



Z-12-05-002

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

Zoning Commission Hearing Date: May 14, 2012

GENERAL INFORMATION

APPLICANT	Bridge Over Troubled Waters Ministry Inc.
HEARING TYPE	Original zoning
REQUEST	County CU-PI (Conditional Use-Public and Institutional) to City PUD (Planned Unit Development).
CONDITIONS	1. Uses: Limited to all uses allowed in the PUD (Planned Unit Development) zoning district <u>except</u> any use with a drive thru facility, correctional institutions, shooting ranges, bars, nightclubs, brew pubs, banks, savings & loans, and credit unions, funeral homes and crematoriums, taxi dispatch terminals, taxidermists, all retail sales and services (as principal use), self storage facilities, all vehicle sales and services, all wholesale trade, warehousing, storage and freight handling.
GFLUM	Low Residential to Mixed-Use Residential
LOCATION	2316-2320 Sharpe Road , generally described as south of Sharpe Road, east of East Lee Street and west of Sheree Court.
PARCEL ID NUMBER(S)	7883667502
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). 57 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~10.00 Acres
TOPOGRAPHY	Slopes southwards
VEGETATION	Some clearing has occurred and remaining natural vegetation consists of various trees and bushes.

SITE DATA

Existing Use		Undeveloped
	Adjacent Zoning	Adjacent Land Uses
N	County RS-40 (Residential-Single Family)	Single-family dwelling unit
E	County AG (Agriculture)	Old barn
W	County AG (Agriculture)	Single-family dwelling unit
S	County RS-40 (Residential-Single Family)	Single-family dwelling unit

Zoning History

Case #	Date	Request Summary
		N/A

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (County CU-PI)	Requested (City PUD)
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate mid- and large-sized public, quasi-public and institutional uses which have a substantial land use impact or traffic generation potential. It is not intended for smaller public and institutional uses customarily found within residential areas.	Primarily intended to allow a diverse mixture of residential and/or non-residential uses and structures that function as a cohesive and unified project. The district encourages innovation by allowing flexibility in permitted use, design, and layout requirements in accordance with a Unified Development Plan.

*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 - Site drains to Lake MacIntosh watersupply Watershed WS IV. Site drains to Watershed Little Alamance creek.

Floodplains N/A

Streams There are two streams onsite. One is intermittent and transitions to perennial. The other is perennial the entire length across the property. 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.

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

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

All other property lines - Type B Yard – average width 25'; 3 canopy trees per 100', 5 understory trees per 100', 25 shrubs per 100'

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

10 ac.

10% of lot size

Transportation

- Street Classification: Sharpe Road – Minor Thoroughfare
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Sharpe Road ADT= 4,100 (NCDOT, 2009)
- Trip Generation: 24 Hour = 1,116, AM Peak Hour = 366, PM Peak Hour = 451.
- 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 **City PUD (Planned Unit Development)** 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 **Low Residential (3 to 5 dwelling units per gross acre)**. The requested **City PUD (Planned Unit Development)** 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 4.3 – Growth at the Fringe: 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. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

Policy 4F: Initiate a fringe area growth management framework comprising the following elements: a Fringe Area Land Use Plan; a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities; specific criteria for water and sewer extensions and annexations; designation of the fringe as Greensboro's extraterritorial jurisdiction; and a proactive plan to provide infrastructure in advance of development.

Housing and Neighborhoods – Goal 6: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

Policy 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

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 9A: Proactively target infrastructure (water/sewer) extensions to support desired land use patterns.

Connections 2025 Map Policies

Growth Tier Two, 2013 to 2019 (Intermediate Growth Area) – Where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County.

Low Residential (3 to 5 dwelling units per gross acre) – This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact

developments that include clustered, small lots with substantial retained open space are encouraged.

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

Case #	Date	Request Summary
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n/a

Applicant Stated Reasons for Request

No reasons stated by applicant.

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

No explanation provided by applicant.

COMPREHENSIVE POLICY PLAN ANALYSIS

Need for Proposed Change

Without the proposed GFLUM amendment, the requested City **PUD (Planned Unit Development)** zoning district would allow uses that would be generally inconsistent with the subject site's current GFLUM designation of **Low Residential (3 to 5 dwelling units per gross acre)**. The proposed development of the site, as described by the applicant includes uses that would be generally inconsistent with the site's current GFLUM designation. If approved, the proposed amendment of the GFLUM designation to **Mixed-Use Residential**, would resolve this inconsistency.

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 Mixed-Use Residential opens up a broad range of potential uses in the middle of a residential neighborhood, some of which may not be compatible, particularly commercial uses. This is exacerbated by the long, narrow shape of the lot that will make potentially incompatible uses hard to buffer. It was also noted that this Mixed-Use Residential is more typically seen in more urbanized areas, and this area is much more rural.

CONFORMITY WITH OTHER PLANS**City Plans*****Consolidated Plan 2010-2014: Plan for a Resilient Community*****Principle 1) Provide More Transportation Choices:**

Goal A) Promote transportation and development patterns and types that contribute to decreased household transportation costs.

Principle 2) Promote Equitable, Affordable Housing:

Goal A) Increase opportunities for choices in housing location, unit type and level of accessibility.

Principle 6) Value Communities and Neighborhoods:

Goal A) Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

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 is strongly encouraged to discuss this proposed rezoning and development with surrounding property owners.

STAFF ANALYSIS AND RECOMMENDATION

This 10.00-acre property is generally located on the south side of Sharpe Road, east of East Lee Street and west of Sheree Court. This site is currently undeveloped and outside the City limits and will be annexed into the city upon final approval by the City Council. This area of Sharpe Road is generally developed with single-family dwellings on large parcels and a few places of religious assembly.

On December 4, 1997 the Guilford County Board of Commissioners approved a rezoning for this property from County AG (Agriculture) to County CU-PI (Conditional Use-Public and Institutional) with the following conditions: Congregate Care (Elderly Assisted Care) Facility, Nursing and Convalescence Home; a minimum building setback of 300 feet from the right of way of Sharpe Road; a maximum building height of 38 feet; a 40-foot wide planting yard along Sharpe Road at double the street planting yard rate; the Assisted Care Facility shall have a maximum of sixty (60) beds.

Per conditions attached to this PUD (Planned Unit Development) request, if approved, this site will allow all uses permitted in the PUD (Planned Unit Development) zoning district **except** any use with a drive thru facility, correctional institutions, shooting ranges, bars, nightclubs, Zoning Commission Public Hearing Page 7 of 13 May 14, 2012

brew pubs, banks, savings & loans, and credit unions, funeral homes and crematoriums, taxi dispatch terminals, taxidermists, all retail sales and services (as principal use), self storage facilities, all vehicle sales and services, all wholesale trade, warehousing, storage and freight handling.

Staff noted some initial concerns with this proposal to the applicant, particularly recognizing the fact that the PUD (Planned Unit Development) zoning district allows a very broad range of uses. To this end, Staff has worked with the applicant regarding these concerns to exclude more uses (than initially proposed) and also to add new conditions regarding an increased front setback, maximum building height and maximum number of dwelling units, that will help ensure that the proposed development is in harmony with the existing development in the surrounding area. Towards that end the applicant intends to offer the following additional conditions at the zoning hearing in addition to the previously expanded list of prohibited uses:

- The setback from Sharpe Road shall be a minimum of 150 feet from the property line.
- The maximum height of building(s) from grade at street level on Sharpe Road shall be limited to 35 feet
- The project shall contain a total of 52 residential dwelling units

The application of the Planned Unit Development requirements to this property will encourage innovative arrangement of buildings and open space to provide efficient, attractive, flexible, and environmentally sensitive design as well as a development functioning as a cohesive, unified project. The proposal should not substantially impact adjacent developments and or neighborhoods nor hinder or prevent the development of surrounding properties in accordance with the adopted plans and policies of the City.

This request will provide a development framework for the fringe that will help guide 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, especially with the growth and expansion of the southeastern county properties. It will also help provide a diverse mix of uses, housing types, and densities in the general area without impacting the overall mix of uses found in this vicinity while promoting 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.

Staff finds this original zoning 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 **City PUD** (Planned Unit Development) zoning district.

ADDITIONAL INFORMATION**Bridge Over Troubled Water Outreach Center – Revised Transportation Impact Analysis**

Prepared for Shelly R. and Josephine Bass

April 13, 2012

Executive Summary

The proposed Bridge Over Troubled Waters Outreach Center is to be located on 2320 Sharpe Road in eastern Greensboro, North Carolina. The site plan proposes one (1) access point on Sharpe Road. The owner proposes to build 40 elderly housing units, youth housing with 12 dwelling units, and a multipurpose facility (25,152 square feet). Due to the proposed PUD (planned unit development) rezoning for this site, Greensboro Department of Transportation (GDOT) requested this site be analyzed with the land use with the maximum land use intensity. Hence this site was analyzed based on maximum number of persons that will use the multifamily facility depicting worst case scenario for this development. 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:

- East Lee Street at Sharpe Road
- Sharpe Road at Youngs Mill Road
- Sharpe Road at Proposed Site Access

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

- 2012 Existing Conditions
- 2017 Future No-Build Conditions
- 2017 Future Build-Out Conditions

For study purposes, the expected build-out year for this project was assumed to be 2017. **It should be noted that build out date estimate was established for analytical purposes and do not necessarily represent a prediction of the development schedule.**

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 site architect, Major Sanders, Jr., AIA.

Discussion of Results

The results of the study are discussed by intersection below:

East Lee Street at Sharpe Road

This unsignalized intersection currently experiences LOS D in the AM peak and LOS E in the PM peak. In 2017 future no build conditions, LOS E is expected in the AM peak and LOS F in the PM peak. The LOS F condition is due to lack of sufficient gaps for left-turning vehicles from the minor approach, which is mainly due to heavy traffic volumes on East Lee Street.

This intersection is currently experiencing a high volume of southbound left turning traffic, particularly in the PM peak hour (202 vehicles). The need for auxiliary turn lanes at this intersection was reviewed based on page 28 of the 2004 GDOT Driveway Manual. Based on existing traffic volumes, we have identified the need for a southbound left turn lane on East Lee Street with 200 feet of storage and appropriate taper. This improvement is a result of background traffic regardless of whether the proposed project is built.

With the addition of site traffic, this intersection is projected to function at LOS F during both peaks. The background improvement described above will be adequate to serve southbound left turning traffic in 2017 future build conditions.

Sharpe Road at Site Access

In 2017 future build conditions, this unsignalized site access is expected to operate at LOS C in the AM peak and LOS D 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 100 feet of left turn storage and 100 feet of right turn storage. We recommend providing an eastbound right turn lane on Sharpe Road and a westbound left turn lane with 100 feet of storage and appropriate taper.

Sharpe Road at Youngs Mill Road

This unsignalized intersection operates at LOS B in existing and 2017 future no build AM and PM peaks. With the addition of proposed site traffic, the intersection is expected to remain at LOS B 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.

Recommended improvements at the study intersections are illustrated in Figure 9 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	2017 Future No Build	2017 Future Build	2017 Future Build with Improvements
East Lee Street at Sharpe Road	D (27.3) EB Approach	E (35.7) EB Approach	F (147.7) EB Approach	
Sharpe Road at Site Access			C (15.4) NB Approach	B (14.0) NB Approach
Sharpe Road at Youngs Mill Road	B (10.4) WB Approach	B (10.7) WB Approach	B (12.1) EB Approach	
PM Peak	2012 Existing	2017 Future No Build	2017 Future Build	2017 Future Build with Improvements
East Lee Street at Sharpe Road	E (43.2) EB Approach	F (69.8) EB Approach	F (417.3) EB Approach	
Sharpe Road at Site Access			D (28.5) NB Approach	C (24.7) NB Approach
Sharpe Road at Youngs Mill Road	B (10.8) WB Approach	B (11.0) WB Approach	B (13.0) NB 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 Bridge Over Troubled Waters Outreach Center is to be located on 2320 Sharpe Road in eastern Greensboro, North Carolina. The site plan proposes one (1) access point on Sharpe Road. The owner proposes to ultimately build 40 elderly housing units, youth housing with 12 dwelling units, and a multipurpose facility (25,152 square feet).

Due to the proposed PUD (planned unit development) rezoning for this site, Greensboro Department of Transportation (GDOT) requested this site be analyzed with the land use with the maximum land use intensity. Hence this site was analyzed based on maximum number of persons that will use the multifamily facility depicting worst case scenario for this development.

The trip generation indicates the proposed development has a potential of generating approximately 1,116 trips per day with a total of 366 trips during the AM peak and 451 trips during the PM peak.

Note that this reflects the worst case scenario of a special event for which the auditorium and gymnasium are both operating at full capacity. This also considers land uses of 40 senior housing units, youth housing with 12 dwelling units, and 3,745 square feet of office space.

DTC was retained to determine the potential traffic impacts of the proposed development and the transportation improvements that may be required to accommodate these impacts. Based on our turn lane warrant analysis and projected traffic volumes, we have recommended left and right turn lanes into the site access with 100 feet of storage and appropriate taper.

At the intersection of East Lee Street at Sharpe Road, a southbound left turn lane is currently warranted on East Lee Street at Sharpe Road based on existing traffic volumes. **This improvement is as a result of background traffic regardless of whether the proposed project is built.** Recommended improvements are shown in Table B below and are illustrated in Figure 9 of the report.

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 the site access should be constructed according to GDOT Driveway Manual.

Table B - Recommended Improvement Summary	
East Lee Street at Sharpe Road	We have identified the need for a southbound left turn lane on East Lee Street with 200 feet of storage and appropriate taper as a background improvement. This improvement is as a result of background traffic regardless of whether the proposed project is built.
Sharpe Road at Site Access	We recommend providing an eastbound right turn lane on Sharpe Road and a westbound left turn lane with 100 feet of storage and appropriate taper.
Sharpe Road at Youngs Mill Road	No improvements recommended

LAND USE

Track - A Multi-Family Housing
300 x 500 Feet 3.44 Acres

Track - B Multipurpose Facility
300 x 490 Feet 3.37 Acres

Track - C
305 x 400 Feet 2.80 Acres

1A Single Housing
Proposed Units 40 Units
Proposed Floor Area 26,243 Square Feet
Score 2.5

2A Youth Housing
Proposed Units 11 Units
Proposed Floor Area 11,418 Square Feet
Score 2

1B Auditorium
Proposed Area 25,143 Square Feet
4,890 Square Feet

2B Gym
Proposed Area 6,490 Square Feet

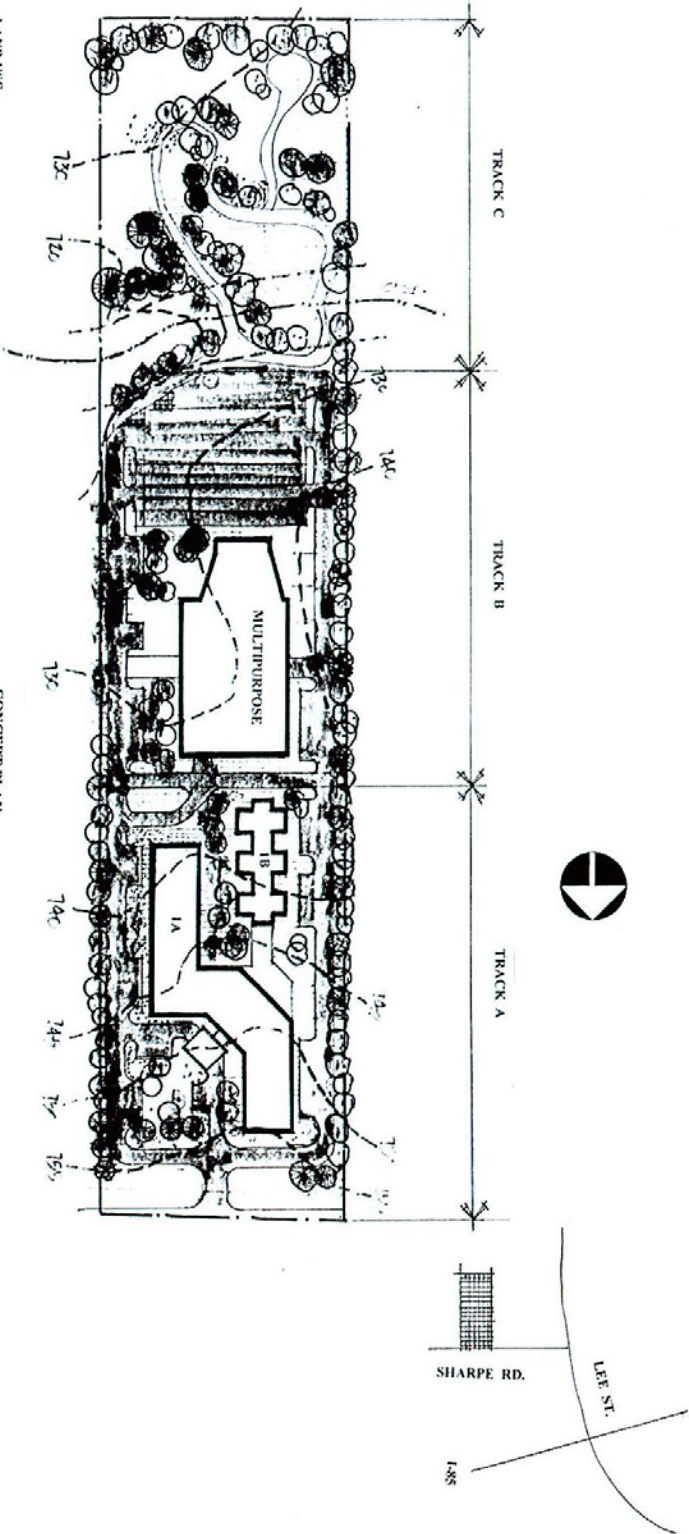
3B Cafeteria
Proposed Area 2,048 Square Feet

4B Classroom
Proposed Area 2,204 Square Feet

5B Training Shop
Proposed Area 3,144 Square Feet

6B Office
Proposed Area 3,111 Square Feet

7B Support Area
Proposed Area 3,111 Square Feet



**BRIDGE OVER TROUBLED WATERS
OUTREACH CENTER**
2320 SHARPE ROAD, GREENSBORO, NC

Sheet No.	Date	Revisions	major s. sanders jr. aia architect	
			200 murray street 336-274-2622	