



PLZ-24-32

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: January 21, 2025

GENERAL INFORMATION

APPLICANT	City of Greensboro
HEARING TYPE	Rezoning Request
REQUEST	R-5 (Residential Single-family – 5) and RM-18 (Residential Multi-family – 18) to CD-LI (Conditional District - Light Industrial)
CONDITIONS	1. No Outdoor Advertising Signs (Billboards) shall be permitted on the property.
LOCATION	1326 Seminole Drive and a portion of 1041 Battleground Avenue
PARCEL ID NUMBER(S)	7865107281 and 7864291919
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). 119 notices were mailed to those property owners in the mailing area.
TRACT SIZE	Approximately 2.96 acres
TOPOGRAPHY	Slopes from northwest to southeast
VEGETATION	Sparsely wooded

SITE DATA

Existing Use

The subject property formerly contained an apartment complex and a single-family dwelling. The remainder of the existing parcel at 1041 Battleground Avenue that is not part of this rezoning request contains the Mitchell Water Treatment Plant.

Adjacent Zoning

Adjacent Land Uses

N	RM-18 (Residential Multi-family – 18) and CD-C-M (Conditional District – Commercial – Medium)	Single-family dwellings, greenway, and office uses
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- E RM-18 (Residential Multi-family – 18), Greenway and office uses
CD-C-M (Conditional District – Commercial – Medium), and LI (Light Industrial)
- S LI (Light Industrial) and R-5 (Residential Water treatment plant and single-family
Single-family – 5) dwellings
- W R-5 (Residential Single-family – 5) and Single-family dwellings.
RM-18 (Residential Multi-family – 18)

Zoning History

Case #	Date	Request Summary
N/A	N/A	<p>A portion of the subject properties are zoned R-5 (Residential Single-family – 5). That has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned RS-7 (Residential Single-family).</p> <p>Another portion of the subject properties are zoned RM-18 (Residential Multi-family – 18). That has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned RM-18 (Residential Multi-family – 18).</p>

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing R-5	Existing RM-8	Requested CD-LI
Max. Density:	5 dwellings/acre	18 dwellings/acre	N/A
Typical Uses	Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre.	Typical uses in the RM-18 district include various residential uses with a maximum density of 18 dwelling units per acre.	No Outdoor Advertising Signs (Billboards) shall be permitted on the property .

**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 North Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains FEMA 1% Annual Chance Flood Hazard Area exists on the front portion of the 1041 Battleground Avenue parcel along Benjamin Parking. Any disturbance requires a Floodplain Development Permit.

Streams N/A

Other: Site is > 1 acre and 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 1-yr, 2-yr & 10-yr, 24-hr storms to pre-development levels. All BUA must be treated by a State approved SCM. State / Corps permits are required for any stream or wetland disturbance or crossing.

Utilities (Availability)

Water and sewer are available on Seminole Drive and on site. Private developer will need to extend water and sewer to 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 vacant property: Vehicular Use Area Buffer Yard (see below) between any parking lot or drive aisle and the adjacent property line.

Adjacent to Multi-Family: 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.

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 2.96 acres, 5% of the parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Seminole Drive – Collector Street.
Battleground Avenue – Major Thoroughfare.

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

Traffic Counts: Battleground Avenue AADT = 19,500 (NCDOT, 2023).

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 currently exist along the frontage of this property.

Transit in Vicinity: Yes, GTA Route 17 (Lawndale Drive) is adjacent to the subject site, along Battleground Avenue.

Traffic Impact Study: No TIS required per Ordinance.
(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 both **Residential** and **Commercial**. The proposed **CD-LI (Conditional District - Light Industrial)**, as conditioned, would allow for uses that are compatible with both Future Land Use designations. The **GSO2040** Future Built Form Map designates this location as an **Urban Central** Place Type. The subject site is also partially in a **Urban Mixed Use Corridor** and near 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 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.

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.

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 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 Central should reflect these characteristics:

1. Development is consistent with adopted neighborhood plans and their design guidelines.
2. New development should be compatible with the existing development pattern, as described in the “Existing Built Form” section: Short blocks and a grid-based street pattern;
 - Fine-grained zoning designations with a wide variety of uses are found closer to each other;
 - A range of residential building types, from detached, single-family houses, to Missing Middle Housing, to mid-rise multi-family in close proximity to each other; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors;
 - Buildings on lots that are close to the width of a residential lot, rather than a uniform building along the entire block face;
 - Buildings close to each other and to the street; and
 - Connected sidewalks that form a walkable network.
3. There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
4. Safety and crime prevention is integrated into building and site design by orienting windows and doorways to streets overlooking semi-public and shared spaces. Parking is oriented behind buildings, so buildings are built to the street with unobstructed windows for visual surveillance on the sidewalk and street.
5. Front doors and porches build community and neighborhood vitality and encourage neighbor interaction.
6. Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
7. Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

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.

Activity Centers: Ranging in size from a corner business at the intersection of two collector roads to regional shopping centers, activity centers attract people and are often the focus of community, civic, and social or commercial activity. Location, accessibility, size, and the extent and diversity of activities within an activity center influence the nature of economic development opportunities, potential impacts on nearby uses, and the way in which it is enjoyed by the community.

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.

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 rezoning and development with owners of surrounding properties.

Staff Analysis

The acreage for the subject properties is approximately 2.96 acres. The properties contain undeveloped land and were formerly an apartment complex and a single-family dwelling. The remainder of the parcel at 1041 Battleground Avenue that is not part of this rezoning request is the Mitchell Water Treatment Plant. North of the request contains single-family dwellings, greenway, and office uses, zoned RM-18 (Residential Multi-family – 18) and CD-C-M (Conditional District – Commercial – Medium). East of the request contains a greenway and office uses, zoned RM-18 (Residential Multi-family – 18), CD-C-M (Conditional District – Commercial – Medium), and LI (Light Industrial). South of the request contains a water treatment plant and single-family dwellings, zoned LI (Light Industrial) and R-5 (Residential Single-family – 5). West of the request contains single-family dwellings, zoned R-5 (Residential Single-family – 5) and RM-18 (Residential Multi-family – 18).

The proposed rezoning request supports the Comprehensive Plan’s Filling in Our Framework strategy to invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities and other services to sustain livable neighborhoods and the Prioritizing Sustainability strategy to promote resilient, efficient and environmentally beneficial patterns of land use.

The GSO2040 Comprehensive Plan’s Future Land Use Map designates the majority of the subject property as Commercial. 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.

A small portion of the subject property is designated as Residential on the Land Use Map. 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 GSO2040 Comprehensive Plan's Future Built Form Map currently designates the subject property as Urban Central. Applicable characteristics of the Urban Central classification include 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-LI zoning district, as conditioned, would allow for expansion of the existing public facility use on the adjacent property, which is necessary to allow the City keep up with increased demand on public utilities. 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 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 and trend in the surrounding area.

Staff Recommendation

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