

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
November 12, 2007 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: H
Location: 3107 South Elm-Eugene Street (east side of South Elm-Eugene Street between Fieldale Road and Corliss Street)

Applicant: Brighter Path Family Care, DBA Alexander Nicholson
Owner: R & R Holding, LLC

GFLUM
From: Industrial/Corporate Park
To: High Residential

Zoning
From: HI
To: CD-GO-M

Conditions: 1) Uses limited to a Group Care Facility and accessory uses.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Vacant office/industrial building
Acreage	2.88 acres
Physical Characteristics	<i>Topography:</i> Sloping from street <i>Vegetation:</i> Grass & foundation shrubs <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Industrial/Corporate Park
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Pool Building Supply (distribution facility)	HI
<i>South</i>	West Coast Center (warehouse/distribution) and vacant parcel	CD-LI, LI
<i>East</i>	Decorative Concrete Resurfacing (manufacturing and distribution)	HI
<i>West</i>	Single family dwellings	RS-9

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned Heavy Industrial since July 1, 1992. Prior to the implementation of the UDO, it was zoned Industrial L.

DIFFERENCES BETWEEN HI (EXISTING) AND CD-GO-M (PROPOSED) ZONING DISTRICTS
HI: Primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities. The district is established for the purpose of providing appropriate locations and development regulations for uses which may have significant environmental impacts or require special measures to ensure compatibility with adjoining properties.
CD-GO-M: Primarily intended to accommodate moderate intensity office and institutional uses, moderate density residential uses at a density of 12.0 units per acre or less, and supporting service uses. See Conditions for use limitations.

TRANSPORTATION	
Street Classification	S. Elm-Eugene Street – Major Thoroughfare.
Site Access	Existing. All access point(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts	S. Elm-Eugene Street ADT = 14,800.
Trip Generation	N/A.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
Transit	Yes.
Traffic Impact Study	Not required per TIS Ordinance.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	N/A, site drains to South Buffalo Creek
Floodplains	N/A
Streams	N/A
Other	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Type D Yard – 5’ avg. width; 2 understory/100’; 18 shrubs/100’
<i>South</i>	Type D Yard – 5’ avg. width; 2 understory/100’; 18 shrubs/100’
<i>East</i>	Type D Yard – 5’ avg. width; 2 understory/100’; 18 shrubs/100’
<i>West</i>	Street Yard – 8’ avg. width; 2 canopy/100’; 17 shrubs/100’

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Reinvestment/Infill Goal: Promote sound investment in Greensboro’s urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

POLICY 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Existing:

Industrial/Corporate Park: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

Reinvestment Area: Reinvestment areas are neighborhoods and districts within Greensboro’s urban areas that would most benefit from actions to promote compatible infill development and other forms of investment and reinvestment.

Proposed:

High Residential (over 12 d.u./acre): This category provides for high-density apartment dwellings, condominiums, life care, and similar housing types. Creating opportunities for this type of housing will become increasingly important to respond to demographic shifts and demand for affordable housing, and it is ideally suited near major activity and employment centers and in areas suitable for future transit service. Within this district, office buildings may also be accommodated.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
N/A	N/A	N/A

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:

Applicant wants to convert former office/industrial building to a group care facility for children and youth. As new residential uses are discouraged in the Industrial/Corporate Park designation, a change was requested.

Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

Demand for group care facilities for children and youth is high in this area. This particular site is located in an area of Greensboro that could use this service and is located in close proximity to public transit (bus stop) and highways.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is requesting a change in future land use designation in order to place a group care facility in a currently vacant industrial/office building, based on the location relative to an anticipated client base (nearby neighborhoods) and ready access to public transportation. The proposed request is located on the southern edge of a relatively large area currently designated for Industrial/Corporate Park uses, with an area of Low Residential located to the west (other side of South-Elm Eugene) and an area of Moderate Residential further to the south.

While generally a site with a vacant non-residential building located near residential areas could make some sense for a group care facility, there are a number of active industrial uses located adjacent to and in immediate proximity to the proposed site. These uses (warehouse, wholesaler, concrete plant) generate a significant amount of heavy truck traffic that could be

problematic for a residential use. Additional impacts from industrial uses such as noise, light and odor also could prove problematic for housing individuals at this proposed site.

Additionally, citywide trends in recent years have shown the conversion of areas previously designated for industrial and corporate park uses to other uses, thereby reducing available areas for future economic development activities, and conflicting with the goals of the Comprehensive Plan. The conversion of a site directly connected to an area of active industrial uses to a residential use does not make sense. While the services proposed by the applicant are most likely needed in the community, this particular location is not a good fit given the current and anticipated land use trends.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):

N/A

Implications, if any, the Amendment may have for Other Parts of the Plan:

Introducing residential uses (even with an associated office use) in an area with existing and active industrial uses could cause further transitions away from industrial uses in this area due to inherent conflicts between residential and industrial development. This is contrary to one of the goals of the Comprehensive Plan.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):

N/A

PLANNING BOARD COMMENTS

The Planning Board met on October 17, 2007 and made the following comments concerning this request:

- Concerned about introducing any residential uses within an area that contains active industrial uses
- Introduction of a new, isolated future land use is not a good idea as it opens door for future expansion of incompatible land uses.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: N/A

STAFF COMMENTS

Planning: This property is surrounded by industrial/warehouse and distribution uses with a concrete plant being located at the end of Evander Drive. The CD-LI property (#2566) south of

the subject property that fronts on South Elm-Eugene Street is limited to office uses. There is a significant amount of truck traffic that utilizes Evander Drive and, for this reason, staff does not think it wise to establish a residential-type use which would be subjected to such traffic on a constant and frequent basis.

Staff feels that this industrial property should be retained and used for industrial purposes, especially for uses that would not be adversely impacted by the heavy trucks which regularly access the properties to the east. Property which is currently zoned Heavy Industrial is in short supply and it does not seem prudent to convert such property to another zoning classification.

GDOT: No additional comments.

Water Resources: Open channels that carry public Stormwater runoff require appropriately sized DMUE (Drainage Maintenance Utility Easement). DMUE size is dependent on amount of flow in channel.

Housing & Community Development: This proposal would inappropriately place a use that is essentially residential in character, directly adjacent to light and heavy industrial uses, and would therefore be incompatible with its surroundings.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends denial of the Comprehensive Plan Amendment to the High Residential land use classification and denial of the rezoning to Conditional District – General Office Moderate Intensity primarily due to:

- Industrial/Corporate Park is the correct future land use category for this property.
- Concern about the adverse impact that frequent heavy truck traffic will have on a residential use.
- Concern about the loss of property which is currently zoned for industrial uses.
- Surrounding industrial uses are incompatible with a Group Care Facility.

ADDITIONAL INFORMATION