



Z-15-09-002

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

Zoning Commission Hearing Date: September 21, 2015

GENERAL INFORMATION

APPLICANT	Kotis Holdings LLC
HEARING TYPE	Rezoning Request
REQUEST	LI (Light Industrial) to CB (Central Business)
CONDITIONS	N/A
LOCATION	516 Federal Place
PARCEL ID NUMBER(S)	7864544073
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). 57 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~1.84 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	None

SITE DATA

Existing Use	Vacant Industrial property	
	Adjacent Zoning	Adjacent Land Uses
N	LI (Light Industrial) CD (Central Business)	Railroad Right-of-Way Office space
E	LI (Light Industrial)	Right-of-Way
W	HI (Heavy Industrial)	Railroad Right-of-Way
S	LI (Light Industrial)	Warehouse

Zoning History

Case #	Date	Request Summary
3211	1/1/2004	The subject property has been zoned LI (Light Industrial) since the adoption of the Land Development Ordinance in July, 2010. Prior to the adoption of the LDO the site was also zoned LI (Light Industrial).

ZONING DISTRICT STANDARDS

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).

District Summary *

**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 site is located within the Central Business Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

The requested CB - Central Business zoning district, if approved, would automatically extend the Downtown Design Overlay (DDO) district to the subject site. The subject site would be situated in the 'Pedestrian Mixed Use' classification of the DDO. Consult the Downtown Design Manual "Process/Guidelines" and "Appendices" for detailed applicable requirements and design guidance.

Environmental/Soils -

Water Supply Watershed: Site drains to North Buffalo Creek, non-watersupply watershed

Floodplains: N/A

Streams: N/A.

Other: If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements. Water Quality and water quantity must be addressed.

Utilities

Potable Water: Available

Waste Water: Available

Airport Noise Cone

n/a

Landscaping & Tree Conservation Requirements

N/A

Transportation

Street Classification: Federal Place – Local Street.
Spring Garden Street – Minor Thoroughfare.

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 frontage of this property.

Transit in Vicinity: Yes, GTA Route 2 (Four Seasons) is within 200 ft of the subject site, along Spring Garden Street.

Traffic Impact Study: (TIS) No TIS required per TIS Ordinance.

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 the **Mixed Use Central Business District** GFLUM designation. The Growth Strategy Map designates the subject site as being within the **Downtown Activity Center** and within 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 4B: Target capital investments to leverage private 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.

Policy 4D: Identify potential opportunities and selectively target, plan and promote

development/reuse initiatives.

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.

Policy 5F: Implement and improve design standards governing the appearance of development from public roadways.

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 7A: Target city investment and regulatory policies for economic development.

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.

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

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 Outreach**

Applicant is strongly encouraged to discuss this proposed rezoning and development 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, long term viability of this proposed commercial 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):

- Historically Under-utilized Business Zone tax credits (federal),
- Urban Progress Zone tax credits (state), and
- Urban Development Investment Incentives (local).

Staff Analysis

This 1.84-acre subject site is currently a vacant industrial site. North of the site is zoned LI (Railroad right-of-way) and CB (offices). South and east of the request is currently zoned LI (right-of-way, warehouse and vacant property). West of the request the zoning transitions to HI (railroad right-of-way). Although the zoning in place currently is industrial in nature, all adjacent properties are anticipated to transition at some point to Central Business per the Connections 2025 Plan.

The Generalized Future Land Use Map designates this site as Mixed Use Central Business. The Mixed Use Central Business 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. The 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.

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 (often, multiple uses may be located in the same building).

While there are some challenges with regard to future site design (i.e. access, parking and functionality), it is understood that this site is no longer appropriate for industrial operations and is more viable with a broader range of uses and scale than currently allowed. Factors that lend support to the request include redevelopment of an abandoned building, established downtown uses located within close proximity and the Mixed Use Central Business future land use designation for the subject site and all adjacent parcels. Further, the proposed request supports the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas and the Economic Development goal to promote a healthy and diversified economy.

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.