



## Z-10-03-002

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

Zoning Commission Hearing Date: March 8, 2010

#### GENERAL INFORMATION

**APPLICANT** Henry Isaacson for H 1010, LLC  
**HEARING TYPE** Rezoning  
**REQUEST** **HI** (Heavy Industrial) to **CD-PDI** (Conditional District-Planned Unit Development-Infill)

#### **CONDITIONS**

1. All uses allowed in the PDI zoning district **except** for the following: Automobile Sales (no service); Automobile Repair Services, Major; Automobile towing; Pest and Termite Control; Truck Terminals; Bingo Games; Coin Operated Amusement; Fortune Tellers, Astrologers; Billiard Parlors; Funeral Homes or Crematoriums; Convenience Stores with fuel pumps; Pawn Shops; Service Stations, gasoline; Bus Terminals; Taxi Terminals; Sexually Oriented Businesses; Junked Motor Vehicles; Shelters for the Homeless; Motor Vehicle Sales.
2. Any structures built within 250 feet of Oakland Avenue shall have a maximum height of six stories above the average elevation of finished grade.
3. Any structures built within 315 feet of Hiatt Street shall have a maximum height of three stories above the average elevation of finished grade.
4. The developer must reserve either 2.25 acres or 40,000 square feet of building area within the subject property for non-residential uses (the "Non-Residential Reserved Area").
5. Developer shall provide direct pedestrian access from Howard Street to at least 50% of the Non-Residential Reserved Area. In addition, Developer will ensure that at least 50% of the Non-Residential Reserved Area will be visible from Howard Street. Non-Residential use of the Boiler Room building with good access and visibility provided to Howard Street would fit these guidelines.
6. 51% of the original structure of the main building will be preserved to the extent where economically feasible. If severe damage or structural deterioration is discovered in portions of the main building, preservation of these

portions of the building may be judged infeasible. Likewise, preservation of the 51% or more of the remaining sound sections of the main building would be undertaken with development of this site to the extent it is deemed historic by the State of North Carolina, and to the extent it is economically feasible.

**LOCATION** **2610 Oakland Avenue**, generally described as north of Oakland Avenue, south of Hiatt Street, east of South Lindell Road and west of Howard Street

**PARCEL ID NUMBER (S)** **00-00-0165-0-0006-00-001**

**PUBLIC NOTIFICATION** The notification area for this public hearing was 600 feet (Chapter 30-9-1.2 of the City 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). **72** notices were mailed to those property owners in the mailing area.

**TRACT SIZE** ~8.72 acres

**TOPOGRAPHY** Generally flat

**VEGETATION** Scanty vegetation

**SITE DATA**

<b>Existing Use</b>	Abandoned industrial building	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	RM-18 (Residential-Multi Family)	Manufactured Housing Subdivision
E	HI (Heavy Industrial)	Sherwin-Williams Company
W	HI (Heavy Industrial), LI (Light Industrial) and CD-RM-26 (Residential-Multi Family)	T & M Machine Company and Campus Crossing apartments
S	HI (Heavy Industrial)	Norfolk Southern Railway Yard

**Zoning History**

<b>Case #</b>	<b>Date</b>	<b>Request Summary</b>
		This property has been zoned LI since July 1, 1992. Prior to the implementation of the Unified Development Ordinance (UDO), it was zoned IND L

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(HI)</b>	Requested <b>(CD-PDI)</b>
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities. The district is established for the purpose of providing appropriate locations and development regulations for uses, which may have significant environmental impacts or require special measures to ensure compatibility with adjoining properties.	Primarily intended to accommodate residential, commercial, office, and neighborhood business uses developed on small tracts of land as infill development within currently built up areas in accordance with a unified development plan

*\*These regulations may not reflect the actual requirements for all situations; see the City of Greensboro Zoning Code for actual regulations for site requirements for this zoning district.*

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation – N/A**

Spring Garden Street Pedestrian Scale Overlay

**Environmental/Soils**

Water Supply Watershed	Site drains to North Buffalo Creek
Floodplains	N/A
Streams	N/A
Other:	Existing BUA is grandfathered.

**Utilities**

Potable Water  
Waste Water

**Airport Noise Cone**

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

**Landscaping Requirements**

Location	Required Planting Yard Type and Rate
North	Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100'
South	Exempt – RR R-O-W
East	Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100'
West	Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100'

### Tree Preservation Requirements Acreage

### Requirements

8.72 All trees 4" or greater DBH which are located within the required planting yards or within 15' of the side and rear property lines, whichever is greater

### Transportation

Street Classification: Oakland Avenue – Collector Street, Howard Street – Local Street, Lindell Road – Collector Street, Hiatt Street – Local Street, Spring Garden Street – Minor Thoroughfare.

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

Traffic Counts: Spring Garden Street – 14,708 (2007).

Trip Generation: 24 Hour = 3,757, AM Peak Hour = 352, PM Peak Hour = 498.

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. There is no existing sidewalk along the frontage of this development nor are there any plans for the City to build sidewalk in this area.

Transit in Vicinity: Yes, route 1, W. Wendover Avenue.

Traffic Impact Study: Yes, required per TIS Ordinance. Please see end of 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-PDI** (Conditional District-Planned Unit Development-Infill) zoning would allow land uses that are compatible with the general character of the area. The proposed zoning also meets the intent of the Lindley Park Neighborhood Plan adopted in August, 2004.

### Connections 2025 Comprehensive Plan Policies

This site falls within the adopted Lindley Park Neighborhood Plan. The Neighborhood Plan identifies this location **Mixed Use Commercial/Planned Development (MUC/PD)**. The requested **CD-PDI** (Conditional District-Planned Unit Development-Infill) zoning district is consistent with this GFLUM designation.

### Connections 2025 Written Policies

Reinvestment/Infill Goal: 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.

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

*POLICY 5D:* Preserve and promote Greensboro's historic resources and heritage.

*POLICY 5F.2:* Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

*Housing and Neighborhoods Goal:* 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 6A.2:* Promote mixed-income neighborhoods.

*POLICY 6A.4:* Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

Including protection against incompatible commercial encroachments into residential neighborhoods

*POLICY 6B.2:* Promote rehabilitation of historic houses and buildings.

*POLICY 6B.3:* Improve maintenance of existing housing stock.

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

*Economic Development Goal:* 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.

**From the Adopted Lindley Park Neighborhood Plan (Former Rolane Mill complex/Transit Oriented Development Site) –** The former Rolane Mill property provides a unique opportunity to undertake larger-scale mixed use development. The building itself should be preserved and renovated and the adjoining properties development to enhance the overall block. Should the opportunity emerge, combine this development plan with the properties between Hiatt Street and Spring Garden Street to create a cohesive and unified development plan for the larger block. The plan also suggests that the potential location of a future light-rail transit stop be a consideration in any development plans for the property.

### **Connections 2025 Map Policies**

*Mixed Use Commercial/Planned Development (Lindley Park Neighborhood Plan):* This category provides for a large-scale mix of commercial, offices, and residential uses at the Former Rolane Mill site. The building itself should be preserved and renovated along with the adjoining properties to enhance the overall block. The development of this area should occur in a cohesive and planned fashion to create a pedestrian oriented environment where people can enjoy a wide range of fulfilling experiences in one place. It is important the development of this area does not occur in a piece-mill or haphazard manner.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

Lindley Park Neighborhood Plan - The Lindley Park Neighborhood Plan, adopted August 17, 2004, designates this property as a new commercial center between Lindell Road and Howard Street, specifically referring to the Rolane Mill property. The Plan calls for a mixture of residential and commercial uses that have design and character that reflect the Lindley Park neighborhood. It suggests retaining the original buildings if possible and designing a neighborhood that allows for transit and pedestrian connectivity to Spring Garden Street and surrounding areas.

**Other Plans - N/A**

### **Staff/Agency Comments**

**Water Resources - N/A**

### **Housing and Community Development**

This proposal appears to be consistent with the applicable portions of the Lindley Park Neighborhood Plan, the Spring Garden Street Pedestrian Scale Overlay District, the Connections 2025 Comprehensive Plan. In light of the proximity of the subject site to the heavily traveled bicycle lanes on Spring Garden Street, transportation efficiency and long-term quality of life for residents would be greatly enhanced by provision of secure, accessible bicycle storage facilities, for each residential structure. Applicant is strongly encouraged to discuss this proposal with representatives of the Lindley Park Neighborhood Association.

### **Planning**

The subject property consists of an industrial building which previously housed the Rolane Manufacturing Plant. Active use of the subject site has since been discontinued and it is the intention of the applicant to rezone the approximately 8.72 acre property to CD-PDI (Conditional District-Planned Unit Development- Infill) zoning designation to allow the redevelopment of the entire site for an infill, development which will consist of a mix of residential and some commercial components.

The subject site is adjoined to the south, east and west by industrial uses and to the north by residential uses. Notable uses in the immediate vicinity is the Norfolk Southern railway yard to the south, a Sherwin-Williams facility to the east, several machine shops and chemical factories to the west and apartments and a manufactured housing park to the north.

The subject property is located within the adopted Spring Garden Street Pedestrian Scale Overlay District (PSO) which is intended to implement Lindley Park's vision for an enhanced and revitalized Spring Garden Street corridor. The adopted Spring Garden Street Pedestrian Scale Overlay District outlines standards designed to "ensure quality and compatible development or redevelopment through use of flexible and clear design guidance." The major objectives of the Overlay District are to enhance the walkability and pedestrian experience along Spring Garden Street, provide identified opportunities for the development of enhanced neighborhood retail destinations, identify areas to be retained for industrial uses and provide enhancements needed for the viability of these uses, provide for a diverse scale of residential development opportunities that retain and enhance the character of the corridor, develop signature gateways at the east and west entrances to the neighborhood along Spring Garden

Street, and develop guidelines for developers, builders, and residents to implement the vision of the Lindley Park Neighborhood Plan.

Staff has been working hard with the applicant; especially as it pertains to the conditions associated with this request. To this end, staff has suggested that the applicant reword conditions 5 and 6 to bring it in-line with the intent and purpose of the zoning code and the adopted Lindley Park Area Plan and to also make condition #6 enforceable. Notable among the suggested changes are the following (*see suggested changes in bold and underlined*):

5. Developer shall provide direct pedestrian access from Howard Street to at least 50% of the Non-Residential Reserved Area. In addition, Developer will ensure that at least 50% of the Non-Residential Reserved Area will be visible from Howard Street. Non-Residential use of the Boiler Room building, with good access and visibility provided to Howard Street, ~~would fit these guidelines.~~ **is eligible to be included in the above calculations.**
6. 51% of the original structure of the main building will be preserved to the extent where economically feasible. If severe damage or structural deterioration is discovered in portions of the main building, preservation of these portions of the building may be judged infeasible. Likewise, preservation of the 51% or more of the remaining sound sections of the main building would be undertaken with development of this site to the extent it is deemed historic by the State of North Carolina, and to the extent it is economically feasible. **The determination of the structural integrity and the economic feasibility of the preservation of the structure, as outlined above, shall be documented and certified by a licensed engineer or architect and provided to City staff upon request.**

Staff believes that the application of the Planned Unit Development concept will allow for different arrangement of buildings, parking areas and open spaces to provide a development functioning as a cohesive, unified project. Staff is of the opinion that this request is generally consistent with the intent and purpose of the Comprehensive Plan policies.

### **STAFF RECOMMENDATION**

Staff recommends **approval** of the requested **CD-PDI** (Conditional District-Planned Unit Development-Infill) zoning district.

## 2610 Oakland Avenue Mixed-Use Development – Revised Transportation Impact Analysis

Prepared for Kotis Properties Inc.  
Revision Date: February 17, 2010

### Executive Summary

The proposed mixed-use development is located at 2610 Oakland Avenue, on the northwestern quadrant of the intersection of Oakland Avenue and Howard Street in Greensboro, North Carolina. As currently planned, the site will contain 40,000 square feet of general office building and 234 apartment units with a total of 936 persons. The site plan proposes four full access points on the following streets: Oakland Avenue, Howard Street, S. Lindell Road and Hiatt Street (see Figure 1 - site plan).

The original study was carried out in August 2008 which was not submitted. The study was updated to reflect current traffic volumes in January 2010 and was submitted to GDOT. The developer has now modified the site to include the 40,000 square feet of general office, in addition to the 234 apartment units formerly considered, hence the need for a revised traffic study.

Davenport Transportation Consulting 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 build-out analysis year for this project was assumed to be 2011. Three intersections were analyzed during the AM and PM peaks.

The Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Traffic Impact Analysis (TIA). Information regarding the property was provided by Kotis Properties, the developer.

The following is a summary of the comments regarding our assessment of the study intersections:

#### ***Spring Garden Street at Howard Street***

A turn lane warrant analysis shows that this intersection will warrant a westbound left turn lane on Spring Garden Street with 175 feet of storage based on projected volumes.

In order to mitigate the LOS F conditions and satisfy GDOT requirements, the following improvements are necessary:



- Restripe a 175-foot westbound left turn lane on Spring Garden Road. This improvement will require the elimination of on-street parking spaces on the westbound and eastbound approaches on Spring Garden Road near Howard Street, as well as realigning the existing bicycle lanes. GDOT has indicated that restriping this intersection will require overlay.
- Additionally our analysis indicates that a traffic signal will be necessary at this location at some point in the future as this project develops. It is GDOT policy that traffic signals be installed ONLY when warranted, and not based on anticipated future volumes. Based on this, we recommend that this intersection be monitored for signalization if/when warranted.

In the development of site plan, this site should be designed such that Howard Street will be the main (primary) route to this site because of the wide (30') pavement width and neighboring industrial land uses along Howard Street.

#### ***Spring Garden Street at South Lindell Street***

With the addition of site traffic, this intersection is projected to function at LOS D during the AM peak and LOS F for northbound minor street movements during the PM peak period. This development contributes 16.1% and 14.1% more traffic to the intersection during AM and PM peaks, respectively. However, it should be noted that these delays are limited to the PM peak and are expected to be short-lived. This is a very typical condition for minor side street movements onto major streets like Spring Garden Street. Because of this, and our recommendations that Howard Street serve as the main access from Spring Garden, no improvements are recommended at this intersection.

#### ***South Holden Road @ Oakland Avenue***

This unsignalized intersection is expected to operate at LOS F during existing and future no build scenarios for AM and PM peaks. The LOS F condition is mainly due to a lack of sufficient gaps for left-turning vehicles from Oakland Avenue.

With the addition of site traffic, the level of service remains at LOS F during both peaks. Again, this LOS F condition is due to insufficient gaps for left-turning vehicles from the side street. It should be noted that this development can be expected to increase traffic at this intersection by only 1.9% during the AM peak and 1.8% during the PM peak. This is a relatively small percentage of the overall traffic at this intersection. We recommend that GDOT continue to monitor this intersection. Should any safety issues develop, this intersection should be converted into a directional left-over or right-in/out.

The following table represents the summary of the level of service analysis for existing, future no-build, future build, and future build with improvements

scenarios.

Table A - Level of Service Summary Table				
	Scenario	Spring Garden Street @ Howard Street (Unsignalized)	Spring Garden St @ South Lindell Street (Unsignalized)	South Holden Rd @ Oakland Ave (Unsignalized)
AM Peak	2010 Existing	B (14.6) NB Approach	C (16.3) NB Approach	F (61.9) WB Approach
	2011 Future No-Build	B (14.9) NB Approach	C (16.7) NB Approach	F (68.9) WB Approach
	2011 Future Build	C (24.5) NB Approach	D (25.9) NB Approach	F (71.9) WB Approach
	2011 Future Build plus Improvements	A (8.5) (Signalized)		
PM Peak	2010 Existing	D (33.1) SB Approach	E (37.5) NB Approach	F (625.6) WB Approach
	2011 Future No-Build	E (35.2) SB Approach	E (39.3) NB Approach	F (779.2) WB Approach
	2011 Future Build	F (645.3) NB Approach	F (181.1) NB Approach	F (833.1) WB Approach
	2011 Future Build plus Improvements	B (16.0) (Signalized)		

LOS (delay in seconds); Note for unsignalized conditions, LOS & delay indicates only minor street approach with longest delay

**Recommendations**

Recommendations for improvements to intersection lane geometry in order to address the impacts of this project for intersections in the study area are shown in the following table:

**Table B - Recommended Improvements Summary**

<p>Spring Garden Street @ Howard Street (Unsignalized)</p>	<ul style="list-style-type: none"> <li>• Utilize this intersection as the main access from Spring Garden into the site.</li> <li>• Restripe 175-foot westbound left turn lane on Spring Garden Street. This improvement will require the elimination of on-street parking spaces on the westbound approach on Spring Garden Road. GDOT has indicated that restriping this intersection will require overlay.</li> <li>• We recommend that GDOT monitor this intersection for signalization when warranted.</li> </ul>
<p>Spring Garden Street @ South Lindell Street (Unsignalized)</p>	<ul style="list-style-type: none"> <li>• None Recommended</li> </ul>
<p>South Holden Road @ Oakland Avenue (Unsignalized)</p>	<ul style="list-style-type: none"> <li>• We recommend that GDOT closely monitor this intersection. Should any safety issue develop, this intersection should be converted into a directional left over or a right-in/out.</li> </ul>

**Summary and Conclusion**

This analysis has been conducted based on the scope given by the City of Greensboro Department of Transportation (GDOT). We have identified all anticipated areas of deficiency and made recommendations for improvements wherever possible.

When fully built-out, the 2610 Oakland Avenue Mixed-Use Development will generate 3,757 trips per day. The developer will need to coordinate with the City of Greensboro DOT to determine which improvements will be required and the schedule for their implementation. It is recommended that all driveways into the site should be constructed to comply with GDOT Driveway Manual.

In conclusion, should our recommendations be implemented, this project would not have a serious or detrimental effect on transportation capacity within the study area.