



Z-15-11-002

City of Greensboro Planning Department Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: November 16, 2015

GENERAL INFORMATION

APPLICANT	Marc L. Isaacson on behalf of Larose Properties Inc.
HEARING TYPE	Rezoning Request
REQUEST	RM-26 (Residential Multifamily)& LI (Light Industrial) to CD-C-M (Conditional District-Commercial-Medium)
CONDITIONS	<ol style="list-style-type: none">1. Uses shall be limited to all Office principal and accessory uses.2. A minimum of 300 square feet, along the west side of the property, will be dedicated to a landscaped pedestrian plaza accessible from North Cedar Street.3. A minimum of 50% of the exterior building materials will consist of wood, brick, glass or stone.4. Building façades visible from public rights-of-way shall contain vertical recesses or projections.5. The ground floor of any buildings shall contain a minimum of 35% fenestration.
LOCATION	507,509,511,513,515,517,519,521&523 North Spring Street & 508,510,518,520,522&524 North Cedar Street
PARCEL ID NUMBER(S)	Multiple
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	~2.7 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	Undeveloped, residential & wooded area

SITE DATA

Existing Use	Undeveloped & Single-family dwelling
Adjacent Zoning	Adjacent Land Uses
N LI (Light Industrial)	Industrial operations

E	CD-C-M (Conditional District-Commercial-Medium)	Retail sales and services
	C-M (Commercial-Medium)	Retail sales and services
W	RM-26 (Residential Multi-Family)	Single family dwellings
S	RM-26 (Residential Multi-Family)	Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	A portion of the subject property has been zoned RM-26 (Residential Multifamily) since the adoption of the Land Development Ordinance (LDO) on July 1, 2010. Prior to the LDO, the property was also zoned RM-26.
N/A	N/A	A portion of the property has been zoned LI (Light Industrial) since the adoption of the LDO on July 1, 2010. Prior to the LDO, the property was also zoned LI.

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (RM-26)	Existing (LI)	Requested (CD-C-M)
Max. Density:	26.0 units per acre or less	N/A	N/A
Typical Uses	Primarily intended to accommodate multi-family and similar residential uses at a density of 26.0 units per acre or less.	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.	Conditioned to Office principal and accessory uses only.

District Summary *

**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

Subject site is located in the Urban Residential Mixed Use classification of the Downtown Design Overlay. Consult the Downtown Design Manual and Appendices, for detailed applicable requirements and design guidelines.

Subject site is also located in the Central Business Overlay Zone, which prohibits establishment of new outdoor advertising signs (i.e. billboards) therein.

Environmental/Soils -

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

Floodplains N/A

Streams N/A.

Other: If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements. Water Quality and water quantity must be addressed.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Street Yard: Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

Buffer Yard: Adjacent to residential lot: Type B buffer yard with an average width of 25' and a planting rate of 3 canopy trees, 5 understory trees, & 25 shrubs per 100 linear feet.
 Adjacent to Light Industrial: Type C buffer yard with an average width of 15', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 l.f.
 Adjacent to Vacant parcels: Vehicular Use Area buffer yard (see below) between any parking areas and drives aisles, and the adjacent property line.

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 for required parking spaces: 1 canopy tree per 12 spaces in islands or medians within the parking lot.

**Tree Conservation
Acreage**

Requirements

2.7 ac. 5% of lot size for new development

Transportation

Street Classification: N Spring Street – Collector Street.
N Cedar Street – Local Street.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,055, AM Peak Hour = 152, PM Peak Hour = 162.

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 17 (Lawndale Drive) is within 100 ft. of the subject site, along Battleground Avenue.

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

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-C-M (Conditional District-Commercial-Moderate)** zoning, as conditioned, 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 **Mixed Use Residential**. The requested **CD-C-M (Conditional District-Commercial-Moderate)** zoning district, as conditioned, is generally consistent with the **Mixed Use Residential** GFLUM designation.

Connections 2025 Written Policies

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

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

Policy 4B: Target capital investments to leverage private 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.

Policy 4D: Identify potential opportunities and selectively target, plan and promote development/reuse initiatives.

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 5E: Improve the aesthetic quality of publicly owned and maintained 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 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.

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

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

CONFORMITY WITH OTHER PLANS

City Plans

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.

Cedar Street / Bellemeade Area Strategic Plan

Goal #1: Stabilize, protect, enhance and complement the existing neighborhood’s character, diversity and appearance.

Goal #2: Encourage appropriate future development of a variety of uses (business, commercial and

residential) in the neighborhood.

Goal #4: Create a pedestrian, bicycle, and resident friendly environment in the area that encourages walking to downtown, First Horizon Stadium, universities/colleges, and adjacent neighborhoods.

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties and with representatives of the Cedar Street / Bellemeade Area neighborhood, within which the subject site is located.

Based on the proximity of the subject site to the planned Downtown Greenway and to the Central Business District, where there are high volumes of bicycle traffic, long term safety and accessibility would be greatly enhanced by provision of secure, convenient bicycle parking for use by employees and patrons.

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).

Staff Analysis

This 2.7 acre subject site is a combination of undeveloped property and single family dwellings with industrial and higher density multifamily zoning. North of the request is zoned Light Industrial and contains industrial operations. West and south of the request the zoning transitions to RM-26 and contains single family dwellings and undeveloped property. East of the request the zoning is a combination of Conditional District-Commercial-Medium (CD-C-M) and Commercial-Medium (C-M) districts, both of which contain retail sales and services.

The Generalized Future Land Use Map designates this area as Mixed Use Residential. The Mixed Use Residential designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced.

The C-M, Commercial-Medium district is primarily intended to accommodate a wide range of retail, service and office uses. This request, as conditioned, is limited to principal and accessory office uses only, which introduces a natural transition between higher intensity retail sales and service and light industrial operations, and existing lower intensity residential uses.

In addition to complying with the district and land use regulations outlined in the Land Development Ordinance, the design and construction of any office uses will be reviewed for consistency with the Downtown Design Overlay (DDO) district and the Cedar Street/Bellemeade Area Strategic Plan elements. This will require plans to address fenestration (door and windows), site and building design elements and pedestrian-orientation to allow compatibility with existing residential development in the area. The additional conditions offered by the applicant illustrate the intent to adequately address the both the Cedar Street Plan and the DDO.

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 healthy and diversified economy.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-C-M** (Conditional District-Commercial-Medium)

zoning district.

Additional Information

**Spring Street Office Building – Transportation Impact Analysis
Greensboro, NC
Prepared for LindBrook Development Services
October 9, 2015**

Executive Summary

The proposed Spring Street Office Building is located on the south side of Battleground Avenue between Spring Street and Cedar Street in Greensboro, North Carolina. As currently planned, this development will consist of a three (3) story office building with a total of 75,000 square feet. A total of approximately 153 surface parking spaces and 80 subsurface parking deck spaces will be provided on site. The site plan proposes three (3) access points to the site, including two (2) accesses on Spring Street and one (1) access on Cedar Street.

DAVENPORT 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:

- Battleground Avenue at Fisher Avenue / Edgeworth Street
- Battleground Avenue at Spring Street
- Spring Street at Fisher Avenue
- Smith Street at Spring Street
- Battleground Avenue at Cedar Street
- Smith Street at Cedar Street
- Spring Street at Site Access 1
- Spring Street at Site Access 2
- Cedar Street at Site Access 3

This development is planned to be complete by 2017. A study year of 2018 (built out plus one year) was used for analysis purposes. The study intersections were analyzed for AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2015 Existing Conditions
- 2018 Future No Build Conditions
- 2018 Future Build Conditions
- 2018 Future Build with Improvements

This Transportation Impact Analysis (TIA) was carried out based on Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) typical standards. Information regarding the property was provided by the developer, LindBrook Development Services.

Discussion of Results

The results of the level of analysis are discussed by intersection below.

Battleground Avenue at Cedar Street

This unsignalized intersection currently operates at LOS B during the AM and PM peaks. In 2018 future no build conditions, LOS B is expected in AM and PM peaks. With the addition of site traffic, LOS B is expected in AM and PM peaks. No improvements are recommended.

Battleground Avenue at Spring Street

This unsignalized intersection currently operates at LOS B during the AM and PM peaks. In future no build conditions LOS B is expected in AM and PM peaks. With the addition of site traffic, LOS B is expected in AM and PM peaks. No improvements are recommended.

Battleground Avenue at Fisher Avenue / Edgeworth Street

This signalized intersection currently operates at LOS B during AM and PM peaks. In 2018 future no build conditions, LOS B is expected in AM and PM peaks. With the addition of site traffic, the intersection is expected to remain at LOS B in AM and PM peaks. No improvements are recommended.

Cedar Street at Site Access 1

In 2018 future build conditions, this site access is expected to operate at LOS A in AM and PM peaks. The need for auxiliary turn lanes was reviewed based on pages 23 and 27 of the GDOT Driveway Manual. Based on projected volumes, no turn lanes are warranted at this site access. It is recommended that this site access be designed according to the GDOT Driveway Manual.

Spring Street at Site Access 2

In future build conditions, this site access is expected to operate at LOS A in AM and PM peaks. Based on projected volumes, no turn lanes are warranted at this site access. It is recommended that this site access be designed according to the GDOT Driveway Manual.

Fisher Avenue at Spring Street

This unsignalized intersection currently operates at LOS A during the AM peak and LOS B during the PM peak. During both future no build and future build conditions, the intersection is expected to remain at LOS A in the AM peak and LOS B in the PM peak. No improvements are recommended.

Spring Street at Site Access 3

In 2018 future build conditions, this site access is expected to operate at LOS A in AM and PM peaks. Based on projected volumes, no turn lanes are warranted at this site access. It is recommended that this site access be designed according to the GDOT Driveway Manual.

Smith Street at Cedar Street

This unsignalized intersection currently operates at LOS B during the AM and PM peaks. In 2017 future no build conditions LOS B is expected in AM and PM peaks. With the addition of site traffic, LOS C is expected in the AM peak and LOS B in the PM peak. No improvements are recommended.

Smith Street at Spring Street

This signalized intersection currently operates at LOS B during the AM peak and LOS C in the PM peak. In future no build conditions, LOS B is expected in the AM peak and LOS C in the PM peak. With the addition of site traffic, the intersection is expected to remain at LOS B and LOS C in AM and PM peaks, respectively. No improvements are recommended.

The recommended improvements at the study intersections are shown in Figure A.

Site Access Throat Distance

The internal throat distance for the site accesses was reviewed using the GDOT Driveway Manual, which states that the distance from the adjacent street right of way to the near side of any internal service drive or parking aisle should be 25 feet, or greater than the expected inbound queue at the location. The expected inbound queue was calculated per the Driveway Manual as the peak hour volume entering the site access multiplied by a factor of 0.833. Table A below presents the results and throat distances that will be required.

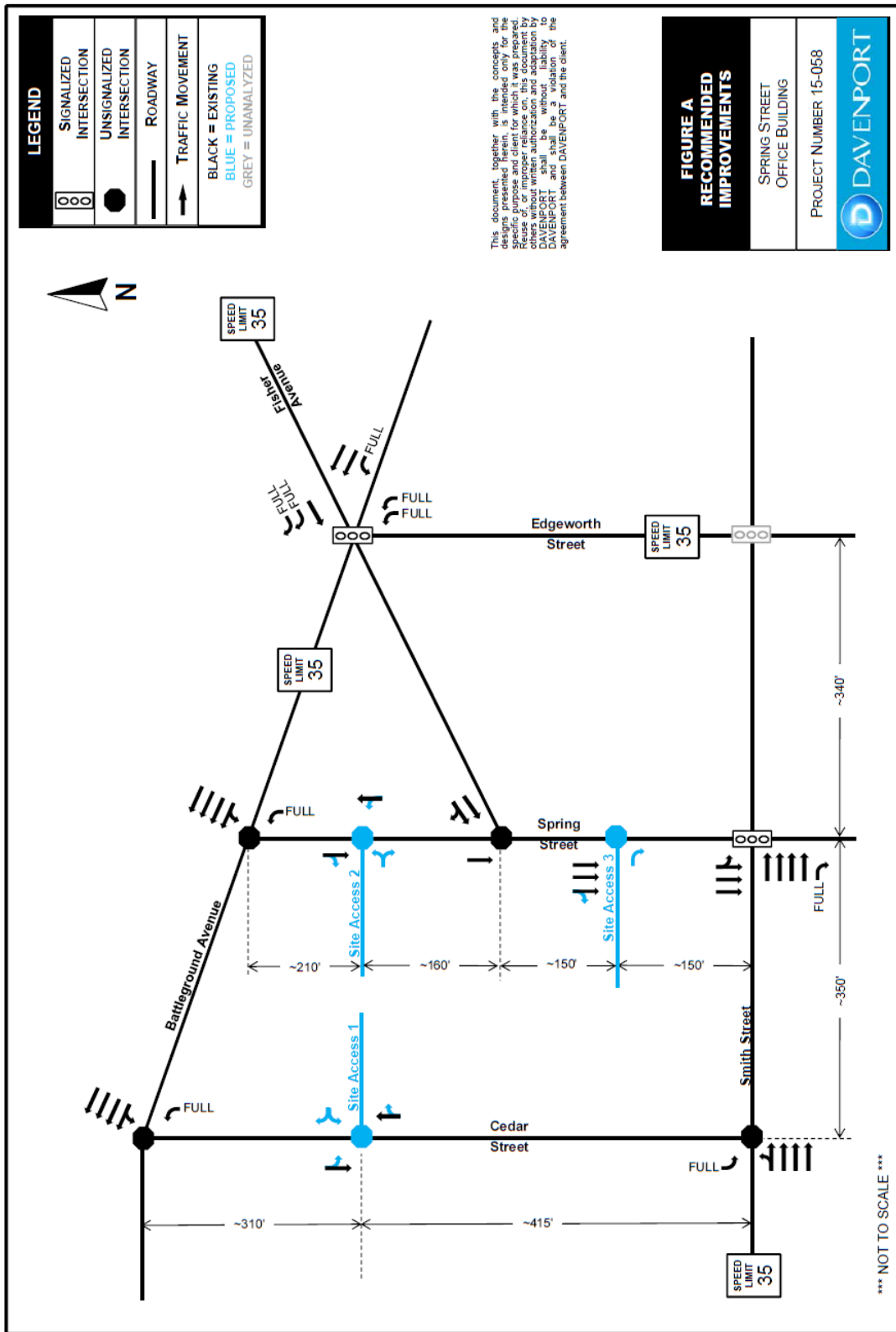
Table A – Site Access Throat Distance			
	AM Peak Hour Entry Volume	PM Peak Hour Entry Volume	Throat Distance Required *
Site Access 1 at Cedar Street	54	12	50 feet
Site Access 2 at Spring Street	60	13	50 feet
Site Access 3 at Spring Street	6	1	25 feet

Required throat distance calculated as (5/6) * peak hour entry volume, rounded up or down to nearest 25 foot increment

Level of Service Summary

Table B summarizes the level of service analysis at the study intersections:

Table B - Level of Service Summary			
AM Peak	2015 Existing	2018 Future No Build	2018 Future Build
Battleground Avenue at Cedar Street	B (10.3) NB Approach	B (10.5) NB Approach	B (10.9) NB Approach
Battleground Avenue at Spring Street	B (10.3) NB Approach	B (10.5) NB Approach	B (11.6) NB Approach
Battleground Avenue at Fisher Avenue / Edgeworth Street	B (14.0)	B (14.2)	B (14.4)
Cedar Street at Site Access 1			A (8.8) WB Approach
Spring Street at Site Access 2			A (8.6) EB Approach
Fisher Avenue at Spring Street	A (9.3) SB Approach	A (9.4) SB Approach	A (9.5) SB Approach
Spring Street at Site Access 3			A (9.0) EB Right
Smith Street at Cedar Street	B (13.9) SB Approach	B (14.5) SB Approach	C (16.1) SB Approach
Smith Street at Spring Street	B (15.4)	B (16.3)	B (16.3)
PM Peak	2015 Existing	2018 Future No Build	2018 Future Build
Battleground Avenue at Cedar Street	B (12.9) NB Approach	B (13.3) NB Approach	B (14.0) NB Approach
Battleground Avenue at Spring Street	B (12.8) NB Approach	B (13.3) NB Approach	B (14.0) NB Approach
Battleground Avenue at Fisher Avenue / Edgeworth Street	B (18.8)	B (19.4)	B (19.4)
Cedar Street at Site Access 1			A (8.8) WB Approach
Spring Street at Site Access 2			A (8.7) EB Approach
Fisher Avenue at Spring Street	B (10.0) SB Approach	B (10.2) SB Approach	B (10.5) SB Approach
Spring Street at Site Access 3			A (9.6) EB Right
Smith Street at Cedar Street	B (11.0) SB Approach	B (11.4) SB Approach	B (12.0) SB Approach
Smith Street at Spring Street	C (21.8)	C (24.1)	C (25.1)
LOS (delay in seconds)			
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			



Summary and Conclusion

The proposed Spring Street Office Building is located on the south side of Battleground Avenue between Spring Street and Cedar Street in Greensboro, North Carolina. As currently planned, this development will consist of a three (3) story office building with a total of 75,000 square feet. A total of approximately 153 surface parking spaces and 80 subsurface parking deck spaces will be provided on site. The site plan is shown on the following page (Figure 1).

Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 152 trips in the AM peak and 162 trips in the PM peak. The site is also located in the vicinity of downtown Greensboro, accessible by sidewalks, transit, and the future Downtown Greenway. With the effects of multimodal trip reduction, the trip generation potential is 137 net trips in the AM peak and 146 net trips in the PM peak.

DAVENPORT 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 level of service analysis indicates LOS C or better conditions at the study intersections during AM and PM peaks. The need for auxiliary turn lanes at the site accesses was reviewed based on pages 23 and 27 of the GDOT Driveway Manual. Based on projected volumes, no turn lanes are warranted at the site accesses. It is recommended that all site accesses be designed according to the GDOT Driveway Manual. The recommended improvements are illustrated in Figure A.

The required throat distance (between the adjacent street and nearest internal driveway or aisle) was calculated for each access based on the GDOT Driveway Manual. Based on projected volumes, 50 feet of throat distance will be required at Accesses 1 and 2, and 25 feet at Site Access 3.

In conclusion, this study has reviewed the impacts of both background traffic and proposed development traffic, and has determined that with the recommended improvements in place, there will be adequate capacity to accommodate future site traffic.