



PLZ-25-01

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: February 18, 2025

GENERAL INFORMATION

APPLICANT	Miguel Alberto Guerra
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County RS-30 (Residential Single-family) and County HB (Highway Business) to City CD-LI (Conditional District - Light Industrial)
CONDITIONS	1. Building height shall not exceed 50 (fifty) feet
LOCATION	4410 Burlington Road
PARCEL ID NUMBER(S)	7895312739
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). 21 notices were mailed to those property owners in the mailing area.
TRACT SIZE	3.8 acres total
TOPOGRAPHY	Generally Flat
VEGETATION	Wooded

SITE DATA

Existing Use

Single-family dwelling and electric transmission lines

Adjacent Zoning

Adjacent Land Uses

N	City CD-C-H (Conditional District - Commercial - High)	Convenience store with fuel pumps and undeveloped land
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E	County RS-30 (Residential Single-family) and County HB (Highway Business)	Undeveloped
S	County AG (Agricultural), County HB (Highway Business), and County RS-30 (Residential Single-family)	Railroad, plant nursery, and undeveloped land
W	County LI (Light Industrial) and City CD-LI (Conditional District – Light Industrial)	Vacant industrial building and truck stop

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-30)	Existing (County HB)	Requested (CD-LI)
Max. Density:	1.1 units per acre	N/A	N/A
Typical Uses	Primarily intended to accommodate single-family detached dwellings in areas without access to public water and sewer.	Primarily intended to accommodate those retail service and distributive uses which are typically located along thoroughfares.	Typical uses in the LI district may include limited manufacturing, wholesaling, warehousing and distribution uses.

**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 located within the SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

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 N/A

Other: Site is > 1 acre and must meet current watershed requirements. Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 70%, Low Density is 24%. 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. 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.

Utilities (Availability)

Water is available on Burlington Rd. For sewer, a feasibility study is strongly suggested if you would like to connect onto the City of Greensboro's sewer system. You can email waterresourcesGIS@greensboro-nc.gov to request a feasibility study. 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:

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 Commercial: 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 vacant property/same LUC (land use class): 5' wide Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Property lines abutting utility easements in excess of 60ft in width and all railroad right-of-ways are exempt from the buffer requirements, per 30-10-1.3 Section (B)

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

Transportation

Street Classification: Burlington Road – Major Thoroughfare.
Willowlake Road – Collector Street.

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

Traffic Counts: Burlington Road AADT = 23,500 (NCDOT, 2023).
Willowlake Road AADT = 900 (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 exist along the frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: No TIS required per Ordinance.
(TIS)

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City 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 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 **Commercial** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban General**. The subject property is located in a **Neighborhood Scaled Center** and is partially in an **Urban Mixed Use Corridor** and **Reinvestment Corridor**. The subject property is also located in **Growth Tier 1** of the Growth Tiers Map.

GSO2040 Written Policies:

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 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 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:

Future Land Use Map

Future Land Uses: The future land uses from that plan are described below.

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.

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 Active 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.

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 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.

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.

Reinvestment Corridors reflect these additional characteristics:

1. Consistency with adopted corridor plans.
2. Uses that support or provide access to employment are prioritized.
3. Existing buildings are adapted for reuse.
4. Neighborhood support services are accommodated.
5. Specific deficiencies, such as lack of access to healthy food, health services, and social services are eliminated.
6. Barriers to reinvestment are reduced.
7. Displacement is avoided for creative and activity-producing uses such as artist studios, work/live spaces, and galleries.

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 January 2, 2025 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 3.8 acres and currently contains a single-family dwelling and electric transmission lines. North of the request contains a convenience store with fuel pumps and undeveloped land, zoned City CD-C-H (Conditional District - Commercial - High). East of the request contains undeveloped land, zoned County RS-30 (Residential Single-family) and County HB (Highway Business). South of the request contains railroad, plant nursery, and undeveloped land, zoned County AG (Agricultural) and County RS-30 (Residential Single-

family). West of the request contains a vacant industrial building and truck stop, zoned County LI (Light Industrial) and City CD-LI (Conditional District – Light Industrial).

The proposed original zoning request supports both the Comprehensive Plan's Growing Economic Competitiveness Big Idea to build a prosperous, resilient economy that creates equitable opportunities to succeed and the Prioritizing Sustainability goal to build economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

This property is currently designated Commercial on the Comprehensive Plan's Future Land Use Map. 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 requested zoning district is generally consistent with the Commercial Future Land Use Designation.

The Comprehensive Plan's Future Built Form Map currently designates this property as Urban General. 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 Active Centers and along Mixed-Use corridors.
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8. New sidewalks contribute to the completion of a sidewalk network.

The Comprehensive Plan's Future Built Form Map also designates the subject property as being within a Neighborhood Scaled Center and partially in an Urban Mixed Use Corridor and Reinvestment Corridor.

Neighborhood 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.

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The proposed CD-LI zoning district, as conditioned, would permit all uses allowed in the LI zoning district and limit overall building height to a maximum of 50 feet. This request would permit uses that are present on adjacent tracts. The proposed original zoning request is appropriate given its location along a major thoroughfare near and a highway interchange.

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.