



Z-19-07-005

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

Zoning Commission Hearing Date: July 15, 2019

GENERAL INFORMATION

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| APPLICANT | Marc Isaacson for Guilford County and Telko, LLC. |
| HEARING TYPE | Rezoning Request |
| REQUEST | O (Office) and CD-CB (Conditional District – Central Business) to CD-CB (Conditional District – Central Business) |
| CONDITIONS | <ol style="list-style-type: none">1. Uses shall be limited to any use(s) permitted in the Central Business District except convenience stores with gas pumps and all drive-through facilities not including Banks, Savings & Loans, and Credit Union2. Any buildings shall be limited to a total of 24,000 square feet. Within such buildings, any restaurant use shall be limited to a maximum of 6,000 square feet. |
| LOCATION | 512 and 514 Bellemeade Street, 305 North Edgeworth Street, and a portion of 307 North Edgeworth Street |
| PARCEL ID NUMBER(S) | 7864476521, 7864475584, 7864477501 and a portion of 7864476635 |
| 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). 81 notices were mailed to those property owners in the mailing area. |
| TRACT SIZE | 0.827 Acres |
| TOPOGRAPHY | Flat |
| VEGETATION | None |
| <u>SITE DATA</u> | |
| Existing Use | County Parking Lot |
| Adjacent Zoning | Adjacent Land Uses |
| N O (Office) | Office uses |

| | | |
|---|--------------------------------|------------------------|
| E | CB (Central Business) | Baseball Stadium |
| W | PUD (Planned Unit Development) | Multi-family dwellings |
| S | O (Office) | Office use |

Zoning History

| Case # | Date | Request Summary |
|--------|--------------|--|
| N/A | N/A | A portion of the subject property is currently zoned O (Office) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject properties were zoned GO-H (General Office - High). |
| CD3940 | May 23, 2014 | <p>305, a portion of 307, and 502-504 North Edgeworth Street (northwest intersection of North Edgeworth Street and Bellemeade Street and south of West Lindsay Street) - An ordinance rezoning from O (Office) to CD-CB (Conditional District-Central Business), with the following conditions:</p> <ol style="list-style-type: none"> 1. Uses: Uses for the existing building constructed as of May 12, 2014 and any future buildings shall be limited to any use(s) permitted in the Central Business District except businesses with a drive-through or convenience stores with gas pumps. 2. Any expansion of the existing building constructed as of May 12, 2014 shall be limited to a combined total of no more than 18,000 square feet, with any restaurant use limited to a maximum of 6,000 square feet. 3. Any additional buildings constructed to replace the existing building noted in Condition #2 after May 12, 2014 shall be limited to a total of 18,000 square feet. Within such buildings, any restaurant use shall be limited to a maximum of 6,000 square feet. |

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (O) | Existing (CD-CB) | Requested (CD-CB) |
|------------------------------|--------------|------------------|-------------------|
| Max. Density: | N/A | N/A | N/A |

| | | | |
|--------------|---|--|--|
| Typical Uses | Typical uses in the O district include various office and personal and professional service uses. | Uses shall be limited to any use(s) permitted in the Central Business District except businesses with a drive-through or convenience stores with gas pumps | Uses shall be limited to any use(s) permitted in the Central Business District except convenience stores with gas pumps and all drive-through facilities not including Banks, Savings & Loans, and Credit Union. |
|--------------|---|--|--|

**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 property is located in the Residential Mixed Use character area of the Downtown Design Overlay, which has architectural and site requirements and guidelines for new construction and for renovations that affect the first floor façade of the building. Consult the Downtown Design Manual “Process/Guidelines” and “Appendices” for detailed applicable requirements and design guidance.

The subject site is located within the West Friendly Avenue Visual Corridor and the Central Business Overlay Zone, which prohibit establishment of new outdoor advertising signs therein.

Environmental/Soils

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

Floodplains > 2000LF

Streams N/A

Other: Site is less than 1 acre. Site must address water quantity control.

Utilities (Availability)

Water: Available

Sewer: Available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

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

Transportation

- Street Classification: Bellemeade Street – Collector Street.
North Edgeworth Street – Major Thoroughfare.
Spring Street – Major Thoroughfare.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: N Spring Street AADT = 10,000 vpd (NCDOT, 2017).
N Edgeworth Street AADT = 13,000 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 1 (West Wendover Avenue), 7 (Friendly Avenue), 8 (Battleground Avenue), and 9 are within 725ft of site, along Friendly Avenue.

GTA Routes 3 (North Elm), 14 (Bessemer Avenue / Phillips Avenue) and 17 (Lawndale Drive) are within 600ft of subject site, along N Eugene 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 **CD-CB (Conditional District – Central Business)** 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 **Mixed Use Central Business District**. The requested **CD-CB (Conditional District – Central Business)** zoning, as conditioned, 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 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.

- 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.

- 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.

- 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.

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.

Cedar Street / Bellemeade Area Strategic Plan

Goal #1: Stabilize, protect, enhance and complement the existing neighborhood's character, diversity and appearance.

Goal #2: Encourage appropriate future development of a variety of uses (business, commercial and residential) in the neighborhood.

Goal #4: Create a pedestrian, bicycle, and resident friendly environment in the area that encourages walking to downtown, First Horizon Stadium, universities/colleges, and adjacent neighborhoods.

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

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 Cedar Street / Bellemeade Area neighborhood and the Greensboro Downtown Residents' Association.

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).

Staff Analysis

The 0.827 acre subject properties currently contain a parking lot and vacant land. North and south of the request are office uses, zoned O. East of the request is a baseball stadium, zoned CB. West of the request are multi-family dwellings, zoned PUD.

The Comprehensive Plan's Future Land Use Map currently designates this property as 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.

The proposed CD-CB request, as conditioned, is limited to uses that are compatible with the surrounding area. The proposed rezoning request supports both the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas and the Downtown goal to 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.

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-CB** (Conditional District – Central Business) zoning district.