



# Z-16-10-008

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

Zoning Commission Hearing Date: October 17, 2016

### GENERAL INFORMATION

**APPLICANT** Michael Fox on behalf of Brooks Tilley Investments LLC and Susan Fisher

**HEARING TYPE** Rezoning Request

**REQUEST** R-5 (Residential Single-Family) and C-M (Commercial-Medium) to CD-C-L (Conditional District-Commercial-Low)

**CONDITIONS**

1. All uses permitted in the C-L district except any use that requires a drive through facility and public assembly uses.
2. Building exteriors, at a minimum, shall consist of 50% brick or stone veneer and incorporate similar architectural features of adjacent residential uses.
3. The total square footage of all buildings shall not exceed 10,000 square feet.
4. Buildings shall be limited to one story in height, inclusive of architectural features.

**LOCATION** 500 Garrett Street & 2010-2012 Randleman Road

**PARCEL ID NUMBER(S)** 7863364817 & 7863365950

**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). 97 notices were mailed to those property owners in the mailing area.

**TRACT SIZE** ~1.36 Acres

**TOPOGRAPHY** Primarily flat

**VEGETATION** Undeveloped and Residential

### SITE DATA

**Existing Use** Undeveloped & Residential

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	C-M (Commercial-Medium) R-5 (Residential Single-Family)	Retail sales and service Single family dwellings
E	C-M (Commercial-Medium)	Retail sales and services
W	R-5 (Residential Single Family)	Single family dwellings
S	C-M (Commercial-Medium) R-5 (Residential Single-Family)	Auto sales and service Single family dwellings

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property is currently zoned R-5 Residential Single-Family and has been since the adoption of Land Development ordinance (LDO) in July 2010. Prior to the adoption of the LDO the property was zoned RS-7 Residential Single-Family.

**ZONING DISTRICT STANDARDS**

Zoning District Designation:	Existing (R-5)	Existing (C-M)	Requested (CD-C-L)
Max. Density:	5.0 units per gross acre	N/A	N/A
Typical Uses	Primarily intended to accommodate low density single-family detached residential development.	Primarily intended to accommodate a wide range of retail, service and office uses.	Condition limits use to all uses permitted in the C-L district <b>except</b> any use that requires a drive through facility and public assembly uses.

**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**

n/a

**Environmental/Soils**

Water Supply Watershed Site drains to South Buffalo Creek non-watersupply watershed

Floodplains N/A

Streams N/A

Other: If >1 acre is disturbed and an increase in BUA is to take place, site must meet Phase 2 requirements. Water quality and water quantity must be addressed. BUA must be treated by a State approved water quality BMP.

**Utilities**

Potable Water Available

Waste Water Available

**Airport Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

Street Yard: 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 Yard: Adjacent to single-family residential: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Adjacent to vacant property or commercial uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line

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.

Parking lot: Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation:** 5% of parcel acreage in critical root zone preserved.

**Transportation**

Street Classification:	Randleman Road – Major Thoroughfare. Garrett Street – Collector Street.
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Randleman Road ADT = 14,427 (GDOT, 2015)
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 Randleman Road frontage of this property.
Transit in Vicinity:	Yes, GTA Route 12 (Randleman Rd – S Elm/Eugene St) is within 0.10 mi of subject site, along Randleman Road.
Traffic Impact Study: (TIS)	No TIS required per TIS Ordinance.
Street Connectivity:	N/A.
Other:	N/A.

**IMPACT ANALYSIS****Land Use Compatibility**

The proposed **CD-C-L (Conditional District – Commercial – Low)** 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 **Low Residential (3-5 d.u./acre)**. The requested **CD-C-L (Conditional District – Commercial – Low)** zoning is generally inconsistent with the **Low Residential (3-5 d.u./acre)** Future Land Use designation, however, per City Council adopted policy, a GFLUM amendment is not required for re-zoning requests for neighborhood-oriented non-residential or mixed uses in residentially designated areas if limited to the Commercial-Neighborhood (C-N), Commercial-Low (C-L), Mixed Use-Low (MU-L), or Mixed Use-Medium (MU-M) zoning districts and if:

- Public assembly spaces are limited to neighborhood scale;
- Maximum heights are limited to 50 feet;
- Total square footage for all buildings is limited to 20,000 square feet. If a mixed use project any residential or office on upper floors would not count towards this total if the ground floor is used solely for non-residential purposes; and
- The proposal incorporates similar architectural features and clear pedestrian connections to adjacent residential development.

The Growth Strategy Map designates the subject site as being within the Randleman Road Reinvestment Corridor.

### **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**

**Low Residential (3-5 d.u./acre):** This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

**Reinvestment Corridor:** 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 Corridors are older commercial corridors that would benefit from significant public and private investment to enhance their economic viability and strengthen adjacent neighborhoods.

**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.

***Randleman Road Corridor Plan, Phase 1*****Reinvestment Recommendations:**

- A) Collaborate with the Greensboro Community Development Fund as a resource for new business. Partner with the Community Development Fund as a way to provide debt financing to minority- and female-owned businesses.

**Action Steps:**

- 1) Establish and strengthen ties between the Community Development Foundation and the Randleman Road Business Association.
- 2) Educate business stakeholders.

- C) Target workforce development activities in Smith Homes in coordination with the Greensboro Housing Authority. While the Corridor provides opportunities for work, unemployment among residents is higher than the City average.

**Action Steps:**

- 1) Develop and implement targeted workforce development programs.

**Improving Public Perception Recommendations:**

- B) Support the long-term success of the Randleman Road Business Association (RRBA) and neighborhood groups in the study area. Community groups and business organizations will continue to play a critical role in moving the corridor forward and implementing elements of this plan.

**Action Steps:**

- 2) Facilitate ongoing relationship building with businesses in the corridor.
- 3) Organize events with a "Buy Local" focus targeted toward businesses in the corridor.

- C) Improve the appearance of the corridor. These long-term action steps are in addition to the mid-term actions identified above.

**Action Steps:**

- 2) Complete sidewalk network on the corridor and improve pedestrian connectivity to surrounding neighborhoods.

**Other Plans**

n/a

**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 Smith Homes Community, within which the subject site is located, and the adjacent Southmont Neighborhood (directly to the south) and Oak Grove Neighborhood (directly to the east).

Based on the proximity of the subject site to planned protected bicycle lanes on Randleman Road, as described in the 2015 Greensboro BiPed Plan, long term safety and accessibility for future employees and users of this proposed development would be greatly enhanced by provision of secure, convenient bicycle parking.

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 Development Investment Incentives (local), and
- Economic Development Impact Zone 1 (local).

**Staff Analysis**

This 1.36-acre subject site is currently a combination of a single family dwelling and vacant property. North of the site is a combination of single family dwellings (zoned R-5) and retail sales and services (zoned C-M). East of the request are retail sales and services (zoned C-M). South of the request is a combination of auto sales and services (zoned C-M) and single family dwellings (zoned R-5). West of the request is single family dwellings (zoned R-5).

The Comprehensive Plan's future land use map designates this area as Low Residential. This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within a density range of 3 to 5 dwelling units per gross acre or less. Per City Council adopted policy this rezoning request is exempt from a Comprehensive Plan amendment because it introduces neighborhood-oriented non-residential uses and is conditioned to address scale and compatibility with adjacent development.

This request is consistent with the development patterns in the area and based on the proposed conditions, the request also ensures compatibility with adjacent residential development. The proposal also supports both the Comprehensive Plan and Randleman Road Corridor Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas and the Economic Development goal to promote a healthy, 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 **CD-C-L** (Conditional District-Commercial-Low) zoning district.