



PLZ-23-26

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: June 20, 2023

GENERAL INFORMATION

| | |
|----------------------------|---|
| APPLICANT | Thomas E. Terrell, Jr. for Kellin Foundation |
| HEARING TYPE | Rezoning Request |
| REQUEST | R-5 (Residential Single-family - 5) to CD-O (Conditional District - Office) |
| CONDITIONS | <ol style="list-style-type: none">1. Buildings: The existing building at 4010 Walker Avenue, formerly used as a church, shall not be demolished and shall not be expanded in a manner that creates additional heated space.2. Signage: External signage shall not exceed ten (10) feet in height. Electronic message boards shall not be allowed.3. Uses: Permitted uses shall include all uses allowed in the Office zoning district, except for the following: Multi-family Dwellings, Family Care Homes, Chartered Homes and Duplexes, all uses in the Group Living use group, Group Care Facilities, Temporary Emergency Facilities, Physical Fitness Centers, Sports Instructional Schools, Swim and Tennis Clubs, all uses in the Overnight Accommodations use group, and all uses in the Personal and Professional Services use group. |
| LOCATION | 4000, 4002, and 4010 Walker Avenue |
| PARCEL ID NUMBER(S) | 7844958245, 7844957276, and 7844956206 |
| 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). 162 notices were mailed to those property owners in the mailing area. |
| TRACT SIZE | 1.93 acres |
| TOPOGRAPHY | Slopes downward |
| VEGETATION | Properties landscaped with bushes, existing parking lot, mature trees surrounding properties |

SITE DATA

| | |
|---|---|
| Existing Use | Religious assembly and single-family dwelling |
| Adjacent Zoning | Adjacent Land Uses |
| N R-5 (Residential Single-family-5) | Single-family dwellings |
| E R-5 (Residential Single-family-5) | Single-family dwellings |
| S R-5 (Residential Single-family-5) | Single-family dwellings |
| W R-5 (Residential Single-family-5) and R-3 (Residential Single-family-3) | Single-family dwellings |

Zoning History

| Case # | Date | Request Summary |
|--------|------|--|
| N/A | N/A | The subject properties are currently zoned R-5 (Office). This has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, these properties were zoned RS-7 (Residential Single Family). |

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (R-5) | Requested (CD-O) |
|------------------------------|---|---|
| Max. Density: | Up to 5 dwellings per acre | N/A |
| Typical Uses: | Typical uses in the R-5 district include single family residential of up to 5 dwelling units per acre | Uses: Permitted uses shall include all uses allowed in the Office zoning district, except for the following: Multi-family Dwellings, Family Care Homes, Chartered Homes and Duplexes, all uses in the Group Living use group, Group Care Facilities, Temporary Emergency Facilities, Physical Fitness Centers, Sports Instructional Schools, Swim and Tennis Clubs, all uses in the Overnight Accommodations use group, and all uses in the Personal and Professional Services use group. |

**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 Holden Road Visual Corridor Overlay Zone, which prohibits 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 site disturbs ≥ 1 acre AND increases the BUA, the site must meet Phase 2 requirements – both Water Quality and Water Quantity must be addressed. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. The new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable. Site is within the PTI 5 statute mile radius. No BMP/SCM is allowed that holds a normal pool elevation unless engineering documentation is provided.

Utilities (Availability)

Water and sewer are available on Walker Ave and S Holden Rd. Private developer will need to extend water and sewer to 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 uses: Type B buffer yard, with an average width of 25’, a minimum width of 20’, and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 linear feet.

Parking Lots:

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

Tree Conservation:

For 1.93 acres, 5% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: Holden Road – Major Thoroughfare.
Walker Avenue – Collector Street.

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

Traffic Counts: Holden Road AADT = 13,000 (NCDOT, 2019).
Walker Avenue = 1,700 (NCDOT, 2021).

Trip Generation: N/A.

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

Transit in Vicinity: Yes, GTA route 9 (West Market Street) is within 0.25 mi of subject site, at the intersection of West Market Street and Holden Road.

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-O (Conditional District – Office)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The property in question is part of the Lindley Park Neighborhood Plan where the future land use is designated as **Institutional**. The requested **CD-O (Conditional District – Office)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Mixed Use Residential** future land use designation. The Future Built Form Map designates the area as **Urban Central**.

GSO2040 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.

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.

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 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.

GSO2040 Map Policies

The Future Land Use map for this area is found in the Lindley Park Neighborhood Plan, and the designation is “Institutional”. Although that is not defined in the Plan, the definition in the comprehensive plan at the time the plan was adopted, Connections 2025 was:

“Institutional: This designation applied to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers.”

If the rezoning is approved, the designation will be Mixed Use Residential:

“This designation applied to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate “corner stores” and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.”

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

Lindley Park Neighborhood Plan

There is not a recommendation that speaks directly to this re-use of an existing, institutional building for another use. In the “Key Findings-Land Use Characteristics” on page 12 the Plan states that “Several pockets of commercial development (1.8%) and office development (3.8%) exist in and around Lindley Park, which helps to facilitate the neighborhood’s diverse mix of land uses”. Maintaining a significant structure in the neighborhood contributes to the neighborhood’s stability.

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

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties.

Since this requested rezoning is not consistent with the designation on the Future Land Use map in the Lindley Park Neighborhood Plan, the neighborhood association was asked to review and submit comments on the requested rezoning. In an email sent to the City on May1, the neighborhood association stated that “The Lindley Park Neighborhood Association (LPNA) Executive Board (the Board) has provided a general letter of support to the Kellin Foundation for their application to rezone the properties located at 4000, 4002, and 4010 Walker Avenue from R-5 to CD-Office.” The Association does have other concerns that they may express at the hearing, and have multiple conversations with the Kellin Foundation.

Staff’s Rezoning Analysis

The subject property is approximately 1.93 acres and currently contains a religious assembly use (a church) and a single-family dwelling. North of the request are single-family dwellings, zoned R-5. East of the request are single-family dwellings, zoned R-5. A nearby property northeast of the request will be developed by Guilford County Schools into an elementary school, currently zoned RM-12. South and west of the request are single-family dwellings, zoned R-5 and R-3.

The proposed rezoning request supports the Comprehensive Plan's Creating Great Places through the strategy of protecting and enhancing the unique character of every neighborhood with place-making using historic resources.

The Comprehensive Plan's Future Land Use Map designates these properties as Institutional. The requested CD-O (Conditional District – Office) zoning district, as conditioned, would allow uses that are generally consistent with those described in the Mixed Use Residential future land use designation.

The Comprehensive Plan's Future Built Form Map designates these properties as Urban Central. Applicable characteristics of the Urban Central classification include, but are not limited to the following:

- Development is consistent with adopted neighborhood plans and their design guidelines.
- 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;
 - 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.
- There is benefit from and support from the viability of public open spaces, plazas, public art, and cultural resources.
- 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.
- Exterior building materials are durable, sustainable, and contribute to the unique character of the surrounding buildings and existing neighborhood.
- Equitable and ample access to walking, bicycling, transit and ride sharing is provided.

The Lindley Park Neighborhood Plan states that several existing pockets of commercial and office development exist in and around Lindley Park, and they help to facilitate the neighborhood's diverse mix of land uses. Maintaining a significant structure in the neighborhood contributes to the neighborhood's stability.

The proposed CD-O zoning designation, as conditioned, would allow a mix of office uses that are compatible with nearby residential uses, and restrict many land uses typically allowed in the Office zoning district such as multi-family dwellings, group care living, indoor and outdoor recreational facilities, overnight accommodations, and personal and professional services.

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-O (Conditional District Office)** zoning district.