



Z-13-03-002
Planning & Community Development
Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: March 11, 2013

GENERAL INFORMATION

APPLICANT Patrick Theismann for Beacon Management Corporation

HEARING TYPE Rezoning

REQUEST **CD-RM-12** (Conditional District-Residential Multifamily-12) to **CD-O** (Conditional District-Office)

CONDITIONS

1. Uses: All uses allowed in the CD-O (Conditional District-Office) zoning district **except** hotels and motels, elementary/secondary schools, physical fitness centers or sports instructional schools, clubs or lodges, swim and tennis clubs and any use a with drive-thru service.
2. Proposed building(s) on the subject property will not exceed a total of 20,000 square feet, exclusive of accessory buildings.

GFLUM **Moderate Residential to Mixed-Use Residential**

LOCATION **2501 Summit Avenue**, west of Summit Avenue and south of Sixteenth Street

PARCEL ID NUMBER(S) **7875387751**

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

TRACT SIZE ~6.748 Acres

TOPOGRAPHY Undulating to generally flat

VEGETATION Moderately wooded

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation – N/A

n/a

Environmental/Soils

Water Supply - Watershed Site drains to North Buffalo Creek

Floodplains Site lays within the FEMA Special Flood Hazard Area. Any disturbance within the SFHA must have a Floodplain Development Permit. Contact Stormwater for a Floodplain Development Permit Application.

Streams N/A

Other: If >1 acre is disturbed, site must meet Phase 2 requirements, water quality & water quantity must be addressed

Utilities (Availability and Capacity)

Potable Water Water is available and capacity is in line with request

Waste Water Sewer is available and capacity is in line with request

Airport Overlay District

The subject property is not located within the Airport Overlay District.

Landscaping Requirements – Applicable at time of Development

Summit Ave. - Street Yard – minimum width 10’; 2 canopy trees per 100’, 17 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**

6.748 ac 10% of lot size

Transportation

- Street Classification: Summit Avenue – Major Thoroughfare.
Sixteenth Street – Minor Thoroughfare.
- Site Access: All access(es) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Summit Avenue ADT = 14,459 (GDOT, 2010).
- Trip Generation: N/A.
- 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: Yes, GTA Route 6 (Summit Avenue) and GTA Route 15 (Yanceyville Street / Brightwood School Road) within 0.60 miles of the subject site, along Sixteenth Street.
- Traffic Impact Study: No TIS required per TIS Ordinance.
(TIS)

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-O** (Conditional District-Office) zoning 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 (GFLUM) designates this location as **Moderate Residential (5-12 d.u./acre)**. 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 on the subject site 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.

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.

Transportation, Goal 8: Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

Policy 8A - Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

Connections 2025 Map Policies

Moderate Residential (5-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

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
CP-08-18	10/24/2008	The GFLUM designation for the subject site was amended from Low Residential to the current designation of Moderate Residential (5-12 d.u./acre) .

Applicant Stated Reasons for Request

"Hospice at Greensboro (HAG) with administrative offices, counseling, clinical support and Hospice Home on the east side at 2500 Summit Avenue is in need of additional office space on the subject property to continue to meet its mission of serving pediatric and adult patients and their families who are dealing with life-limiting and terminal illness. HAG provides care and support for patients wherever they call "home," including their personal residence or in long-term care communities.

HAG grew dramatically over the past 32 years including doubling its average daily patient census from 183 - 370 patients over the past ten years. That growth justified additional staffing and today, HAG has 233 employees and 275 volunteers. HAG expects to continue to grow to serve patients and families in Guilford County and contiguous counties. This proposed project will also afford job opportunities for local businesses such as construction and architectural firms."

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

"As stated previously, the required additional administrative office space for HAG will provide economic development for the area by creating jobs in the construction trades and in healthcare and administrative support, the latter *if* justified by a growth in patient census. HAG is a community-based, not-for-profit organization providing comprehensive services including patient care, consultation, bereavement support and education for those affected by serious illness, death and/or grief."

COMPREHENSIVE POLICY PLAN ANALYSIS

Need for Proposed Change

The applicant proposes to develop the subject site for an office use. The subject site is currently designated as **Moderate Residential (5-12 d.u./acre)**, which is generally intended for moderate intensity residential development. Changing the subject site's future land use designation to **Mixed Use Residential** (intended for a mix of residential and other uses) would alleviate this inconsistency.

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

n/a

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

At their February 20th meeting, the Planning Board was asked to make comments on a requested change to the Generalized Future Land Use Map necessitated by this rezoning request. The requested change is from **Moderate Residential**, which covers densities from 5 to 12 dwelling units per acre, to **Mixed-Use Residential**, which applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. The Planning Board stated that they saw no problem with this change and that it fits in perfectly with the surrounding area.

CONFORMITY WITH OTHER PLANS**City Plans*****Consolidated Plan 2010-2014: Plan for a Resilient Community***

Principle 1) Provide More Transportation Choices:

Goal B) Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

Principle 3) Enhance Economic Competitiveness:

Goal F) Provide opportunities for job training, mentoring, education and job creation.

Principle 4) Support Existing Communities:

Goal F) Promote neighborhood and economic development by fulfilling target area commitments and creating a process for identifying new opportunities for neighborhood revitalization and planning.

Principle 6) Value Communities and Neighborhoods:

Goal E) Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.

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

Goal A) Promote more efficient land development patterns.

Community Development

Applicant is strongly encouraged to discuss this proposed rezoning and change of use with owners of adjacent properties, and with representatives of the White Oak neighborhood, within which the subject site is located.

If the proposed change of use on the subject site generates significant pedestrian traffic between the subject site on the west side of Summit Avenue and the applicant's existing facilities on the east side of Summit Avenue, then supplemental pedestrian crossing safety treatments may be warranted. All pedestrians are strongly encouraged to cross roadways safely at marked crosswalks (in compliance with pedestrian crossing signals, if present), and only when there is a safe interval in motorized traffic movement.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s): New Markets Tax Credits (federal), Energy-Efficiency & Conservation Block Grant funds (federal), and Urban Progress Zone tax credits (state). The subject site is also located within the Cone Mills / Carolina Circle Reinvestment Area designated by the Connections 2025 Comprehensive Plan, and accordingly may be eligible for local economic development assistance pursuant to the City of Greensboro Urban Development Investment Guidelines.

STAFF ANALYSIS AND RECOMMENDATION

Staff Analysis

This 6.748 acre property is currently vacant. The applicant is proposing to rezone the subject property to facilitate the development of offices and the expansion of the Hospice Group which is located directly east of Summit Avenue and the subject site. This area of the City consists mostly of developed land with varying densities of residential, institutional, industrial and commercial uses. To the immediate west of the subject site is the Cone Mills White Oak Plant, to the east is the Hospice at Greensboro Group, to the north is an undeveloped parcel and single-family units and to the south is also an undeveloped parcel. Also in the immediate vicinity are apartments and a commercial shopping plaza.

The applicant is requesting to rezone the property from CD-RM-12 (Conditional District-Residential Multi-family-12) to CD-O (Conditional District-Office). The transition from the residential zoning district to the office zoning district is compatible with the area and the applicant's proposed uses for development of this site.

This request, if approved, will allow uses that are generally compatible with the development trend in the overall area which has developed as an existing mixed use residential area. It will also promote neighborhood economic development, supporting the existing community and neighborhood revitalization. This request promotes new patterns and intensities of use to increase economic competitiveness and promotes 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.

The site's location relative to other undeveloped parcels, staff encourages development oriented towards Summit Avenue and if possible including street stubs to the north and south to facilitate strong pedestrian and vehicular connectivity when those adjacent parcels eventually develop.

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.