



Z-23-04-005

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

Planning and Zoning Commission Hearing Date: April 10, 2023

GENERAL INFORMATION

APPLICANT	Michael S. Fox on behalf of Carroll Hornaday Road Investments
HEARING TYPE	Rezoning Request
REQUEST	CD-C-H (Conditional District – Commercial - High) to CD-C-M (Conditional District – Commercial-Medium)
CONDITIONS	1. Permitted uses shall include all uses allowed in the C-M, Commercial-Medium Zoning District, except for the following: a. All Cemeteries
LOCATION	5402 and 5410 Hornaday Road
PARCEL ID NUMBER(S)	7834226120 and 7834220063
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). 32 notices were mailed to those property owners in the mailing area.
TRACT SIZE	10.35 Acres
TOPOGRAPHY	Mostly flat
VEGETATION	Landscaping and tree buffer between I-40

SITE DATA

Existing Use	Warehouse and retail
Adjacent Zoning	Adjacent Land Uses
N C-M (Commercial-Medium)	Undeveloped land and Interstate-40

E	CD-C-H (Conditional District-Commercial-High) and CD-C-M (Conditional District-Commercial Medium)	Retail and Vehicle Sales and Repair
S	CD-C-M (Condition District-Commercial-Medium)	Shopping center and convenience store with fuel pumps
W	R-3 (Residential Single-family-3)	Religious assembly and cemetery

Zoning History

Case #	Effective Date	Request Summary
CD2908	April 5, 2001	<p>The subject properties were part of a rezoning from RS-12 to CU-SC with the following conditions, effective April 5, 2001:</p> <ol style="list-style-type: none"> 1. All uses permitted in the SC Zoning District 2. There shall be a maximum of three curb cuts on Hornaday Road and the developer will make the following improvements therewith: <ol style="list-style-type: none"> A. At the intersection of Hornaday Road/Site Access #1: (1) Construct a right-in/right-out access in conformance with the City of Greensboro Driveway Manual. B. At the intersection of Hornaday Road/Site Access #2: (1) Construct a full movement access in conformance with the City of Greensboro Driveway Manual. (2) Provide an exclusive eastbound left-turn lane; (3) Provide a taper for the westbound right-turn maneuver; (4) Provide exclusive southbound left turn and a shared straight/right-turn lane. C. At the intersection of Hornaday Road/Site Access #3: (1) Construct a right-in/right-out access in conformance with the City of Greensboro Driveway Manual. 3. Prior to any development, developers will, without time limitation, dedicate for public street right-of-way and utility purposes only, a portion of the subject property for the extension of Bridford Parkway, that portion being a tract containing .795 acres, as shown on the original plat of Wendover Place Shopping Center, Plat Book 122, Page 44, Guilford County Public Registry, as Tract K.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District	Existing	Requested
Designation:	(CD-C-H)	(CD-C-M)
Max. Density:	N/A	N/A

Typical Uses The subject properties were part of a rezoning from RS-12 to CU-SC with the following conditions, effective April 5, 2001:

- 1. All uses permitted in the SC Zoning District
- 2. There shall be a maximum of three curb cuts on Hornaday Road and the developer will make the following improvements therewith:
 - D. At the intersection of Hornaday Road/Site Access #1: (1) Construct a right-in/right-out access in conformance with the City of Greensboro Driveway Manual.
 - E. At the intersection of Hornaday Road/Site Access #2: (1) Construct a full movement access in conformance with the City of Greensboro Driveway Manual. (2) Provide an exclusive eastbound left-turn lane; (3) Provide a taper for the westbound right-turn maneuver; (4) Provide exclusive southbound left turn and a shared straight/right-turn lane.
 - F. At the intersection of Hornaday Road/Site Access #3: (1) Construct a right-in/right-out access in conformance with the City of Greensboro Driveway Manual.
- 3. Prior to any development, developers will, without time limitation, dedicate for public street right-of-way and utility purposes only, a portion of the subject property for the extension of Bridford Parkway, that portion being a tract containing .795 acres, as shown on the original plat of Wendover Place Shopping Center, Plat Book 122, Page 44, Guilford County Public Registry, as Tract K.

- 1. Permitted uses shall include all uses allowed in the C-M, Commercial-Medium Zoning District, except for the following:
 - a. All Cemeteries

**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 zoning 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 South 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 address current watershed requirements for Phase 2, Water Quality and Water Quantity Control must be addressed for the entire site. All new BUA must be treated by a State approved water quality BMP/SCM. Site is within the PTI 5 statute mile radius. Any proposed water quality device BMP/SCM that holds a normal pool elevation is not allowed unless supporting engineering documentation is provided that clearly explains why a water quality device that holds a normal pool elevation needs to be utilized.

Utilities (Availability)

Water and sewer are available on site. 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:

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 Religious Assembly or to other Commercial uses: 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 10.35 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

Transportation

Street Classification: Hornaday Road – Minor Thoroughfare.
Guilford College Road – Major Thoroughfare.

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

Traffic Counts: Hornaday Road AADT = 8,600 (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 exist along the frontage of this property.

Transit in Vicinity: Yes, GTA Route 1 (Spring Garden Street/West Wendover Avenue) is adjacent to the subject site, along Hornaday Road.

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 **CD-C-M (Conditional District – Commercial-Medium)** 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 designates this location as **Commercial**. The requested **CD-C-M (Conditional District – Commercial-Medium)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Commercial** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban General** and is also **Activity Center – Regional** with a portion in **Urban Mixed Use Corridor**.

GSO2040 Written Policies:

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

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.

Strategy 2 - Cultivate a diverse range of industry sectors and scales of operation in the local economy to help minimize the impacts of major fluctuations within any single sector.

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.

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 – Ensure mixed use projects both strengthen and add value to the Community.

Goal B – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

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.

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 Map

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.

Regional Scaled Activity Centers, in addition to the characteristics referenced in Neighborhood and Community Scaled Activity Centers, should also reflect these characteristics:

1. Development is in close proximity and has a high degree of accessibility to High Frequency Transit Service.
2. Safe access by automobile to and from the site is essential, as are logical and clear driving paths within developments.
3. Cross access easements between commercial properties limit roadway congestion and contribute to walkable commercial environments.
4. Development is separated from residential neighborhoods and other low intensity uses.
5. Infrastructure capacity serves the highest densities and intensities of use.
6. Storm water management is integrated into site plans and landscape plans.
7. Adopted design standards and best design practices result in pedestrian-scaled building design that breaks up uninterrupted building walls and blank facades with the use of architecture, fenestration, building material changes, and greenwalls.

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.

- 8. 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

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.

Other Plans

N/A

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

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

Staff Analysis

The subject property is approximately 10.35 acres and is currently used retail land uses and a vacant building. North of the subject properties is undeveloped land and Interstate 40, zoned C-M. East of the request is retail and vehicle sales and repair, zoned CD-C-H and CD-C-M. South of the request is a shopping center and convenience store with fuel pumps, zoned CD-C-M. West of the request is a place of religious assembly (church) and further west is a cemetery, both zoned R-3.

The proposed rezoning request supports the Comprehensive Plan’s Growing Economic Competitiveness Big Idea to increase and preserve the inventory of developable sites compatible with corporate and industrial uses.

The GSO 2040 Comprehensive Plan’s Future Land Use Map designates these properties as Commercial. 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. The Planned Industrial Campus designation should reflect some of the following characteristics:

- New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
- Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
- The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
- Cut-through traffic is minimized.
- New sidewalks contribute to the completion of a sidewalk network.

Additionally, these properties are within a Regional Scaled Activity Center with a portion being within an Urban (Mixed-Use) Corridor. Such an Activity Center is characterized by development being in close proximity and having a high degree of accessibility to High Frequency Transit Service; has cross access easements between commercial properties to limit roadway congestion and contributes to walkable commercial environments; and infrastructure capacity serves the highest densities and intensities of use. Urban Mixed-Use Corridors also aim to connect the existing need and convenience of the surrounding community through land use and site designs.

The proposed CD-C-M zoning district will allow a wide range of retail, service and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. The proposed rezoning expands commercial development opportunities next to a wide variety of commercial, retail and auto related uses.

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