



Z-14-10-005

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

Zoning Commission Hearing Date: October 13, 2014

GENERAL INFORMATION

APPLICANT	Redevelopment Commission of Greensboro
HEARING TYPE	Rezoning Request
REQUEST	CD-CB (Conditional District- Central Business) and LI (Light Industrial) to CD-CB (Conditional District-Central Business)
CONDITIONS	<ol style="list-style-type: none">1. All uses allowed in the Central Business district except for the following: junked motor vehicles, car washes, laundry or dry cleaning plants, large appliance repairs, truck and trailer leasing, building supply sales, convenience stores and service stations with fuel pumps, motor vehicle and boat sales, drive-in and drive thru restaurants and tire sales.2. No parking shall be located closer to the street right-of-way than the front façade of newly constructed buildings on the lot, except for designated loading and drop off zones.3. Surface parking visible from a public street shall be screened with decorative fencing and/or landscaping. Fencing used to screen parking areas shall be a minimum of seventy percent (70%) open. Chain link fence is prohibited.4. No loading docks shall be located facing South Elm Street or East Lee Street.5. A minimum of 35% of the first story façade of buildings fronting South Elm Street and East Lee Street for any use other than residential shall be transparent glass. A minimum of 20% of the first story faced of buildings fronting South Elm Street and East Lee Street for residential use shall be transparent glass.6. The first floor height of all non-residential and mixed-use buildings shall be a minimum of twelve feet (12').
LOCATION	Area bound by Lee Street, South Elm Street, Bragg Street, and Arlington Street
PARCEL ID NUMBER(S)	7864527849, 7864527558, 7864528677, 7864620951, 7864621929, 7864630101, 7864631046, 7864631143, 7864630295, 7864630249, 7864630209, 7864539246, 786434166, 7864636205, 7864635081, 7864625972, 7864624847, 7864623974, 78623979
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). 136 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~13.281 Acres

TOPOGRAPHY Rolling

VEGETATION None

SITE DATA

Existing Use

Vacant

Adjacent Zoning

Adjacent Land Uses

N	CB (Central Business), C-M (Commercial-Medium), and LI (Light Industrial)	Used car lots and offices and flex space
E	TN (Traditional Neighborhood) and LI (Light Industrial)	Single-family dwellings and an office complex
W	RM-12 (Residential Multifamily), R-5 (Residential Single Family), and PI (Public and Institutional)	Residential uses and offices
S	RM-18 (Residential Multifamily), CD-O (Conditional District-Office) and LI (Light Industrial)	Child day care, offices, and single-family dwellings

Zoning History

Case #	Date	Request Summary
Z-11-03-003	03/14/2011	<ol style="list-style-type: none"> 1. All uses allowed in the Central Business, except for the following Junked motor vehicles, car washes, laundry or dry cleaning plants, large appliance repairs, truck and trailer leasing, building supply sales, convenience stores and service stations with fuel pumps, motor vehicles and boat sales and repairs, drive-in and drive-thru restaurants, tire sales, sexually oriented businesses. 2. No parking shall be located closer to the street right-of-way than the front façade of newly constructed buildings on the lot, except for designated loading and drop off zones. 3. Surface parking visible from a public street shall be screened with decorative fencing and/or landscaping. Fencing used to screen parking areas shall be a minimum of seventy percent (70%) open. 4. No loading docks shall be located facing South Elm Street or East Lee Street. 5. All new buildings shall be set back a minimum of ten feet (10') from the street curb. 6. Non-residential and mixed-use buildings shall be built at or within three feet (3') of the front property line, except for parking decks, buildings set behind or adjacent to a designated green space, and buildings at intersections which provide for a larger pedestrian space at the intersection. 7. A minimum of 2/3 of the first story façade of buildings fronting South Elm Street and East Lee Street shall be windows, of which at least eighty-five percent (85%) shall be transparent. 8. The first floor height of all non-residential and mixed-use buildings shall be a minimum of twelve feet (12').

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-CB)	Existing (LI)	Requested (CD-CB)
Max. Density:	N/A	N/A	N/A
Typical Uses	Solely intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development.	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.	Solely intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development.

**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 is located within the Pedestrian Mixed Use character area of the Downtown Design Overlay Zone. Consult the Downtown Design Manual “Process/Guidelines” and “Appendices” for detailed applicable requirements and design guidance.

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

Environmental/Soils -

Water Supply Watershed Site drains to South Buffalo Creek

Floodplains N/A

Streams N/A

Other: Built Upon Area (BUA) has been considered grandfathered for this site. Any BUA over the grandfathered amount must meet Phase 2 requirements, Water Quality and Water Quantity must be addressed.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a

Landscaping Requirements

**In addition to Condition # 3 above:
Applicability**

The landscaping guidelines of the Downtown Design Overlay apply within this district. Refer to the Downtown Design Manual as a resource for landscape design.

**Tree Preservation Requirements
Acreage**

Requirements

Properties within or surrounded by the Central Business District are exempt.

Transportation

- Street Classification: Lee Street – Major Thoroughfare.
South Eugene Street – Major Thoroughfare.
South Elm Street – Collector Street.
Bragg Street – Collector Street.
Arlington Street - Collector street.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Arlington Street ADT = 1,758 (2012, GDOT).
Bragg Street ADT = 947 (2012, GDOT).
Elm Street ADT = 5,016 (2012, GDOT).
Lee Street ADT = 27,609 (2012, GDOT).
- Trip Generation: Union Square Campus (~7.6 acres): 24 Hour = 11,740, AM Peak Hour = 940, PM Peak Hour = 1,231
- 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 11 (High Point Road) is adjacent to subject site along Lee Street. GTA Routes 12 (Randleman Road / South Elm-Eugene Street) and 13 (Martin Luther King Jr. Drive) are adjacent to subject site, along South Eugene Street. GTA Route 4 (Benbow / Willow Road) is within 0.19 mi of subject site, along Martin Luther King Jr. Drive.
- 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: Phase 1B of the Downtown Greenway project is adjacent to the subject site along Bragg Street and is currently in design and scheduled to begin construction in 2015.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-CB (Conditional District, Central Business)** 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 Residential, Mixed Use Commercial, and Mixed Use Central Business District**. The requested **CD-CB (Conditional District, Central Business)** zoning district is generally consistent with these GFLUM designations. The Growth Strategy Map designates the subject site as being partially within the South Elm-Eugene St/Martin Luther King, Jr. Dr Reinvestment Area and partially within the Downtown 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.

Land Use, Goal 4.2 – Downtown: 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.

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.

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.

Policy 8B: Develop comprehensive pedestrian and bicycle facility networks.

Policy 8C: Improve local transit service.

Policy 8E: Develop a comprehensive parking strategy.

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.

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.

Mixed Use Central Business District – This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the mix and intensity of activities uniquely suited to the central city. This designation is intended to permit a true mix of all uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown. It is particularly important to move the Downtown towards becoming a center of activity not only in the day, but also at night and during weekends, by promoting a mix of commercial, entertainment, residential, and other uses (see policies and narrative in Section 4.5.2). To help achieve this goal, creative forms of housing, such as lofts within restored historic structures and residential units in the often unoccupied second stories above ground-level retail, should be encouraged.

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 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.

Redevelopment Plan – Warnersville III

The Warnersville III Redevelopment Plan established the following general objectives for the area west of the railroad corridor, south of West Lee Street, east of Dillard Street, and north of Whittington Street:

- Acquisition of identified property;
- Relocation of families, businesses, and individuals;
- Demolition of existing structures identified for removal;
- Removal of existing streets identified for abandonment;
- Construction of new streets, sanitary sewers, water mains, storm drainage, parks and playgrounds;
- Provision of a substantial number of housing units at low or moderate cost;
- Proposed changes in zoning; and
- Resale of acquired property, for the purpose of redevelopment, in accordance with Map RP-2 "Land Use Plan" and subject to restrictions and controls specified in the Redevelopment Plan.

Specifically with respect to the subject site, the Land Use Plan designated the property at 1201 South Eugene Street and 107 West Bragg Street for residential (townhouse) development, while the property at 1015 South Eugene Street was designated as Right of Way for the planned West Bragg Street extension.

Redevelopment Plan – South Elm Brownfield

Principles for Redevelopment: These principles were distilled from public comments received at the first public workshop and refined with the CAT and the public during the second workshop. The principles will guide the future planning of both the corridor and the 10-acre redevelopment site.

- Transform this gateway to the city making it visually attractive, safe, and a vibrant destination for a broad range of users.
- Forge connections to the neighborhoods to the east and west of the planning area, as well as to Greensboro's downtown.
- Address existing environmental issues to create an area that is safe, ecologically responsible, and economically viable.
- Support this area's cultural heritage and, to the extent possible, reuse historic buildings to preserve a sense of the character of the district and add value to new developments.
- Restore economic use to the area creating viable opportunities for private investment.
- Establish a mix of uses that creates a unique identity while supporting users of a variety of ages and income levels.

Corridor Vision – Long-term Recommendations:

- 1) Improve South Elm Street with street trees, sidewalks, on-street parking, lighting, and removal or clean-up of overhead utilities.
- 2) Enhance the medians on Lee Street for pedestrian safety.
- 3) Enhance Eugene Street with trees, bus shelters, and improved pedestrian crossings at the intersection with Bragg Street.
- 4) Accommodate the Center City Greenway on Bragg Street with improved sidewalks and landscape improvements.
- 5) Develop a small-scale civic plaza at the Daily Flour Mill site on the corner of Bragg and South Elm streets.
- 6) Restore the stream and greenway along Arlington Street.
- 7) Improve pedestrian connections between the Ole Asheboro neighborhood and the Eugene

Street corridor.

- 8) Establish an open space buffer to the north side of Union Cemetery.
- 9) Enhance Union Cemetery cultural heritage site with fencing and sidewalk upgrades.
- 10) Upgrade pedestrian safety features at the intersection of Eugene and Whittington streets.
- 11) Improve the connection between Vance Street greenway and the Warnersville Recreation Center.
- 12) Improve Arlington Street with curbs, street trees, and sidewalks.

Core Area Redevelopment Plan – Preferred Land Use Alternative:

A Series of Smaller Open Spaces – Smaller green spaces are central to the redevelopment concept.

The provision of well-landscaped courtyards, pedestrian ways, and urban plazas will enhance the experience of residents, shoppers, and workers. Even when privately owned, such spaces can provide visual amenities from the streets, and if properly monitored can remain available for public use during appropriate hours.

Ground-Level Uses for an Active Street – Active ground-level uses will be required on South Elm and Lee streets, the areas in the Core Area closest to existing retail. A combination of larger retailers and smaller-scale “line” retail will be accommodated to ensure opportunities for both local and national retailers. Also, residential uses on Bragg and Arlington streets will be set back from the street at a sufficient distance to allow for front steps, building stoops, and bay windows to ensure “eyes on the street,” modest front yard planting, and signal community pride.

Moderate Building Heights – Allowable building heights will be set at 50 feet throughout the Core Area, responding to the scale of adjacent neighborhoods, particularly the historic mercantile buildings that line South Elm Street north of Lee Street. An exception to this height limit will occur at the lowest point of the site at the northeast corner of Bragg and South Elm streets, where an allowed 150-foot height for a residential tower will enable spectacular views of Greensboro without negatively impacting existing residences or historic buildings. A taller tower structure would be set back from the street frontage and include a lower cornice line consistent with the surrounding (50-foot) building heights.

Parking And Site Access – Parking demand has been satisfied by a combination of central parking structures (less than 3 levels), surface parking lots, and a minimal number of parking garages below residences or commercial buildings. A combination of high water table, site contaminants, and shallow bedrock would argue for minimal excavation and more reliance on surface and above-grade structured parking. The plan locates some below-grade parking where sloping sites allow minimal excavation.

Access to the site should be limited to mid-block locations where there will be minimal conflicts with traffic movements. Fewer curb cuts will maximize street parking, landscape opportunities, and improve pedestrian safety and vehicular circulation. Lee Street should have only a limited number of curb cuts to avoid turning movements that would diminish the street’s through-capacity.

Public Improvement Guidelines:

South Elm Street – South Elm Street will be slightly narrowed to allow for wider sidewalks and tree lawns, to promote healthy tree growth and allow for potential sidewalk sales or seating. Introducing a street character along South Elm Street in the Core Area that is similar to that found along the corridor to the north will strengthen the connection between these segments. Narrowing South Elm Street by 8 feet still allows for 2 travel lanes and 2 parallel parking lanes to support retailers.

Lee Street - Lee Street is a major street that carries approximately 25,000 vehicles per day in 4 lanes with a narrow divider. Sidewalks on the south side are very narrow and will need to be widened to support proposed retail uses, and extra width for a landscape buffer will be especially desirable to separate pedestrians from higher speed traffic given that no parking will be allowed on-street here. Also, the narrow median neither supports vegetation nor provides a sufficient “safe haven” for pedestrians at the South Elm Street and Arlington crossings; widening the median and the sidewalk will require additional right-of-way from the redevelopment parcel.

Bragg Street - An additional 7 feet of width will be necessary on Bragg Street to accommodate a

parallel parking lane on the north side, requiring that additional right-of-way be taken from the redevelopment area to allow for this as well as a more generous pedestrian and planting zone. (Since Bragg Street will serve as the official route of the Center City Greenway, a wider sidewalk than is typical for residential streets is recommended here, to allow for more pedestrians.) Also, an additional minor frontyard setback for new residential development will augment the streetscape improvements with private landscaping and provide some privacy between housing and the street.

Arlington Street - Arlington Street is wider than is necessary to accommodate its traffic demand. By narrowing the street by 4 feet, Arlington sidewalks could widen to include tree lawns at a dimension capable of supporting healthy tree growth; at the same time, the narrower street could continue to accommodate traffic needs with a parallel parking lane with 2 travel lanes. An additional minor front-yard setback for new residential development will provide privacy between housing and the street and allow private landscaping to complement the overall streetscape in the corridor.

Architectural Character:

New construction on Lee Street could reuse portions of the façade of the Bakery, combined with contemporary buildings that use both traditional materials and large glazed areas on the ground floor. This retail frontage should be reminiscent of the retail buildings along South Elm Street north of Lee Street.

A mix of architectural styles on Bragg Street would reflect a range of residential uses including townhouses and apartments as well as mixed-use.

New construction adjacent to the Daily Flour Mill could explore modern materials and forms, to complement and distinguish the historic mill building. Lofts and galleries at the corner of Bragg and South Elm streets would use glazing and industrial materials in keeping with the long-running activities in this district.

South Elm Street could be lined with buildings that vary in materials and styles, as long as they present a continuous street frontage and incorporate glazing to support an active retail district. Extending the visual and architectural qualities of South Elm Street across Lee street is important to draw pedestrians from established shopping areas.

Styles that mimic older architecture have the effect of blurring the line between what is old and what is new, thereby diminishing the cultural authenticity of an historic place. By contrast, new buildings that introduce “edgier” new architecture clearly delineate themselves from any adjacent historic elements. Where adaptive reuse occurs (at the facade of the bakery on Lee Street and the Daily Flour Mill), participants expressed interest in the emergence of new architectural vocabularies not currently seen in the more traditional style of development found in Southside and Ole Asheboro.

Project Requirements:

- 1) All uses must meet a Community Development National Objective (in this case, low/moderate housing and jobs creation).
- 2) All buildings with for-sale, multi-family housing must be at least 51% intended for low/moderate income households.
- 3) All buildings with rental housing units must either: be at least 51% low/moderate income eligible or the low/moderate percentage must be at least equal to the percentage of BEDI/108 funds compared to the total development cost of the building, but not less than 20%.
- 4) Where two or more rental buildings are located on the same or contiguous lots and under common ownership and management, the buildings will be considered a single structure for meeting the low/moderate income requirement.
- 5) The commercial uses associated with the project must create a minimum of 130 qualifying jobs on-site.
- 6) The project must repay the \$3 million CD Section 108 Loan received from HUD.

Other Plans

Downtown Area Consolidated Plan (not adopted)

Policy 1) Promote higher intensity, quality mixed use development in Downtown, with particular

emphasis on pedestrian oriented development that includes the renovation and redevelopment of historic properties.

Strategy a) Identify and prioritize underutilized sites and strategies for redevelopment.

Strategy b) Further evaluate and address impediments to new Downtown investment.

Strategy c) Adopt/implement design overlay for Downtown.

Policy 2) Enhance transportation connections and corridors, with emphasis on linking pedestrian, bicycle, transit and roadway facilities to enhance economic investment, housing and key Downtown destinations.

Strategy a) Complete Downtown Greenway and associated links.

Strategy b) Evaluate/implement Downtown area transit circulator.

Strategy c) Expand transportation options in Downtown.

Policy 3) Develop comprehensive strategies and commitments for public capital investments and development incentive programs to encourage quality private investment.

Strategy c) Leverage Downtown Greenway for new investment.

Policy 4) Strengthen and expand connections between Downtown, adjacent neighborhoods, colleges/universities and other nearby economic drivers.

Strategy a) Remove barriers between Downtown, adjacent neighborhoods and nearby economic drivers.

Strategy b) Identify/enhance key Downtown gateways.

Strategy d) Enhance public safety and appearance between Downtown, adjacent neighborhoods and nearby economic drivers.

Strategy e) Cross promote Downtown, adjacent neighborhoods and nearby economic drivers.

Policy 5) Ensure effective implementation and administration of this plan through specified program and process enhancements, and continued engagement of key stakeholders within and around Downtown and public officials.

Strategy e) Coordinate Downtown Area Consolidated Plan recommendations with other adopted plans and studies.

STAFF ANALYSIS AND RECOMMENDATION

Community Development

Applicant is strongly encouraged to discuss this proposed re-zoning and development with owners of surrounding properties, and with representatives of the Ole Asheboro, Southside, Downtown, and Warnersville neighborhoods within which the subject site is partially located.

The Redevelopment Commission voted unanimously at their September 3rd meeting to support the proposed changes in order to align the zoning conditions more closely with the Downtown Design Overlay and to allow for the most flexibility during development. The addition of the parcel at 1115 South Eugene Street anticipates a second phase of the redevelopment, once redevelopment of the South Elm Street site is underway.

The subject site is located (or partially located, as denoted by *) within the area(s) eligible for the following economic development incentive or assistance program(s):

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

Staff Analysis

The subject site is partly undeveloped and partly occupied by older industrial and commercial buildings. The applicants intend to redevelop this entire site as an infill project to accommodate high intensity, compact urban development with a wide range of uses in a pedestrian-oriented setting.

These properties were rezoned originally in 2008 and again in 2011 to CD-CB (Conditional District-Central Business) zoning district with parking requirements and other restrictions as conditions. The Central Business (CB) zoning district is intended to be more flexible to encourage high intensity, compact urban development and to accommodate a wide range of uses including office, retail, service, institutional and high density residential developments in a pedestrian-oriented mixed-use setting.

When these properties were originally rezoned the Downtown Design Overlay (adopted September 2010), which prescribes a variety of features to encourage quality investment in the downtown area, was not in place. Additionally standards related to required build to lines in the CB district, designed to create strong pedestrian oriented development, were also not in place until the adoption of the Land Development Ordinance (LDO) in July 2010. The proposed changes to the currently approved zoning conditions are a reflection of the desire to bring these conditions in line with these more recently adopted tools for downtown development and provide some additional site flexibility to address unique site constraints, particularly relative to adjacent public rights-of-way.

The subject site is designated primarily as Mixed Use Central Business District. This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the mix and intensity of activities uniquely suited to the central city. This designation is intended to permit a true mix of all uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown.

This proposal meets the Reinvestment/Infill Goal to promote a new form of compact development and also promotes reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, while protecting its heritage and historic resources and enhancing its urban character.

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 will be generally compatible with the existing development and trend in the surrounding area

Staff Recommendation

Staff recommends **approval** of the requested **CD-CB** (Conditional District-Central Business) original zoning district.

Additional Information

**Union Square Development – Transportation Impact Analysis
Prepared for South Elm Development Group, LLC
August 28, 2014**

Executive Summary

The proposed Union Square Development is located on the south side of Lee Street at South Elm Street in Greensboro, North Carolina. As currently planned, the site will consist of 177 apartment units, 31,900 square feet of retail space, 180,000 square feet of office space, and 210,000 square feet of institutional / office building. Two (2) parking decks will serve the parking needs of the site, each with two (2) access points. Figure 1 of the report shows the current site plan.

In July 2012, DAVENPORT completed a transportation impact analysis for build-out of the then called South Elm Development site. However, since that time the site plan has been revised with different land uses. The Greensboro Department of Transportation has requested that a pedestrian accommodations analysis be completed due to the close proximity to downtown Greensboro, UNCG, Bennett College and surrounding residential areas. Hence, this study has been completed to reflect the changes to the site plan with land uses, and to provide a pedestrian analysis.

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:

- West Lee Street @ South Eugene Street
- West Lee Street @ South Elm Street
- West Lee Street @ Arlington Street
- South Elm Street @ Bragg Street
- Arlington Street @ Bragg Street
- West Lee Street @ West Deck Access
- South Elm Street @ West Deck Access
- South Elm Street @ East Deck Access
- Arlington Street @ East Deck Access

These intersections were analyzed for level of service (LOS) under the following conditions:

- 2014 Existing Conditions
- 2017 Future No-Build Conditions
- 2017 Future Build-Out Conditions
- 2017 Future Build-Out Conditions plus Mitigations (as necessary)

The expected build-out year for this project is 2016 but for analysis purposes 2017 was used per Greensboro Department of Transportation (GDOT). Traffic conditions were analyzed for AM (7-9 AM) and PM (4-6 PM) peaks. GDOT was contacted to obtain background information and to determine the elements and study intersections to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by the developer, J. C. Waller & Associates, PC.

Discussion of Results

The results of the study are discussed by intersection below:

South Eugene Street at Lee Street

This signalized intersection currently operates at level of service (LOS) C in the AM peak and LOS D in the PM peak. In 2017 future no build conditions, LOS D is expected in AM and PM peaks. With the addition of South Elm Development site trips, the level of service is expected be a LOS D (38.3 seconds) in the AM peak and LOS E (66.3 seconds) in the PM peak. The optimization of the signal timing by GDOT is recommended to accommodate future traffic. This intersection is expected to operate at LOS D (37.8 seconds) during AM and LOS D (44.3 seconds) PM peaks with traffic signal optimization in place.

South Elm Street at Lee Street

This signalized intersection currently operates at LOS B in 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 proposed site traffic, LOS C (21.1 seconds) and LOS E (66.2 seconds) are expected in AM and PM peaks, respectively. The existing left turn lane storage on Lee Street is adequate to accommodate the future build volumes. Based on projected eastbound right turning traffic volume, a 125 feet eastbound right turn lane on Lee Street is warranted. However, the addition of a right turn lane will create a wider cross section and longer distance for pedestrians to cross. Therefore, in order to achieve an urban design concept and to better accommodate pedestrians, a right turn lane is not recommended. Based on Sim Traffic results, it is recommended the existing 175 feet northbound left turn lane on South Elm Street be extended full length (330 feet) to the West Parking Deck access. The optimization of the signal timing by GDOT is recommended to accommodate future traffic. This intersection is expected to operate at LOS C (21.0 seconds) during the AM peak and LOS D (37.7 seconds) in the PM peak with traffic signal optimization in place.

Arlington Street at Lee Street

This signalized intersection operates at LOS A in existing and future no build AM and PM peaks. With the addition of site traffic, LOS A is expected in the AM peak and LOS C in the PM peak. No improvements are recommended.

South Elm Street at Bragg Street

This unsignalized intersection operates at LOS B in existing and future no build AM and PM peaks. LOS B is expected in AM and PM peaks under future build conditions. No improvements are recommended.

Arlington Street at Bragg Street

This unsignalized intersection operates at LOS A in existing and future no build AM and PM peaks. LOS B is expected in AM and PM peaks under future build conditions. No improvements are recommended.

West Parking Deck Access at Lee Street

This unsignalized intersection is expected to operate at LOS A in the AM peak and LOS B in the PM peaks under future build conditions. No improvements are recommended.

West Parking Deck Access at South Elm Street

This unsignalized intersection is expected to operate at LOS C in the AM peak and LOS F in the PM peaks under future build conditions. It is very typical for driveways along major streets to experience a LOS D or worse during peak periods. However, another exit from the parking deck is provided on Lee Street which can be utilized as a relief valve if the delay at the exit on South Elm Street is excessive. No improvements are recommended.

East Parking Deck Access at South Elm Street

This unsignalized intersection is expected to operate at LOS B in the AM and PM peaks. No improvements are recommended.

East Parking Deck Access at Arlington Street

This unsignalized intersection is expected to operate at LOS B in the AM and PM peaks. No improvements are recommended.

Parking Deck Accesses

The parking deck accesses were assumed to operate with card reader devices entering and exiting the decks. It is recommended to design the access points to ensure that drivers exiting the deck can see pedestrians as they approach the adjacent street. Please note that all driveway connections are required to be constructed to NCDOT/GDOT standards.

Recommended improvements at the study intersections are illustrated in Figure 10 in the report.

Level of Service Summary

Table A presents the summary of the level of service analysis for all study intersections:

Table A - Level of Service Summary					
AM Peak	2014 Existing	2017 Future No Build	2017 Future Build	2017 Future Build plus Improvements	
South Eugene Street at Lee Street	C (34.9)	D (35.8)	D (38.3)	D (37.8)	
South Elm Street at Lee Street	B (13.7)	B (14.4)	C (21.1)	C (21.0)	
Arlington Street at Lee Street	A (4.5)	A (4.6)	A (7.8)		
South Elm Street at Bragg Street	B (10.4) WB Approach	B (10.6) WB Approach	B (11.2) WB Approach		
Arlington Street at Bragg Street	A (9.9) EB Approach	A (10) EB Approach	B (10.3) EB Approach		
West Parking Deck at Lee Street			A (9.5) NB Approach		
West Parking Deck at South Elm Street			C (17.7) EB Approach		
East Parking Deck at South Elm Street			B (10.1) WB Approach		
East Parking Deck at Arlington Street			B (10.7) EB Approach		
PM Peak	2014 Existing	2017 Future No Build	2017 Future Build		2017 Future Build plus Improvements
South Eugene Street at Lee Street	D (46)	D (52.6)	E (66.3)		D (44.3)
South Elm Street at Lee Street	C (27.6)	C (30.9)	E (66.2)		D (37.7)
Arlington Street at Lee Street	A (5.5)	A (5.9)	C (23.8)		
South Elm Street at Bragg Street	B (11.4) WB Approach	B (12) WB Approach	B (13.4) WB Approach		
Arlington Street at Bragg Street	A (9.9) EB Approach	A (9.9) EB Approach	B (10.5) EB Approach		
West Parking Deck at Lee Street			B (10.9) NB Approach		
West Parking Deck at South Elm Street			F (62.8) EB Approach		
East Parking Deck at South Elm Street			B (11.9) WB Approach		
East Parking Deck at Arlington Street			B (11.3) EB Approach		

LOS (delay in seconds)

Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay

Pedestrian Analysis

Pedestrian Level of Service Analysis

An analysis was carried out for pedestrian level of service along the perimeter of the site on Lee Street, Elm Street, Arlington Street and Bragg Street. As mentioned previously, this analysis uses ARTPLAN 2012 software, which is developed by the Florida Department of Transportation and is based on the 2010 Highway Capacity Manual. The pedestrian level of service (LOS) is based on four variables with relative importance; existence of a sidewalk, lateral separation of pedestrians from motorized vehicles, motorized vehicle volumes and motorized vehicle speeds. As in vehicular analysis, LOS ranges from A to F. The numerical score range corresponding to each LOS letter is as follows:

- LOS A: ≤ 2.00
- LOS B: > 2.00-2.75
- LOS C: > 2.75-3.50
- LOS D: > 3.50-4.25
- LOS E: > 4.25-5.00
- LOS F: > 5.00

Some elements that can improve the LOS for pedestrians are a pedestrian refuge island, a landscape barrier that separates sidewalk from roadway, a wider outside roadway lane and/or a transit facility.

With 2018 future build volumes and the facilities shown on the site plan assumed to be in place, the pedestrian level of service results are shown in Table B.

Table B - Pedestrian Level of Service for Peak Hour				
Roadway Segment (along perimeter of site)	Build AM		Build PM	
	LOS	Score	LOS	Score
Lee Street west of South Elm Street	C	3.07	D	3.58
Lee Street between South Elm Street and Arlington Street	B	2.39	C	2.87
South Elm Street between Lee Street and Bragg Street	A	1.50	A	1.72
Arlington Street between Lee Street and Bragg Street	A	1.23	A	1.13

Analysis based on FDOT Quality/ Level of Service Handbook (2012)

Additionally, the 2010 Highway Capacity Manual provides a method of analyzing the level of service for pedestrian crosswalks at a signalized intersection. This evaluates the level of service for a pedestrian crossing the intersections, taking into account factors including the lane geometry, signal timing and phasing, pedestrian volumes and conflicting vehicle volumes at the intersections. The results for the signalized intersection of South Elm Street and Lee Street and Arlington Street and Lee Street are presented in Table C below.

Table C - Crosswalk Level of Service				
Intersection	South Elm Street at Lee Street		Arlington Street at Lee Street	
Peak	2017 AM Future Build	2017 PM Future Build	2017 AM Future Build	2017 PM Future Build
Eastbound Approach	C (2.80)	C (3.06)	C (2.76)	C (3.04)
Westbound Approach	B (2.75)	C (3.04)	C (2.78)	C (3.05)
Northbound Approach	B (2.27)	B (2.39)	A (1.95)	A (1.99)

Southbound Approach	B (2.11)	B (2.27)	A (1.80)	A (1.85)
LOS (crosswalk score)				

Pedestrian Accommodations

In addition to the pedestrian facilities shown on the site plan, the following are recommended to accommodate pedestrians within the project limits:

Lee Street at South Elm Street

In order to accommodate the proposed pedestrian traffic at this intersection, a high visibility crosswalk (10 feet wide- NCDOT minimum) and a pedestrian countdown signal on all approaches. A detailed concept design will be necessary to depict the recommended pedestrian accommodations.

Lee Street at Arlington Street

In order to accommodate the proposed pedestrian traffic at this intersection, a high visibility crosswalk (10 feet wide - NCDOT minimum) and a pedestrian countdown signal on all approaches. A detailed concept design will be necessary to depict the recommended pedestrian accommodations.

Bragg Street

The City of Greensboro Greenway along Bragg Street will be able to accommodate pedestrians.

Segment along Lee Street between South Eugene and Arlington Street within project limits

A minimum of 8-foot wide sidewalk is recommended to accommodate pedestrian traffic.

Summary and Conclusion

The proposed Union Square Development is located on the south side of Lee Street at South Elm Street in Greensboro, North Carolina. As currently planned, the site will consist of 177 apartment units, 31,900 square feet of retail space, 180,000 square feet of office space, and 210,000 square feet of institutional / office building. Based on trip generation equations published in the Trip Generation Manual (Institute of Transportation Engineers, 9th Edition, 2012), this development has a trip generation potential of 11,740 daily trips, with 940 trips in the AM peak and 1,231 trips in the PM peak. With a combined effect of pedestrian and pass-by trip reduction, this development has a trip generation potential of 8,730 net daily trips, 799 net trips in the AM peak and 937 net trips in the PM peak.

DAVENPORT was retained to determine the potential traffic impacts of the proposed Union Square Development and the transportation improvements that may be required to accommodate these impacts.

Overall, our analysis shows that there is adequate capacity at the study intersections to accommodate future traffic. At the intersection of Lee Street at South Elm Street, it is recommended to extend the northbound left turn lane to full length (330 feet) to the West Parking Deck Access and to optimize the signal timing to accommodate future traffic. The signal optimization will improve the intersection of South Eugene Street at Lee Street by 0.5 seconds in the AM and 22.0 seconds in the PM peak and South Elm Street at Lee Street by 0.1 seconds in the AM and 28.5 seconds in the PM peak.

The parking deck accesses were assumed to operate with card reader devices entering and exiting the decks. We recommend designing the access points to ensure that drivers exiting the deck can see pedestrians as they approach the adjacent street.

The Union Square Development is assumed to attract pedestrian traffic since it will have close proximity to downtown, UNCG, Bennett College and surrounding residential areas. Pedestrian facilities are

recommended to accommodate pedestrians within the project limits. At the intersections of Lee Street at South Elm Street and Lee Street at Arlington Street, it is recommended to provide a high visibility crosswalk (10 feet wide -NCDOT minimum) and a pedestrian countdown signal on all approaches. Also it is recommended to provide a minimum of an 8-foot wide sidewalk along the segment of Lee Street between South Eugene Street and Arlington Street within project limits. A detailed concept design will be necessary to depict the recommended pedestrian accommodations.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that with the recommended improvements in place, the traffic generated by the proposed Union Square Development can be accommodated on the surrounding roadway network. The final design will need to be approved by GDOT and NCDOT.