



Z-17-05-001
City of Greensboro Planning Department
Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: May 15, 2017

GENERAL INFORMATION

APPLICANT Michael S. Fox on behalf of Elzie Brewster Cox

HEARING TYPE Rezoning

REQUEST Rezoning from R-5 (Residential Single-Family) to CD-C-M (Conditional District-Commercial-Medium)

CONDITIONS 1. Uses shall be limited to multi-story self-storage only.

LOCATION 3005YY, 3007 & 3011 Martinsville Road and 3010, 3016 & 3018 Trull Avenue

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

TRACT SIZE 2.39 Acres

TOPOGRAPHY Slightly sloping to south

VEGETATION Primarily wooded

SITE DATA

Existing Use	Single family dwelling and undeveloped
Adjacent Zoning	Adjacent Land Uses
N CD-C-L	Retail and personal service uses

E	CD-C-M and C-M	Shopping center, retail and personal service uses
W	R-5	Single family dwellings and undeveloped
S	R-5	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 the Land Development Ordinance (LDO) in July 2010. Prior to the LDO, the property was zoned RS-9 (Residential Single-Family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (R-5)	Requested (CD-C-M)
Max. Density:	5.0 units per acre	N/A
Typical Uses	Primarily intended to accommodate low-density single-family detached residential development.	Conditioned to allow multi-story self-storage facility only.

**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

N/A

Environmental/Soils

Water Supply Watershed Sub-basin Site drains to Greensboro Watersupply Watershed WS-III, Lake Jeanette Watershed

Floodplains N/A

Streams N/A

Other: Site is within the PTI Airport 5 mile statue radius. A BMP that holds a normal pool elevation is not permitted unless engineering documentation is provided. Site must meet current watershed requirements. Maximum High Density development is 70%, Low Density development is 24% with sewer.

Utilities (Availability)

Water and sewer may need to be provided/updated to property by private developer depending upon development

Airport Overlay District & Noise Cone

N/A

Landscaping & Tree Conservation Requirements

Street Yards: 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 Yards: 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 Commercial uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Parking Lots: 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.

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot. Each parking space must be within 100 l.f. of a tree.

Tree Conservation: For 2.39 acres, 5% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Martinsville Road – Collector Street.
Trull Avenue – 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 not exist along the frontage of this property.

Transit in Vicinity: Yes. GTA Route 8 (Battleground Avenue) is within 500 ft., along Pisgah Church Road.

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 **CD-C-M (Conditional District – Commercial – Medium)** zoning, as conditioned, 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-M (Conditional District – Commercial – Medium)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation. However, the applicant has concurrently submitted a request to amend the GFLUM designation (**CP 17-03**) on the subject site to **Mixed Use Commercial** which, if approved, would resolve this inconsistency.

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.

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

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.

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New "strip" commercial development is discouraged.

Comprehensive Plan Amendment History

Case #	Date	Request Summary
n/a	n/a	n/a

Applicant Stated Reasons for Request

"The requested map amendment is needed to allow for the development of a multi-story self-storage facility on the parcels listed herein. In the GFLUM, this area is currently classified as Low Residential, which applies to the City's predominantly single-family neighborhoods as well as other compatible housing types. The requested classification is Mixed Use Commercial, which is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Additionally, the intent of Mixed Use Commercial is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. That aligns with the proposed development described herein. The Mixed Use Commercial designation covers similar adjacent/nearby nonresidential areas along Martinsville Road and Pisgah Church Road. The This map amendment request does accompany a rezoning request. The rezoning application requests a rezoning from RS-9 (current) to CD-C-M (with conditions) (proposed. The request conditions the rezoning to only allow for multi-story self-storage. "

Explain in detail the conditions that you think may warrant a Plan Amendment – Per Applicant and Application

“The City of Greensboro should approve the herein requested map amendment because the combined parcel sits at the corner of Martinsville Road and Lawndale Drive, a busy thoroughfare with numerous commercial uses adjacent to the proposed development detailed herein. The requested map amendment would allow for responsible commercial development to continue to grow and expand along this thoroughfare, while not impeding upon the residential nature of the communities located directly behind these parcels. It provides greater economic opportunity and development potential for the area and meshes with the surrounding low-intensity commercial business in the immediate vicinity.”

COMPREHENSIVE PLAN POLICY ANALYSIS

Need for Proposed Change

The requested **CD-C-M (Conditional District – Commercial – Medium)** zoning, as conditioned, would allow uses that are incompatible with the subject site’s current designation in the GFLUM as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 17-03**) to **Mixed Use Commercial** would resolve this inconsistency.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service).

n/a

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

n/a

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 reviewed GFLUM amendment request CP 17-03 during its meeting on April 19, 2017. The Planning Board commented that the request makes sense, adjacent to existing mixed use commercial areas and that there appears to be a natural progression of development in the area, particularly north and east of the site. The Planning Board noted that the request seems to be a good idea; the request reflects the trend of commercial growth in the area.

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.

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.

Staff Analysis

The 2.39-acre subject site is primarily undeveloped but does contain one single family dwelling. North and east of the site are retail and personal service uses zoned CD-C-L, CD-C-M and C-M. South and west of the site are single family dwellings zoned R-5.

The Comprehensive Plan's Future Land Use Map currently designates this area as Low Residential. The Low Residential classification 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. As part of this request, the applicant has requested a change to the Mixed Use Commercial designation. The Mixed Use Commercial designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service and other uses are complementary. Where applied to older highway corridors

characterized by strip commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time.

This requested CD-C-M is conditioned to limit uses only to a self storage facility. Self storage facilities are subject to the following additional development standards under the Land Development Ordinance (LDO):

S. Self Storage Facilities

1. Single Story

- a. Only activities customarily associated with the regular storage operation of the facility are allowed. Other uses not customarily associated with storage are prohibited (examples: operating a business out of a storage unit, using a storage unit for auto repair, or using a unit for band practice).
- b. One dwelling unit is allowed on the site for occupation by a caretaker.
- c. The minimum lot size is 2 acres and the maximum lot size is 5 acres.
- d. Total building coverage may not exceed 50% of the site.
- e. The maximum height limit is 20 feet and buildings may not exceed one story.
- f. Outside storage is prohibited.
- g. Storage of hazardous, toxic, or explosive substances is prohibited.

2. Multistory

- a. Only activities customarily associated with the regular storage operation of the facility are allowed. Other uses not customarily associated with storage are prohibited (examples: operating a business out of a storage unit, using a storage unit for auto repair, or using a unit for band practice).
- b. Commercial, office or retail uses may occupy the first floor of the facility.
- c. Maximum height shall be limited to 50 feet.
- d. All exterior elevations shall consist of at least 50% natural materials such as brick or stone.
- e. Off-street loading facilities facing a public street, residential use or residential zoning shall be screened from view.
- f. Outdoor storage is prohibited.
- g. Storage of hazardous, toxic, or explosive substances is prohibited.

Self storage facilities are generally lower traffic generating uses compared to higher intensity office, retail, restaurant, and other commercial uses. The LDO requires a moderate intensity (Type B) landscape buffer (see full description above in Landscaping section) when adjacent to single family residential uses to aid with compatibility. The LDO also requires all site lighting to be directed downward and away from public streets and residential uses to limit potential off site impacts.

Given the pattern of development in the area, the proposed rezoning request allows uses that would provide a good transition from higher intensity commercial and personal service uses to the north and east to the low intensity single family development to the west and south. Existing LDO standards also ensure compatibility with surrounding properties.

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 **CD-C-M** (Conditional District-Commercial-Medium) zoning district.