



PL(Z)24-17

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: August 20, 2024

GENERAL INFORMATION

APPLICANT	Deena Hayes for Guilford County Schools
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County PI (Public and Institutional) and County RS-40 (Residential Single-family) to City CD-PI (Conditional District - Public and Institutional)
CONDITIONS	1. Permitted uses shall be limited to: the Educational Facilities Use Group.
LOCATION	1915 and 1915 ZZ Harris Drive and 4924 Old Randleman Road
PARCEL ID NUMBER(S)	7851345562, 7851444594, and 7851440052
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). 61 notices were mailed to those property owners in the mailing area.
TRACT SIZE	20.94 acres
TOPOGRAPHY	Generally flat
VEGETATION	Wooded at the western property line

SITE DATA

Existing Use	Sumner Elementary School
Adjacent Zoning	Adjacent Land Uses
N County AG (Agricultural) and County RS-40 (Residential Single-family)	Undeveloped land and single-family dwellings
E County RS-40 (Residential Single-family)	Single-family dwellings, undeveloped land, vacant former commercial structures, and a convenience store with fuel pumps

S	County RS-40 (Residential Single-family) and County PI (Public and Institutional)	Single-family dwellings and parking for a religious assembly use
W	County AG (Agricultural), County PI (Public and Institutional), and County RS-40 (Residential Single-family)	Single-family dwellings, undeveloped land, and parking for a religious assembly use

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 RS-40	Existing County PI	Requested (City CD-PI)
Max. Density:	1.1 dwelling per acre	N/A	N/A
Typical Uses	Typical uses in the County RS-40 district include single-family dwellings with a density of not less than 1.1 units per acre.	Primarily intended to accommodate mid- and large-sized, campus-style development, semi-public and institutional controlled by a single entity.	Permitted uses shall be limited to: the Educational Facilities Use Group .

**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 Lower Randleman Lake WS-IV to the West, Watersupply Watershed, Hickory Creek sub-basin

Floodplains N/A

Streams N/A

Other: Site must meet current watershed requirements, Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 50% with sewer. The 2yr and 10yr 24hr storms must be reduced to Pre-Development conditions. State / Corps permits are required for any stream or wetland disturbance or crossing. 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 and sewer are available on 1915 Harris Drive. Water is also available at the intersection of Harris Dr and S Holden Rd. 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 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 l.f.

Adjacent to vacant property/same land class use: 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 20.94 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: Holden Road – Major Thoroughfare.
Old Randleman Road – Major Thoroughfare.
Harris Drive – Major Thoroughfare.

Site Access:

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

Traffic Counts:

Old Randleman Road AADT = 7,200 vpd (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 not exist along the frontage of this property.

Transit in Vicinity:

No.

Traffic Impact Study:
(TIS)

No TIS required per TIS Ordinance. However, a TIS was completed for this property. Please find the Executive Summary attached.

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 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-PI (Conditional District - Public and Institutional)** zoning district would allow uses that are generally consistent with those currently on the property and described in the **Residential and Commercial** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Exurban**. The subject property is located in **Growth Tier 2** of the Growth Tiers Map. The subject site is also partially located in a **District Scaled Center**.

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.

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.

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

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.

Exurban Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

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 2: This is the area where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 6-year horizon.

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 subject property is located within the Tier 2 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 20.94 acres and contains Sumner Elementary School. North of the request contains undeveloped land and single-family dwellings, zoned County AG (Agricultural) and County RS-40 (Residential Single-family). East of the request contains single-family dwellings, undeveloped land, vacant former commercial structures, and a convenience store with fuel pumps, zoned County RS-40 (Residential Single-family). South of the request contains single-family dwellings and parking for a religious assembly use, zoned County RS-40 (Residential Single-family) and County PI (Public and Institutional). West of the request contains single-family dwellings, undeveloped land, and parking for a religious assembly use, zoned County AG (Agricultural), County PI (Public and Institutional), and County RS-40 (Residential Single-family).

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 Residential and Commercial. The Residential designation includes both single- and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69, 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 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 Exurban. The Exurban designation includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

If this original zoning request is approved, the Future Built Form designation for the subject site is considered to be amended to Urban General in order to ensure an appropriate fit between future land use designation and zoning. Applicable characteristics of the Urban General classification include, but are not limited to 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.

The proposed CD-PI zoning district would limit permitted uses to the Educational Facilities Use Group. The uses permitted under this request are broadly compatible with the existing uses in the area and support the community.

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-PI (Conditional District - Public and Institutional)** zoning district.