



Z-18-11-002

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

Zoning Commission Hearing Date: December 17, 2018

GENERAL INFORMATION

| | |
|----------------------------|---|
| APPLICANT | Covington and Associates for North Carolina A&T State University |
| HEARING TYPE | Rezoning Request |
| REQUEST | R-5 (Residential Single-family - 5) and PI (Public and Institutional) to PUD (Planned Unit Development) |
| CONDITIONS | 1. Uses limited to: a. A maximum of 126 residential dwelling units, b. Nonresidential gross floor area not to exceed 16,622 square feet, and c. Commercial parking. |
| LOCATION | 919-1019 Bluford Street, 1100-1206 Salem Street, 401-403 and 400-406 Boyd Street, 311 and 400-402 Stewart Street, and 400-405 Stedman Street |
| PARCEL ID NUMBER(S) | Multiple parcels. |
| 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). 87 notices were mailed to those property owners in the mailing area. |
| TRACT SIZE | 5.61 Acres |
| TOPOGRAPHY | Sloping |
| VEGETATION | Residential |

SITE DATA

| | |
|-----------------------------------|---|
| Existing Use | Vacant land and single-family dwellings |
| Adjacent Zoning | Adjacent Land Uses |
| N R-5 (Residential-Single Family) | Single-family dwelling |

| | | |
|---|---------------------------------|------------------------|
| E | PI (Public and Institutional) | University |
| W | R-5 (Residential-Single Family) | Single-family dwelling |
| S | PI (Public and Institutional) | University |

Zoning History

| Case # | Date | Request Summary |
|-------------|-------------------------------------|---|
| 3855 & 3857 | August 13, 2012 & September 4, 2012 | Portions of the subject property were rezoned to from R-5 (Residential Single Family – 5) to PI (Public and Institutional) in two different zoning actions. |
| N/A | N/A | The remaining subject properties are currently zoned R-5 (Residential Single Family - 5) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned RS-7 (Residential Single Family). |

ZONING DISTRICT STANDARDS

District Summary *

| Zoning District Designation: | Existing (R-5) | Existing (PI) | Requested (PUD) |
|------------------------------|--|--|--|
| Max. Density: | 5 dwelling units per acre | N/A | N/A |
| Typical Uses: | Typical uses in the R-5 district may include single-family uses. | Typical uses in the PI district include place of religious assembly, hospitals, educational facilities, and parks. | Uses limited to a maximum of 126 residential dwelling units, nonresidential gross floor area not to exceed 16,622 square feet, and Commercial Parking. |

**These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation

The subject site is located within the Central Business Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

Environmental/Soils

Water Supply Watershed Site drains to N. Buffalo Creek, Non-Watersupply Watershed

Floodplains ➤ 2000LF

Streams Existing channel behind 400-404 Stedman Street must be identified. Non-Blue line streams must be identified. If either intermittent or perennial, then a 30ft non-encroachment area will be required or 5x's the channel width, whichever is greater.

Other: If lots are combined to equal 1acre or more, if >1acre is disturbed AND the BUA is increased, site must meet current Phase 2 requirements, Water Quality and Water Quantity Control must be addressed. If lots are combined to <1acre, site must address Water Quantity Control.

Utilities (Availability)

Existing water/sewer available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping:

Landscaping will be determined by the Unified Development Plan. Minimum standards will be those set out in Section 30-10 of the development ordinance, and will include street buffer yards, buffer yards between the site and adjacent properties, and parking lot trees.

Tree Conservation:

For 5.61 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Bluford Street – Local Street.
Salem Street – Local Street.
Boyd Street – Local Street.
Stewart Street – Local Street.
Stedman 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: Not available at time of print.

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 a portion of the frontage of these properties.

| | |
|-----------------------------|--|
| Transit in Vicinity: | Yes, GTA Route 14 (Bessemer Avenue / Phillips Avenue) is within 900' of subject site, along E Lindsay Street. |
| 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/POLICY ANALYSIS

Land Use Compatibility

The proposed **PUD (Planned Unit Development)** zoning, as conditioned, would allow land uses that are compatible with the general character of the area.

Connections 2025 Comprehensive Plan Policies

The Generalized Land Use Map designates this subject site as **Institutional**. The requested **PUD (Planned Unit Development)** zoning district, as conditioned, is generally consistent with the **Institutional** future land use designation. The Growth Strategy Map designates the subject site as being within the NC A&T State University 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 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.

Housing and Neighborhoods, Goal 6: 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 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

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

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

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

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.

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 Cumberland Courts neighborhood, within which the subject site is predominantly located.

Staff Analysis

The 5.61 acre subject property is made up of 31 individual properties, which either contain single-family dwellings or are currently vacant. The properties are currently zoned R-5 and PI. North and west of the request are single-family dwellings (zoned R-5). South and east of the request are university uses (zoned PI).

The Comprehensive Plan's Future Land Use Map currently designates this site as Institutional. The Institutional designation applies to university and college campuses, major medical/health care concentrations, and similar large-scale institutional activity centers. The rezoning request is generally consistent with the Institutional future land use designation. The Growth Strategy Map also designates the subject site as being within the NCA&T State University Reinvestment Area. 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.

The requested PUD (Planned Unit Development) zoning district will allow a mix of residential and commercial uses directly supporting the university campus. The request, as conditioned, is generally compatible with both adjacent residential and institutional development and supports the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods. It is also consistent with the Economic Development goal to 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.

The 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 **PUD** (Planned Unit Development) zoning district.

**NC A&T Bluford Street Student Housing Development – Transportation
Impact Analysis
Greensboro, NC**

**Prepared for NC A&T State
University Original: September 17,
2018
Revised: November 9,**

2018 Executive Summary

The proposed NC A&T Bluford Street Student Housing Development is to be located on the north side of Bluford Street across from Nocho Street in Greensboro, North Carolina. As currently planned, the proposed development will consist of a 429- bedroom residence hall and approximately 2,325 square feet of retail space. Four new surface parking lots with a total of 252 parking spaces will be associated with the proposed development.

A traffic impact analysis (TIA) was originally prepared and dated September 17, 2018. This TIA was updated on November 9, 2018 to address review comments.

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:

- East Lindsay Street at North Dudley Street / Yanceyville Street
- East Lindsay Street at Stewart Street
- East Lindsay Street at Boyd Street
- North Dudley Street at Salem Street
- Salem Street at Stewart Street
- North Dudley Street at Bluford Street
- Bluford Street at Stewart Street / Nocho Street

The expected build-out year for this development is 2019. A study year of 2020 (build 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:

- 2018 Existing Conditions
- 2020 Future No Build Conditions
- 2020 Future Build Conditions

The Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by the architect, Clark Nexsen, and NC A&T State University staff.

Discussion of Results

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

East Lindsay Street at North Dudley Street / Yanceyville Street

This signalized intersection currently operates at LOS B during the AM and PM peaks. In 2020 no-build conditions with the construction of the intersection improvements associated with Summit Avenue Streetscape Project, LOS B is anticipated during the AM and PM peaks. With the addition of site generated traffic, LOS B is maintained during both peak periods. No improvements are recommended.

East Lindsay Street at Stewart Street

This unsignalized intersection currently operates at LOS A during the AM peak and LOS B during the PM peak. In 2020 no-build conditions with projected growth in background traffic, LOS A is expected during the AM peak and LOS B is maintained during the PM peak. With the addition of proposed site traffic, LOS B is anticipated during the AM and PM peaks. No improvements are recommended.

East Lindsay Street at Boyd Street

In existing conditions, this unsignalized intersection operates at LOS A during the AM peak and LOS C during the PM peak. In 2020 future no-build conditions and build conditions, the level of service is expected to remain the same in both the AM and PM peaks. No improvements are recommended.

North Dudley Street at Salem Street

In existing conditions, this unsignalized intersection operates at LOS B in both the AM and PM peaks. In 2020 future no-build conditions and build conditions, the level of service is expected to remain the same in both the AM and PM peaks. No improvements are recommended.

Salem Street at Stewart Street

This unsignalized intersection currently operates at LOS A during the AM and PM peaks. LOS A in the AM and PM peaks is anticipated in future no-build conditions. With the addition of proposed site traffic, LOS A is maintained during both the AM and PM peaks. No improvements are recommended.

North Dudley Street at Bluford Street

This signalized intersection currently operates at LOS A during the AM and PM peaks. In 2020 future no build conditions, with projected growth in background traffic LOS A is anticipated during the AM and PM peaks. In 2020 future build conditions, LOS A is anticipated during both the AM and PM peaks. No improvements are recommended.

Bluford Street at Stewart Street / Nocho Street

In existing conditions, this unsignalized intersection operates at LOS B during the AM peak and LOS A during the PM peak. In 2020 future no-build conditions, the level of service is expected to remain the same in both the AM and PM peaks. In future build conditions, a roundabout is proposed. A single-lane roundabout is anticipated to operate at LOS A during both the AM and PM peaks. The roundabout was reviewed for a build-out plus 20 years design life analysis per NCDOT standards. The roundabout is projected to maintain a v/c below 0.85 and not reach capacity in the 20-year timeframe. The roundabout should be designed in accordance with National Cooperative Highway Research Program (NCHRP) Report 672 – Roundabouts: An Informational Guide, Second Edition.

Level of Service Summary

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

| Table A - Level of Service Summary | | | |
|---|-------------------------|-------------------------|-------------------------|
| AM Peak | 2018 Existing | 2020 Future No Build | 2020 Future Build |
| East Lindsay Street at North Dudley Street / Yanceyville Street | B (17.2) | B (17) | B (17.2) |
| East Lindsay Street at Stewart Street | A (9.7) NB Approach | A (9.7) NB Approach | B (11.3) NB Approach |
| East Lindsay Street at Boyd Street | A (9) SB Approach | A (9) SB Approach | A (9.2) SB Approach |
| North Dudley Street at Salem Street | B (11.4) WB Approach | B (11.6) WB Approach | B (11.1) WB Approach |
| Salem Street at Stewart Street | A (9) SB Approach | A (9) SB Approach | A (9.2) SB Approach |
| North Dudley Street at Bluford Street | A (3.9) | A (4) | A (5) |
| Bluford Street at Stewart Street / Nocho Street | B (10.3) SB Approach | B (10.3) SB Approach | A (4.6) Roundabout |
| PM Peak | 2018 Existing | 2020 Future No Build | 2020 Future Build |
| East Lindsay Street at North Dudley Street / Yanceyville Street | B (16.3) | B (16.6) | B (16.7) |
| East Lindsay Street at Stewart Street | B (11.5) NB Approach | B (11.7) NB Approach | B (13.6) NB Approach |
| East Lindsay Street at Boyd Street | C (20.7) SB Approach | C (22.2) SB Approach | C (24.8) SB Approach |
| North Dudley Street at Salem Street | B (14) WB Approach | B (14.4) WB Approach | B (14.2) WB Approach |
| Salem Street at Stewart Street | A (9.2) SB Approach | A (9.2) SB Approach | A (9.3) SB Approach |
| North Dudley Street at Bluford Street | A (7.9) | A (8.5) | A (9.6) |
| Bluford Street at Stewart Street / Nocho Street | A (9.9) SB Approach | A (9.9) SB Approach | A (4.6) Roundabout |

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

Summary and Conclusion

The proposed NC A&T Bluford Street Student Housing Development is to be located on the north side of Bluford Street across from Nocho Street in Greensboro, North Carolina. As currently planned, the proposed development will consist of a 429- bedroom residence hall and approximately 2,325 square feet of retail space. Four new surface parking lots with a total of 252 parking spaces will be associated with the proposed development. The expected build-out year for this development is 2019. A study year of 2020 (build out plus one year) was used for analysis purposes.

Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 10th Edition), this development has a trip generation potential of 206 trips in the AM peak and 143 trips in the PM peak.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify any transportation improvements that may be required to accommodate the impacts of both background traffic and new development traffic. Overall, the analysis indicates adequate capacity at the study intersections.

In conclusion, this analysis has been conducted based on GDOT guidelines and has determined the potential traffic impacts of this development. With the build-out of the proposed development, the analysis indicates there will be adequate capacity to accommodate future traffic. It is recommended that all site accesses be designed in accordance with GDOT standards. Table C and Figure A summarize the recommendations related to this development.

| Table C – Recommended Improvements | |
|---|--|
| | RECOMMENDATIONS |
| Bluford Street at Stewart Street / Nocho Street | <ul style="list-style-type: none"> The roundabout should be designed in accordance with National Cooperative Highway Research Program (NCHRP) Report 672 – Roundabouts: An Informational Guide, Second Edition. |