



Z-22-12-003

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

Planning and Zoning Commission Hearing Date: January 18, 2023

GENERAL INFORMATION

APPLICANT	Amanda Hodierne, on behalf of Guillermo Toledo of Alexa's Rental, LLC
HEARING TYPE	Rezoning Request
REQUEST	R-5 (Residential Single-family – 5) to CD-RM-26 (Conditional District – Residential Multi-family – 26) with the following conditions:
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall be limited to a maximum of 36 multi-family dwelling units.2. Maximum building height shall be 50 feet.
LOCATION	4401-4409-B Abner Place
PARCEL ID NUMBER(S)	7843153301, 7843153351, 7843154301, 7843154350, 7843155300, 7843155350, 7843156310
PUBLIC NOTIFICATION	The notification area for this public hearing was 750 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). 59 notices were mailed to those property owners in the mailing area.
TRACT SIZE	1.569 acres
TOPOGRAPHY	Flat
VEGETATION	Cleared land

SITE DATA

Existing Use	Undeveloped land
Adjacent Zoning	Adjacent Land Uses
N HI (Heavy Industrial)	Metal works fabrication and wooded area
E R-5 (Residential Single-family - 5)	Single-family dwellings

S	R-5 (Residential Single-family - 5) and HI (Heavy Industrial)	Religious assembly with cemetery and metal fabrication
W	HI (Heavy Industrial)	Single family dwelling and trucking and storage and wooded area and existing railroad line

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is currently zoned R-5 (Residential Single-family - 5). This has been the zoning on the property since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned RS-9 (Residential Single-family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing	Requested
	(R-5)	(CD-RM-26)
Max. Density:	5 units per acre	26 units per acre
Typical Uses	Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre.	<ol style="list-style-type: none"> 1. Permitted uses shall be limited to a maximum of 36 multi-family dwelling units. 2. Maximum building height shall be 50 feet.

**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 not located within an overlay zoning district.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Watershed Site drains to South Buffalo Creek – Non-Watersupply Watershed Watershed

Floodplains N/A

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 for the entire site. State and Corps permits will be required for any stream crossing and or wetland disturbance. Site is also located within the PTI 5 mile statue radius. No BMP/SCM that holds a normal pool elevation is allowed without engineer's documentation stating why this type of water quality device must be utilized.

Utilities (Availability)

Water is available on Abner Place. Sewer is available on Abner Place and Fairfax Road. Sewer flow going into sewer infrastructure on Abner Place may require lift station improvements to handle the flow of this development. A feasibility would be recommended for this project. Private developer will need to complete the extensions in accordance with City of Greensboro's Standards.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

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 or Religious Assembly uses: 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 l.f.

Parking Lots:

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

Tree Conservation:

For 1.569 acres, 5% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: Abner Place – Local Street.
Fairfax Road – Collector 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: No.

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-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO 2040 Comprehensive Plan Policies

The GSO 2040 Future Land Use Map designates this location as **Industrial**. The requested **CD-RM-26 (Conditional District – Residential, Multi-Family – 26 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Industrial** future land-use designation. If this rezoning request is approved, the Future Land Use designation for the subject site is considered to be amended to **Residential** in order to ensure an appropriate fit between future land use designation and zoning. The GSO 2040 Future Built Form Map designates this location as **Planned Industrial District**. The Future Built Form Map identifies the subject site as being located within a **Reinvestment Corridor**.

GSO 2040 Written Policies

Filling In Our Framework - How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

Goal B - Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 1 - Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

Goal C – People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

Strategy 1 – Employ a problem prevention model to identify causes and solutions to neighborhood problems.

Creating Great Places - Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A - Greensboro's citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

Strategy 2 - Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

Becoming Car Optional - Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

Goal A - Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

Strategy 2 - Encourage new development that is compatible with the intended use of the adjacent roadway.

Goal B - Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

Strategy 1 - Expand the greenway network to connect all parts of the city as a key element of the transportation system.

Prioritizing Sustainability - Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy

Goal A - Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

Strategy 1 - Promote resilient, efficient and environmentally beneficial patterns of land use.

Goal B - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

Strategy 1 - Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

Strategy 2 - Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

Strategy 3 - Promote a just, ethical, and respectful community.

Goal C - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

Strategy 1 - Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

Building Community Connections - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

Goal E - Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

Strategy 1 - Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

Strategy 3 - Improve the city's housing through effective use of code enforcement and the strategic leveraging of resources.

Growing Economic Competitiveness - Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

Goal C - Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.

Strategy 1 – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.

GSO 2040 Map Policies

Future Land Use Map

Future Land Uses: Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area's predominant character.

Industrial: includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

Residential: includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a Community Center as described in the Future Built Form Map on page 69, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form Map

Place Types: Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

Planned Industrial Districts should reflect these characteristics:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.
6. Adaptive reuse of older industrial and commercial property is encouraged.
7. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

Corridors: Corridors are the linear commercial and office developments typically along collector or arterial roadways. They include properties directly fronting on the road and may include properties having primary access to or in immediate proximity to the road. The character and function of the road and the uses within a corridor are highly correlated.

Reinvestment Corridors reflect these additional characteristics:

1. Consistency with adopted corridor plans.
2. Uses that support or provide access to employment are prioritized.

3. Existing buildings are adapted for reuse.
4. Neighborhood support services are accommodated.
5. Specific deficiencies, such as lack of access to healthy food, health services, and social services are eliminated.
6. Barriers to reinvestment are reduced.
7. Displacement is avoided for creative and activity-producing uses such as artist studios, work/live spaces, and galleries.

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 subject properties are approximately 1.569 acres of undeveloped land. North of the request contains a metal fabrication land use and wooded areas, zoned HI. East of the property contain single-family dwellings, zoned R-5. South of the properties there is a religious assembly use with existing cemetery, zoned R-5, and another metal fabrication use, zoned HI. West of the request contains a single-family dwelling, trucking and storage use, wooded area, and farther to the west, the railroad properties zoned HI.

The proposed rezoning request supports the Comprehensive Plan's Filling in Our Framework Big Idea for arranging our land uses for where we live, work, attend school, and other activities for a more livable Greensboro. Additionally, this proposal supports the Creating Great Places Big Idea to meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

If this rezoning request is approved, the Comprehensive Plan's Future Land Use Map designation would be amended to Residential. The Residential designation includes both single and multi-family residential. Currently, the Future Land Use Map designates this area as Industrial within a Reinvestment Corridor designation on the Future Built Form Map. The Future Built Form Map further designates this area as Planned Industrial District. This District should reflect some of the following characteristics where residential uses can be supportive.

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

The CD-RM-26, as conditioned, would permit uses that can better utilize the existing infrastructure in the surrounding area. The proposed residential development allows an appropriate transition between adjacent industrial and existing residential uses. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure this appropriate transition to the lower density residential uses on adjacent properties.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-RM-26 (Conditional District – Residential Multifamily - 26)** zoning district.