



Z-24-06-006

City of Greensboro Planning Department Zoning Staff Report

Planning and Zoning Commission Hearing Date: July 15, 2024

GENERAL INFORMATION

APPLICANT	Amanda Hodierne for Bobby J. Crumley of CF Properties, LLC
HEARING TYPE	Rezoning Request
REQUEST	CD-C-L (Conditional District – Commercial - Low) and R-5 (Residential Single-family – 5) to PUD (Planned Unit Development)
CONDITIONS	1. Permitted Uses shall be limited to: 18 Single-family Attached dwelling units.
LOCATION	1620-YY and 1626 Lovett Street
PARCEL NUMBER	7853866327 and 7853867220
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). 105 notices were mailed to those property owners in the mailing area.
TRACT SIZE	2.94 Acres
TOPOGRAPHY	Generally flat
VEGETATION	Clear at the street right-of-way, wooded at the western property line

SITE DATA

Existing Use	Undeveloped land
Adjacent Zoning	Adjacent Land Uses
N R-5 (Residential Single-family – 5)	Single-family dwellings
E CD-O (Conditional District - Office)	Office use
S O (Office)	NCDMV Office

W O (Office) and R-5 (Residential Single Family – 5) Portion of the NCDMV property and undeveloped land

Zoning History

Case #	Date	Request Summary
CD3306	December 7, 2004	<p>A portion of the subject property was requested to be rezoned from RS-9 (Residential Single-family) to CD-LB (Conditional District – Limited Business) which is now called CD-C-L (Conditional District - Commercial – Low) with the following conditions:</p> <ol style="list-style-type: none"> 1. Uses limited to: Physical Fitness Centers; Medical, Dental or Related Offices; Medical or Dental Laboratories; Rehabilitation or Counseling Services; Tanning Salons; Retail Health Food Store (maximum 5,000 square feet); Optical Goods Sales; Restaurants (no drive through) with a maximum of fifty seats; and Professional Offices. 2. Maximum structure height of one (1) story. 3. Maximum of one entrance/driveway from Lovett Street. 4. Parking shall be located behind the building. 5. Masonry structure, with structure design, appearance, and style comparable to existing Gateway Center at 2400 Freeman Mill Road. 6. Freestanding signage limited to one monument sign a maximum of ten feet in height.
N/A	N/A	<p>The northern portion of 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).</p>

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (R-5)	Existing (CD-C-L)	Requested (PUD)
Max. Density:	5 dwelling units/acre	N/A	6.12 dwelling units/acre per the UDP
Typical Uses	Typical uses in the R-5 district include single family residential dwellings of up to 5 units per acre.	Uses limited to: Physical Fitness Centers; Medical, Dental or Related Offices; Medical or Dental Laboratories; Rehabilitation or Counseling Services; Tanning Salons; Retail Health Food Store (maximum 5,000 square	Permitted Uses shall be limited to: 18 Single-family Attached dwelling units.

feet); Optical Goods Sales; Restaurants (no drive through) with a maximum of fifty seats; and Professional Offices

**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 Freeman Mill Rd. Visual Corridor Overlay Zone (VCO). VCOs are intended to protect and preserve the appearance of gateways into the city and to promote traffic safety in those areas of the city that are especially congested with traffic entering and leaving the city. Specifically, VCOs prohibit establishment of new outdoor advertising signs therein.

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 North Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains N/A

Streams N/A

Other: If >1 acre is disturbed and the BUA is increased, site must meet current watershed requirements, Water Quality and Water Quantity Control must be addressed for the entire development. Water Quality must treat the first 1” of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. All BUA must be treated by a State approved water quality BMP/SCM.

Utilities (Availability)

Water and sewer front property on Lovett Street. Private developer will need to extend water and sewer to City of Greensboro’s Water and Sewer Design Standards.

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

The landscaping requirements of the PUD are established within the Unified Development Plan. The minimum requirements are those set out in Section 30-10 of the Land Development Ordinance, as noted below.

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 office 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 linear feet.

Adjacent to vacant property: 5' wide 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 2.94 acres, 5% of lot size in critical root zone preserved for Tree Conservation.

Transportation

Street Classification: Freeman Mill Road– Major Thoroughfare.
Lovett Street – Collector Street.

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

Traffic Counts: Lovett Street AADT = 5,900 vpd (NCDOT, 2019).

Trip Generation: N/A.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk currently exists along the frontage of this property.

Transit in Vicinity: GTA Route 2 (Four Seasons) is within 0.5 mi. of the subject site, along Florida 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 **PUD (Planned Unit Development)** district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The **GSO2040** Future Land Use Map refers to the Glenwood Future Land Use map last amended on September 12, 2011 designates the majority of the subject site as **Mixed Use Commercial**, and a small portion as Residential Single Family. The requested **PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Mixed Use Commercial** future land use designation. The **GSO2040** Future Built Form Map designates this location as **Urban Central**. The subject site is also within the Freeman Mill Rd. Visual Corridor Overlay Zone.

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 A – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

Strategy 1 – Encourage higher density, mixed-use, walkable infill development.

Strategy 2 – Ensure mixed use projects both strengthen and add value to the Community.

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 1 – Protect and enhance the unique character of every neighborhood.

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

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.

GSO2040 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.

The **GSO2040** Map refers to the Glenwood Future Land Use Map which proposes nine categories of future land uses, each subject to the limitations and standards of the underlying zoning districts. A small portion of the site is designated as Residential Single Family; this district is described as “Primarily single family residential development not exceeding 2 stories in height”. The future land use category for the majority of the subject site is described as follows:

Mixed Use Commercial - A mixture of uses, in which various commercial uses are predominant, but where residential, service, and other uses are complementary. Examples include residential units above 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 residential areas. Ensuring that buildings and uses 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. Previously existing light and heavy industrial uses may be present and may be encouraged to relocate in order to accommodate infill development of more compatible uses, but new industrial uses will be discouraged. New “strip” commercial development is discouraged. Mixed-Use Commercial developments are encouraged to incorporate features that facilitate access by pedestrians and bicyclists, including conspicuous and secure bicycle parking facilities.

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.

Urban Central should reflect these characteristics:

1. Development is consistent with adopted neighborhood plans and their design guidelines.
2. New development should be compatible with the existing development pattern, as described in the “Existing Built Form” section: Short blocks and a grid-based street pattern;
 - Fine-grained zoning designations with a wide variety of uses are found closer to each other;
 - A range of residential building types, from detached, single-family houses, to Missing Middle Housing, to mid-rise multi-family in close proximity to each other; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors;
 - Buildings on lots that are close to the width of a residential lot, rather than a uniform building along the entire block face;
 - Buildings close to each other and to the street; and
 - Connected sidewalks that form a walkable network.
3. There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
4. Safety and crime prevention is integrated into building and site design by orienting windows and doorways to streets overlooking semi-public and shared spaces. Parking is

oriented behind buildings, so buildings are built to the street with unobstructed windows for visual surveillance on the sidewalk and street.

5. Front doors and porches build community and neighborhood vitality and encourage neighbor interaction.
6. Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
7. Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

CONFORMITY WITH OTHER PLANS

City Plans

Glenwood Neighborhood Plan

The Glenwood Neighborhood Plan's Future Land Use map designates the majority of the subject site as Mixed Use Commercial. A small portion of the subject property is designated as Residential Single Family

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.

Other Plans

N/A

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicants are strongly encouraged to discuss this proposed rezoning and development with the surrounding community.

Staff Unified Development Plan (UDP) Analysis

On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with rezoning request to a Planned Unit Development zoning district.

There are three main purposes for a Unified Development Plan (UDP). One is to specify the type of development and dimensional standards that will govern the development in various sections of the property. The second is to make sure that City of Greensboro service providers can adequately serve the proposed development. Finally, the Unified Development Plan puts the development standards into a form recordable at the Guilford County Register of Deeds Office so there will be notice of these requirements to future owners and occupants.

When making the determination to approve a Unified Development Plan (UDP), the Zoning Commission must review the UDP for consistency with the approved Planned Unit Development (PUD) Concept Plan and zoning conditions.

Staff Analysis

The subject properties include approximately 2.94 acres and are undeveloped. North of the subject properties contains single-family dwellings, zoned R-5. East of the subject properties contains an office use, zoned CD-O. South of the request contains an NCDMV Office, zoned O.

West of the subject properties contains an undeveloped portion of the NCDMV property and undeveloped land, zoned O and R-5.

The proposed rezoning request supports the Comprehensive Plan’s Filling in Our Framework goal to arrange land uses for a more vibrant and livable Greensboro and the Creating Great Places goal to expand Greensboro’s citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices.

The Glenwood Neighborhood Plan’s Future Land Use Map designates this property as Mixed Use Commercial. The Mixed Use Commercial designation recommends a mixture of uses, in which various commercial uses are predominant, but where residential, service, and other uses are complementary. Examples include residential units above 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 residential areas.

The Glenwood Neighborhood Plan’s Future Land Use Map designates a small portion of the site as Residential Single Family. This designation is described as primarily single family residential development not exceeding 2 stories in height. The proposed UDP show that this portion of the subject property will not contain any residential dwelling units. This portion of the subject property is proposed to be used for the stormwater control device, parking, and open space.

The Comprehensive Plan’s Future Built Form Map currently designates this property as Urban Central. Characteristics of the Urban Central classification include the following:

1. Development is consistent with adopted neighborhood plans and their design guidelines.
2. New development should be compatible with the existing development pattern, as described in the “Existing Built Form” section: Short blocks and a grid-based street pattern;
 - Fine-grained zoning designations with a wide variety of uses are found closer to each other;
 - A range of residential building types, from detached, single-family houses, to Missing Middle Housing, to mid-rise multi-family in close proximity to each other; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors;
 - Buildings on lots that are close to the width of a residential lot, rather than a uniform building along the entire block face;
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3. There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
4. Safety and crime prevention is integrated into building and site design by orienting windows and doorways to streets overlooking semi-public and shared spaces. Parking is oriented behind buildings, so buildings are built to the street with unobstructed windows for visual surveillance on the sidewalk and street.
5. Front doors and porches build community and neighborhood vitality and encourage neighbor interaction.

6. Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
7. Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

The proposed PUD zoning district, as conditioned, would allow new residential uses appropriately placed along a major thoroughfare and compatible with adjacent existing residential uses. The proposed residential use can provide a good transitional use from the more intense uses found along the Freeman Mill Road Corridor to the lower density residential uses along Lovett Street.

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 **PUD (Planned Unit Development)** zoning district.