



## PL(Z) 25-26

### City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: July 15, 2025

#### GENERAL INFORMATION

APPLICANT	City of Greensboro
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County RM-8 (Residential Multi-family) to City R-5 (Residential Single-family – 5)
CONDITIONS	N/A
LOCATION	The eastern portion of Willow Road Right-of-way adjacent to 2023 and 2029 Willow Road
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). <b>173</b> notices were mailed to those property owners in the mailing area.
TRACT SIZE	0.24 acres
TOPOGRAPHY	Slopes upward toward Rotherwood Road
VEGETATION	None

#### SITE DATA

##### Existing Use

Willow Road

##### Adjacent Zoning

##### Adjacent Land Uses

N	City R-5 (Residential Single-family – 5) Street Right-of-way
E	County RM-8 (Residential Multi-family) Undeveloped land
S	City CD-O (Conditional District - Office) Street Right-of-way

W City R-5 (Residential Single-family – Single-family dwellings  
5)

### 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	Existing	Requested
Designation:	<b>( County RM-8)</b>	<b>(City R-5)</b>
Max. Density:	8 dwelling units per acre	5 dwelling units per acre
Typical Uses	Primarily intended for a variety of housing types including duplexes, townhomes, cluster housing, and other similar residential uses at a maximum overall density of 8.0 units per acre. Development in this district shall have connections to neighborhood and civic amenities, water and sewer infrastructure.	Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre.

*\*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 in the 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 Northeast to South Buffalo Creek, Non- Watersupply Watershed Watershed

Floodplains N/A

Streams N/A

Other: If >1 acre is disturbed and the BUA is increased to the areas draining to South Buffalo Creek, site must meet current watershed Phase 2 development requirements, Water Quality and Water Quantity Control must be addressed. 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 BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable. State/Corps permits are required for any stream or wetland disturbance or crossing.

### **Utilities (Availability)**

Water and sewer are on the west side of Willow Road in the right of way. Private developer shall ensure all extensions to the property and on site water and sewer meet the City of Greensboro and NCDEQ's Standards.

### **Airport Overlay District & Noise Cone**

n/a

### **Landscaping & Tree Conservation Requirements**

Landscaping and Tree Conservation requirements are not applicable to public rights-of-way nor single-family residential uses.

### **Transportation**

Street Classification: Willow Road – Minor Thoroughfare.

Site Access: N/A.

Traffic Counts: Willow Road AADT = 3,000 (NCDOT, 2023).

Trip Generation: N/A.

Sidewalks: N/A

Transit in Vicinity: No.

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

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 designates this site as **Residential**. The requested **City R-5 (Residential Single-family – 5)** zoning district would allow uses that are generally consistent with those future land use designations. The **GSO2040** Future Built Form Map designates this site as **Urban General**. This site is located in **Growth Tier 1** of the City's 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 A** – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

**Strategy 2** – Encourage higher density, mixed-use, walkable infill development.

**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.

**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 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 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 owners of surrounding properties.

**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 June 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 is located in Growth Tier 1, 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 0.24 acres and is a portion of right-of-way for Willow Road. North of the subject property contains street right-of-way, zoned City R-5. East of the subject property undeveloped land, zoned County RM-8. South of the subject property contains street right-of-way, zoned City CD-O. West of the subject property contains single-family dwellings, zoned City R-5.

The proposed original zoning request supports the GSO2040 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 Comprehensive Plan's Future Land Use Map designates this property as Residential. The Residential designation includes both single-and multi-family residential uses. Other uses should generally be in the scale of a Neighborhood or a Community 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 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 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 R-5 zoning district is primarily intended to accommodate low-density single-family detached residential development of up to 5 dwelling units per acre. The request permits uses that are present 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 to the **City R-5 (Residential Single-family – 5)** zoning district.