



Z-10-12-001

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

Zoning Commission Hearing Date: December 13, 2010

GENERAL INFORMATION

APPLICANT Megan Mitchell for United House of Prayer
HEARING TYPE Rezoning
REQUEST LI (Light Industrial) to **PUD** (Planned Unit Development)
CONDITIONS 1. Uses: Limited to office, retail and commercial uses and a maximum of 250 multi-family dwellings.
LOCATION **900 East Market Street**, generally described as south of East Market Street, west of South Dudley Street and east of Pastor Anderson Way.
PARCEL ID NUMBER(S) **7864955579**
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). **64** notices were mailed to those property owners in the mailing area.
TRACT SIZE ~13.86 Acres
TOPOGRAPHY Generally Flat
VEGETATION None

SITE DATA

Existing Use	Undeveloped
Adjacent Zoning	Adjacent Land Uses
N C-M (Commercial Medium) and O (Office)	Exxon Service Station, Two Funeral homes, and Episcopal Church
E O (office)	Dudley United House of Prayer Church and American Postal Workers Union Office
W LI (Light Industrial)	United Institutional Baptist Church and Thermal Controls Corporation
S LI (Light Industrial)	Railway Lines

Zoning History

Case #	Date	Request Summary
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This property has been zoned LI (Light Industrial) since July 1, 2010. Prior to the implementation of the Land Development Ordinance (LDO), it was zoned LI.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (LI)	Requested (PUD)
Max. Density:	N/A	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 allow a diverse mixture of residential and/or nonresidential uses and structures that function as cohesive and unified projects. The districts encourage innovation by allowing flexibility in permitted use, design, and layout requirements 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

East Market Street Pedestrian Scale Overlay

Environmental/Soils

Water Supply Watershed	Site drains to North Buffalo Creek
Floodplains	2000ft
Streams	N/A
Other:	A site plan must be submitted to TRC within the 2yrs of BUA removal. BUA from existing site is only grandfathered for two years from removal. If a site plan is not submitted within this time limit, site must then meet current watersupply watershed requirements.

Utilities

Potable Water	N/A
Waste Water	N/A

Airport Noise Cone

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

Landscaping Requirements

Provisions governing landscaping are established by the Unified Development Plan.

Tree Preservation Requirements

Acreage

Requirements

13.86 ac. 10% of lot size if applicable. 2008 aerial photos indicate that the only trees on this site may be growing within the RR R-O-W. If so, then tree preservation is not applicable.

Transportation

Street Classification: E. Market Street – Major Thoroughfare, S. Dudley Street – Minor Thoroughfare, E. Washington Street – Minor Thoroughfare, Pastor Anderson Way – Collector Street.

Site Access: GDOT will approve a maximum of one access point per street frontage. All access(s) must be designed and constructed to the City of Greensboro standards.

Traffic Counts: E. Market Street ADT = 28,250, S. Dudley Street ADT = 11,324.

Trip Generation: 24 Hour = 6,352, AM Peak Hour = 237, PM Peak Hour = 592.

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. Sidewalks exist along the E. Market Street and Pastor Anderson Way frontage.

Transit in Vicinity: Yes, route 10, E. Market Street.

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

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **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 Mixed Use Commercial and Institutional. The requested **PUD** (Conditional District-Planned Unit Development) 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.

POLICY 4C.1: Establish standards for and promote new forms of compact development.

Downtown Goal: Promote reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, to reinforce its importance as the economic, cultural and civic center of the City while protecting its heritage and historic resources and enhancing its urban character.

POLICY 4E: Promote diversification and intensification of downtown Greensboro.

POLICY 4E.2: Support private initiatives for downtown investment.

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.

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.

POLICY 7A.2: Encourage "home-grown" and community-based businesses and entrepreneurs with special emphasis on increasing the number of minority-owned businesses in traditionally underserved parts of the community.

Connections 2025 Map Policies

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.

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

CONFORMITY WITH OTHER PLANS

City Plans

East Market Street Pedestrian Scale Overlay

Other Plans – N/A

Staff/Agency Comments

Water Resources – N/A

Housing and Community Development

The subject site, which covers nearly 14 acres, is the largest vacant parcel on East Market Street and is a key component in the redevelopment of east Greensboro. This parcel is within

the boundaries of the East Market Street Corridor Development Plan Redevelopment Area A, adopted by the Greensboro City Council on June 2, 1998, which designates proposed zoning on the site as CU-PDM to allow for flexible uses including commercial, light industrial, research and development and university-related housing. Although the PUD zoning classification did not exist at the time the Redevelopment Plan was adopted, the requested rezoning from LI to PUD would allow for essentially the same mix of uses. The proposed development appears to substantially comply with the stated intent of the adopted Plan, which calls for a mix of neighborhood retail and affordable housing, serving the surrounding community and students and faculty of the two institutions of higher learning in the East Market Street area (Bennett College for Women and North Carolina A&T State University).

The subject site is also located:

- Within a Reinvestment Corridor as designated by the *Connections 2025* Comprehensive Plan (local);
- Mostly within the West Friendly Avenue Visual Corridor Overlay Zone (local);
- Within the area eligible for Urban Progress Zone Tax Credits (state);
- Within the area eligible for assistance to Small Business Concerns under the federal Historically Under-utilized Business Program (federal);
- Within the area eligible for New Markets Tax Credits (federal); and
Within the area eligible for Recovery Zone Bonds under the American Recovery and Reinvestment Act (federal).

Planning

The subject property, which previously was a postal facility, is currently undeveloped. The applicant proposes to rezone the 13.86-acre subject site to a PUD (Planned Unit Development) zoning designation to allow the redevelopment of the entire site for an infill, mixed use development which will consist of offices, retail and commercial uses and a maximum of 250 multi-family dwellings.

The subject site is adjoined to the north, east and west by institutional uses and to the south by railway lines. Notable uses in the immediate vicinity are the NC Agriculture and Technology State University and Bennett College in addition to a few churches, commercial establishments and industrial uses.

The application of the Planned Unit Development concept to this site will allow for innovative arrangements of buildings, parking areas and open spaces to provide a development functioning as a cohesive, unified project. Staff will strongly encourage the applicant to present, as part of the Unified Development Plan, a diverse mix of uses, housing types, and densities that will not negatively impact the overall mix of uses found in this vicinity and will also 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. The subject property is located within the adopted East Market Street Pedestrian Scale Overlay district, and this project will have to adhere to the requirements of the overlay district if approved.

Staff believes that this request is consistent with the intent and purpose of the zoning code and the Comprehensive Plan (*Connections 2025*). Staff is also of the opinion that the request is generally compatible with the existing development in the surrounding area.

STAFF RECOMMENDATION

Staff recommends **approval** of the requested **PUD** (Planned Unit Development) zoning district.

900 East Market Street Development TIA Executive Summary

The 900 East Market Street Mixed-Use Development (the Project) is located in the block surrounded by Dudley Street, E. Market Street, Pastor Anderson Way, and the Norfolk Southern Railroad (Figure 1). The site is currently unoccupied and is proposed to be developed with 250 apartments and 57,000 sf of commercial area. The site is proposed to be served by two right-in/right-out driveways on E. Market Street, one full-movement driveway on S. Dudley Street, and three full-movement driveways on Pastor Anderson Way. Full buildout is expected to be complete by 2015.

Based discussions with Greensboro Department of Transportation (GDOT), the following intersections are included in the study analysis of the Project impacts:

- Murrow Boulevard / E. Friendly Avenue
- Murrow Boulevard / E. Market Street
- E. Market Street / Pastor Anderson Way
- E. Market Street / Dudley Street

The Preliminary Site Plan indicates that the project is proposed to be served by two right-in/right-out driveways on E. Market Street, one full-movement driveway on S. Dudley Street, and three-full movement driveways on Pastor Anderson Way.

The amount of traffic generated by a new development is a function of the size and type of development. Trip generation data for this report was determined in accordance with the procedures outlined in the Institute of Transportation Engineers (ITE) report entitled *Trip Generation*¹. Trip generation estimates were developed in terms of vehicle trips per average weekday. It is important to note that due to the close proximity of North Carolina A&T State University, and the excellent pedestrian connections in the area, that there is the potential for a large number of trips produced by this development to be non-vehicular trips. Additionally, given the mixed use nature of this development, there is also the potential for significant internal capture, particularly for the retail component. However, to provide a conservative analysis, no reductions were made to the trip generation of this development.

Table 1 ITE Traffic Generation (Vehicle Trips)						
Land Use	Density	24 Hour Volume	AM Peak		PM Peak	
			In	Out	In	Out
Apartments	250 UNITS	1,639	25	101	101	54
Shopping Center	57,000 FT ²	4,713	68	43	214	223
<i>Total New Trips</i>		6,352	93	144	315	277

Table 1 indicates that the proposed development is expected to generate approximately 6,352 trips per average weekday with 237 trips entering / exiting during the AM peak hour and 592 trips entering / exiting during the PM peak hour.

Peak hour traffic counts were collected by Greene Transportation Solutions at the following intersections on the following dates:

<u>Intersection</u>	<u>Date</u>
Murrow Boulevard / E. Friendly Avenue	10/12/2010
Murrow Boulevard / E. Market Street	10/14/2010
E. Market Street / Pastor Anderson Way	10/13/2010
E. Market Street / Dudley Street	10/12/2010

NCDOT traffic volume maps show a decline in traffic volumes along Market Street over the past several years. To accommodate general growth in the area, traffic volumes were increased by 1.0% per year for five years.

To obtain total 2015 Build-Out traffic volumes, the distributed site traffic was added to the background traffic volumes. The AM and PM peak hour turning movements for the studied site accesses and intersections were then calculated and analyzed for the build out year.

The study area intersections were analyzed using the methods outlined in the *Highway Capacity Manual* and Synchro Version 7.0 intersection analysis software. Capacity analyses were performed for the 2010 existing conditions, 2015 No-Build conditions, and 2015 Build-Out conditions for both AM and PM peak hours. Level of Service (LOS) and Delay are show in Table 2 below

TABLE 2 – 900 EAST MARKET STREET DEVELOPMENT						
Level of Service (LOS) and Delay						
Intersection	2010 Existing		2015 No Build		2015 Build	
	AM	PM	AM	PM	AM	PM
Murrow Boulevard / E. Friendly Avenue	B(17.2)	C(21.7)	B(17.6)	C(22.6)	B(18.8)	C(31.9)
Murrow Boulevard / E. Market Street	B(16.1)	C(23.0)	B(16.8)	C(24.6)	B(17.2)	C(34.5)
E. Market Street / Pastor Anderson Way	*(1.6) B(12.5) SBL	*(2.3) B(13.1) SBL	*(1.6) B(12.7) SBL	*(2.4) B(13.3) SBL	*(1.6) B(13.0)SBL	*(2.3) B(14.2)WBL
E. Market Street / Dudley Street	C(23.0)	C(27.2)	C(23.4)	C(28.7)	C(24.7)	C(33.7)
Pastor Anderson Way / Southern Access	n/a	n/a	n/a	n/a	*(0.4) A(0.9)SB	*(0.2) A(1.0)SB
Pastor Anderson Way / Middle Access	n/a	n/a	n/a	n/a	*(0.4) A(0.8)SB	*(0.6) A(1.9)SB
Pastor Anderson Way / Northern Access	n/a	n/a	n/a	n/a	*(1.0) A(1.3)SB	*(1.4) A(2.8)SB
E. Market Street / Western Access	n/a	n/a	n/a	n/a	*(0.6) B(10.8)NBR	*(0.7) B(10.4)NBR
E. Market Street / Eastern Access	n/a	n/a	n/a	n/a	*(0.6) B(10.9)NBR	*(0.6) B(12.2)NBR
S. Dudley Street / Site Access	n/a	n/a	n/a	n/a	*(0.9) B(11.3)EB	*(1.5) C(15.5)EB

Level of Service (Vehicle Delay – sec/veh), Intersection traffic movement

* No overall LOS calculated for unsignalized two-way stop intersections, only overall intersection delay

** Delay exceeds the reasonable limits of Synchro

With dual southbound left turn lanes

This study shows that minor improvements will be required to provide safe and efficient ingress and egress as well as to enhance traffic operations and public safety in the vicinity of the proposed development. Based on the analysis, the following improvements are recommended to be implemented:

- *S. Dudley Street/Site Access*
 - Provide a southbound right-turn lane with a minimum of 250 feet of full-width storage

- *All Site Access Points*
 - All access points should be built to the standards outlined in the City of Greensboro Department of Transportation Driveway Manual.

This study indicates that the proposed development will add traffic on the surrounding roadways and that minor improvements will be needed to provide safe and efficient ingress and egress as well as to enhance traffic operations and public safety in the vicinity of the proposed development. The traffic projected to be generated by the proposed development is not expected to materially endanger public health, safety, or welfare.