



Z-12-02-001

**Planning & Community Development
Zoning Staff Report and Plan Amendment Evaluation**

Zoning Commission Hearing Date: February 13, 2012

GENERAL INFORMATION

APPLICANT Goodwill Industries of Central North Carolina, Inc. for Saint James Homes, Inc.

HEARING TYPE Rezoning

REQUEST **RM-18** (Residential-Multi Family) to **C-M** (Commercial-Medium).

CONDITIONS None

LOCATION **1227 South Eugene Street**, generally described as east of South Eugene Street and north of West Whittington Street.

PARCEL ID NUMBER(S) **7864527170**

PUBLIC NOTIFICATION 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). **64** notices were mailed to those property owners in the mailing area.

TRACT SIZE ~3.0 Acres

TOPOGRAPHY Slopes to the south

VEGETATION Residential landscaping

SITE DATA

Existing Use	Multi-family dwellings
Adjacent Zoning	Adjacent Land Uses
N CD-O (Conditional District-Office) and CD-CB(Conditional District-Central Business)	Wireless telecommunications tower and an undeveloped parcel
E LI (Light Industrial)	Retail establishments
W RM-12 (Residential-Multi Family)	Place of religious assembly

S C-M (Commercial-Medium) Retail location, offices and vocational training center for Goodwill Industries of Central North Carolina

Zoning History

Case #	Date	Request Summary
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This property has been zoned RM-18 (Residential-Multi Family) since July 1, 2010. Prior to the implementation of the Land Development Ordinance (LDO), it was zoned RM-18 (Residential-Multi Family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (RM-18)	Requested (C-M)
Max. Density:	18 dwelling units per acre	N/A
Typical Uses	Primarily intended to accommodate multi-family and similar residential uses.	Primarily intended to accommodate a wide range of retail, service and office uses.

**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 South Buffalo Creek subasin

Floodplains N/A

Streams N/A

Other: Site is grandfathered for the existing amount of Built Upon Area(BUA). If >1acre is disturbed, site must meet Phase 2 requirements. Treat any new BUA and existing to the maximum extent practicable. Also, onsite detention may be required if downstream 10% study shows there are constraints downstream of site.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

The subject property is not located in the Airport Noise Cone.

Landscaping Requirements

S. Elm Eugene: Street Yard – minimum width 10'; 2 canopy trees per 100', 17 shrubs per 100'

All other property lines: NA

Parking Lot Landscaping

Requiring landscaping within parking areas is intended to shade and improve the attractiveness of large areas of pavement.

Required Landscaping

Parking lot planting yards must include at least one canopy tree for every 12 parking spaces.

Required canopy tree areas must be located within the parking lot. They may be located in landscape islands, landscape divider medians between rows of parking, or in driveway medians.

Islands or other planting areas for canopy trees must have a minimum area of 200 square feet with a minimum dimension of 7 feet, measured in any direction. Islands or planting areas of less than 200 square feet may not be counted toward satisfying parking lot landscaping requirements.

The landowner may provide required landscape islands or planting areas using one or more of the planting area sizes below. Each parking space must be entirely within the designated distance of a parking lot planting area as specified below:

Table 10–4: Location of Parking Lot Planting Areas		
Size of Parking Lot Planting Area (sq. ft.)	Number of Trees In Planting Area	Max. Distance from Parking Space (feet)
200-499	1	100 (1)
500-899	3	130
(1) Canopy trees installed as part of a required planting yard that abuts the parking lot may be used for up to 50% of the required distance		

Grouping canopy trees within the same landscape island or planting area is strongly encouraged, even if this would decrease the number of islands within the parking lot.

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 used to satisfy the planting requirements for parking lot areas may not be counted toward the planting requirements for other required plantings on the site.

**Tree Preservation Requirements
Acreage**

Requirements

3.0 ac. 5 % of lot size

Transportation

Street Classification:	S. Eugene Street – Major Thoroughfare, W. Whittington Street – Collector Street.
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	S. Eugene Street ADT = 17,416 (2007).
Trip Generation:	24 Hour = 2,386, AM Peak Hour = 58, PM Peak Hour = 216.
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 is existing along the frontage of this property.
Transit in Vicinity:	Yes, GTA routes 12 and 13.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **C-M** (Commercial-Medium) 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 **MUC – Mixed Use Commercial**. The requested **C-M** (Commercial-Medium) zoning district is generally consistent with this GFLUM designation.

Connections 2025 Written Policies

Land Use Goal 4.1 – Growth Strategy: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

Policy 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

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 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

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.

CONFORMITY WITH OTHER PLANS

City Plans

South Elm-Eugene / Martin Luther King, Jr. Drive Reinvestment Area

Other Plans– N/A

Staff/Agency Comments

Community Development

Applicant is strongly encouraged to discuss this proposed rezoning and development with representatives of the adjacent Warnersville Neighborhood and representatives of the nearby Hampton Homes housing community.

The subject site is located within the South Elm-Eugene / Martin Luther King, Jr. Drive Reinvestment Area designated in the Connections 2025 Comprehensive Plan. The subject site is also located within the area eligible for New Markets Tax Credits (federal), within the area eligible for Recovery Zone Bonds under the American Recovery and Reinvestment Act (federal), within the area eligible for Historically Under-utilized Business Tax Credits (federal), and within the area eligible for Urban Progress Zone tax credits (state).

Planning

This 3.0-acre parcel is generally located east of South Eugene Street and north of West Whittington Street. This part of the city is generally in transition from old residential and industrial developments to varying densities and intensities of commercial and office uses. Uses abutting the subject site include a wireless communication tower to the north, retail/commercial establishments to the east, retail location, offices and vocational training center for Goodwill Industries to the south and a place of religious assembly to the west.

The applicant intends to redevelop the entire site as an infill project for a possible retail location, offices and/ or vocational training center for Goodwill Industries. This will be an expansion to the existing Goodwill facility located just south of the subject site and also zoned C-M (Commercial-Medium). This request is consistent with the intent and purpose of the Zoning Code in that the C-M (commercial-Medium) zoning district is primarily intended to accommodate a wide range of retail, service and office uses. In addition the Generalized Future Land Use Map designates this site as Mixed Use Commercial. The intent of this Mixed Use Commercial land use designation is to encourage infill and redevelopment for a more diverse and attractive mix of uses such as a wider array of economically viable uses to

replace older, under used, and abandoned uses.

This rezoning request if approved will help promote a diverse mix of uses in the general area. It will also promote a healthy, diversified economy with a strong tax base and opportunities for employment and entrepreneurship while at the same time promoting sound investment in Greensboro's urban areas. New patterns and intensities of use will also be promoted to increase economic competitiveness and enhance quality of life in the general area.

Staff believes that this request is consistent with the intent and purpose of the zoning code and the Comprehensive Plan (Connections 2025). Staff is also of the opinion that the request is compatible with the existing development and trend in the surrounding area especially along South Eugene Street.

STAFF RECOMMENDATION

Staff recommends **approval** of the requested **C-M** (Commercial-Medium) zoning district.

ADDITIONAL INFORMATION

Executive Summary

The proposed Goodwill Store Expansion is to be located on the east side of South Eugene Street just north of the current facility in Greensboro, NC. The possible land use for the proposed facility will include a combination of office, conference, and classroom space. However since the exact land use and size is not confirmed at this time, this study assumed 20,000 square feet of retail space to depict the “worst case scenario” in terms of site traffic. The site currently has two (2) accesses on South Eugene Street and two (2) accesses on Whittington Street. An additional access is proposed at the north part of the site. Figure 1 shows the site plan.

Davenport Transportation Consulting (DTC) was retained to determine the potential traffic impacts of this development and to identify transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. The following intersections were included in the study:

- South Eugene Street at Whittington Street
- South Eugene Street at Existing Site Access 1
- South Eugene Street at Existing Site Access 2
- Whittington Street at Existing Site Access 3
- Whittington Street at Existing Site Access 4
- South Eugene Street at Proposed Site Access 5

These intersections were analyzed for level of service (LOS) under the following conditions:

- 2011 Existing Conditions
- 2014 Future No-Build Conditions
- 2014 Future Build-Out Conditions

The expected build-out year for this project is 2014. Traffic conditions were analyzed for AM (7-9 am), Midday (11 am – 1 pm), and PM (4-6 pm) peaks. The Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to determine the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by Goodwill Industries of Central North Carolina, Inc.

Discussion of Results

The results of the study are discussed by intersection below:

South Eugene Street at Whittington Street

This signalized intersection currently operates at level of service A (LOS A) in AM, Midday, and PM peaks. In 2014 future no build conditions, LOS A is again expected in AM, Midday, and PM peaks. With the addition of proposed site traffic, LOS A is expected in AM and Midday peaks and LOS B is expected in the PM peak. Also, our traffic simulation using Sim Traffic software does not indicate any queuing issues at this intersection. No improvements are recommended.

South Eugene Street at Existing Site Access 1

This unsignalized intersection operates at LOS B during existing AM, MIDDAY, and PM peaks. In 2014 future no build conditions, LOS B is expected in the peak periods. With the addition of site traffic, the level of service should continue at LOS B during the peak periods. No improvements are recommended.

South Eugene Street at Existing Site Access 2

This unsignalized intersection operates at LOS B during existing and future no build AM, MIDDAY, and PM peaks. With the addition of site traffic, the level of service is expected to remain at LOS B during the peak periods. No improvements are recommended.

South Eugene Street at Proposed Site Access 5

During 2014 future build conditions, this proposed access is expected to function at LOS B in the AM, MIDDAY, and PM peaks. Also, the necessity of auxiliary turns was reviewed based on the "Right Turn Lane Volume Warrant Table" on page 23 of the 2004 GDOT Driveway Manual. Based on projected traffic volumes, no right turn lane is warranted at this proposed site access. A two way left turn lane is currently in place on South Eugene Street, which will be adequate to handle left turning vehicles into the site. We recommend that this intersection be designed according to GDOT standards.

Whittington Street at Existing Site Access 3

This unsignalized intersection operates at LOS B during existing and future no build AM, MIDDAY, and PM peaks. With the addition of site traffic, the level of service is expected to remain at LOS B during the peak periods. No improvements are recommended.

Whittington Street at Existing Site Access 4

This unsignalized intersection operates at LOS B during existing and future no build AM, MIDDAY, and PM peaks. With the addition of site traffic, the level of service is expected to remain at LOS B during the peak periods. No improvements are recommended.

Level of Service Summary

Table A presents the summary of the level of service analysis for all study intersections:

Table A - Level of Service Summary			
AM Peak	2011 Existing	2014 Future No Build	2014 Build
South Eugene Street at Whittington Street	A (5.3)	A (5.3)	A (5.7)
South Eugene Street at Existing Site Access 1	B (10.7) WB Approach	B (11.1) WB Approach	B (11.2) WB Approach
South Eugene Street at Existing Site Access 2	B(10.6) WB Approach	B (10.9) WB Approach	B (11.1) WB Approach
South Eugene Street at Proposed Site Access 5			B (11.5) WB Approach
Whittington Street at Existing Site Access 3	A (8.6) SB Approach	A (8.6) SB Approach	A (8.7) SB Approach
Whittington Street at Existing Site Access 4	A (8.5) SB Approach	A (8.5) SB Approach	A (8.5) SB Approach
Midday Peak	2011 Existing	2014 Future No Build	2014 Build
South Eugene Street at Whittington Street	A (8.6)	A (8.8)	A (9.8)
South Eugene Street at Existing Site Access 1	B (12.0) WB Approach	B (12.6) WB Approach	B (13.1) WB Approach
South Eugene Street at Existing Site Access 2	B (13.0) WB Approach	B (13.7) WB Approach	B (14.5) WB Approach
South Eugene Street at Proposed Site Access 5			B (14.1) WB Approach
Whittington Street at Existing Site Access 3	A (8.9) SB Approach	A (8.9) SB Approach	A (9.0) SB Approach
Whittington Street at Existing Site Access 4	A (8.8) SB Approach	A (8.8) SB Approach	A (8.9) SB Approach
PM Peak	2011 Existing	2014 Future No Build	2014 Build
South Eugene Street at Whittington Street	A (9.5)	A (9.8)	A (10.7)
South Eugene Street at Existing Site Access 1	B (10.6) WB Approach	B (11.2) WB Approach	B (11.2) WB Approach
South Eugene Street at Existing Site Access 2	B (11.3) WB Approach	B (12.3) WB Approach	B (12.3) WB Approach
South Eugene Street at Proposed Site Access 5			B (13.7) WB Approach
Whittington Street at Existing Site Access 3	A (8.8) SB Approach	A (8.9) SB Approach	A (8.9) SB Approach
Whittington Street at Existing Site Access 4	A (8.6) SB Approach	A (8.7) SB Approach	A (8.7) SB Approach
LOS (delay in seconds)			
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

Summary and Conclusion

DTC was retained to determine the potential traffic impacts of the proposed Goodwill Store Expansion and the transportation improvements that may be required to accommodate these impacts. This analysis has been conducted based on the scope given by GDOT.

The proposed Goodwill Store Expansion is to be located on the east side of South Eugene Street just north of the current facility in Greensboro, NC. The possible land use for the proposed facility will include a combination of office, conference, and classroom space. However since the exact land use and size is not confirmed at this time, this study assumed 20,000 square feet of retail space to depict the “worst case scenario” in terms of site traffic. Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 8th Edition, 2008), this development has the potential to generate a total of 2,386 daily trips. This is based on 20,000 square feet of retail space.

Overall, our analysis shows that there is adequate capacity at the study intersections to accommodate future traffic. Table B below summarizes the recommended improvements for 2014 future build conditions.

In conclusion, this study has determined the potential traffic impacts of this development and identified transportation improvements that will be required to accommodate the impacts of both background traffic and new development traffic. It is recommended that the driveway into the site Should be designed according to GDOT standards.

Table B - Recommended Improvement Summary	
South Eugene Street at Whittington Street	<ul style="list-style-type: none"> No improvements are recommended.
South Eugene Street at Existing Site Access 1	<ul style="list-style-type: none"> No improvements are recommended.
South Eugene Street at Existing Site Access 2	<ul style="list-style-type: none"> This intersection should be designed according to GDOT standards.
South Eugene Street at Proposed Site Access 5	<ul style="list-style-type: none"> No improvements are recommended.
Whittington Street at Existing Site Access 3	<ul style="list-style-type: none"> No improvements are recommended.
Whittington Street at Existing Site Access 4	<ul style="list-style-type: none"> No improvements are recommended.