



Z-14-09-005

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

Zoning Commission Hearing Date: September 8, 2014

GENERAL INFORMATION

APPLICANT Lee Comer on behalf of 509 Edgeworth Association, LLC

HEARING TYPE Rezoning

REQUEST LI (Light Industrial) to **CB** (Central Business)

CONDITIONS None

LOCATION **509 S. Edgeworth Street**, generally described as south of Spring Garden Street and east of South Edgeworth Street.

PARCEL ID NUMBER(S) **7864445950 & 786447432**

PUBLIC NOTIFICATION 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). **58** notices were mailed to those property owners in the mailing area.

TRACT SIZE ~1.54 Acres

TOPOGRAPHY Primarily flat

VEGETATION Industrial Landscaping

SITE DATA

Existing Use	Vacant Warehouse
Adjacent Zoning	Adjacent Land Uses
N CB (Central Business)	Office use
E LI (Light Industrial)	Industrial use
W LI (Light Industrial)	Office use
S LI (Light Industrial)	Office use

Zoning History

Case #	Date	Request Summary
N/A	N/A	The property has been zoned LI since the adoption of the Land Development Ordinance in July, 2011. Prior to the LDO, the property was also zoned LI.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (LI)	Requested (CB)
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties.	Intended to accommodate a wide range of uses including office, retail, service, institutional, and high density residential developments in a pedestrian-oriented mixed-use setting (often multiple uses may be located in the same building).

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Development Ordinance for all applicable regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation

The subject property is located in the Pedestrian Mixed Use classification of the Downtown Design Overlay. Consult the Downtown Design Manual “Process/Guidelines” and “Appendices” for detailed applicable requirements and design guidance.

Environmental/Soils - Site drains to South Buffalo Creek

Water Supply Watershed	Site drains to North Buffalo Creek, non-watersupply watershed
Floodplains	N/A
Streams	N/A
Other:	If >1acre is to be disturbed, site must meet Phase 2 requirements. Quantity & Quality must be addressed

Utilities

Potable Water	Available
Waste Water	Available

Airport Noise Cone

n/a

Landscaping Requirements

Not Applicable in the CB zoning district

Tree Preservation Requirements

Acreage

Requirements

Not
Applicable

Transportation

- Street Classification: Spring Garden Street – Minor Thoroughfare
S Edgeworth Street – Local Street
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: None Available.
- Trip Generation: N/A
- Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5' sidewalk with a 5' 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. Sidewalk does exist along the Spring Garden Street frontage of this property.
- Transit in Vicinity: Yes, GTA route 2 (Four Seasons Towne Center) is adjacent to subject site, along Spring Garden Street.
- Traffic Impact Study: No TIS required per TIS Ordinance.
(TIS)
- Street Connectivity: N/A
- Other: N/A

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CB (Central Business)** zoning would allow land uses that are compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Generalized Future Land Use Map designates this location as **Mixed Use Central Business District**. The requested **CB (Central Business)** zoning district is generally consistent with this GFLUM designation. The Growth Strategy Map designates the subject site as being within the **Downtown Activity Center** and the **Downtown Reinvestment Area**.

Connections 2025 Written Policies

Land Use, Goal 4.1 – Growth Strategy: Promote sound investment in Greensboro's urban

areas, including Center City, commercial and industrial areas, and neighborhoods.

Policy 4A: Remove present impediments to infill and investment in urban areas.

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

Land Use, Goal 4.2 – Downtown: Promote reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, to reinforce its importance as the economic, cultural and civic center of the City while protecting its heritage and historic resources and enhancing its urban character.

Policy 4E: Promote diversification and intensification of Downtown Greensboro.

Community Character, Goal 5.2 – Man-Made Environment: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

Policy 5E: Improve the aesthetic quality of publicly owned and maintained landscapes.

Economic Development, Goal 7: Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

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

Transportation, Goal 8: Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

Policy 8A: Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

Policy 8B: Develop comprehensive pedestrian and bicycle facility networks.

Policy 8C: Improve local transit service.

Policy 8E: Develop a comprehensive parking strategy.

Connections 2025 Map Policies

Mixed Use Central Business District – This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the mix and intensity of activities uniquely suited to the central city. This designation is intended to permit a true mix of all uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown. It is particularly important to move the Downtown towards becoming a center of activity not only in the day, but also at night and during weekends, by promoting a mix of commercial, entertainment, residential, and other uses (see policies and narrative in Section 4.5.2). To help achieve this goal, creative forms of housing, such as lofts within restored historic structures and residential units in the often unoccupied second stories above ground-level retail, should be encouraged.

Activity Center – Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile

radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

Reinvestment Area – Reinvestment Areas and Corridors represent priority opportunities for combined public and private sector reinvestment and the application of policies described in Section 4.5.1 (Reinvestment/Infill). More specifically, 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.

CONFORMITY WITH OTHER PLANS

City Plans

Consolidated Plan 2010-2014: Plan for a Resilient Community

Principle 1) Provide More Transportation Choices:

- Goal A)** Promote transportation and development patterns and types that contribute to decreased household transportation costs.
- Goal B)** Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

Principle 3) Enhance Economic Competitiveness:

- Goal E)** Focus on energy efficiency as an economic generator for small business development.
- Goal F)** Provide opportunities for job training, mentoring, education and job creation.

Principle 6) Value Communities and Neighborhoods:

- Goal A)** Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.
- Goal E)** Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.

Principle 7) Recognize The Environment as a Critical Element of Community Sustainability:

- Goal A)** Promote more efficient land development patterns.

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.

Redevelopment Plan – Downtown Development Area

General Objectives:

- 1) To make downtown the regional center for retailing, financial, service, office, governmental and cultural activities through:
 - a) judicious public investment in essential improvements;
 - b) proper control of land use and development, both in and out of the downtown; and
 - c) encouragement and technical assistance to those property owners and developers wishing to construct new buildings or rehabilitate their properties.
- 2) To group functions conveniently for those who will use them, and to mix these uses to provide interest, convenience, and liveliness.
- 3) To make the downtown more compact and efficiently utilized through zoning and land use controls.
- 4) To provide a complete and effective transportation system, including:
 - a) access to and from all parts of the city;
 - b) adequate and conveniently located parking facilities;
 - c) separation of pedestrian and vehicular traffic; and
 - d) internal circulation through an effective public transit system.
- 5) To attract increased residential population to the downtown by effective zoning and creation of an attractive environment for conveniently located housing.
- 6) To increase the use of downtown as an institutional and cultural center in order to attract a nighttime population.
- 7) To provide an environment which is practical, convenient and beautiful.
- 9) To provide parks and green spaces to complement the urbane with the natural.
- 13) To create a downtown which is economically viable and visually satisfying.

Redevelopment Objectives:

- 3) The removal of impediments to appropriate development according to sound principles of planning and zoning as expressed in the "General Land Uses".
- 4) The achievement of attractive, functional facilities through extensive application of rehabilitation to structurally sound buildings.
- 5) The achievement of good design through coordination of rehabilitation efforts with new construction and the provision of public amenities, such as canopies, sidewalk landscaping, and street furniture.
- 6) The stabilization of property values and related tax base.

Other Plans**Downtown Area Consolidated Plan**

Policy 1) Promote higher intensity, quality mixed use development in Downtown, with particular emphasis on pedestrian oriented development that includes the renovation and redevelopment of historic properties.

Strategy a) Identify and prioritize underutilized sites and strategies for redevelopment.

Strategy b) Further evaluate and address impediments to new Downtown investment.

Strategy c) Adopt/implement design overlay for Downtown.

Policy 2) Enhance transportation connections and corridors, with emphasis on linking pedestrian, bicycle, transit and roadway facilities to enhance economic investment, housing and key Downtown destinations.

Strategy a) Complete Downtown Greenway and associated links.

Strategy b) Evaluate/implement Downtown area transit circulator.

Strategy c) Expand transportation options in Downtown.

Policy 3) Develop comprehensive strategies and commitments for public capital investments and development incentive programs to encourage quality private investment.

Strategy c) Leverage Downtown Greenway for new investment.

Policy 4) Strengthen and expand connections between Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers.

Strategy a) Remove barriers between Downtown, adjacent neighborhoods and nearby economic drivers.

Strategy b) Identify/enhance key Downtown gateways.

Strategy d) Enhance public safety and appearance between Downtown, adjacent neighborhoods and nearby economic drivers.

Strategy e) Cross promote Downtown, adjacent neighborhoods and nearby economic drivers.

Policy 5) Ensure effective implementation and administration of this plan through specified program and process enhancements, and continued engagement of key stakeholders within and around Downtown and public officials.

Strategy e) Coordinate Downtown Area Consolidated Plan recommendations with other adopted plans and studies.

STAFF ANALYSIS AND RECOMMENDATION**Community Development**

Applicant is strongly encouraged to discuss this proposed rezoning and change of use with owners of surrounding properties and with representatives of the Greensboro Downtown Residents Association.

Based on the location of the subject site within the Central Business District, where there is a high concentration of both residential and non-residential development, long term viability of this proposed development would be greatly enhanced by provision of secure, convenient bicycle parking, for use by employees and patrons.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal),
- Historically Under-utilized Business Zone tax credits (federal),

- Urban Progress Zone tax credits (state), and
- Urban Development Investment Incentives (local).

Staff Analysis

This 1.54-acre subject site is currently developed with a vacant warehouse structure. It adjoins Light Industrial zoning (industrial and office uses) to the west, east and south and Central Business zoning to the north (office and mixed uses).

The subject property's location, adjacent to the greenway, within close proximity to the Greensboro Transit Authority stop on Spring Garden Street, and designation within the Downtown Design Overlay, lend support to the transition from Light Industrial zoning to the Central Business District. In consideration of limited on site requirements under CB zoning, applicant is encouraged to incorporate improvements that encourage multiple means of access to the property and limit potential negative impacts on surrounding properties, consistent with the intent of the CB district.

The Generalized Future Land Use map designates this area as Mixed Use Central Business District. The Mixed Use Central Business District designation is intended to permit a true mix of uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown.

The Central Business District is intended to accommodate a wide range of uses including office, retail, service, institutional, and high density residential developments in a pedestrian-oriented mixed use setting.

Approving this request will address the Comprehensive Plan's Reinvestment/Infill Goal to promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CB** (Central Business) zoning district.