



# PL(P) 23-15 & Z-23-07-004

City of Greensboro Planning Department  
Zoning Staff Report

Planning & Zoning Commission Hearing Date: July 17, 2023

## GENERAL INFORMATION

<b>APPLICANT</b>	Marc Isaacson for D. Stone Builders, Inc, for Rocco Chickillo and Jennifer Chickillo
<b>HEARING TYPE</b>	Annexation, Original Zoning Request and Rezoning
<b>REQUEST</b>	County AG (Agricultural), County RS-30-MH (Residential Single-family-Manufactured Home) and City HI (Heavy Industrial) to PUD (Planned Unit Development) including the required Unified Development Plan and with the following conditions.
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. Uses shall be limited to Single-family Detached Dwellings; Single-family Detached Dwellings, Zero Lot Line; Duplexes; Townhouses; Twin Homes; Multi-family Dwellings; Multi-family (Elderly);</li><li>2. Maximum building height shall be 50-feet/3-stories.</li></ol>
<b>LOCATION</b>	2220 Huffine Mill Road and a portion of 260 Willowlake Road
<b>PARCEL ID NUMBER(S)</b>	7895366253 and 7895342718
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 600 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>37</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	59.53 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	The property is wooded with clearings for agricultural activities.

## SITE DATA

Existing Use

Residential dwellings and undeveloped land

Adjacent Zoning

Adjacent Land Uses

N	County AG (Agricultural) and County RS-30-MH (Residential Single-family with a Manufactured Home Overlay District)	Single-family dwellings, I-840, and undeveloped land
E	City HI (Heavy Industrial)	I-840, undeveloped land, and water treatment plan
S	County AG (Agricultural)	Single-family dwelling and undeveloped land
W	County AG (Agricultural) and County RS-30-MH (Residential Single-family with a Manufactured Home Overlay District), and City CD-C-M (Conditional District - Commercial - Medium)	Single-family dwellings and undeveloped land

**Zoning History**

Case #	Effective Date	Request Summary
2428	December 31, 1994	A portion of 2220 Huffine Mill Road was rezoned from County HI to City HI.
N/A	N/A	Another portion of 2220 Huffine Mill Road is not currently located in the City's jurisdiction.
N/A	N/A	260 Willowlake Road is not currently located in the City's jurisdiction.

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(County AG)</b>	Existing <b>(County RS-30-MH)</b>
Max. Density:	1.1 dwellings per acre	1.4 dwellings per acre
Typical Uses:	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land.	Primarily intended to accommodate single-family detached dwellings in areas without access to public water and sewer services. The minimum lot size of this district is 30,000 square feet, with a Manufactured Home Overlay District.
Zoning District Designation:	Existing <b>(City HI)</b>	Requested <b>(City PUD)</b>
Max. Density:	N/A	8.02 dwellings per acre on UDP
Typical Uses:	Primarily intended to accommodate wide range of assembling, fabricating, and manufacturing activities. The district is established for the purpose of providing appropriate locations and development regulations for uses	Uses shall be limited to Single-family Detached Dwellings; Single-family Detached Dwellings, Zero Lot Line; Duplexes; Townhouses; Twin Homes; Multi-family Dwellings; Multi-family (Elderly).

which may have significant environmental impacts or require special measures to ensure compatibility with adjoining properties.

*\*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 partially within the Urban Loop Scenic Corridor 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 Watershed Site currently drains to North Buffalo Creek to the North and South Buffalo Creek to the South, Non-Watersupply Watershed's

Floodplains N/A

Streams Blue-line stream and possible Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. Refer to the City's LDO Chapter 30-12-3.9 for stream buffer requirements. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Other: If >1 acre is disturbed and the BUA is increased, site must address Phase 2 requirements, Water Quality and Water Quantity Control must be addressed. All BUA must be treated by a State approved water quality BMP/SCM. Water Quality must treat the first 1" of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels.

**Utilities (Availability)**

Water is available south of the properties on Willow Lake Road. Sewer is available on the south end of 2220 Huffine Mill Road. 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:**

**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.

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.

The site is within the Scenic Corridor Overlay District 1 (SCOD1). SCOD1 buffer requirements for lots adjacent to the Urban Loop right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 50', a minimum width of 40', and a maximum width of 75 feet, along the portion of any lot adjacent to the highway right-of-way. 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 9 canopy trees and 12 understory trees per 100 l.f.

A secondary natural undisturbed buffer shall be maintained for 200' along any street right-of-way intersecting the highway right-of-way. The width of the buffer shall decrease along its width from 50 l.f. at its inception at the termination of the buffer along the highway, to a width of 10' at the opposite end. Planting rate shall be 1 canopy tree per 555 square feet of buffer area, and 1 understory tree per 420 square feet of buffer area.

**Buffer Yards:**

Adjacent to Single-family residential uses: 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 vacant property uses: 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 58.52 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation.

**Transportation**

Street Classification: Huffine Mill Rd – Major Thoroughfare.  
Willowlake Rd –Collector Street.

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

Traffic Counts: Huffine Mill Rd AADT = 2,800 (NCDOT, 2021).

Trip Generation: 24 Hour = 3,634, AM Peak Hour = 236, PM Peak Hour = 310.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not currently exist along the frontage of this property.

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 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. The Growth Tiers Map designates the subject site as being within Growth Tiers 1 and 2.

**GSO 2040 Comprehensive Plan Policies**

The GSO 2040 Future Land Use Map designates this location as **Industrial (eastern nine-tenths)** and **Residential (remainder)**. The requested **PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land use designations.

**GSO 2040 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 1** - Encourage higher density, mixed-use, walkable infill development.

**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.

**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.

**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.

## **GSO 2040 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.

Residential: includes both single and multifamily 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.

**Exurban** Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

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.

**Planned Industrial** districts should reflect the following 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.

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.

Growth Tier 2: Tier 2 will require significant City investment to serve. Water and/or sewer service may be allowed inside Growth Tier 2 provided property can be annexed immediately. If property cannot be annexed immediately, water and/or sewer service can be allowed in Growth Tier 2 under specific circumstances.

**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 rezoning and development with owners of surrounding properties.

**Staff Annexation Analysis**

Part of the subject property is currently located in the County. On September 1, 2020 the 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 has stated that infrastructure is in place to provide City services to this location. The Technical Review Committee also recommended approval of this annexation request at its July 3, 2023 meeting. This property is located within the Tier 1 and Tier 2 Growth Areas on the Growth Strategy map in the Comprehensive Plan. It is the City of Greensboro’s policy to annex properties within Growth Tier 1 pending approval of the original zoning.

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

On September 1, 2020 the Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with a rezoning request to a Planned Unit Development 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 reviewed and conditionally approved the Unified Development Plan (UDP) on July 3, 2023.

**Staff Original Zoning Analysis**

The subject properties contain a total of 59.53 acres total (34.55 acres for the original zoning and 24.98 acres for the rezoning). The properties currently contain undeveloped land and a single-family dwelling. North of the request contains single-family dwellings, I-840, and



undeveloped land, zoned County AG (Agricultural) and County RS-30-MH (Residential Single-family with a Manufactured Home Overlay District). East of the request contains I-840, undeveloped land, and a water treatment plant, zoned City HI (Heavy Industrial). South of the request contains a single-family dwelling and undeveloped land, zoned County AG (Agricultural). West of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural) and County RS-30-MH (Residential Single-family with a Manufactured Home Overlay District), and City CD-C-M (Conditional District - Commercial - Medium).

The proposed original zoning and rezoning request supports both 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 and the Building Community Connections goal to maintain stable, attractive, and healthy places to live and raise families.

The Comprehensive Plan's Future Land Use Map designates this subject property as Industrial and Residential. 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 Residential designation includes both single and multifamily 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. The requested PUD (Planned Unit Development) zoning district, as conditioned, would allow uses that are generally consistent with those described in the Residential future land use designations.

The Comprehensive Plan's Future Built Form Map currently designates the majority of the subject property as Urban General, Exurban, and Planned Industrial.

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.
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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 PUD zoning district, as conditioned, allows moderate intensity residential uses that support nearby industrial uses and are also compatible with the various nearby residential uses. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to adjacent and nearby lower density residential uses.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO 2040) 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.

**TIS Executive Summary**

The proposed Huffine Mill Road Development is located on the south side of Huffine Mill Road, across from Oakleigh Road in Greensboro, NC. For the purpose of the analysis, the development was assumed to consist of up to 150 single-family detached housing, 50 townhomes, and 275 apartment units. One full movement access point is proposed on Huffine Mill Road with one full movement access point on Willowlake Road. The expected build-out year for this development is 2025. Per the Greensboro Department of Transportation (GDOT) guidelines, a study year of 2026 (build out plus one year) was used for analysis purposes. Information regarding the property was provided by D. Stone Builders, Inc.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with GDOT and NCDOT. This site has a trip generation potential of 3,634 daily trips, 236 trips in the AM peak hour, and 310 trips in the PM peak hour.

In conclusion, this study has determined the potential traffic impacts of this development and recommendations have been given where necessary to mitigate the impacts of future traffic. The analysis indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The recommendations summarized in Figure A and in Table A should be constructed to comply with applicable NCDOT *Policy on Street and Driveway Access to North Carolina Highways* and local standards.

Table A – Summary of Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
Huffine Mill Road and I-785/840 Westbound Ramps	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Huffine Mill Road and I-785/840 Eastbound Ramps	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Huffine Mill Road and Oakleigh Road/Site Access 1	<ul style="list-style-type: none"> <li>Construct a westbound left turn lane on Huffine Mill Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>Construct an eastbound right turn lane on Huffine Mill Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>Design site drive according to applicable NCDOT and/or local standards.</li> </ul>
Huffine Mill Road and Willowlake Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
US 70 (Burlington Road) and Willowlake Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Willowlake Road and Site Access 2	<ul style="list-style-type: none"> <li>Design site drive according to applicable NCDOT and/or local standards.</li> <li>No additional improvements are recommended.</li> </ul>

