



Z-17-03-008

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

Zoning Commission Hearing Date: March 20, 2017

GENERAL INFORMATION

APPLICANT	Homer S. Wade for Joseph H. McBane Revocable Living Trust, Steven and Linda Makinson & Musselwhite Properties LLC
HEARING TYPE	Rezoning Request
REQUEST	Rezone from LI (Light Industrial) to CB (Central Business)
CONDITIONS	N/A
LOCATION	512, 514, 530 Eugene Court and 409,411,415,421 &431 Spring Garden Street
PARCEL ID NUMBER(S)	Multiple
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). 38 notices were mailed to those property owners in the mailing area.
TRACT SIZE	1.95 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	Office, Vacant

SITE DATA

Existing Use	Office, vacant
Adjacent Zoning	Adjacent Land Uses
N CB (Central Business)	Office
E CB (Central Business)	Office
W CB (Central Business)	Office
S LI (Light Industrial, pending rezoning)	Office, vacant

Zoning History

Case #	Date	Request Summary
N/A	N/A	The property is currently zoned LI (Light Industrial) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned LI (Light Industrial).

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.	Primarily intended to accommodate a wide range of uses including office, retail, service, institutional and high density residential developments in 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 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 located within 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.

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

Environmental/Soils

Water Supply Watershed Site drains to N. Buffalo Creek, non-watersupply watershed

Floodplains N/A

Streams N/A

Other: Existing BUA is grandfathered. If >1acre is disturbed and the BUA is increased,

site must meet Phase 2 requirements – water quality and water quantity control must be addressed.

Utilities (Availability)

Potable Water Available

Waste Water Available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

There are no Landscaping or Tree Conservation requirements within the CB district.

Transportation

Street Classification: Eugene Court – Local Street.
South Eugene Street – Major Thoroughfare.
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 a portion of the frontage of this property.

Transit in Vicinity: Yes, GTA Route 2 (Four Seasons) 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/POLICY 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 identifies the subject site as being located within the **Downtown Reinvestment Area** and the **Downtown Activity Center**

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.

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.

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

Housing and Neighborhoods, Goal 6: 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.

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.

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.

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.

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, within which the subject site is located.

Based on the proximity of the subject site to existing bicycle lanes and existing signed Bicycle Routes #3 and #6, along Spring Garden Street, long term safety and accessibility for future patrons and employees of the subject site would be greatly enhanced by provision of secure, convenient bicycle parking facilities.

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), and
- Urban Development Investment Incentives (local).

Staff Analysis

The 1.95-acre subject property is a combination of office uses and vacant property. North, west and east of the request are primarily office uses zoned CB. South of the request is a combination of office uses and vacant property (currently zoned LI, pending rezoning request).

The Comprehensive Plan's Generalized Future Land Use map designated this area as Mixed Use Central Business District. This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the 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 zoning district is solely intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development. It is also 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.

The subject property is contiguous to Central Business zoning on three sides and the property south of the request is requesting Central Business zoning. The existing office uses are compatible with Central Business zoning and the significant undeveloped portions of the site allows the opportunity for additional uses that would be compatible with downtown style development.

The 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.