarily intended to accommodate various agricultural uses.	Primarily meant to accommodate auto-oriented retail service and other commercial uses typically located along major thoroughfares	Permitted uses shall include all uses allowed in LI zoning district except: Cemeteries; Auditoriums, Coliseums, and Stadiums; Bus and Rail Terminal; Shooting Range; Amusement or Water Park, Fairgrounds; Hotels and Motels; Single Room Occupancy Residences; Inert Debris Landfill, Minor (Temporary Use); and Animal Shelter.

**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 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 the Lake MackIntosh, Watersupply Watershed WS-IV, Little Alamance Creek sub-basin

Floodplains N/A

Streams Blue Line and Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. A Non-Encroachment area measure 30ft from top of bank on each or 5x's the channel width, whichever it greater, is required. Any structures within the Non-Encroachment area will require an Engineers 'No Rise' certification. 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 for the entire development. Water Quality must treat the first 1" of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. All BUA must be treated by a State approved water quality BMP/SCM. Refer to LDO Chp.30-12-8.3, Chp.30-12-4, Chp.30-12-3.11Table12-7 for additional WCA requirements.

Utilities (Availability)

Water is available on McConnell Road. Sewer is available approximately 725 feet to the southeast of the property on the south side of I-40. 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

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 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 vacant property: 5' wide 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 19.945 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: McConnell Road – Minor Thoroughfare.
Stanfield Road – Local Street.

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

Traffic Counts: McConnell Road AADT = 3,900 vpd (NCDOT, 2021).

Trip Generation: 24 Hour = 1,018, AM Peak Hour = 179, PM Peak Hour = 79.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not 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 **DRAFT** TIS

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS**Land Use Compatibility**

The proposed **CD-LI (Conditional District – Light 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 Residential. The requested **City CD-LI (Conditional District – Light Industrial)** zoning district would allow uses that are generally consistent with those currently on the property and described in the **Industrial** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban General**. The subject property is located in **Growth Tier 1** of the Growth Tiers Map.

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.

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. Development should focus on industrial uses first.

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.

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

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: 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 the surrounding community.

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 April 26, 2024 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 19.945 acres and contains a single-family dwelling and undeveloped land. North of the request contains a manufactured home park and single-family

dwellings, zoned County RM-12-MH (Residential Multi-family with a Manufactured Housing Overlay) and County AG (Agricultural). East of the request contains single-family dwellings and undeveloped land, zoned County RS-40 (Residential Single-family). South of the request contains I-40 and Heavy equipment sales and service, zoned City CD-HI (Conditional District – Heavy Industrial). West of the request contains single-family dwellings, zoned County AG (Agricultural).

The proposed original zoning request supports both the Comprehensive Plan's Filling In Our Framework Big Idea to arrange our land uses for where we live, work, attend school, shop and enjoy our free time to create a more vibrant and livable Greensboro and the Growing Economic Competitiveness Big Idea to build a prosperous, resilient economy that creates equitable opportunities to succeed.

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 this property as Planned Industrial. Applicable characteristics of the Planned Industrial 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 CD-LI zoning district, as conditioned, would limit permitted uses to all uses allowed in LI zoning district except: Cemeteries; Auditoriums, Coliseums, and Stadiums; Bus and Rail Terminal; Shooting Range; Amusement or Water Park, Fairgrounds; Hotels and Motels; Single Room Occupancy Residences; Inert Debris Landfill, Minor (Temporary Use); and Animal Shelter. The uses permitted under this request are similar to existing uses present in the surrounding area.

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 CD-LI (Conditional District – Light Industrial)** zoning district.

**TRAFFIC IMPACT ANALYSIS
WC MCCONNELL ROAD COMMERCE CENTER
GREENSBORO, NORTH CAROLINA**

EXECUTIVE SUMMARY

1. Development Overview

A Traffic Impact Analysis (TIA) was conducted for the proposed WC McConnell Road Commerce Center in accordance with the Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) capacity analysis guidelines. The proposed development is to be located south of McConnell Road, between Youngs Mill Road and Clapp Farms Road in Greensboro, North Carolina. The proposed development, anticipated to be completed in 2024, is assumed to consist of up to 257,000 square feet of general light industrial. Site access is proposed via one (1) full movement driveway along McConnell Road located approximately 380 feet east of Ewing Drive.

2. Existing Traffic Conditions

The study area for the TIA was determined through coordination with NCDOT and GDOT and consists of the following existing intersections:

- McConnell Road and I-40 EB Ramps [unsignalized]
- McConnell Road and I-40 WB Ramps [signalized]
- McConnell Road and Clapp Farms Road [unsignalized]
- McConnell Road and Youngs Mill Road [unsignalized]

Existing peak hour traffic volumes were determined based on traffic counts conducted at the study intersections listed above in September 2023 by Quality Counts, LLC. during typical weekday AM (7:00 AM – 9:00 AM) and PM (4:00 PM – 6:00 PM) peak periods while schools were in session. Weekday AM and PM traffic volumes were balanced between study intersections, where appropriate.

3. Site Trip Generation

Average weekday daily, AM peak hour, and PM peak hour trips for the proposed development were estimated using methodology contained within the *ITE Trip Generation Manual*, 11th Edition. Table E-1 provides a summary of the trip generation potential for the site.

Table E-1: Site Trip Generation

Land Use (ITE Code)	Intensity	Daily Traffic (vpd)	Weekday AM Peak Hour Trips (vph)		Weekday PM Peak Hour Trips (vph)	
			Enter	Exit	Enter	Exit
General Light Industrial (110)	257,000 sq ft	1,018	157	22	11	68
<i>Truck Trips</i>			2	1	1	2
<i>Passenger Car Trips</i>			155	21	10	66

4. Future Traffic Conditions

Through coordination with NCDOT and GDOT, it was determined that an annual growth rate of 3% would be used to generate 2025 [build out + 1] projected weekday AM and PM peak hour traffic volumes. The following adjacent developments were identified to be considered under future conditions:

- Abberly McConnell
- McConnell Industrial II
- Brookhaven Mill Residential Development
- McConnell Commercial Development
- Clapp Farms Road Residential
- McConnell Pond

Based on coordination with NCDOT and GDOT, it was determined that no future roadway improvements would be included in future analysis scenarios. Improvements associated with adjacent developments or future roadway projects are currently not constructed or have construction timelines outside of the proposed development study year. Therefore, as a conservative analysis, these improvements were not analyzed.

The study analyzes traffic conditions during the weekday AM and PM peak hours for the following scenarios:

- 2023 Existing Traffic Conditions
- 2025 (Build Out + 1) No-Build Traffic Conditions
- 2025 (Build Out + 1) Build Traffic Conditions

5. Capacity Analysis Summary

The analysis considered weekday AM and PM peak hour traffic for 2023 existing, 2025 no-build, and 2025 build conditions. Refer to Section 7 of the TIA for the capacity analysis summary performed at each study intersection.

6. Recommendations

Based on the findings of this study, specific geometric and traffic control improvements have been identified at study intersections. The improvements are summarized below and are illustrated in Figure E-1.

Committed Improvements by Others

McConnell Road and Access A

- Construct Access A with one ingress and one egress lane (shared left-right lane)
- Construct a westbound McConnell Road left turn lane with 75 feet of storage and appropriate taper length.
- Provide at least 75 feet of Internal Protected Stem (IPS) length.

