



PL(Z) 25-09

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: July 15, 2025

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for Mary Belle Tuttle, Neal C. Tuttle, Charles E Garrison, David A Garrison, Dwight A Garrison, Russell D Batts, Carolyn Batts Carter, Kathy Batts McCarty, John Kenneth Batts, and Stephen Monroe Batts
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County AG (Agricultural) to City CD-LI (Conditional District - Light Industrial)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall include all uses allowed in the 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); Animal Shelter; Day Care Centers; Elementary/Secondary Schools, Neighborhood-scale; Elementary/Secondary Schools, Community-scale; Religious Assembly, Neighborhood-scale; Religious Assembly, Community-scale; Shelters, Temporary and Emergency; Funeral Homes and Crematoriums; Veterinary Services, Pet Grooming, Kennels; Car Washes; Recycling Processing Centers; Caretaker Dwellings; Junk Motor Vehicles; Eating and Drinking Establishments; Group Care Facilities.
LOCATION	A portion of 3725, a portion of 3739, and all of 3751 McConnell Road
PARCEL ID NUMBER(S)	7894427265, 7894517918, and 7894612783
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). 91 notices were mailed to those property owners in the mailing area.
TRACT SIZE	32.31 acres

TOPOGRAPHY Sloping to the southeast

VEGETATION Mostly wooded, with some clearance near existing dwelling

SITE DATA

Existing Use

Undeveloped

Adjacent Zoning

Adjacent Land Uses

N	County AG (Agricultural)	Single-family dwellings and agricultural land
E	City R-3 (Residential Single-family – 3) and County AG (Agricultural)	Interstate 840 and 785 Concurrency (Greensboro Urban Loop)
S	City LI (Light Industrial), City CD-LI (Conditional District - Light Industrial), City BP (Business Park), City R-3 (Residential Single-family – 3), and County AG (Agricultural)	Undeveloped land and Interstate 40
W	City LI (Light Industrial) and County AG (Agricultural)	Single-family dwellings, agricultural land, and Light Truck and Equipment rental

Zoning History

Case #	Effective Date	Request Summary
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N/A	N/A	The subject properties are not currently located in the City's jurisdiction.
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ZONING DISTRICT STANDARDS

District Summary *

Zoning District	Existing	Requested
Designation:	(County AG)	(CD-LI)
Max. Density:	1.1 dwellings per acre	N/A
Typical Uses	Typical uses in the County AG district include agricultural uses as well as supporting facilities that can include limited residential uses.	Permitted uses shall be limited to: All uses allowed in the 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); Animal Shelter; Day Care Centers; Elementary/Secondary Schools, Neighborhood-scale; Elementary/Secondary Schools, Community-scale; Religious Assembly, Neighborhood-scale; Religious Assembly, Community-scale; Shelters, Temporary and Emergency; Funeral Homes and Crematoriums; Veterinary Services, Pet Grooming, Kennels; Car Washes; Recycling Processing Centers; Caretaker Dwellings; Junk Motor Vehicles; Eating and Drinking Establishments; Group Care Facilities.

**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 a Scenic Corridor Overlay District. The applicant should 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 Lake MackIntosh Watersupply Watershed WS-IV, Little Alamance Creek sub-basin

Floodplains N/A

Streams Blue Line streams and possible Non-Blue Line Stream features onsite. Non-Blue Line Stream features must be identified for possible stream buffers. Perennial and Intermittent streams require a 50' stream buffer measured from top of bank on each side. Show and label top of stream bank. Label zones with dimensions and restrictions within the buffer. "No BUA is allowed in the entire buffer" (see section LDO 30-12-3.9 for buffer restrictions). Show and label the different zones within the buffer (see LDO 30-12-3.9F for information about the different zones). Intermittent and Perennial streams that have no special flood hazard area must shall apply a non-encroachment area to the stream. Please show & label non-encroachment area (measured 30ft from top of bank or 5x's the width of the channel) for intermittent & perennial streams. See the Land Development Ordinance (LDO) Flood Damage Prevention, Chp.30-12-2.3F for description of requirements.

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.

Utilities (Availability)

Water is in the right of way of the properties on McConnell Road. 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:**

The site is within the Scenic Corridor Overlay District 2 (SCOD 2). SCOD 2 buffer requirements for lots adjacent to the right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 30' and a minimum width of 25'. If there are no existing canopy or understory trees within the buffer, or if existing trees are not adequate to provide screening equal to the required planting rate, then additional trees shall be planted to achieve screening equivalent to the required planting rate of 4 canopy trees and 4 understory trees per 100 l.f.

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 Agriculture: 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 Single-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.

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.

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 32.31 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: McConnell Road – Minor Thoroughfare.
I-40 – Freeway.
Clapp Farm Road – Minor Thoroughfare.

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

Traffic Counts: McConnell Road AADT = 5,300 vpd (NCDOT, 2023).

Trip Generation: AM Peak Hour = 188, PM Peak Hour = 81.

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 these properties.

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: The GUAMPO Thoroughfare and Collector Street Plan indicates the need for a future collector street through the subject properties. This street will need to be constructed as part of site development.

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

GSO2040 Written Policies:

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 – Development should focus on industrial uses first.

Prioritizing Sustainability – Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy.

Goal A – Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

Strategy 1 – Promote resilient, efficient and environmentally beneficial patterns of land use.

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

The applicant is strongly encouraged to discuss this proposed original zoning and development with the surrounding community.

Staff Annexation Analysis

The subject properties are 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 properties are located within the Tier 1 Growth Area on the Growth Strategy map in the Comprehensive Plan. Since these properties can be served by City utility providers, it is the City of Greensboro's policy to annex the properties pending approval of the associated original zoning.

Staff Original Zoning Analysis

The subject properties are approximately 32.31 acres and are currently undeveloped. North of the request contains single-family dwellings and agricultural land, zoned County AG (Agricultural). East of the request contains the concurrency of Interstate 840 and 785 (Greensboro Urban Loop), zoned City R-3 (Residential Single-family – 3) and County AG (Agricultural). South of the request contains Interstate 40 and undeveloped land, zoned City LI (Light Industrial), City CD-LI (Conditional District - Light Industrial), City BP (Business Park), City R-3 (Residential Single-family – 3) and County AG (Agricultural). West of the request contains single-family dwellings, agricultural land, and Light Truck and Equipment Rental, zoned City LI (Light Industrial) and County AG (Agricultural).

The proposed original zoning request supports the GSO2040 Growing Economic Competitiveness Plan to increase and preserve the inventory of developable sites compatible with corporate and industrial uses. The request also supports 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.

The GSO 2040 Comprehensive Plan's Future Land Use Map designates the 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 GSO2040 Comprehensive Plan's Future Built Form Map currently designates the subject property as Planned Industrial. 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.

The proposed LI zoning district is primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities

which in their normal operations have little or no adverse effect upon adjoining properties. This request would permit uses that are present on adjacent tracts. 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.

Recommendation

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

Draft Traffic Impact Analysis Executive Summary

Kimley-Horn and Associates, Inc. has performed a Traffic Impact Analysis (TIA) for the Scannell Greensboro development located on McConnell Road in Greensboro, North Carolina. The project proposes to construct approximately 265,000 SF of warehouse space; however, per discussions with the City, trips will be generated as a General Light Industrial land use. Site access will be provided via one proposed full-movement driveway on McConnell Road. Build-out is anticipated in 2026, so 2027 was used as the future study year per City of Greensboro standards.

This report presents trip generation, distribution, traffic analyses, and recommendations for transportation improvements required to meet anticipated traffic demands in conjunction with the development. The traffic conditions studied include the existing traffic condition as well as the projected (2027) background and build-out traffic conditions.

Study Intersections

The study area for this development included the following intersections based on discussions with the City of Oxford and the North Carolina Department of Transportation (NCDOT):

- McConnell Road – Clapp Farms Road/Innisbrook Driveway
- McConnell Road – I-40 WB Ramps/Site Driveway
- McConnell Road – I-40 EB Ramps

Existing Traffic Data

Weekday AM (7:00 – 9:00 AM) and PM (4:00 – 6:00 PM) peak hour turning movement counts were collected at the existing intersections in October 2024 while Guilford County schools were in session.

Future No-Build Volumes

To calculate projected (2027) background traffic volumes, site traffic from the Abberly McConnell Residential, Brookhaven Mill Road, Clapp Farms Road Assemblage, McConnell Goodwill, McConnell Industrial, McConnell Road Industrial, and WC McConnell Road Commerce Center developments was added to existing traffic.

Trip Generation

As shown in Table ES-1, the proposed development has the potential to generate 184 new trips in the AM peak hour and 81 new trips in the PM peak hour on a typical weekday. However, the proposed warehousing use is expected to generate fewer peak hour trips, therefore the trip generation presented herein is expected to be conservative.

Table ES-1 ITE Traffic Generation (Vehicles)						
Land Use Code	Land Use	Intensity	AM Peak Hour		PM Peak Hour	
			In	Out	In	Out
110	General Light Industrial	265,000 s.f.	162	22	11	70

Capacity analyses were performed using Synchro Version 11 software. Table ES-2 summarizes the operation of the study intersections in the AM and PM peak hours.

Table ES-2 Level-of-Service Summary		
Condition	AM Peak Hour LOS (Delay)	PM Peak Hour LOS (Delay)
McConnell Road – Clapp Farms Road/Innisbrook Driveway (Unsignalized)		
Existing (2024) Traffic	NB – B (11.3) SB – B (12.8)	NB – B (11.7) SB – B (13.9)
Background (2027) Traffic	NB – B (14.7) SB – C (21.9)	NB – C (15.1) SB – C (20.3)
Build-out (2027) Traffic	NB – C (15.1) SB – C (24.2)	NB – C (15.3) SB – C (20.8)
McConnell Road – I-40 WB Ramps/Site Driveway (Signalized)		
Existing (2024) Traffic	B (12.3)	B (11.2)
Background (2027) Traffic	B (15.2)	B (14.5)
Build-out (2027) Traffic – <i>Unimproved</i>	B (16.7)	B (15.0)
Build-out (2027) Traffic – <i>Improved</i>	B (16.5)	B (15.0)
McConnell Road – I-40 EB Ramps (Unsignalized)		
Existing (2024) Traffic	EB – B (11.6)	EB – B (14.1)
Background (2027) Traffic	EB – C (18.7)	EB – D (28.8)
Build-out (2027) Traffic	EB – D (27.0)	EB – E (40.6)

Recommended Improvements

The following improvements are recommended as part of the proposed development:

McConnell Road – I-40 WB Ramps/Site Driveway:

- Construct an exclusive northbound right-turn lane on McConnell Road with 75 feet of storage and appropriate taper
- Modify the existing traffic signal to accommodate the additional laneage

Analyses indicate that all of the study intersections are expected to operate at acceptable LOS at project build-out with the exception of the McConnell Road – I-40 EB Ramps intersection. However, anticipated queues at this intersection are expected to be within the effective storage based on SimTraffic average queue length. SimTraffic records the longest queue in each two-minute interval and finds the average of these maximum queues. SimTraffic queuing reports are included in the Appendix.

Figure ES-1 shows the committed and recommended roadway laneage.

