



PL(Z) 25-08

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: March 18, 2025

GENERAL INFORMATION

APPLICANT	City of Greensboro
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County AG (Agricultural) to City R-5 (Residential Single Family – 5)
CONDITIONS	N/A
LOCATION	A portion of Leabourne Road Right-of-way
PARCEL ID NUMBER(S)	N/A
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). 71 notices were mailed to those property owners in the mailing area.
TRACT SIZE	2.22 acres
TOPOGRAPHY	Generally flat
VEGETATION	None

SITE DATA

Existing Use	Leabourne Road	
	Adjacent Zoning	Adjacent Land Uses
N	County AG (Agricultural)	Single-family dwellings and undeveloped land
E	County RS-40 (Residential Single-family) and City CD-R-5	Undeveloped land

S County AG (Agricultural) and City CD- Undeveloped land
R-5 (Conditional District - Residential
Single-family – 5)

W County AG (Agricultural) Single-family dwellings and undeveloped land

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 AG)	Requested (City R-5)
Max. Density:	1 unit per acre	5 dwelling units per acre
Typical Uses	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land.	Primarily intended to accommodate low-to-moderate single-family detached residential developments. The overall gross density in R-5 will typically be 5 units per acre or less

**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 Greensboro Watersupply Watershed WS-III, Upper Reedy Fork Creek

Floodplains N/A

Streams N/A

Other: Site must meet current Phase 2 watershed requirements, Water Quality and Water Quantity control must be addressed for the entire site. Maximum BUA for High Density Development is 70% with sewer, Low Density is 24% with sewer. 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 new BUA must be treated by a State approved water quality device. State/Corps permits are required for any stream or wetland disturbance or crossing. Site is within the 5 statute mile radius of the PTI airport. No SCM/BMP is allowed that holds a normal pool elevation unless supporting engineering documentation is provided.

Utilities (Availability)

A 16" waterline is on the north side of Leabourne Drive. A 12" sewer force main is on the south side of Leabourne Drive. 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

There are no Landscaping or Tree Conservation requirements for single-family residential uses.

Transportation

Street Classification: Leabourne Road – Collector Street.

Site Access: N/A.

Traffic Counts: N/A.

Trip Generation: N/A.

Sidewalks: N/A

Transit in Vicinity: No.

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

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS**Land Use Compatibility**

The proposed **City R-5 (Residential Single-family – 5)** 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 points to the Western Area Plan, which designates this location as **Agricultural**. The requested **City R-5 (Residential Single-family – 5)** zoning district would allow uses that are generally consistent with those currently on the property and described in the **Agricultural** future land use designation. The **GSO2040** Future Built Form Map designates this location primarily as **Exurban** and a small portion as **Urban General**. The subject property is located in **Growth Tier 3** 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 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.

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

GSO2040 Map Policies:**Future Land Use Map**

The property in question is located within the adopted Western Area Plan and the future land uses from that plan are described below.

Agriculture: The development and growth of the Western Area is rooted in its history as an agricultural and farming community. Original settlers in the region chose the Western Area for its rich soils, fertile land and access to water.

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.

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 3: This is the area where growth, annexation, and the extension of public facilities is anticipated beyond 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 12-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 Technical Review Committee recommended approval of this annexation request at its February 4, 2025 meeting. The subject property is located within the Tier 3 Growth Area on the Growth Strategy map in the Comprehensive Plan.

Staff Original Zoning Analysis

The subject property is approximately 2.22 acres and is a portion of the right of way for Leabourne Road. North of the subject property contains single-family dwellings and undeveloped land, zoned County AG. East of the subject property undeveloped land, zoned County RS-40 and City CD-R-5. South of the subject property contains undeveloped land, zoned County AG and City CD-R-5. West of the subject property contains single-family dwellings and undeveloped land, zoned County AG.

The proposed original zoning request supports both the Comprehensive Plan's Creating Great Places goal to expand Greensboro's citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices and the 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.

The subject property is located within the area covered by the Western Area Plan (adopted in 2013), which designates the property as Agricultural.

The Comprehensive Plan's Future Built Form Map currently designates this property as primarily Exurban. 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.

Some of the property is also designated Urban General on the Comprehensive Plan's Future Built Form Map. Applicable characteristics of the Urban General classification include, but are not limited 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.

Per N.C.G.S 160A-31(F), property that is owned by a public entity, such as the NCDOT, may be annexed if the inclusion of said property makes an annexation petition contiguous with the primary corporate limits. The proposed City R-5 zoning district is primarily intended to accommodate low density single-family detached residential developments. The overall gross density in R-5 will typically be 5 units per acre or less. This request is compatible with existing uses located on adjacent tracts.

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 annexation and original zoning request to the **City R-5 (Residential Single-family – 5)** zoning district.