



Z-14-08-006

**Planning Department
Zoning Staff Report and Plan Amendment Evaluation**

Zoning Commission Hearing Date: August 11, 2014

GENERAL INFORMATION

APPLICANT Paul Brown on behalf of Historic Revolution LLC in care of Self-Help

HEARING TYPE Rezoning Request

REQUEST **R-5** (Residential Single-Family), **CD-LI** (Conditional District-Light Industrial), **CD-LI** (Conditional District-Light Industrial), & **LI** (Light Industrial) to **CD-BP** (Conditional District-Business Park)

CONDITIONS

1. All uses listed under Table 8-1 of the land Development ordinance shall be permitted with the exception of bus and rail terminals, cemeteries, convenience stores with fuel pumps, junked motor vehicles and laundry and dry cleaning plants.
2. No access to Cypress Street or Hubbard Street. Access to Maple Street via Revolution Mill Drive will remain as existing on July 10, 2014.
3. No tractor-trailer parking shall be allowed within 75 feet of the residential zoning line.
4. A minimum 5 foot tall opaque fence shall be provided along the abutting property with frontage on to Maple Street, Cypress Street, or Hubbard Street.
5. The area located to the north of Revolution Mill Drive shall be limited to parking associated with uses located on the south side of Revolution Mill Drive.

LOCATION **1200 Revolution Mill Drive**, generally described as west of Yanceyville Street and south of Revolution Mill Drive.

PARCEL ID NUMBER(S) **7875061042**

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

TRACT SIZE ~25.5 Acres

TOPOGRAPHY Undulating
VEGETATION Non-Residential

SITE DATA

Existing Use	Office and Professional Services
Adjacent Zoning	Adjacent Land Uses
N R-5 (Residential Single-Family)	Single family dwellings
E HI (Heavy Industrial) RM-18 (Residential Multifamily)	Vacant
W LI (Light Industrial)	Industrial Operations
S LI (Light Industrial)	Self Storage and Industrial Operations

Zoning History

Case #	Date	Request Summary
N/A	N/A	A portion of the property addressed 1200 N. Revolution Mill Drive has been zoned LI since the July 2010 adoption of the Land Development Ordinance (LDO). Prior to the LDO, the property was also zoned LI.
2045	01/13/1986	A portion of the property was rezoned from Institutional 100 to Conditional Use Light Industrial L with the following conditions: (1) Limited to parking in conjunction with the property to the south zoned Industrial L; (2) A buffer zone from 10 feet wide will be retained at rear and/or side property lines of lots facing Hubbard Street, Cypress Street and Maple Street. Such zone shall be screened by planted vegetation and opaque fencing; (3) No access to Cypress Street, Hubbard Street, and Maple Street. (4) No tractor-trailer parking shall be allowed within 75 feet of the Residential 90S zoning line.
2199	07/01/1992	A portion of the property was rezoned from Conditional Use Industrial L to Conditional Use Industrial L with the following conditions: (1) Limited to parking in conjunction with the property to the south zoned Industrial L; (2) Existing opaque fencing along north property line shall be retained and supplemented by planted vegetation on north side of fence where practical and allowable; (3) No access to Cypress, Hubbard, and Maple Streets. (4) No tractor-trailer parking shall be allowed within 75 feet of the Residential 90S zoning line.

N/A N/A A portion of the property addressed 1200 N. Revolution Mill Drive has been zoned R-5 since the July 2010 adoption of the Land Development Ordinance (LDO). Prior to the LDO, the property was also zoned RS-9.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (LI)	Existing (R-5)	Requested (CD-BP)
Max. Density:	N/A	5.0 units per gross acre	N/A
Typical Uses	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties.	Primarily intended to accommodate low-density single family detached residential developments.	Primarily intended to accommodate office complexes, warehouse, research and development, and assembly uses on large sites in planned, campus-like setting that emphasizes natural characteristics and landscaping.

**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, Revolution Cotton Mills, has been listed on the National Register of Historic Places.

Environmental/Soils

Water Supply Watershed	Site drains to North Buffalo Creek
Floodplains	On site
Streams	50ft stream buffer required measured from top of bank
Other:	If >1acre is disturbed, site must meet Phase 2 requirements. Water Quality & Water Quantity must be addressed.

Utilities

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 Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Applicable if there is a disturbance or expansion on this parcel

New Buildings or Uses

Principal buildings or open uses of land constructed, reconstructed, or established.

Expansions

The landscaping requirements apply to the expansion of buildings, parking areas, or open uses of land.

Transportation

Street Classification: Yanceyville Street – Major Thoroughfare.
North Revolution Mill Drive – Local Street.

Site Access: All access must be designed and constructed to the City of Greensboro standards.

Traffic Counts: Yanceyville Street ADT = 7,645 (GDOT, 2010).

Trip Generation: 24 Hour = 5,722, AM Peak Hour = 651, PM Peak Hour = 705.

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 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) are adjacent to subject site, along Yanceyville Street.

Traffic Impact Study: Yes, required per TIS Ordinance. Please see the end of this staff report for (TIS) the Executive Summary of the TIS.

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-BP (Conditional District, Business Park)** 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 **Industrial/Corporate Park, Institutional, Low Residential (3-5 d.u./acre), and Mixed Use**

Commercial. The requested **CD-BP (Conditional District, Business Park)** zoning district is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation, however, the rezoning request includes a condition which limits use of the **Low Residential (3-5 d.u./acre)** portion of the site to surface parking associated with uses located on the remainder of the site; per City Council adopted policy, a GFLUM amendment is not required for rezoning requests that do not involve a significant physical change resulting in new or expanded structures. The Growth Strategy Map designates the subject site as being within the Cone Mills Reinvestment Area.

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 4A - Remove present impediments to infill and investment in urban areas.

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

Community Character, Goal 5.2 - Man-Made Environment: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

Policy 5F - Implement and improve design standards governing the appearance of development from public roadways.

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

Industrial / Corporate Park: This designation applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers.

Low Residential(3-5 d.u./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 is encouraged.

Institutional: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

Reinvestment Area: Reinvestment Areas and Corridors represent priority opportunities for combined public and private sector reinvestment and the application of policies described in Section 4.5.1 (Reinvestment/Infill). More specifically, Reinvestment Areas are neighborhoods and districts within Greensboro's urban areas that would most benefit from actions to promote compatible infill development and other forms of investment and reinvestment.

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.

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 E) Focus on energy efficiency as an economic generator for small business development.

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

Principle 4) Support Existing Communities:

Goal D) Continue to promote the value of Greensboro's historic districts and resources.

Principle 6) Value Communities and Neighborhoods:

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

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.

Sustainability Action Plan

Element 1) Transportation and Land Use:

Policy 1) Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

Element 2) Green Jobs and Buildings:

Policy 3) Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

Policy 4) Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

Policy 6) Promote more efficient use of water through education, partnerships and pilot projects.

Element 3) Waste Reduction and Recycling:

Policy 7) Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

Element 6) Education and Outreach:

Policy 11) Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

Balanced Economic Development – A Strategic Plan for East Greensboro

Retail Opportunities:

Adaptive Reuse of Retail – The presence of significant “Big Box” vacancy in the E. Cone Boulevard should be addressed. A program on identifying adaptive reuse opportunities should be implemented with the following categories as the primary focus:

- City and County Government facilities
- Churches
- Early Childhood Development
- For profit educational facilities
- Library
- Medical Facility
- Interior Design Center

Other Plans

N/A

STAFF/AGENCY COMMENTS

Community Development

Applicant is strongly encouraged to discuss this proposed rezoning, and development with owners of surrounding properties, and with representatives of the Cone Mills Community neighborhood, within which the subject site is located.

The subject site is located within the following area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal),
- Urban Progress Zone tax credits (state), and
- Urban Development Investment Incentives (local).

Planning

This 25.5-acre subject property is currently developed as a variety of offices and professional services. The properties to the north of the subject site are zoned R-5 (single family dwellings). East, across Yanceyville St, the zoning transitions from RM-18 to HI (both sites are currently vacant). West, across the railroad tracks the zoning is LI (industrial operations).

The property south of the subject property, fronting Yanceyville Street, is also zoned LI (self storage and industrial operations).

The applicant has requested to rezone the site to CD-BP (Conditional District-Business Park) to introduce additional uses with the exception of bus and rail terminals, cemeteries, convenience stores with fuel pumps, junked motor vehicles and laundry and dry cleaning plants to continue the redevelopment of the Revolution Mills site.

The property is currently designated as both Industrial/Corporate Park and Low Residential on the Generalized Future Land Use map (GFLUM). The Industrial/Corporate Park designation is intended to include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. The Low Residential designation is intended to include single-family neighborhoods as well as other compatible housing types that can be accommodated within a three to five units per acre density range.

The proposed request supports the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas and the Economic Development goal to promote a diversified economy. The requested Conditional District-Business Park (CD-BP) zoning district as conditioned expands the redevelopment opportunities for the site and offers continued protection for adjacent residential properties.

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-BP** (Conditional District-Business Park) zoning district.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY

This transportation impact study was performed to determine the potential impact to the transportation system caused by the additional traffic generated under two different scenarios: the rezoning and development of the Revolution Mill site, as well as the development of the Olympic Mill site.

The site, which is proposed to be fully built out by the year 2016, currently consists of the following land uses:

- 380,000 square feet of office space (of which 260,000 square feet is occupied)
- 8,600 square foot event center
- 2,000 square foot restaurant (café)

A request for rezoning is being made in order to accommodate the following proposed land uses:

- 120,000 square feet of office space

- 100 apartments
- 100,000 square feet of light industrial
- 9,000 square foot restaurant

The second scenario that was analyzed included the redevelopment of the Olympic Mill site and assumed that it could consist of 140,000 square feet of general office space, in addition to the Revolution Mill site. In addition to site generated traffic, the study also considered the impact of background traffic growth within the study area.

Access to the Revolution Mill site is proposed via existing Revolution Mill Drive and Maple Street, as well as a full access drive to be aligned with the current Textile Drive. Access is proposed to be provided to the Olympic Mill site via the full access to be located opposite Textile Drive and a full access on Yanceyville Street [located approximately 975 feet south of Textile Drive]. The approximate distance is measured from center to center.

The following table summarizes the trip generation for the proposed development.

ITE Land Use (Code)	Independent Variable	Average Daily Traffic (vpd)	AM Peak Hour (vph)		PM Peak Hour (vph)	
			Enter	Exit	Enter	Exit
Scenario 1 (Revolution Mill)						
General Light Industrial (110)	100,000 s.f.	645	25	3	12	85
Apartments (220)	100 units	730	11	42	47	25
General Office Building (710)*	120,000 s.f.	1,508	195	27	36	177
High-Turnover Sit-Down Restaurant (932)	9,000 s.f.	1,144	54	44	53	35
Total Trips (Scenario 1)		4,027	285	116	148	322
Scenario 2 (Olympic Mill)						
General Office Building (710)	140,000 s.f.	1,695	220	30	40	195
Total Trips (Scenarios 1 & 2)		5,722	505	146	188	517

*Office Space that currently exists but is unoccupied.

On an average weekday, it is estimated that the Revolution Mill site will generate 401 trips (285 entering and 116 exiting) during the AM peak hour and 470 trips (148 entering and 322 exiting) during the PM peak hour. The Olympic Mill site will generate an additional 250 trips (220 entering and 30 exiting) during the AM peak hour and 235 trips (40 entering and 195 exiting) during the PM peak hour. As previously indicated, Scenario 2 will include the Revolution Mill site, as well as the Olympic Mill site. The combination of the two sites will generate 651 (505 entering and 146 exiting) during the AM peak hour and 705 trips (188 entering and 517 exiting) during the PM peak hour.

The purpose of this study is to determine the potential impact to the transportation system caused by the additional traffic generated by the development of Revolution Mill under Scenario 1 and the Olympic Mill site under Scenario 2. In order to accomplish this objective; this study analyzed the weekday AM and PM peak hours for the existing (2014) traffic conditions, future (2017) 'no build' traffic conditions without the development of the site, and future (2017) 'build' traffic conditions with the sites developed.

Existing Traffic Conditions

Under existing traffic conditions, both of the signalized intersections on Yanceyville Street operate at an acceptable overall LOS A during the AM and PM peak hours, with all approaches operating at an acceptable LOS B or better. As for the unsignalized intersections, the major street left turn movements operate at a desirable LOS A during the AM and PM peak hours, while the minor stop-controlled approaches at those intersections operate at an acceptable LOS C or better.

Future 'No Build' Traffic Conditions

Under 'no-build' traffic conditions, both of the signalized intersections on Yanceyville Street are expected to operate at an acceptable overall LOS B or better during the AM and PM peak hours, with all approaches expected to operate at an acceptable LOS B or better. As for the unsignalized intersections, the major street left turn movements are expected to operate at a desirable LOS A during the AM and PM peak hours, while the minor stop-controlled approaches at those intersections are expected to operate at an acceptable LOS C or better.

Future 'Build' Traffic Conditions (Scenario 1)

Under 'build' traffic conditions, both of the signalized intersections on Yanceyville Street are expected to operate at an acceptable overall LOS A during the AM and PM peak hours, with all approaches expected to operate at an acceptable LOS C or better. As for the unsignalized intersections, the major street left turn movements are expected to operate at a desirable LOS A during the AM and PM peak hours, while the minor stop-controlled approaches at those intersections are expected to operate at an acceptable LOS D or better.

Future 'Build' Traffic Conditions (Scenario 2)

Under 'build' traffic conditions, both of the signalized intersections on Yanceyville Street are expected to operate at an acceptable overall LOS B or better during the AM and PM peak hours, with all approaches expected to operate at an acceptable LOS C or better. As for the unsignalized intersections, the major street left turn movements are expected to operate at an acceptable LOS B or better during the AM and PM peak hours, while the minor stop-controlled approaches at those intersections are expected to operate at an acceptable LOS D or better with one exception. The northbound approach of Maple Street [at Cornwallis Drive] is expected to operate at LOS E during the PM peak hour. The greater delays and poorer levels of service are not uncommon for minor street approaches at unsignalized intersections. Considering the anticipated right turn movement on Maple Street is minimal, no improvements are recommended at this location. However, if the eastbound approach of Revolution Mill Drive, which is expected to operate at LOS D was striped to provide exclusive left and right turn lanes, the approach could be expected to operate at LOS C during both peak hours.

Based on the findings of this study, the following proposed improvements are sufficient to accommodate the anticipated traffic volumes generated by the proposed site without any additional geometric improvements.

Yanceyville Street and Textile Drive/Site Drive 1

- A minimum cross-section of three (3) lanes consisting of an ingress lane and two egress lanes (an exclusive left turn lane and a shared through-right lane) should be provided for Site Drive 1.
- The northbound approach of Yanceyville Street should be restriped to provide an exclusive left turn lane with a minimum of 100 feet of full width storage and appropriate taper. Considering the proximity to southbound left turn lane at Maple Street, Yanceyville Street may need to be restriped to provide a center turn lane between the two intersections.
- With the addition of a fourth leg at this intersection, and a northbound left turn lane, the traffic signal will need to be modified.

Yanceyville Street and Revolution Mill Drive (Scenario 2 Only)

- Restripe the eastbound approach of Revolution Mill Drive to provide exclusive left and right turn lanes for approximately 100 feet.

Site Drive 2 on Yanceyville Street (Scenario 2 Only)

- Assuming traffic develops as anticipated with the redevelopment of the Olympic Mill site; a 50-foot left turn lane with appropriate tapers would be needed on the northbound approach of Yanceyville Street.
- Based on field investigation, sight distance on the eastbound approach looking to the south could be an issue and should be field verified at the time a proposed development plan is submitted. The existing drive location may need to be shifted to improve sight distance.