



# **Z-16-10-002**

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

**City Council Hearing Date: November 15, 2016**

### **GENERAL INFORMATION**

<b>APPLICANT</b>	City of Greensboro
<b>HEARING TYPE</b>	Original Zoning Request
<b>REQUEST</b>	<b>County CU-GO-M</b> (Conditional Use-General Office-Moderate) to <b>City RM-12</b> (Conditional District-Residential Multifamily)
<b>CONDITIONS</b>	N/A
<b>LOCATION</b>	<b>Portion of Railroad Right-Of-Way</b>
<b>PARCEL ID NUMBER(S)</b>	<b>N/A</b>
<b>PUBLIC NOTIFICATION</b>	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). <b>64</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	~1.3 Acres
<b>TOPOGRAPHY</b>	Primarily flat
<b>VEGETATION</b>	Railroad ROW

### **SITE DATA**

<b>Existing Use</b>	Railroad ROW	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	RM-12 (Residential Multifamily)	Manufactured dwellings
E	O(Office) PUD (Planned Unit Development)	Right-of-way Single family dwellings
W	RM-12 (Residential Multifamily) CD-C-H (Conditional District-Commercial-High)	Manufactured dwellings Undeveloped

S County CU-GO-M (Conditional Use- Single family dwellings  
General Office-Moderate)

### Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's planning jurisdiction.

### ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (County CU-GO-M)	Requested (City RM-12)
Max. Density:	12.0 units per acre or less	12.0 units per acre or less
Typical Uses	Primarily intended to accommodate moderate intensity office and institutional uses, moderate density residential uses at a maximum density of 12.0 units per acre, and supporting service and retail uses.	Primarily intended to accommodate multi-family and similar residential uses.

### District Summary \*

*\*These regulations may not reflect all requirements for all situations; see the City of Greensboro 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 Site drains to Lower Randleman Lake WS-IV water-supply watershed, Bull Run/Hickory Creek sub-basin.

Floodplains N/A

Streams N/A

Other: Maximum High Density development with sewer is 50% BUA. Site must meet current water supply watershed requirements, water quality and water quantity must be addressed. BUA must be treated by a State approved water quality BMP. State and Corps permits are required for and piping or buffer disturbance.

#### Utilities

Potable Water No public water or sewer is currently available contact Kenny Treadway 336-373-2897 for a water/sewer feasibility.

Waste Water

**Airport Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

Landscaping and Tree Conservation not applicable to railroad right-of-way.

**Transportation**

Street Classification: West Gate City Boulevard – Major Thoroughfare.  
Atwater Drive – Collector Street.

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

Traffic Counts: None Available.

Trip Generation: No.

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 1 (West Wendover Avenue) 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 ANALYSIS**

**Land Use Compatibility**

The proposed **RM-12 (Residential, Multi-Family - 12 du/ac)** 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 Commercial** and **Mixed Use Corporate Park**. The requested **RM-12 (Residential, Multi-Family-12 du/ac)** zoning is generally consistent with the **Mixed Use Commercial** and **Mixed Use**

**Corporate Park** Future Land Use designations. The Growth Strategy Map designates the subject site as being within **Growth Tier 1, Current Growth Area (2013 – 2019)**, within the **West Gate City Boulevard / Mackay Road Activity Center**, and within the **West Gate City Boulevard Reinvestment Corridor**.

#### **Connections 2025 Written Policies**

**Land Use Goal 4.3 – Growth at the Fringe:** Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

**Policy 4F:** Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

**Policy 4G:** Improve the quality and patterns of development through incentives and regulatory guidelines.

**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 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.

**Mixed Use Corporate Park:** This designation is intended for large tracts of undeveloped land near the City’s fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or “corporate park” setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

**Growth Tier 1, Current Growth Area (2013 – 2019):** Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City’s development pattern shall be encouraged over the next six years.

**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 Corridor:** 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 Corridors are older commercial corridors that would benefit from significant public and private investment to enhance their economic viability and strengthen adjacent neighborhoods.

## **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 and with representatives of the Adams Farm Neighborhood located to the west of the subject site, and the Sedgefield Neighborhood located to the east of the subject site.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Urban Development Investment Incentives (local).

#### **Staff Analysis**

This 1.3-acre subject site is currently NC railroad right-of-way. North of the request is a manufactured home park (zoned RM-12). East of the request is railroad right-of-way (zoned O) and single family dwellings (zoned PUD). West of the request are manufactured homes (zoned RM-12) and undeveloped property (zoned CD-C-H). South of the request is undeveloped property (zoned CU-GO-M, pending request to annex and zone to City CD-C-H).

The Generalized Future Land Use Map designates the subject site as both Mixed Use Commercial and Mixed Use Corporate Park. 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 Mixed Use Corporate Park Designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or "corporate park" setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area.

The request to annex and zone this railroad right-of-way is directly tied to the adjacent property owner's request to annex and zone 5604 and a portion of 5698 West Gate City Boulevard for commercial development. Per State annexation law, public spaces located

between a jurisdictional boundary and property to be annexed into the jurisdiction is required to be annexed at the same time. Therefore, staff is requesting the adjacent RM-12 zoning to the north be expanded to cover the railroad right-of-way, should the property located immediately south of the right of way be annexed and assigned City zoning.

The request supports the Comprehensive Plan's Community Facilities goal to provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns and is consistent with the Growth at the Fringe goal to promote sound and sustainable patterns of land use.

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 **City RM-12**(Residential Multifamily) zoning district.