



PLZ-25-27

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: July 15, 2025

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for Tom C. James (AKA T. Cooper James) of Columbia Holdings, LLC
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County CZ-LB (Conditional Zoning - Limited Business) to City CD-C-M (Conditional District - Commercial – Medium)
CONDITIONS	<ol style="list-style-type: none">1. Uses shall include all uses permitted in the Commercial – Medium zoning district EXCEPT the following: Group Living Facilities; Animal Shelters; Cemeteries; Temporary and Emergency Shelters; Shooting Ranges; Amusement and Water Parks; Fairgrounds; Campgrounds and Recreational Vehicle Parks; Bars, Nightclubs, and Brewpubs; Pawnshops; Sexually Oriented Businesses; Laundry and Dry Cleaning Plants; Warehousing; Junked Motor Vehicles; Land Clearing and Inert Debris Landfills; and Portable Storage Units.2. There shall be no new vehicular access from the subject property to Hicone Road.
LOCATION	4712 Hicone Road
PARCEL ID NUMBER(S)	7897059156
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). 64 notices were mailed to those property owners in the mailing area.
TRACT SIZE	1.63 acres
TOPOGRAPHY	Generally flat; some slope to the southern property line
VEGETATION	Wooded toward the southern property line

SITE DATA

Existing Use		Single-family dwelling
	Adjacent Zoning	Adjacent Land Uses
N	County RS-3 (Residential Single-family)	Single-family dwellings
E	City CD-C-L (Conditional District - Commercial – Low)	Undeveloped land
S	County RS-30 (Residential Single-family)	Single-family dwellings
W	County CZ-LB (Conditional Zoning - Limited Business)	Retail sales

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 (County CZ-LB)	Requested (City CD-C-M)
Designation:	N/A	N/A
Max. Density:		
Typical Uses	Use(s): All uses permitted in the LB district, <u>excluding</u> Billiard Parlors, Fortunetellers, Astrologers, Convenience Stores, Kennels or Pet Grooming Services, Junked Motor Vehicles, and Land Clearing and Inert Debris Landfills.	Permitted uses shall include all uses allowed in LI zoning district except: Group Living Facilities; Animal Shelters; Cemeteries; Temporary and Emergency Shelters; Shooting Ranges; Amusement and Water Parks; Fairgrounds; Campgrounds and Recreational Vehicle Parks; Bars, Nightclubs, and Brewpubs; Pawnshops; Sexually Oriented Businesses; Laundry and Dry Cleaning Plants; Warehousing; Junked Motor Vehicles; Land Clearing and Inert Debris Landfills; and Portable Storage Units.

**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 Site drains to the South to North Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains N/A

Streams N/A.

Other: If >1 acre is disturbed and the BUA is increased, site must meet current Phase 2 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 1yr, 2yr & 10yr 24hr storms to pre-development levels. All BUA must be treated by a State approved water quality BMP/SCM. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Utilities (Availability)

Water and sewer are available on Hicone Road. 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**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 Single family uses: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 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 1.63 acres, 5% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: Hicone Road – Major Thoroughfare.

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

Traffic Counts: Hicone Road AADT = 9,200 vpd (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 TIS Ordinance.
(TIS)

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS**Comprehensive Plan Consistency**

In determining whether the proposed zoning is consistent with these designations, use the following questions to frame the discussion. This is not a checklist, but a set of questions to guide the determination of consistency with the Comprehensive Plan. If the answers to these questions are generally in the positive, the rezoning request should be deemed consistent with the Comprehensive Plan.

1. Is the proposed rezoning in an area with an adopted neighborhood, corridor, Redevelopment, or small area plan, and if so is it consistent with that plan?
2. Does the proposed rezoning support uses anticipated within the Comprehensive Plan's Future Land Use Map and Future Built Form Map designations?
3. Is the site for the proposed zoning district in an Activity Center or directly adjacent to an Activity Center?
4. Are the uses permitted within the proposed zoning district found elsewhere within the same Future Built Form (center, place type, or corridor), or can the same uses be found in an area with the same Future Built Form designation elsewhere in Greensboro?
5. Are the uses permitted within the proposed zoning district of a similar scale, intensity, or offsite impact as existing nearby uses?
6. If warranted due to differences in the zoning, use, or scale of adjacent properties, can the property proposed for rezoning accommodate a satisfactory transition to the existing scale and intensity of existing, adjacent uses?
7. Are the uses permitted within the proposed zoning district compatible with the scale and design of the adjacent road?
8. Would the proposed rezoning or land use change impact the existing adjacent land uses? Is the proposed zoning compatible with existing adjacent land uses? Would the proposed change make a use or building nonconforming or increase the degree of nonconformity?
9. Will the proposed zoning accommodate development that permits the extension of the existing and planned street and sidewalk system and the plan's priorities for interconnection of adjacent neighborhoods?
10. Does the proposed change in zoning support one of the Big Ideas such as Growing Economic Competitiveness, Filling in our Framework, or Creating Great Places, as discussed on page 75 of the Comprehensive Plan?

Land Use Compatibility

The proposed **City CD-C-M (Conditional District - Commercial – Medium)** 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 Commercial. The requested **City CD-C-M (Conditional District - Commercial – Medium)** 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 **Growth Tier 1** 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 B – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 1 – Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

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.

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 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 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 June 3, 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 1.63 acres and is currently undeveloped. North of the request contains single-family dwellings, zoned County RS-3 (Residential Single-family). East of the request contains undeveloped land, zoned City CD-C-L (Conditional District -Commercial - Low). South of the request contains single-family dwellings, zoned County RS-30 (Residential Single-family). West of the request contains a retail development, zoned County CZ-LB (Conditional Zoning – Limited Business).

The proposed original zoning request supports both the Comprehensive Plan's 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 and the Growing Economic Competitiveness Big Idea to build a prosperous, resilient economy that creates equitable opportunities to succeed.

The Comprehensive Plan's Future Land Use Map, designates this property as Commercial. The requested CD-C-M zoning district would allow uses that are consistent with the surrounding uses as described in the Commercial future land use designation. 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 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.

The proposed CD-C-M zoning district, as conditioned, would limit permitted uses to all uses allowed in C-M zoning district except: Group Living Facilities; Animal Shelters; Cemeteries; Temporary and Emergency Shelters; Shooting Ranges; Amusement and Water Parks; Fairgrounds; Campgrounds and Recreational Vehicle Parks; Bars, Nightclubs, and Brewpubs; Pawnshops; Sexually Oriented Businesses; Laundry and Dry Cleaning Plants; Warehousing; Junked Motor Vehicles; Land Clearing and Inert Debris Landfills; and Portable Storage Units. The uses permitted under this request are similar to existing uses present in the surrounding area.

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-C-M (Conditional District - Commercial – Medium)** zoning district.