



**Z-23-03-005**

**City of Greensboro Planning Department  
Zoning Staff Report and Plan Amendment Evaluation**

**Zoning Commission Hearing Date: March 20, 2023**

**GENERAL INFORMATION**

<b>APPLICANT</b>	Crescent Acquisitions, LLC for Highwoods Realty Limited Partnership
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	CD-O (Conditional District-Office) to PUD (Planned Unit Development)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Permitted uses shall be limited to 136 single-family and or townhome units.</li><li>2. A minimum of 2 acres of active or passive recreation space shall be provided. Such space may consist of dedicated facilities for recreational activities or open areas readily accessible to residents.</li><li>3. Building façade materials shall consist of no less than 30% wood, stone, glass, brick, and/or cementitious material.</li><li>4. Building height for residential units shall be limited to 45 feet.</li><li>5. There shall be no direct vehicular access on Hobbs Road.</li><li>6. A landscape buffer with an average width of 15', and a minimum width of 10', shall be installed along Hobbs Rd. Plantings shall include large evergreen shrubs and trees to create an evergreen screen. New plantings shall be located and installed in a manner which will protect healthy existing trees and vegetation.</li></ol>
<b>LOCATION</b>	1500 Highwoods Boulevard
<b>PARCEL ID NUMBER(S)</b>	7845092857
<b>PUBLIC NOTIFICATION</b>	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>19</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	16.2 Acres
<b>TOPOGRAPHY</b>	Undulating



4. A maximum building height of 60 feet.
  5. A 50-foot landscaped buffer shall be provided from the northernmost property line of Cross of Christ Lutheran Church to the southern boundary of the property.
  6. From the northernmost property line of Cross of Christ Lutheran Church to the southern boundary of the property, no building will be constructed within 100 feet of the southern right-of-way of New Garden Road.
  7. As required by the North Carolina Department of Transportation or the Greensboro Department of Transportation, dedication and construction shall be provided of two northbound through lands from the southernmost property line of the Property extending in a northerly direction along the entire frontage of the Property.
  8. Since a landscaped median is planned for New Garden Road, there shall be provided one half (but in no event more than 12 feet) of the median from the southern property line of the Property extending in a northerly direction along the entire frontage of the Property.
  9. A master development plan shall be submitted for the entire tract of land on which this property is a portion. In addition, when the City of Greensboro makes available traffic counts taken subsequent to the opening of Bryan Boulevard, a revised transportation impact analysis will be obtained utilizing these counts and the land use plan which will be permitted by the rezoning of the entire tract of land of which this property is a portion.
  10. The maximum height of any parking deck shall be 50 feet.
- evergreen screen. New plantings shall be located and installed in a manner which will protect healthy existing trees and vegetation.

*\*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 New Garden Road Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

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 WS-III Watersupply Watershed, Horse Pen Creek sub-basin

Floodplains FEMA 1% Annual Chance Special Flood Hazard Area is onsite. A Floodplain Development Permit is required for any disturbance within the FEMA 1% ACSFHA. If a structure is placed within the FEMA 1% ACSFHA, an Elevation Certificate will be required. Structure must be elevated to 2ft above the Base Flood Elevation.

Streams Possible stream onsite will need to be identified. Stream feature will have a 50ft stream buffer measured from top of bank on each side.

Other: Site must meet Phase 2 requirements – both Water Quality and Water Quantity must be addressed. The 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. Site is also located within the PTI 5 mile statue radius. No BMP/SCM that holds a normal pool elevation is allowed without engineer's documentation.

### Utilities (Availability)

Water is available on Highwoods Blvd. and Hobbs Road. Sewer is available on an outfall to the east of the property. Private developer will need to extend water and sewer to City of Greensboro's Standards

### Airport Overlay District & Noise Cone

n/a

### Landscaping & Tree Conservation Requirements

#### Landscaping:

The landscaping requirements of the PUD are established within the Unified Development Plan. The minimum requirements are those set out in Section 30-10 of the Land Development Ordinance. For this site the minimum requirements will be:

#### 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 Office or Commercial uses, or to vacant property: Vehicular Use Area buffer yard (see Parking Lots, below).

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

**Transportation**

Street Classification: New Garden Road – Major Thoroughfare.  
Hobbs Road – Collector Street.  
Highwoods Boulevard – Local Street.

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

Traffic Counts: New Garden Road AADT = 26,500 (NCDOT, 2019).

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 currently exist along the Hobbs Road 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**

**Land Use Compatibility**

The proposed **PUD (Planned Unit Development)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO2040 Comprehensive Plan Policies**

The **GSO2040** Future Land Use Map and the New Garden Road Strategic Plan designates this location as partially as Mixed-Use **Commercial** and partially as **Institutional**, as the site sits between an activity center and a park and library. The proposed **PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the Mixed-Use **Commercial** future land-use designation. The **GSO2040** Future Built Form map designates this location as **Urban General**. The Future Built Form map also identifies the subject site as being partially within a **District Scaled Activity Center**, and partially (approximately the northwestern edge) within an **Urban Mixed Use Corridor**.

**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.

**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 1** – Employ a problem prevention model to identify causes and solutions to neighborhood problems.

**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.

**Becoming Car Optional** - Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

**Goal A** - Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

**Strategy 2** - Encourage new development that is compatible with the intended use of the adjacent roadway.

**Goal B** - Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

**Strategy 1** - Expand the greenway network to connect all parts of the city as a key element of the transportation system.

**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.

**Strategy 4** – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

**Goal B** - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

**Strategy 2** - Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

**Strategy 3** - Promote a just, ethical, and respectful community.

**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 1** - Consider the impact that growth and development patterns and infrastructure investments have on the City’s fiscal health.

**Building Community Connections** - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

**Goal E** - Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

**Strategy 1** - Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

**Strategy 3** – Improve the city’s housing through effective use of code enforcement and the strategic leveraging of resources.

**Growing Economic Competitiveness** – Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

**Goal C** – Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.

**Strategy 1** – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.

## **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.

Mixed-Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

Institutional: This designation applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers.

### **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.

**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 and District 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.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***New Garden Road Strategic Plan***

**Vision:** The New Garden Road Corridor is the thread that connects terrific neighborhoods, with places to shop, work, and play. The New Garden Road Strategic Plan informs residents, property-owners, and the City of Greensboro about the steps necessary to protect the community character, property values, and the quality of life that makes this area a desirable place.



**Goal:** The balance between residential and commercial environments is enhanced, and the natural environment is part of daily life.

**Recommended Strategy #1:** Refine the control of land uses to better manage change and development.

**Goal:** New Garden Road is not just a “through-route” for automobiles, as it supports the use of property, contributes to an attractive corridor character, and sets a high priority on accessibility by all modes including bicyclists, pedestrians, and vehicles.

**Recommended Strategy #2:** Diminish the impact of vehicular traffic on quality of life.

**Goal:** The community is linked through non-vehicular interconnections.

**Recommended Strategy #3:** Increase neighborhood interconnectivity without increasing neighborhood through-traffic.

**Goal:** The Corridor has a consistent, high-quality level of design, construction and maintenance without being uniform across the entire corridor nor indistinguishable from other corridors.

**Recommended Strategy #4:** Enhance the corridor character and sense of place.

**Goal:** The Community has an effective voice in the decision-making process about the future of the Corridor.

**Recommended Strategy #5:** Build stronger community relations among the neighborhoods and within community leadership.

### ***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.

**Element 2) Green Jobs and Buildings:**

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

**Element 3) Waste Reduction and Recycling:**

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro’s solid waste diversion and recycling rates.

**Element 6) Education and Outreach:**

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro’s energy and sustainability efforts.

### **Other Plans**

N/A

**STAFF ANALYSIS AND RECOMMENDATION****Community Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties.

**Staff's Unified Development Plan (UDP) Analysis**

On September 1, 2020 the Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with rezoning request to a Planned Unit Develop zoning district.

There are three main purposes for a Unified Development Plan (UDP). One is to specify the type of development and dimensional standards that will govern the development in various sections of the property. The second is to make sure that City of Greensboro service providers can adequately serve the proposed development. Finally, the Unified Development Plan puts the development standards into a form recordable at the Guilford County Register of Deeds Office so there will be notice of these requirements to future owners and occupants.

When making the determination to approve a Unified Development Plan (UDP), the Zoning Commission must review the UDP for consistency with the approved Planned Unit Development (PUD) Concept Plan and zoning conditions.

The Technical Review Committee will review the Unified Development Plan (UDP) and vote on a recommendation to the Planning and Zoning Commission.

**Staff's Rezoning Analysis**

The approximately 16.2 acres subject property currently contains undeveloped land. North of the request is a shopping center, zoned CD-C-H. East of the request contains open space, common area and stormwater ponds for the integrated multiple use development, and a school, zoned CD-O and CD-R-3. South of the request contains Price Park, zoned PNR, and nearby library branch, zoned CD-PI. West of the request contains offices and a bank, zoned CD-O and CD-C-H.

The proposed rezoning request supports the Comprehensive Plan's Filling In Our Framework Big Idea to encourage higher density, mixed-use, walkable infill development. It also supports 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.

The Comprehensive Plan's Future Land Use Map currently designates this property as Mixed Use Commercial and Institutional. The site will be able to functionally connect to the adjacent commercial center. Other uses should generally be in the scale of a Neighborhood or a District Scaled 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 subject parcels are long and narrow making it such that the site cannot be developed in a manner that orients the buildings to the corridor.

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 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.

This area is also within a District Scaled Activity Center and the northwestern edge is within an Urban Mixed Use Corridor. Neighborhood and District Scaled Activity Centers should reflect these characteristics:

- 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.
- Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
- 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.
- 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.

This request is also located along an Urban Mixed-Use Corridor and the character and function of the road and the uses within a corridor are highly correlated. The New Garden Road Strategic Plan helps to guide development along the corridor, one of its goals being that the corridor has a consistent, high-quality level of design, construction and maintenance without being uniform across the entire corridor nor indistinguishable from other corridors by enhancing the corridor character and sense of place.

The proposed PUD zoning designation, as conditioned, would allow a mix of residential uses in immediate proximity to each other and similar uses in the immediate area. The zoning also encourages appropriate scaled development along a major thoroughfare while providing good transitions to nearby low intensity residential development. 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 **PUD (Planned Unit Development)** zoning district.