



Z-12-05-003  
**Planning & Community Development  
Zoning Staff Report and Plan Amendment Evaluation**

**Zoning Commission Hearing Date: May 14, 2012**

**GENERAL INFORMATION**

**APPLICANT** City of Greensboro

**HEARING TYPE** Rezoning

**REQUEST** **PNR** (Parks and Natural Resource Area) to **CD-O** (Conditional District-Office).

**CONDITIONS** 1. Uses: Limited to physical fitness center/sports instructional school, day care center, outdoor recreation (accessory use) and all governmental facilities.

**GFLUM** **Major Parks and Open Space to Mixed use Residential**

**LOCATION** A portion of **1500 Dans Road**, generally described as south of East Florida Street and east of Dans Road.

**PARCEL ID NUMBER(S)** **7873787685 (portion of)**

**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). **248** notices were mailed to those property owners in the mailing area.

**TRACT SIZE** ~19.29 Acres

**TOPOGRAPHY** Undulating

**VEGETATION** Wooded

**SITE DATA**

**Existing Use** Undeveloped

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	R-5 (Residential-single Family)	Single-Family dwellings and Gateway Gardens
E	PI (Public and Institutional)	Undeveloped

W	PNR (Parks and Natural Resource Area)	Barber Park
S	PI (Public and Institutional)	Undeveloped

**Zoning History**

Case #	Date	Request Summary
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This property has been zoned PNR (Parks and Natural Resource Area) since July 1, 2010. Prior to the implementation of the Land Development Ordinance (LDO), it was zoned RS-7 (Residential-Single Family).

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (PNR)	Requested (CD-O)
Max. Density:	N/A	N/A
Typical Uses	<p>Primarily intended to accommodate large size (over 10 acres) public and quasi-public lands such as major regional parks and recreation areas, conservation or natural areas, shore land, urban wilderness areas, and waterfront access areas, open space owned by a governmental or nonprofit (or similar) entity for land conservation, and associated ancillary uses such as operational facilities, recreational facilities designed to accommodate intermittent activities (such as ball fields or amphitheaters), and concessions operating under the purview of the Greensboro Parks and Recreation Department. It is not intended to accommodate outdoor recreation areas that are more commercial and permanent in nature, such as amusement parks or go-kart tracks. Nor is it intended to accommodate smaller neighborhood parks or recreation areas.</p>	<p>Primarily intended to accommodate office, institutional, supporting service and other uses.</p>

\*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**

The subject site is located partially within the boundary of the East Lee Street Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

**Environmental/Soils**

Water Supply - Site drains to South Buffalo Creek, non-watershed watersupply Watershed

Floodplains 1% Special Flood Hazard Area is onsite. Any disturbance within the Flood Hazard area requires a Floodplain Development Permit.

Streams There are two streams onsite. Both streams require a 50ft stream buffer measured from top of bank. Stormwater highly suggests no disturbance within the entire stream buffer.

Other: If >1acre is disturbed, site must meet Phase 2 requirements. If site does not have TRC approval by August 1, 2012, and > ½ acre is disturbed, site must meet Nitrogen & Phosphorus removal requirements. Site may also still be developed as 'Low Density'. If this option is chosen, a scoresheet for water quality must be submitted & approved by Stormwater.

**Utilities**

Potable Water Water Resources is not able to support this request until field investigations to confirm adequate capacity are completed.

Waste Water Water Resources is not able to support this request until field investigations to confirm adequate capacity are completed.

**Airport Noise Cone**

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

**Landscaping Requirements**

Florida St. - Street Yard – minimum width 10'; 2 canopy trees per 100', 17 shrubs per 100'

All other property lines – Not Applicable except as noted below.

**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:

<b>Table 10–4: Location of Parking Lot Planting Areas</b>		
<b>Size of Parking Lot Planting Area (sq. ft.)</b>	<b>Number of Trees In Planting Area</b>	<b>Max. Distance from Parking Space (feet)</b>
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**

<b>Acreage</b>	<b>Requirements</b>
19.92 ac.	10% of lot size

**Transportation**

Street Classification:	Florida Street – Major Thoroughfare; Dans Road – Local street
Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Florida Street ADT= 1,206 (GDOT, 2009)
Trip Generation:	24 Hour = 2,687, AM Peak Hour =180, PM Peak Hour = 347.
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: (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/POLICY ANALYSIS**

### **Land Use Compatibility**

The proposed **CD-O** (Conditional District-Office) 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 **Major Parks and Open Space**. The requested **CD-O** (Conditional District-Office) zoning district is generally inconsistent with this GFLUM designation, however the applicant has concurrently submitted a request to amend the GFLUM designation to **Mixed-Use Residential** which, if approved, would resolve this inconsistency.

### **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.

### **Community Character, Goal 5.1 – Parks, Open Space, and Natural Resources:**

Protect and restore Greensboro's irreplaceable scenic and natural resources: its system of parks and greenways, urban and woodland tree canopy, stream corridors and wetlands, and air and water quality.

**Policy 5B:** Expand regulatory and incentive provisions to protect natural resources.

**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 7A:** Target city investment and regulatory policies for economic development.

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

**Community Facilities, Services, and Infrastructure, Goal 9:** Provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns.

**Policy 9C:** Establish an ongoing system to identify community facility and service needs and allocate resources to meet them.

**Policy 9E:** Pursue opportunities to establish community facilities as neighborhood anchors/activity centers.

### **Connections 2025 Map Policies**

**Major Parks and Open Space** – This designation applies to existing large scale parks and protected open spaces of citywide significance which are expected to remain as open

space in perpetuity. Potential future large-scale park acquisitions, as well as smaller neighborhood parks and recreational uses, are shown on the Parks, Open Space, and Natural Resources map.

**Mixed Use Residential** – This designation applies 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.

#### **Comprehensive Plan Amendment History**

<b>Case #</b>	<b>Date</b>	<b>Request Summary</b>
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n/a

#### **Applicant Stated Reasons for Request**

A map amendment is requested to ensure consistency with a proposed rezoning of the area from Parkland and Natural Resources Area (PNR) to Conditional District Office (CD-O). The amendment will accommodate uses consistent with the proposed relocation of the Hayes-Taylor YMCA to the site, which are not currently permitted under the existing Future Land Use designation. If approved, a Mixed Use Residential Future Land Use designation is the least intrusive land use designation that allows for this type of recreational facility.

#### **Explain in detail the conditions that you think may warrant a Plan Amendment – Per Applicant and Application**

The proposed rezoning for a portion of the site to allow for the relocation of the Hayes-Taylor YMCA to Barber Park, warrants a Plan amendment. This shared-use development and programming partnership opportunity between the City of Greensboro and the YMCA, will promote cost efficiencies and allow for the provision of more comprehensive recreation services for residents in a single location, which is consistent with and supports Goal 9 of the City's Connections 2025 Comprehensive Plan.

#### **COMPREHENSIVE POLICY PLAN ANALYSIS**

##### **Need for Proposed Change**

If approved, the proposed GFLUM amendment to Mixed-Use Residential would avoid a potential inconsistency between the applicant's proposed rezoning and development and the existing GFLUM designation of Major Parks and Open Space.

##### **Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service).**

No significant impact on studied roadway intersections, per Traffic Impact Study approved by GDOT.

##### **Implications, if any, the Amendment may have for Other Parts of the Plan**

n/a

##### **Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3)**

n/a

### **PLANNING BOARD COMMENTS**

The Planning Board considered this item at their April 18, 2012 meeting, and commented that this area is seeing increasing growth and that this is a good location for a more intense use. The Board also commented that Institutional or Mixed-Use Corporate Park might be better GFLUM categories than Mixed-Use Residential for this specific zoning request, but that generally Mixed-Use Residential worked as a land use in the area.

### **CONFORMITY WITH OTHER PLANS**

#### **City Plans**

#### ***Consolidated Plan 2010-2014: Plan for a Resilient Community***

#### **Principle 3) Enhance Economic Competitiveness:**

**Goal D)** Capitalize on Institutes of Higher Education (IHEs) and other institutional strengths in the community.

#### **Principle 5) Coordinate and Leverage Federal Policies and Investment:**

**Goal A)** Eliminate barriers to collaboration and partnering between departments, agencies, and organizations.

#### **Principle 7) Recognize The Environment as a Critical Element of Community Sustainability:**

**Goal A)** Promote more efficient land development patterns.

**Goal D)** Address the issue of environmental justice in the location of new facilities, new residential development, etc.

#### **Community Development**

The applicant and/or representatives of the YMCA are strongly encouraged to discuss this proposed rezoning and development with surrounding property owners and representatives of the adjacent Bluford Park and Pear Tree neighborhoods.

The subject site is located within area(s) eligible for the following economic development incentive program(s): New Markets Tax Credits (federal), Recovery Zone Bonds under the American Recovery and Reinvestment Act (federal), and Energy Efficiency and Conservation Block Grant funds (federal).

### **STAFF ANALYSIS AND RECOMMENDATION**

#### **Staff Analysis**

The subject site is a portion of the existing Barber Park, currently zoned PNR (Parks and Natural Resource Area). This request is to rezone a portion of the park, which is undeveloped, from **PNR** (Parks and Natural Resource Area) to **CD-O** (Conditional District-Office) to allow for the construction of a physical fitness center/sports instructional school, outdoor recreation (accessory use) and a day care center (proposed Hayes Taylor YMCA). All government facilities will also be permitted on the site if approved.

This area of the City is experiencing significant growth and development recently, including the construction of the Joint School of Nanoscience and Nanoengineering at the Gateway Research Park and also Gateway Gardens. Approving this request will help meet the needs of present and future Greensboro citizens by way of providing community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns. It will also provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural

character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands.

Staff finds this rezoning request consistent with the applicable provisions of the Comprehensive Plan, the Zoning Ordinance and the development pattern of the surrounding area.

**Staff Recommendation**

Staff recommends **approval** of the requested **CD-O** (Conditional District-Office) zoning district.



**ADDITIONAL INFORMATION****YMCA at Barber Park – Revised Transportation Impact Analysis**

Prepared for YMCA of Greensboro

March 30, 2012

**Executive Summary**

The proposed YMCA at Barber Park is located off East Florida Street in Greensboro, North Carolina. The developer currently plans to ultimately build approximately 58,000 square feet of health and fitness club, 8,000 square feet of child care facility and two (2) soccer fields. This land use intensity accounts for future expansion areas as shown on the site plan and was used in the analysis to depict the worst case scenario. This site plan shows one (1) access point on Dans Road and another access point on East Florida Street. Figure 1 of the report 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:

- East Lee Street at East Florida Street
- East Florida Street at English Street
- East Florida Street at Dans Road
- East Florida Street at Proposed Site Access
- Dans Road at Proposed Site Access

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

- 2012 Existing Conditions
- 2014 Future No-Build Conditions
- 2014 Future Build-Out Conditions

For study purposes, the expected build-out year for this project was assumed to be 2014. Traffic conditions were analyzed for AM (7-9 am) 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 the civil engineer, Evans Engineering, Inc.

**Discussion of Results**

The results of the study are discussed by intersection below:

**East Lee Street at Florida Street**

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

**Florida Street at Site Access 1**

In 2014 future build conditions, this unsignalized site access is expected to operate at LOS A in the AM peak and LOS B in the PM peak. The need for auxiliary turn lanes at this intersection was reviewed based on GDOT Driveway Manual. The turn lane warrant analysis shows that based on projected traffic volumes, this intersection will warrant a left turn lane on Florida Street into the site. We recommend providing 100 feet of storage and appropriate taper.

**Florida Street at Dans Road**

This unsignalized intersection operates at LOS A in the existing AM and PM peaks. In 2014 future no build conditions, LOS A is expected in AM and PM peaks. With the addition of proposed site traffic, LOS B is expected in AM and PM

peaks. Also, our traffic simulation using Sim Traffic software does not indicate any queuing issues. No improvements are recommended at this intersection.

**Dans Road at Site Access 2**

In 2014 future build conditions, this unsignalized site access is expected to operate at LOS A during AM and PM peaks. Based on projected traffic volumes, no auxiliary turn lanes are warranted at this intersection. The site plan shows a left turn pocket on Dans Road for traffic entering the site. We recommend that this site access should be constructed according to GDOT Driveway Manual.

**Florida Street at English Street**

This unsignalized intersection currently operates at LOS A during the AM peak and at LOS B in the PM peak. In 2014 future no build conditions, LOS A and LOS B are expected in AM and PM peaks, respectively. With the addition of proposed site traffic, LOS B is expected in AM and PM peaks. Our traffic simulation using Sim Traffic software does not indicate any queuing issues at this intersection. No improvements are recommended at this intersection.

**Queuing Analysis**

The proposed site driveways were reviewed for queuing using our Sim Traffic simulation model. Figure 9 of the main report depicts the queues that are expected in AM and PM peaks. At Site Access 1 on Florida Street, the maximum queue exiting from the site is 54 feet in the AM peak and 56 feet in the PM peak. At Site Access 2 on Dans Road, the maximum exit queue is 29 feet in the AM peak and 29 feet in the PM peak. Based on the current site plan, stacking distance in the throat of the driveways will be adequate to contain expected queues.

Recommended improvements at the study intersections are illustrated in Figure 10 of the report.

**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	2012 Existing	2014 Future No Build	2014 Future Build
East Lee Street at Florida Street	A (9.7)	B (10.1)	B (12.9)
Florida Street at Site Access 1			A (9.7) WB Approach
Florida Street at Dans Road	A (9.1) NB Approach	A (9.1) NB Approach	B (10.0) NB Approach
Dans Road at Site Access 2			A (8.4) WB Approach
Florida Street at English Street	A (9.1) SB Approach	A (9.1) SB Approach	A (9.7) SB Approach
PM Peak	2012 Existing	2014 Future No Build	2014 Future Build
East Lee Street at Florida Street	B (11.5)	B (11.6)	B (18.0)
Florida Street at Site Access 1			B (11.2) WB Approach
Florida Street at Dans Road	A (9.2) NB Approach	A (9.2) NB Approach	B (11.1) NB Approach
Dans Road at Site Access 2			A (8.6) WB Approach
Florida Street at English Street	A (9.2)	A (9.2)	B (10.5)

	SB Approach	SB Approach	SB Approach
LOS (delay in seconds)			
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

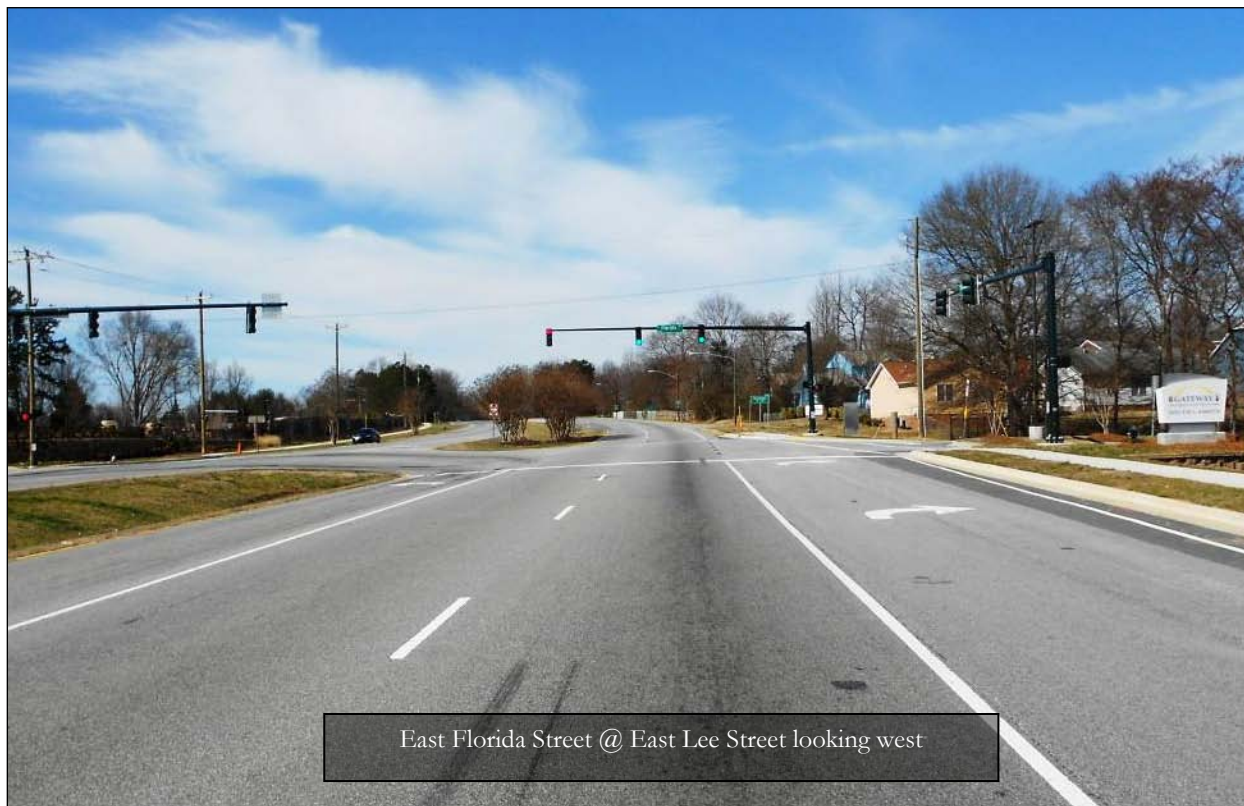
**Summary and Conclusion**

The proposed YMCA at Barber Park is located off East Florida Street in Greensboro, North Carolina. The developer currently plans to ultimately build approximately 58,000 square feet of health and fitness club, 8,000 square feet of child care facility and two (2) soccer fields. This land use intensity accounts for future expansion areas as shown on the site plan and was used in the analysis to depict the worst case scenario. This site plan shows one (1) access point on Dans Road and another access point on East Florida Street.

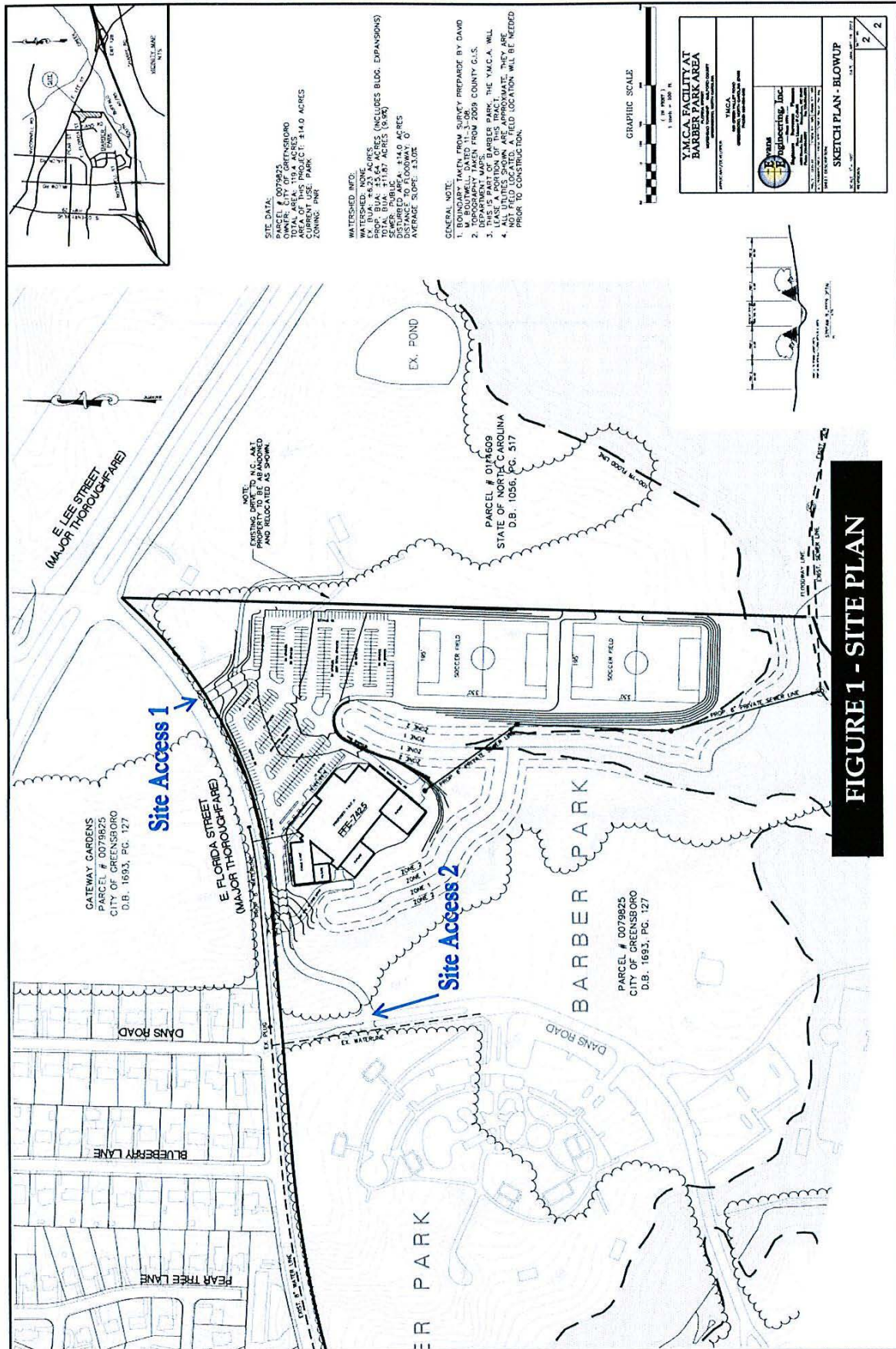
Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 8<sup>th</sup> Edition, 2008), this development has the potential to generate a total of 2,687 daily trips with a total of 180 trips during the AM peak and 347 trips during the PM peak.

DTC was retained to determine the potential traffic impacts of the proposed YMCA at Barber Park development and the transportation improvements that may be required to accommodate these impacts. Overall, our analysis shows that there is adequate capacity at the study intersections to accommodate future traffic. Our traffic simulation using Sim Traffic does not indicate any queuing issues at the study intersections. The turn lane warrant analysis shows that based on projected traffic volumes, a left turn lane will be warranted on Florida Street at Site Access 1. We recommend providing 100 feet of storage and appropriate taper.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that this development will not have significant impact on the study intersections. We recommend that all site accesses should be constructed according to GDOT Driveway Manual.



East Florida Street @ East Lee Street looking west



<b>YMCA FACILITY AT BARBER PARK AREA</b>	
SKETCH PLAN - BLOWUP SHEET NO. 2 OF 2	