



Z-18-05-007

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

Zoning Commission Hearing Date: May 21, 2018

GENERAL INFORMATION

APPLICANT	Paul Brown with Self Help, LLC. for Historic Revolution, LLC
HEARING TYPE	Rezoning Request
REQUEST	CD-BP (Conditional District – Business Park) to CD-LIM (Conditional District – Light Industrial Mixed) with the following conditions:
CONDITIONS	<ol style="list-style-type: none">1. No access to Cypress Street or Hubbard Street. Access to Maple Street via Revolution Mill Drive will remain as existing on July 10, 2014. No additional driveway access to Maple Street will be permitted.2. No tractor-trailer parking shall be permitted within 75 feet of the abutting property with frontage on to Maple Street, Cypress Street, or Hubbard Street.3. A minimum 5 foot tall opaque fence shall be provided along the abutting property with frontage on to Maple Street, Cypress Street, or Hubbard Street.4. The area located to the north of Revolution Mill Drive shall be limited to surface parking associated with uses on the south side of Revolution Mill Drive.
LOCATION	1200 Revolution Mill Drive
PARCEL ID NUMBER(S)	7875061042
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). 124 notices were mailed to those property owners in the mailing area.
TRACT SIZE	25.466 Acres
TOPOGRAPHY	Undulating
VEGETATION	Institutional

SITE DATA

Existing Use		Vacant assisted living facility
	Adjacent Zoning	Adjacent Land Uses
N	R-5 (Residential Single-family) LI (Light Industrial)	Single-family dwellings Offices
E	HI (Heavy Industrial) RM-18 (Residential Multi-family)	Vacant Public Park
W	LI (Light Industrial)	Contractor Offices and Wholesale
S	LI (Light Industrial)	Vacant

Zoning History

Case #	Date	Request Summary
3953	August 22, 2014	<p>The property was rezoned from CD-LI to CD-BP with the following conditions:</p> <ol style="list-style-type: none"> 1. All uses listed under Table 8.1 of the Land Development Ordinance shall be permitted with the exception of bus and rail terminals, cemeteries, convenience stores with fuel pumps, junked motor vehicles and laundry and cleaning plants. 2. No access to Cypress Street or Hubbard Street. Access to Maple Street via Revolution Mill Drive will remain as existing on July 10, 2014. No additional driveway access to Maple Street will be permitted. 3. No tractor-trailer parking shall be permitted within 75 feet of the abutting property with frontage on to Maple Street, Cypress Street, or Hubbard Street. 4. A minimum 5 foot tall opaque fence shall be provided along the abutting property with frontage on to Maple Street, Cypress Street, or Hubbard Street. 5. The area located to the north of Revolution Mill Drive shall be limited to surface parking associated with uses on the south side of Revolution Mill Drive.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-BP)	Requested (CD-LIM)
Max. Density:	N/A	N/A

Typical Uses Conditioned to allow Business Park uses, except bus and rail terminals, cemeteries, convenience stores with fuel pumps, junked motor vehicles and laundry and cleaning plants. The LIM district may include low intensity manufacturing, retail, service, office, and multi-family residential uses.

**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, Revolution Cotton Mill, is listed on the National Register of Historic Places and is designated as a Guilford County Landmark Property. Revolution Mills is a Historic Preservation Tax Credit Project which is under review by the National Parks Service. It was listed on the National Register of Historic Places in 1984. The National Register nomination describes the property’s significance as follows:

“Built in 1899-1900 in Greensboro as a joint venture of the prominent Cone and Sternberger families, the Revolution Cotton Mills is an example of the diversification which took place in the Southern textile industry during the late nineteenth and early twentieth centuries. Revolution Mills’ particular significance lies in the fact that it was reputed to be the first flannel mill in the South, at a time when flannel was an increasingly popular fabric. By the 1930s, Revolution Cotton Mill’s had become the largest exclusive flannel producer in the world. The mill remains the most intact of the turn-of-the century Cone-affiliated textile mills in Greensboro. Criteria Assessment:

- A. “The Revolution Cotton Mills is associated with the early twentieth century industrial development of Greensboro and with the innovations in the Southern textile industry which occurred during the late nineteenth and early twentieth centuries.
- B. “The Revolution Cotton Mills is associated with the lives of various members of the Cone and Sternberger families of Greensboro. These families not only served as industrial leaders (in the case of the Cones, well beyond the confines of Greensboro), but as community leaders who contributed substantially to numerous philanthropic endeavors through the years.
- C. “The Revolution Cotton Mills embodies the distinctive characteristics of standard textile mill construction of the late nineteenth and early twentieth centuries, incorporating the ‘slow burning construction’ and good lighting and ventilation prescribed by factory insurance companies of the period. It is the most intact of the early twentieth century textile mills in Greensboro.
- D. “May be likely to yield information important in prehistory or history.”

Environmental/Soils

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

- Floodplains FEMA floodway Zone AE and in the FEMA 1% SFHA are onsite.
- Streams 50ft Stream buffer is required measured from top of bank on each side of stream. See LDO Chp. 30-12-3.9 for an explanation of stream buffer requirements.
- Other: 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

Landscaping and Tree Conservation will be applicable to redevelopment or expansions of use that disturb greater than 3,000 s.f.

Landscaping:

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 uses: Type A buffer yard, with an average width of 45', a minimum width of 53', and a planting rate of 4 canopy trees, 10 understory trees and 33 shrubs per 100 l.f.

Adjacent to Commercial uses or self-storage: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to vacant property or Light Industrial 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.

Tree Conservation:

For 25.466 acres, 10% of disturbed area in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Yanceyville Street – Major Thoroughfare.
Cornwallis Drive – Minor Thoroughfare.

Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.

Traffic Counts: Yanceyville Street AADT = 14,000 (NCDOT, 2016).

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 Routes 6 (Summit Avenue) and 15 (Yanceyville Street / Brightwood School Road) are adjacent to subject property, along Yanceyville Street.

Traffic Impact Study: No TIS required per TIS Ordinance for this rezoning. Subject site has exiting TIA completed for previous rezoning case.
(TIS)

Street Connectivity: N/A.

Other: Subject site is across Yanceyville Street from a City of Greensboro sidewalk project that will install sidewalk along the east side of Yanceyville Street. Project should begin construction early 2019.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-LIM (Conditional District – Light Industrial Mixed)** 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)** and **Industrial/Corporate Park**, with the **Industrial/Corporate Park** designation covering the vast majority of the site. The requested **CD-LIM (Conditional District – Light Industrial Mixed)** zoning district, as conditioned, is generally consistent with the **Industrial/Corporate Park** GFLUM designations. The Growth Strategy Map designates the subject site as being within the Cone Mills 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

Industrial/Corporate Park: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

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 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.

Balanced Economic Development – A Strategic Plan for East Greensboro

Retail Opportunities:

Adaptive Reuse of Retail – The presence of significant "Big Box" vacancy in the E. Cone Boulevard should be addressed. A program on identifying adaptive reuse opportunities should be implemented with the following categories as the primary focus:

- City and County Government facilities
- Churches
- Early Childhood Development
- For profit educational facilities
- Library
- Medical Facility
- Interior Design Center

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.

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),
- Opportunity Zone Tax Credits (federal),
- Urban Development Investment Incentives (local), and
- Economic Development Impact Zone 1 (local).

Staff Analysis

The 25.466 acre subject property is currently a mixed use development with a combination of industrial, residential, office and service uses. North of the request are single-family residences (zoned R-5). East of the request is a public park (zoned RM-18) and vacant land (zoned HI). South of the request are a self-storage facility and vacant land (zoned LI). West of the request are contractor offices and wholesale uses (zoned LI).

The Comprehensive Plan's Future Land Use Map currently designates this property as both Industrial/Corporate Park and Low Residential with the Industrial/Corporate Park designation covering the vast majority of the site. The Industrial/Corporate Park designation is intended to include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. The Low Residential designation is intended to include single-family neighborhoods as well as other compatible housing types that can be accommodated within a three to five units per acre density range. This designation only covers portions of the property that are either used for parking or are undeveloped.

30-6-6.4 of the Land Development Ordinance describes the LIM zoning district as the following:

"The LIM, Light Industrial Mixed district is primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities on sites in a planned setting that emphasizes an integrated mix of uses which in their normal operations, have little or no adverse effect upon each other or adjoining properties. The district may also contain higher density residential uses, which customarily locate within or adjacent to planned employment centers. Design and the orientation and operation of uses should ensure compatibility with adjacent residential uses. Standards are intended to foster integration, originality and flexibility. The LIM, Light Industrial Mixed district is intended for the redevelopment of property with any of the following characteristics:

- A. Currently or previously zoned LI, Light Industrial or HI, Heavy Industrial;
- B. Currently or previously containing uses from the Industrial Use Group (see Sec. 30-8-9);
or
- C. Located in areas designated as Reinvestment Corridors or areas designated as Industrial/Corporate Park or Mixed Use Corporate Park (see Generalized Future Land Use Map).

The adaptive re-use of existing structures will be encouraged along with new development."

The Light Industrial Mixed (LIM) was approved by City Council in March of 2018 with the intent to encourage creative reuse and adaptation of current or previous industrial sites and buildings to better align with current economic trends. These include small scale and craft manufacturing with limited retail components as well as more substantial “industrial villages” that incorporate residential, retail and service uses to complement various industrial activities. In the LIM district the majority of uses must be non-residential in nature to maintain the emphasis on industrial and related uses; distinguishing this district from other mixed use or commercial zoning districts that can contain much greater percentages of residential uses.

The proposed CD-LIM request, as conditioned, enables the continued redevelopment and reuse of the existing buildings and site in new and innovative ways while protecting the surrounding neighborhood from potential adverse impacts. The proposed rezoning request supports both 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.

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 **CD-LIM** (Conditional District - Light Industrial Mixed) zoning district.