



Z-19-04-007

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

Zoning Commission Hearing Date: April 15, 2019

GENERAL INFORMATION

APPLICANT	Kotis Holdings, LLC
HEARING TYPE	Rezoning Request
REQUEST	HI (Heavy Industrial) to CB (Central Business).
CONDITIONS	N/A
LOCATION	300 West Gate City Boulevard
PARCEL ID NUMBER(S)	7864532568
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). 60 notices were mailed to those property owners in the mailing area.
TRACT SIZE	7.55 Acres
TOPOGRAPHY	Flat
VEGETATION	None (former industrial)

SITE DATA

Existing Use	Bar and former industrial buildings	
	Adjacent Zoning	Adjacent Land Uses
N	CB (Central Business)	Offices and multiuse buildings
E	LI (Light Industrial) and CB (Central Business)	Building materials warehouse, auto service, and craft manufacturing
W	UMU (University Mixed-Use) HI (Heavy Industrial)	Auto storage Auto Service

S UMU (University Mixed-Use) Retail and Social Service

Zoning History

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

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (HI)	Existing (LI)	Requested (CB)
Max. Density:	N/A	N/A	N/A
Typical Uses	Primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities.	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities	Primarily intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development.

**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 Central Business Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

Environmental/Soils

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

Floodplains >2000LF

Streams N/A

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)

Water/Sewer available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

There are no landscaping or Tree Conservation requirements in the CB district.

Transportation

Street Classification: Gate City Boulevard –Major Thoroughfare.
Eugene Street – Major Thoroughfare.

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

Traffic Counts: Gate City Boulevard AADT = 24,000 vpd (NCDOT, 2017).
Eugene Street AADT = 10,000 vpd (NCDOT, 2017).

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 Routes 11 (Gate City Boulevard), 12 (Randleman Road / South Elm-Eugene Street), and 13 (Martin Luther King Jr. Drive) are adjacent to subject site, along Eugene Street and Gate City Boulevard.

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 Future Land Use Map of the High Point Road / West Lee Street Corridor Plan designates this location as **Mixed Use CBD** and **Mixed Use Commercial**. The requested **CB (Central Business)** zoning district is generally consistent with the **Mixed Use CBD** and **Mixed Use Commercial** future land use designations. 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.

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.

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.

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.

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.

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.

Redevelopment Plan – Downtown Development Area [Inactive]**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.

High Point Road/West Lee Street Corridor Plan

A portion of the subject property falls within the area designated as Site 1 (Student Entertainment and Cultural Link) in the adopted High Point Road/West Lee Street Corridor Plan. Recommendations for Site 1 include Mixed Use Residential and Services connecting back into the rest of downtown.

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 Greensboro Downtown Residents Association neighborhood, within which the subject site is located.

The subject site is located (or partially located, as denoted by *) 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),
- Opportunity Zone Tax Credits (federal)
- Urban Development Investment Incentives (local), and
- Economic Development Impact Zone 1* (local).

Staff Analysis

The 7.55 acre subject property is currently contains a former industrial operation and a bar. North of the request are Offices and multiuse buildings zoned CB. East of the request are warehouse, auto service, and craft manufacturing uses zoned LI and CB. South of the request are retail and social service uses zoned UMU. West of the request are auto storage and auto service uses zoned HI and UMU.

The Comprehensive Plan's and High Point Road/West Lee Street Corridor Plan's Future Land Use Maps designates this area as Mixed Use Central Business and Mixed Use Commercial,

with Mixed Use Central Business covering most of the property. 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. 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. 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.

The request for CB (Central Business) zoning allows higher intensity mixed development linking the downtown area to continuing investments along Gate City Boulevard (formerly W Lee Street), as called for in the adopted High Point Road/West Lee Street Corridor Plan. It would also provide additional development options at the edge of downtown that do not currently exist and continue the trends of development in this area away from older industrial uses and towards more mixed development. 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.

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.