

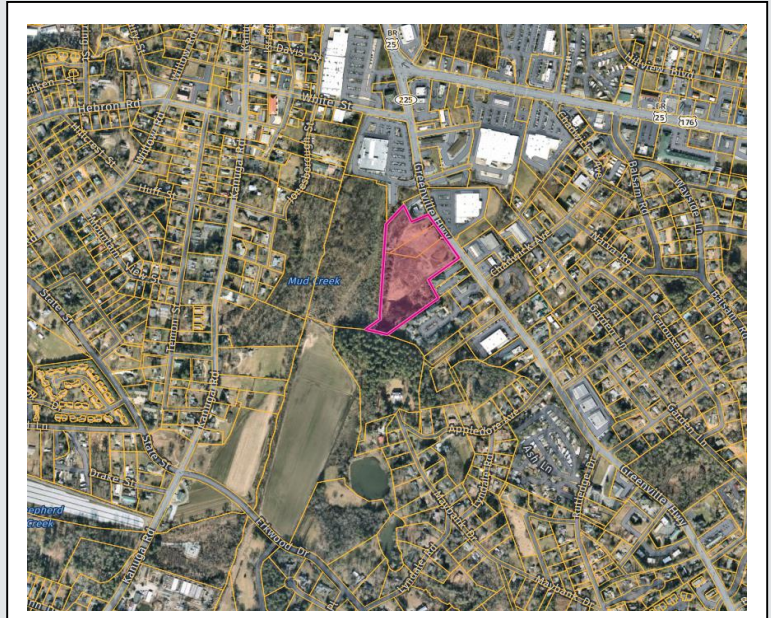
REZONING: CONDITIONAL REZONING -715 GREENVILLE HIGHWAY MULTI-FAMILY(P24-39-CZD)
CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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PROJECT SUMMARY

- Project Name & Case #:
 - 715 Greenville Highway Multi-Family
 - P24-39-CZD
- Applicant & Property Owner:
 - Travis Fowler, First Victory Inc. [Applicant]
 - Richard Herman (Manager) – South Market LLC [Owner]
- Property Address:
 - 715 Greenville Highway
- Project Acreage:
 - 9.01 Acres
- Parcel Identification (PIN):
 - 9568-83-4302
 - 9568-83-2474
 - 9568-83-2082
- Current Parcel Zoning:
 - PCD- Planned Commercial Development
- Future Land Use Designation:
 - Open Space-Conservation (Natural)
 - Open Space-Conservation (Regulated)
 - Mixed Use Commercial
- Requested Zoning:
 - UR-CZD-Urban Residential Conditional Zoning District.
- Requested Uses:
 - Residential, Multi-Family
- Neighborhood Compatibility Meeting:
 - July 19, 2024



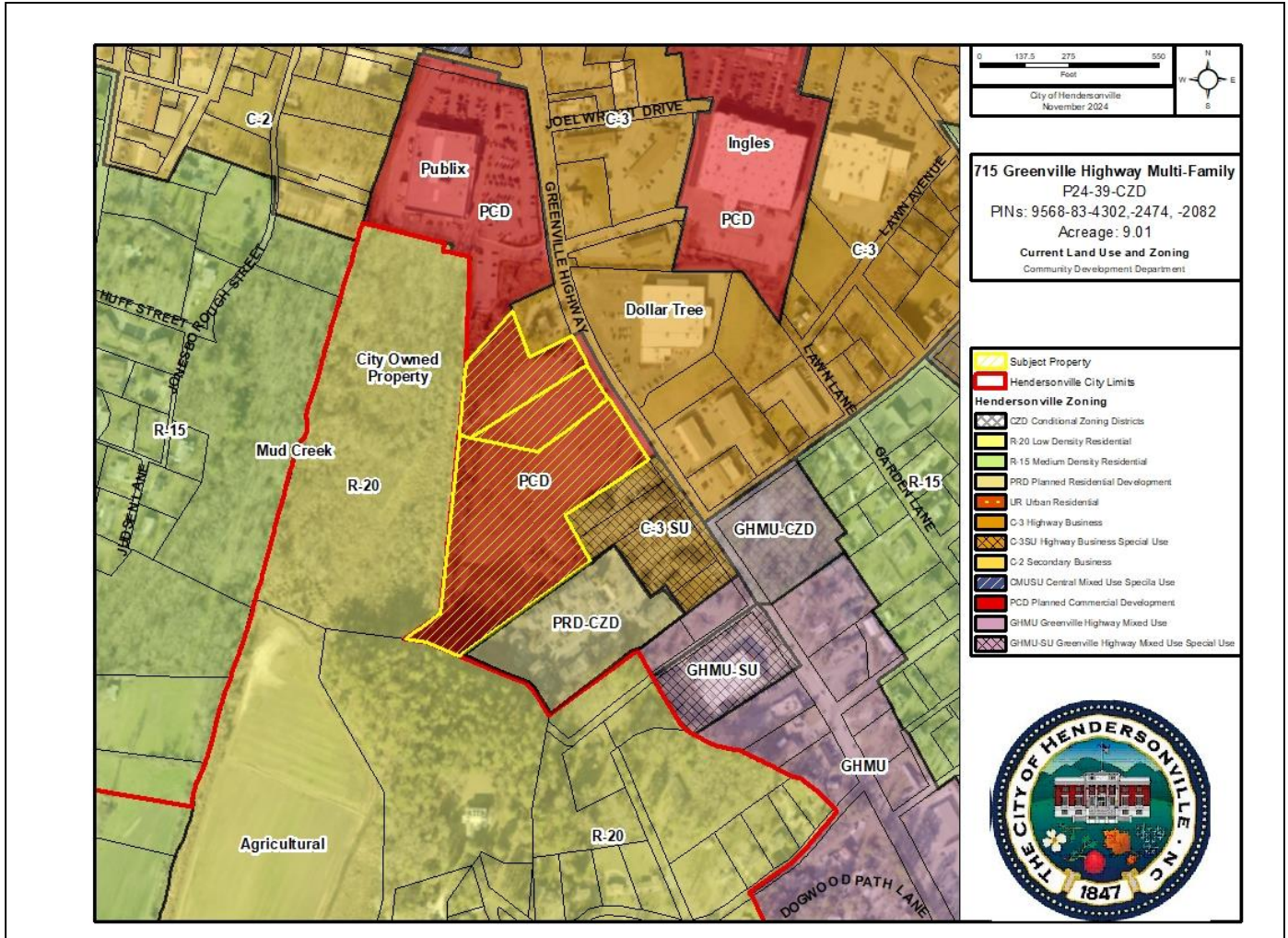
SITE VICINITY MAP

The City of Hendersonville is in receipt of an application for a Conditional Rezoning from Travis Fowler of First Victory Inc., applicant and Richard Herman of South Market LLC., property owner. The applicant is requesting to rezone the subject property, PINs 9568-83-4302, 9568-83-2474 and, 9568-83-2082 and located off Greenville Highway, from PCD, Planned Commercial Development to UR-CZD, Urban Residential Conditional Zoning District for the construction of 185 multi-family units on approximately 9.01 acres. This equates to a density of 20.5 units per acre.

The proposal includes the construction of 1 multi-family structure with a footprint of 58,367 square feet and a gross floor area of 231,037 square feet.

The applicant decided not to move forward to City Council after receiving a split 3-3 recommendation from the Planning Board. He mentioned his intention to conduct further engineering work before returning to the Planning Board for a second review and recommendation.

EXISTING ZONING & LAND USE



City of Hendersonville Current Zoning & Land Use Map

The three parcels that make up the subject property are currently zoned PCD (Planned Commercial Development) and is attached to an expired Special Use permit. The current zoning was granted by City Council in 2008 for the construction of an 89,200 square feet commercial development. This development was never constructed.

The Greenville Highway corridor consists of Planned Commercial Development and Highway Business zoning before transitioning to mixed used zoning at Chadwick Ave. The mixed-use zoning follows the Greenville Highway frontage corridor for the remainder of the City’s jurisdiction in that direction.

To the west and southwest of the property, you will find traditional single-family districts. These districts are comprised of single family residential, vacant land, farmland and property that has historically been used as flood storage.

The subject property abuts an existing multi-family development to the south. The Residences at Chadwick is a 68-unit apartment project on 3.85 acres under PRD zoning. (18 units per acre and 104 parking spaces).

SITE IMAGES



Typical view of the subject property (10-25-24)



Typical view of the site looking southward towards Chadwick Square. (10-25-24)

SITE IMAGES



*View of the pond that is under a Water Conservation Easement
DB 1668 Pg 98, PB 2016 SL 10216
Army Corp Permit- SAW-2014-00219 (January 2024)*



*View of wetland area on the western portion of the subject
property. (January 2024)*

SITE IMAGES



View of the blueline stream that runs along the western property boundary. (January 2024)



Typical view of property looking northeastern from the southwestern corner. (January 2024)

SITE IMAGES

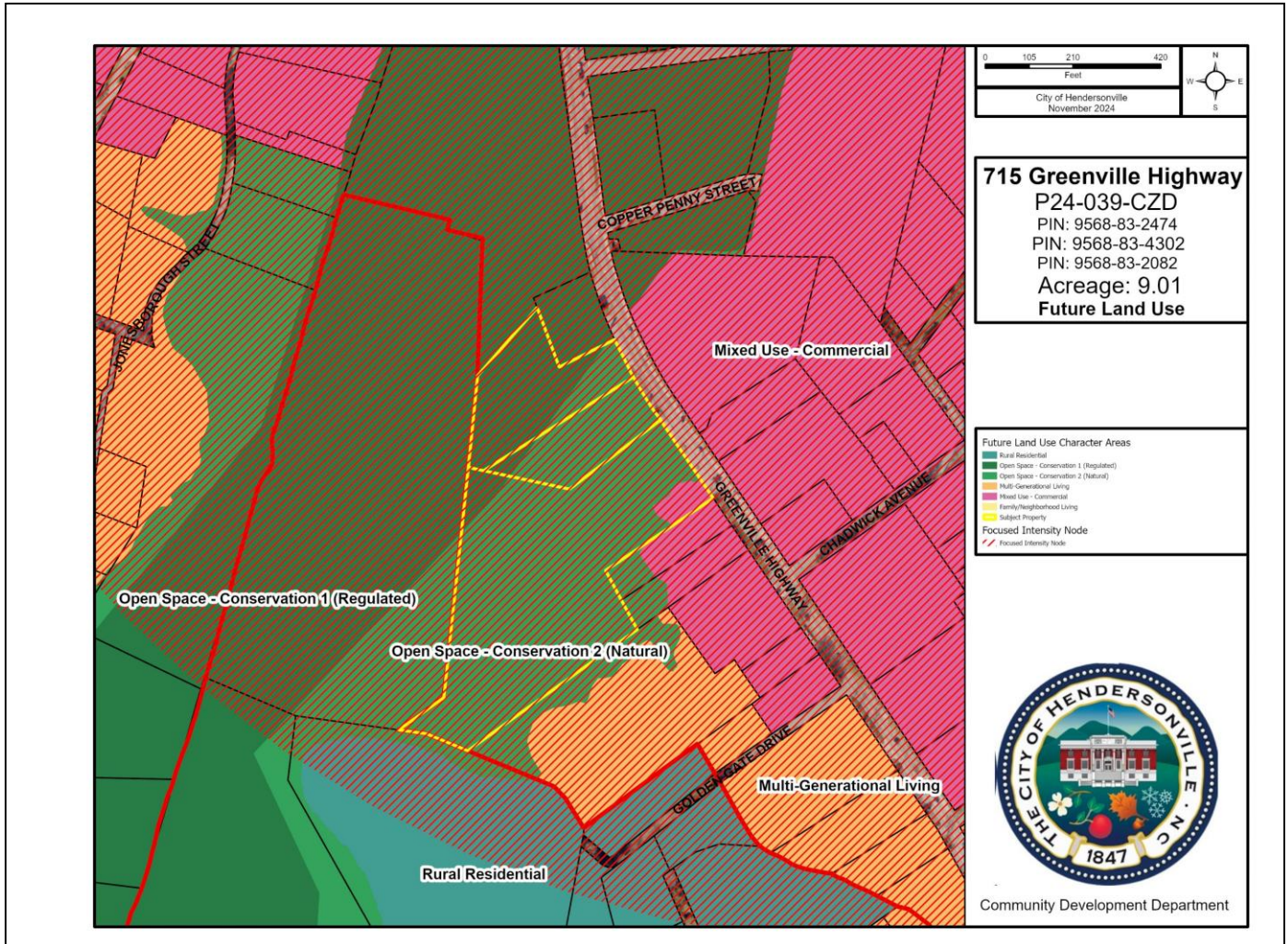


View of southern property frontage looking westward. Area of proposed access #2. (January 2024)



View of existing power lines that are associated with the utility easement on the north side of the site. (January 2024)

FUTURE LAND USE



City of Hendersonville Future Land Use Map

The subject property has split future land use designations. The floodway portions of the property are designated as Open Space-Conservation (Regulated), while the floodplain proportions are designated as Open Space-Conservation (Natural). The small portion of the property that is outside of the flood hazard area is designated as Mixed-Use Commercial. The subject property is within the focused intensity node that encompasses properties near the Spartanburg Highway and Greenville Highway intersection.

The surrounding area has many parcels designated as Open space due to the known floodplain and floodway impacts. Many of these parcels are long standing commercial uses. Very few of these parcels are vacant areas serving as functional floodplain or open space.

REZONING HISTORY

Prior Rezoning (P06-79-SUR)	Summary of Prior Petition	Status
6-5-2008 (R-20 & C-3 to PCD SU)	9.03 acre development for the construction of 6 buildings totaling approximately 89,200 square feet. 316 parking spaces provided.	Expired June 5 th 2013

Full Minutes from City Council Meeting:

<https://library.municode.com/nc/hendersonville/munidocs/munidocs?nodeId=2d9a769a4e52c>

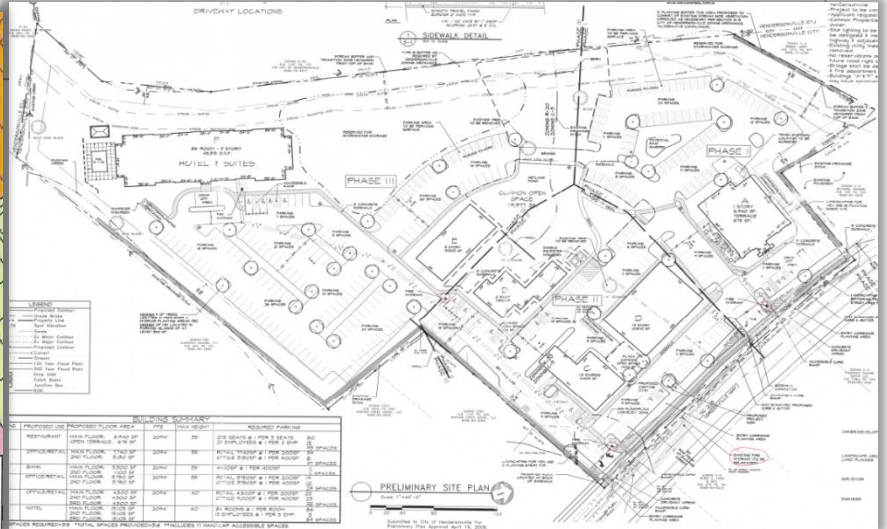
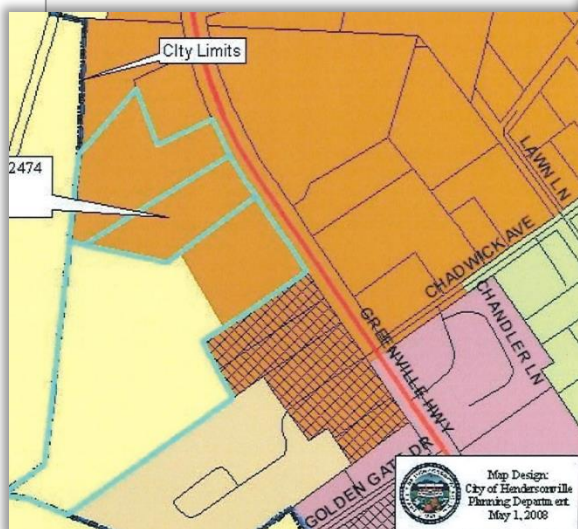
South Market Village

6 Buildings (Total Building Square Footage = 89,200 Sq Ft)

- Building A- Restaurant
 - Floor Area- Main Floor- 6,940 SF, Open terrace 675 SF.
 - 35' Max Height
- Building B- Office/Retail
 - Floor Area- Main Floor- 7,740 SF, 2nd floor 3,130 SF.
 - 35' Max Height
- Building C- Bank
 - Floor Area- Main Floor- 3,300 SF, 2nd floor 1,100 SF.
 - 35' Max Height
- Building D- Office/Retail
 - Floor Area- Main Floor- 3,750 SF, 2nd floor 3,750 SF.
 - 35' Max Height
- Building E- Office/Retail
 - Floor Area- Main Floor- 4,500 SF, 2nd floor 4,500 SF, 3rd floor 4,500 SF.
 - 40' Max Height
- Building F- Hotel
 - Floor Area- Main Floor- 15,105 SF, 2nd floor 15,105 SF, 3rd floor 15,105 SF.
 - 40' Max Height

Parking:

- Included surface parking with pervious parking in certain areas.
 - 315 spaces required.
 - 316 spaces proposed.



PROPOSED REQUEST DETAILS

Site Plan Summary:

- Proposed Uses:
 - Residential, Multi-Family

- Building:
 - 185 Units
 - Gross Floor area: 231,037 SF
 - Building footprint: 58,367 SF (14.8% of the site)
 - 4 stories (52' at the highest point, per the civil plans)
 - The building/site is required to meet all building and design requirements of Urban Residential developments, and this includes but is not limited to building materials, building offsets, building projections, building orientation, building scale, etc.

- Transportation:
 - The site will have two access points, both off of Greenville Highway (NC 225).
 - Access 1 (northern access) is shown as a full access stop control with 100 feet of stem length as per NCDOT guidelines. The plan also shows a dedicated left turn lane on the NC 225 northbound approach and a dedicated right decel lane on the NC 225 southbound approach.
 - Access 2 (southern access) is shown as a right-in/right-out access stop control and has a 50' stem length as per NCDOT. The plan also shows the installation of a dedicated right turn lane on the NC 225 southbound approach.
 - The developer is dedicating 40' of R/W from the center line of Greenville Highway to NCDOT to aid in any future improvements of the major thoroughfare. There appears to be no recorded R/W for this property along Greenville Highway.

- Sidewalks
 - A 7' wide public sidewalk will be provided along the entire property frontage of Greenville Highway. This sidewalk will tie into the existing sidewalk at Chadwick Square. All frontage sidewalks will be constructed within the right of way or easement area and will be publicly maintained by the City. All internal sidewalks will be privately maintained by the developer.

- Lighting
 - All site lighting will be required to conform to the City's lighting standards for multi-family developments as well as lighting for areas abutting stream buffers.

- Parking:
 - Parking required at 1 per each dwelling unit or 1.5 per each dwelling unit containing three or more bedrooms:
 - Parking required: 193 spaces.
 - Parking provided: 288 spaces (8 handicapped parking spaces)
 - The site plan shows 2 electronic charging stations for the development.
- Natural Resources
 - According to the 2008 floodplain maps, all portions of this property except for a +/- 1536 SF section at the southeastern corner are within flood hazard areas. The subject property has floodway, 100 year floodplain and 500 year floodplain all present on it.
 - The proposed development is shown completely outside of the floodway portions of the property, except for conceptual locations for at-grade walking trails with benches as shown on the plans. They are however proposing to build in the 100- and 500-year floodplain portions. If approved by the City Council, the development would be required to receive a floodplain development permit during final site plan review from the City's Floodplain Administrator.
 - Historic imagery from 2002 (below) shows the commercial uses that were once present on the site.



- Reviewing historic aerial imagery and available documents. It appears the site has had quite an extensive amount of grading throughout the years. It also appears that fill has been placed on the site as well. (photo below from 2010)

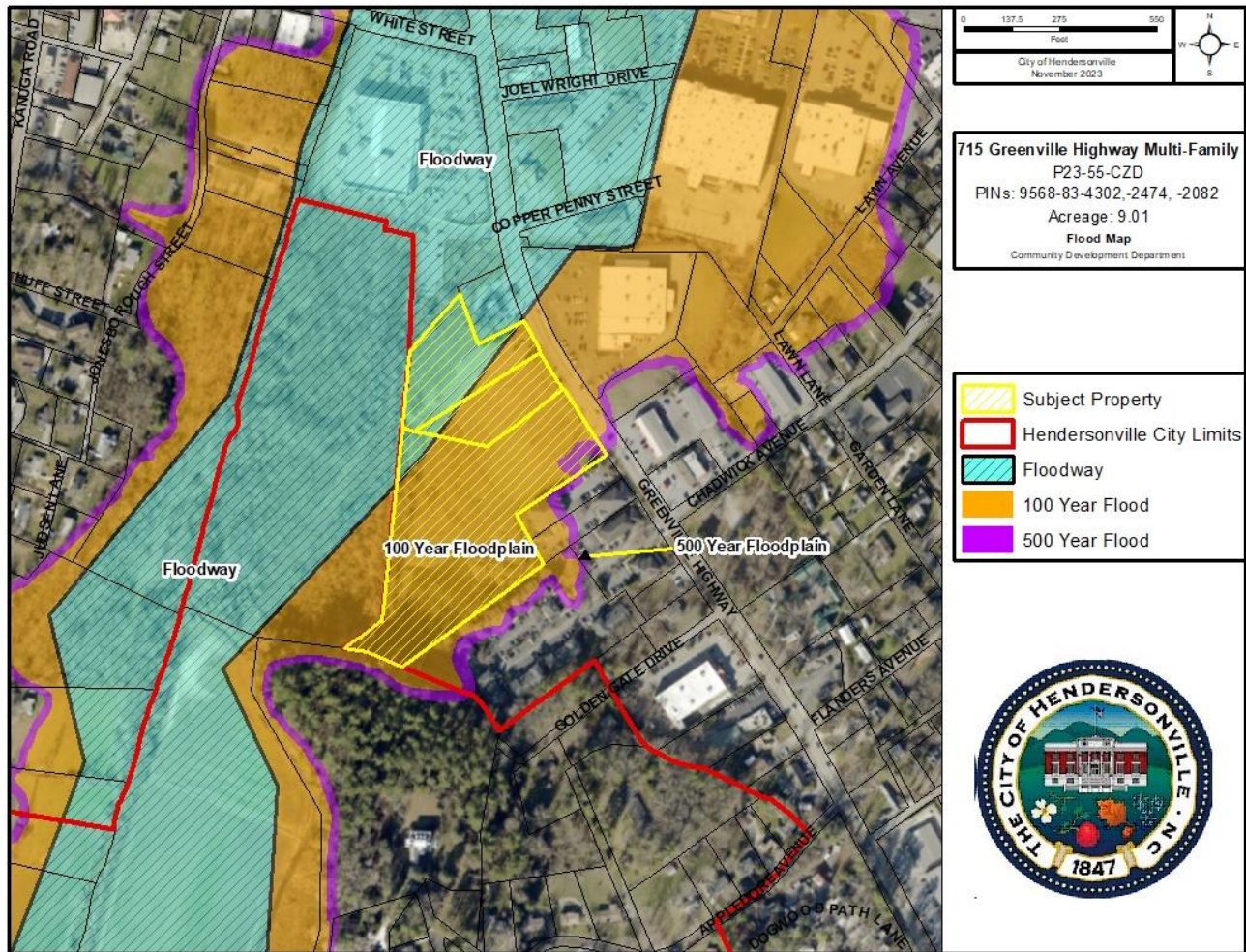


- Per Article 17, this project would be considered “redevelopment” in accordance with section “17-2-4 - Redevelopment in the floodway and special flood hazard area”. The ordinance states “The proposal is to redevelop an existing developed site as of the date of this ordinance evidenced by substantial coverage of the site by buildings, fill, gravel or paved drives or parking areas or other impervious surfaces.”
- Historically, some areas of the city's planning jurisdiction were developed despite the fact that they lie within the 100-year floodplain. In order to address concerns about urban blight, section 17-2-4 allows redevelopment to occur on existing developed sites which no longer function as natural flood plain and when such redevelopment will not result in any further loss of flood-plain functionality. Where feasible, redevelopment proposals should demonstrate an improvement in the site's functionality as a flood plain. In light of this intent, redevelopment of existing developed sites shall be permitted within the floodway and special flood hazard area only when the applicant has satisfactorily demonstrated that they meet the requirements of section 17-2-4.
- Any redevelopment that occurs in accordance with the zoning ordinance

must adhere to the requirements:

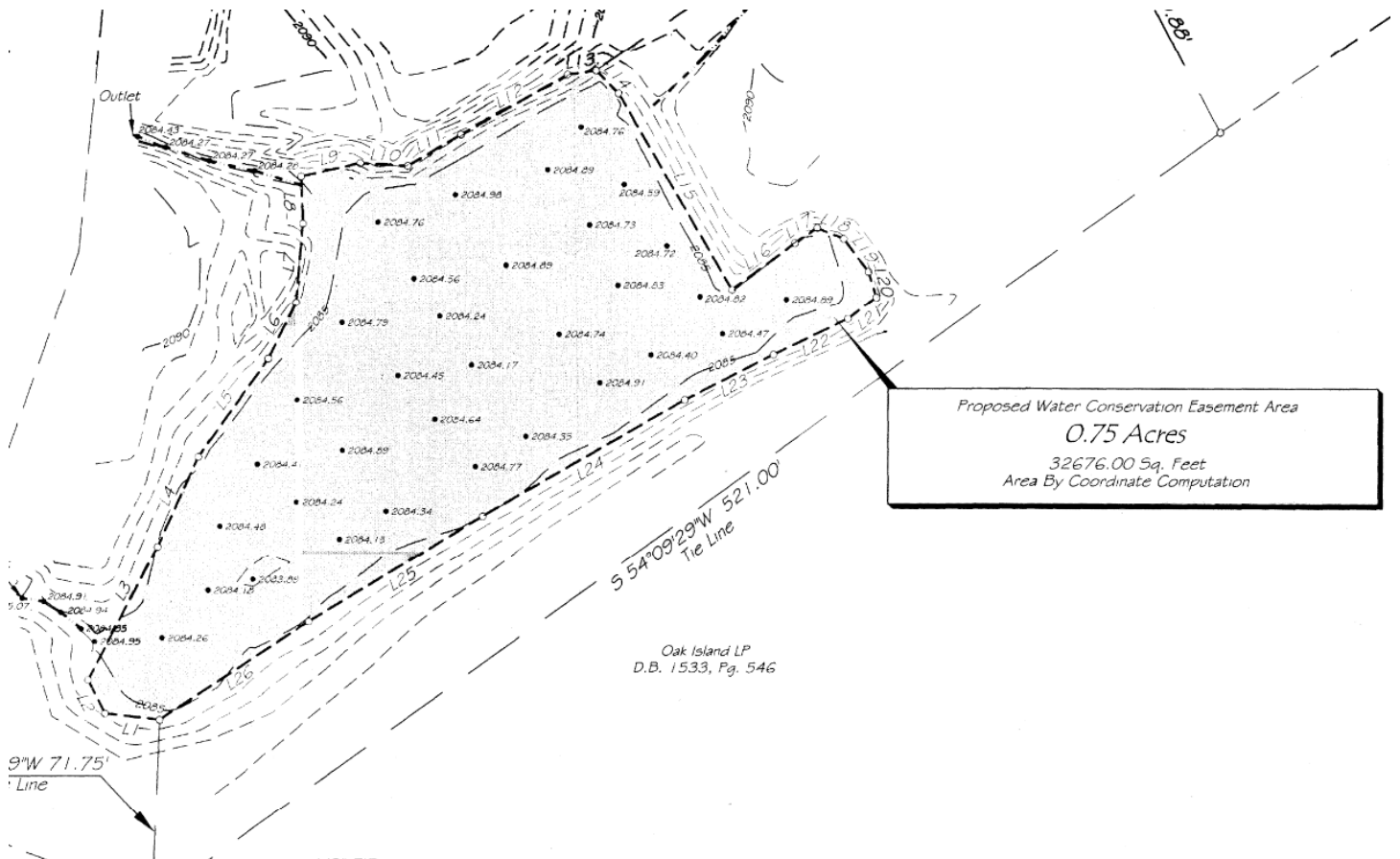
- “There shall be no loss of flood storage capacity on the site as a result of the redevelopment.
 - The applicant, utilizing best management practices, shall reduce the post-redevelopment rate of stormwater runoff from the pre-redevelopment rate of runoff, if feasible. In any event, the post-redevelopment rate of runoff shall not be greater than the pre-redevelopment rate.
 - The project design, including any best management practices (BMPs) will result in a project which is consistent with the purposes of the Natural Resources Protection Ordinance as stated in section 17-1, above. In this regard, the applicant shall demonstrate the following:
 - The project shall not degrade the quality of the water in creeks, streams, ponds and lakes that flow into and out of the city.
 - The project shall not contribute to future flooding problems.
 - The project preserves the water carrying capacity of watercourses and the natural water storage of the special flood hazard area.
 - The project protects land and watercourses from pollutants, sedimentation and erosion.
 - The project retains open spaces in order to protect their environmentally-sensitive character; and
 - The project protects and conserves significant natural resources from degradation due to urbanization.
 - The applicant shall comply with all relevant provisions of the flood damage prevention ordinance including obtaining a no-rise certificate, if needed.”
- The City’s Floodplain Administrator has reviewed this project as a member of the City’s Development Review Committee and does not have any concerns that this project cannot meet the requirements listed above during the Floodplain Development Permit process at final site plan (if the project is approved).
 - Due to the information provided above concerning the previous development of the land; this project **would not** be considered “greenfield” or new development of the land which would fall under “17-2-2 - Development allowed in the floodway and special flood hazard area”.
 - The site plan states that 98.7% of the site is inside the 1% annual chance area (100-year floodplain) and floodway. It states that 73.5% of the 100 year floodplain is proposed to be filled.

- 17.8% of the project is within the floodway alone. 0% of the floodway is proposed to be filled.



- The property does have a blueline stream along the western property edge where a stream buffer is required. The proposed development shows the 30' stream buffer and 20' transitional zone on the site plan. One section of their plan does show 6 parking spaces that are proposed to be located in the 20' transitional zone. They are proposing that this parking utilize a pervious material which is allowed by the ordinance. This is the only proposed intrusion into the stream buffer or transitional area.
- The site also has delineated wetlands along their western property boundary.

- There is an existing pond on the site that is under a water conservation easement. The easement can be found in Deed Book 1668 Page 98 and on Plat Book 2016 Slide 10216. The deed was recorded on June 21st, 2016. The proposed development is not proposing to impact this easement area. The easement area is also associated with work that was done in accordance with Army Corp Permit SAW-2014-00219 from October 22nd 2014.



- Landscaping and Tree preservation
 - The site will be required to provide the following landscaping:
 - Vehicular use area plantings
 - Common and Open Space plantings
 - Street trees
 - They are proposing to save 48,464 square feet of tree canopy with this project. This equates to 78.5% of the existing tree canopy.

HURRICANE HELENE FLOODING IMAGES



*View of the subject property taken during Hurricane Helene
(9-27-2024)*



*View of the subject property from the same area (post storm-10-
25-2024)*

HURRICANE HELENE FLOODING IMAGES



*View of the gas station next to the subject property during Hurricane Helene
(9-27-2024)*



*View of the subject property showing proximity to the gas station
next door (10-25-2024)*

HURRICANE HELENE FLOODING IMAGES



View of the plaza across the street from subject property during Hurricane Helene (9-27-2024)



View from the subject property showing proximity to the plaza across the street (10-25-2024)

NON-TROPICAL STORM OR HURRICANE RAIN EVENT IMAGES



*View of the subject property from the Dollar General Plaza
(1-9-2024)*



*View from the subject property at the approximate location for
driveway access 1 (the full movement access) (1-9-2024)*

NON-TROPICAL STORM OR HURRICANE RAIN EVENT IMAGES



View of Greenville Highway at the approximate location for access number 2. The developer proposed right in right out access.

(1-9-2024)



View of standing water on the subject property (1-9-2024)

NON-TROPICAL STORM OR HURRICANE RAIN EVENT IMAGES



*View of Greenville Highway during the rain event before Helene
(9-26-24)*



*View from the subject property showing the approximate location
of access 1 (1-9-2024)*

DEVELOPER PROPOSED CONDITIONS:

- PARKING SPACES
 - The number of permitted parking spaces shall be 288 (approx. 1.56 spaces per unit), as shown on the Site Plan. See Sec. 6-5 (providing a minimum requirement of 1 to 1.5 spaces per unit); Sec. 5-25-5.16 (providing that the applicant must demonstrate that parking is “adequate,” while also providing that the number of parking spaces “should not exceed the minimum requirements” found in Sec. 6-5).
- TREE PLANTINGS
 - The number, size, and type of tree plantings required by Section 5-25-5.20 shall be planted. However, due to planting limitations within the floodway and conservation easement areas on the Project site, some of the 3” caliper trees required by Section 5-25-5.20 shall be planted in areas that also qualify for Vehicular Use Area plantings, as shown on the Landscape Plan.
- BUILDING FACADE
 - Façade offsets along the East Elevation may exceed the 16 ft. offset requirement provided in Section 5-25-12(b) as shown on the Site Plan and Elevations. No wall shall exceed 26 feet in length without an offset. Offsets may be provided either in exterior walls or at balconies.
- BUS SHELTER
 - A bus shelter (Sec. 5-25-5.13) shall not be required due to the proximity of an existing bus shelter on a neighboring property (Henderson County PIN #9568-82-7951) to the south of the Project site.
- LOADING ZONES
 - In lieu of the required 12'x40' loading zone, the developer proposes to provide three parking spaces that are designated as loading zones. See Sec. 6-6.
- FLOODWAY PLANTINGS / MAINTENANCE
 - To the extent practicable within the limitations of the Floodplain Development Permit required by the attached site plan and grading plan, Developer shall implement a vegetative planting and management plan that will create and enhance the existing wetland and wildlife habitat of the open space areas outside the footprint of the developed area, stream buffer(s) and the Wetland Conservation Area. The plan should include diverse and appropriate species of native upland and/or wetland shrubs, appropriate trees and perennial herbaceous plants (including warm season grasses, sedges, and plants important to pollinators), and all planted species shall be selected from the City's Recommended Landscape Species List for Street Trees and Land Development Projects. No turf grasses may be used.

The plan shall be developed by a qualified landscape architect (with wildlife habitat management expertise) and shall incorporate an appropriate long-term invasive species management and control plan.

OUTSTANDING ISSUES & CITY PROPOSED CONDITIONS:

COMMUNITY DEVELOPMENT

Site Plan Comments:

- The site plan accompanying this petition meets the standards established by the Zoning Ordinance for Urban Residential (5-25) (minus any developer proposed conditions).
 - Comments that will be reviewed/addressed during final site plan review process and do not need to be addressed during the preliminary site plan review process:
 - Landscaping:
 - Final determination on planting credits, species, locations, final quantity of required vs. proposed new plantings. The current plans show “areas to be screened, fenced, walled and/or landscaped” which is what is required at the preliminary site plan stage.
 - All final landscaping comments will be addressed as part of the final site plan approval between City staff and the project designer in accordance with the City’s ordinances.

Proposed City-Initiated Conditions:

- None

DEVELOPMENT REVIEW COMMITTEE COMMENTS:

The Development Review Committee consists of the following Departments/Divisions and Agencies: Engineering, Water/Sewer, Fire Marshal, Stormwater Administration, Floodplain Administration, Public Works, NCDOT, Henderson County Soil & Erosion Control and the City’s Traffic Consultant. While all pertinent members of the DRC reviewed this project, staff have provided only the relevant/outstanding comments / conditions below:

PUBLIC WORKS

Site Plan Comments:

- “Consider adding electric vehicle charging stations in parking lot for residents.”
 - The developer agreed to include this in their development and shows them on their site plan.

Proposed City-Initiated Conditions:

- None

TRANSPORTATION CONSULTANT (KIMLEY HORN)

TIA Comments:

- The expected Trip Generation for the proposed development is as follows:
 - 836 Daily Trips
 - 70 AM Peak Hour Trips
 - 72 PM Peak Hour Trips

TIA Proposed Mitigation:

- **Intersection 1: NC 225 (Greenville Highway) at US 176 (Spartanburg Highway)**
 - **Mercer Design Group** recommends no changes to this intersection.
- **Intersection 2: NC 225 at White Street / Walgreen's**
 - **Mercer Design Group** recommends no changes to this intersection.
- **Intersection 3: NC 225 at Chadwick Avenue / Chadwick Square Court**
 - **Mercer Design Group** recommends no changes to this intersection.
- **Intersection 4: US 176 at Chadwick Avenue**
 - **Mercer Design Group** recommends no changes to this intersection.
- **Intersection 5: NC 225 at Access #1**
 - **Mercer Design Group** recommends that Access #1 be constructed with a dedicated right turn lane on the southbound NC 225 (Greenville Highway) approach with 25 feet of full storage and appropriate tapers per NCDOT coordination. MDG recommends that the northbound NC 225 (Greenville Highway) approach be constructed with a dedicated left turn lane with 100 feet of full storage and appropriate tapers. The eastbound Access #1 approach should be constructed as shown on the approved final site plan with at least 50 feet of internal protected stem length per the direction of NCDOT.
- **Intersection 6: NC 225 at Access #2**
 - **Mercer Design Group** recommends that Access #2 be constructed with a dedicated right turn lane on the southbound NC 225 (Greenville Highway) approach with 100 feet of full storage and appropriate tapers. MDG recommends that the eastbound NC 225 (Greenville Highway) approach be constructed with right out only control. The eastbound Access #2 approach should be constructed as shown on the approved final site plan with at least 50 feet of internal protected stem length per the direction of NCDOT.
- Per the developer's traffic engineer "Based on the available information and the analyses contained in this report, it is the opinion of Mercer Design Group that there is no indication that the development of 715 Greenville Highway will have an undue adverse impact on the surrounding infrastructure if the development is constructed as shown in the site plans."

Proposed Condition:

- Developer shall install all recommended traffic mitigations found in the approved Traffic Impact Analysis, in accordance with City and NCDOT requirements prior to final certificate of occupancy.

GENERAL REZONING STANDARDS	
1) Comprehensive Plan Consistency	<p>Land Supply, Suitability & Intensity The subject property is not listed on the land suitability or supply maps due to the large amount of floodway and floodplain that make up the property. The subject property is in a Focused Intensity Node centered at the intersection of Greenville Hwy & Spartanburg Hwy.</p>
	<p>Future Land Use & Conservation Map- See Gen H appendix.</p> <p>Designation: Open Space-Conservation (Natural) Character Area Description: Somewhat Consistent Zoning Crosswalk: Consistent</p> <p>Designation: Open Space-Conservation (Regulated) Character Area Description: Consistent Zoning Crosswalk: Consistent</p> <p>Designation: Mixed Use Commercial Character Area Description: Inconsistent Zoning Crosswalk: Inconsistent</p>
	<p>Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject property –</p> <p>The subject property is currently a vacant and previously developed site. The proposed development site is located in a commercial corridor near the US and State route intersection of Spartanburg Highway (US 176) and Greenville Highway (NC225). In the vicinity of the proposed development are the apartment complexes of Residences at Chadwick (68 units), The Lofts at Chadwick (60 units, entitled but not built) and Southgate apartments (70 units, entitled but not built).</p>
3) Changed Conditions	<p>Whether and the extent to which there are changed conditions, trends or facts that require an amendment -</p>
	<p>The subject property is currently tied to an expired Special Use Permit. A rezoning would be required for any development to occur on the site.</p>
4) Public Interest	<p>Whether and the extent to which the proposed amendment would result in a logical and orderly development pattern that benefits the surrounding neighborhood, is in the public interest and promotes public health, safety and general welfare -</p>

	<p>Based on the 2021 Bowen Housing Needs Assessment for Western North Carolina, Henderson County has an estimated rental housing gap of 1,650 to 2,008 Units for incomes between <50%-120% AMI. This represents one of the largest gaps in the WNC region. Over the last 3 years, the City of Hendersonville has approved <u>1,901</u> rental units. If this project is approved, Hendersonville’s recently-approved rental units would total <u>2,086</u>. It should also be noted that the Housing Needs Assessment Study does not account for the housing gap for incomes above 120% AMI. An additional gap, beyond that reflected in the “1,650 to 2,008-unit gap”, exist for those income levels greater than 120% AMI.</p>
<p>5) Public Facilities</p>	<p>Whether and the extent to which adequate public facilities and services such as water supply, wastewater treatment, fire and police protection and transportation are available to support the proposed amendment</p> <p>The site will be served by City water and sewer service. Greenville Highway (NC 225) is designated as a Major Thoroughfare (needing improvement) in the Comprehensive Transportation Plan and is maintained by NCDOT. The subject property is already serviced by the City Fire and Police departments. The proposed development is located within 800’ of STIP project U-5886 (the realignment and roadway extension between Willow Road SR1171 and Spartanburg Highway US176). The proposed project is showing the dedication of 40’ of R/W measured from the centerline of Greenville Highway for their entire frontage.</p>
<p>6) Effect on Natural Environment</p>	<p>Whether and the extent to which the proposed amendment would result in significantly adverse impacts on the natural environment including but not limited to water, air, noise, storm water management, streams, vegetation, wetlands and wildlife -</p> <p>According to the 2008 floodplain maps, all portions of this property except for a +-1536 SF section at the southeastern corner are within the floodplain. The subject property has floodway, 100 year floodplain and 500 year floodplain present on it. There is a blueline stream that runs along the property’s boundary that triggers the City’s stream buffer protection measures. The site has an existing water conservation easement area that was established in 2016. The plans show saving 48,464 square feet of tree canopy with this project. This equates to 78.5% of the existing tree canopy. The property was previously developed and appears to have been largely graded and filled in places. The proposed plans show that 73.5 % of the 100 year floodplain is proposed to be filled. The floodplain and blueline stream are the most prevalent natural features present on this site. The site flooded during Hurricane Helene and the portion of Greenville Highway in front of the subject property is known to flood during larger rain events.</p>

The petition is found to be **consistent** with the City of Hendersonville Gen H 2045 Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

The petition is consistent with the Future Land Use and Conservation Map Designations of Open Space-Conservation (Regulated) and Open Space-Conservation (Natural) and is located in a focused intensity node within chapter 4 of the Gen H Comprehensive Plan.

We [**find/do not find**] this petition to be reasonable and in the public interest based on the information from the staff analysis and the public hearing, and because:

DRAFT [Rationale for Approval]

- *The petition proposes to provide additional housing to offset local rental demand.*
- *The petition proposes to provide housing on a long vacant, previously developed and underutilized piece of property near commercial corridors and is within walking distance to downtown and the Ecusta Trail.*
- *The site plan clusters development impacts out of the floodway portions of the site.*

DRAFT [Rational for Denial]

- *The proposed development adds impervious surfaces to a subject property that is entirely within the floodplain while only sparingly offsetting their impacts with a small amount of pervious materials (6 parking spaces).*
- *The height and scale of the proposed development is incompatible with the surrounding area and character.*
- *The proposed development is in an area that is prone to flooding and the development does not provide additional mitigation that would benefit future residents (i.e. first floor garages or first floor commercial uses.) First floor commercial is supported by the Gen H comprehensive plan.*