



Z-15-02-002

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

Zoning Commission Hearing Date: February 9, 2015

GENERAL INFORMATION

APPLICANT	TH Koger, LLC
HEARING TYPE	Rezoning Request
REQUEST	CD-BP (Conditional District-Business Park) to CD-RM-18 (Conditional District-Residential Multifamily)
CONDITIONS	1. Uses shall be limited to multifamily dwellings and accessory uses. 2. The building height shall be limited to a maximum of three stories in height.
LOCATION	4904 Koger Boulevard
PARCEL ID NUMBER(S)	7858417139
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). 12 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~10.81 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	None

SITE DATA

Existing Use	Vacant	
	Adjacent Zoning	Adjacent Land Uses
N	HI (Heavy Industrial)	I-40
E	BP (Business Park)	University
W	CD-C-H (Conditional District-Commercial-High)	Retail
S	CD-BP (Conditional District-Business Park)	Office park

Zoning History

Case #	Date	Request Summary
PL(Z) 88-1	January 19, 1988	<p>1. All uses permitted under the Industrial zoning district, including office and office showroom but excluding: contractor's plants or storage yards; crops or tree farming, greenhouses, and truck gardening, including the sale of products raised on the premises; dairy products processing, bottling, and distribution, ice cream manufacture, all on a wholesale basis; farm machinery assembly, repair and sales; feed and seed processing; feed and retail sales; fertilizer retail sales; fertilizer wholesale sales; flour, feed and seed processing; food processing in wholesale quantities; foundaries; funeral homes, undertaking establishments, embalming, including crematoria; hatcheries; hogs, horses, cows, sheep, goats and other livestock; hosiery manufacturer; lumber yards, building materials storage and sales; machine shops; meat processing and packing; plumbing shop and yard; scrap paper or rage storage, sorting or bailing; sheet metal shops; tobacco processing and storage; and veterinary hospitals.</p> <p>2. There shall be constructed and thereafter maintained along the northern boundary of the property, adjacent to the I-40 right-of-way, a thirty (30) foot landscaped buffer, leaving as much natural vegetation, as possible, and along the southernmost boundary of the subject property, adjacent to existing single family residences, an eighty (80) foot landscaped buffer to provide visual screening and slope stabilization consisting of a combination of berming, where practical in light of topography, existing trees and supplemental planting, (landscaped buffer shall be accomplished prior to issuance of a certificate of occupancy for the first building).</p> <p>3. There shall be constructed a public street, running from Stanley Road eastwards a distance of 2,000 feet, to provide access to serve subject property, and the dedication of a 60-foot right-of-way from end of said road to the east property line of subject property.</p> <p>4. The existing lake of the above described property shall be retained and be incorporated in the site plan for said property. Lake may be reconfigured as necessary to meet the water storage needs and site plan requirements.</p> <p>5. Building height along southerly property line bordering single family zoning is limited to a maximum of forty-five (45) feet or three (3) stories.</p> <p>6. Existing Daniel Lumber Company structures to be removed and area seeded within ninety (90) days of final approval of rezoning.</p> <p>7. No vehicular access shall be provided from the subject property across the southernmost property line.</p> <p>8. The intersection of Stanley Road and Creekwood Road will be improved by expanding the north side of the intersection from two lanes to five lanes and the south side from two lanes to four lanes.</p> <p>9. During the site planning process for the property, all reasonable efforts shall be made to locate parking, roads, drives, walkways and drainage in such a manner as to preserve existing significant hardwood trees within the development.</p> <p>10. Parking lot landscaping-There will be planted within parking areas a minimum of 2-inch caliper trees at a ratio of 1 tree for each 20 parking spaces (tree-location and groupings to be adjusted to accommodate preserved existing trees). The total number of trees required per parking lot shall be calculated on a proportionate basis for each phase as developed.</p> <p>11. Building Foundation Perimeter Planting Areas- Trees, shrubs, grass and/or ground cover will be placed in all areas between the building faces and access walks, loading areas, curbs, and perimeter sidewalks.</p> <p>12. Trees will be planted along all exterior property lines at a minimum ratio of at least one 2-inch caliper trees for each 50 lineal feet of perimeter footage, At least 50% of these trees being species with mature heights of at least 30 feet. Preserved existing trees located in perimeter areas may be used to satisfy this condition.</p>

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-BP)	Requested (CD-RM-18)
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Max. Density:	N/A	A maximum of 18.0 units per acre
Typical Uses	Primarily intended to accommodate office complexes, warehouses, research and development, and assembly uses on large sites in a planned, campus-like setting that emphasize natural characteristics and landscaping.	Primarily intended to accommodate multi-family and similar residential uses.

**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

n/a

Environmental/Soils - Site drains to South Buffalo Creek

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

Floodplains N/A

Streams 50ft stream buffer required measured from top of bank on each side of stream. See LDO Chp. 30-12-3.9 table 12-5 for stream buffer disturbance allowances and restrictions.

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

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

n/a

Landscaping & Tree Preservation Requirements

Street planting yards:

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

Buffer Yards:

Parking lot planting yards must include at least one canopy tree for every 12 parking spaces

Multi-family adjacent to office - luc2/luc3: type "c" yard

Multi-family adjacent to retail - luc2/luc3: type "c" yard required

Type "c" yard: minimum width 10', minimum average width: 15' (see planting rate below)

Planting Yard Type	Average Width (feet)	Minimum Width (feet)	Maximum Width (feet)	Canopy Trees (per 100 linear feet)	Understory Trees (per 100 linear feet)	
A	45	35	70	4	10	33
B	25	20	45	3	5	25
C	15	10	35	2	3	17

Tree Conservation:

Required tree conservation area will be 10 % of lot size.

Transportation

Street Classification: Koger Boulevard – Local Street.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,142, AM Peak Hour = 86, PM Peak Hour = 110.

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 not exist along the frontage of this property.

Transit in Vicinity: Yes, GTA Route 1 (West Wendover Avenue) is adjacent to subject site, along Koger Boulevard.

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

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-RM-18 (Conditional District-Residential Multi-Family-18)** 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**. The requested **CD-RM-18 (Conditional District-Residential Multi-Family-18)** zoning district is generally consistent with the **Mixed Use Commercial** GFLUM designation.

Connections 2025 Written Policies

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

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

Policy 4B: Target capital investments to leverage private investment in urban areas.

Policy 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

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

Community Character, Goal 5.2 – Man-Made Environment: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

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

Policy 5F: Implement and improve design standards governing the appearance of development from public roadways.

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

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

CONFORMITY WITH OTHER PLANS

City Plans

Consolidated Plan 2010-2014: Plan for a Resilient Community

Principle 1 – Provide More Transportation Options:

Goal A: Promote transportation and development patterns and types that contribute to decreased household transportation costs.

Principle 2 – Promote Equitable, Affordable Housing:

Goal A: Increase opportunities for choices in housing location, unit type and level of accessibility.

Goal C: Improve the resource-efficiency of both new construction and existing housing stock.

Principle 6 – Value Communities and Neighborhoods:

Goal A: Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

Goal C: Promote healthy lifestyles and complete, livable neighborhoods.

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.

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.

Long term safety and accessibility for residents of and visitors to the subject site would be greatly enhanced by the presence of sidewalks along both sides of Koger Boulevard.

Based on the proximity of the subject site to GTA Route 1 and planned bicycle lanes on Stanley Road, as well as very high concentrations of residential development, commercial activity, and centers of employment, long term vitality of this proposed multi-family residential development would be greatly enhanced by provision of secure, accessible bicycle parking facilities for both residents and visitors.

Staff Analysis

This 10.81-acre subject site is currently undeveloped. North of the request is zoned HI (I-40). South of the subject property is zoned CD-BP (office park). East of the request is also zoned BP (University). West of the request is zoned CD-CH (retail).

The Generalized Future Land Use Map designates this site as 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.

The CD-RM-18 request will introduce a residential component to the designated mixed use area that currently contains a variety of commercial and office uses. Both the potential residents and existing businesses stand to benefit from the adjacent services being located in close proximity. Approving this request will help meet the needs of present and future Greensboro citizens by way of providing quality affordable housing and convenient access to community services, facilities, and amenities. It also supports the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas

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

Staff Recommendation

Staff recommends **approval** of the requested **CD-RM-18** (Conditional District-Residential Multifamily) zoning district.

Additional Information

**4904 Koger Boulevard Development – Transportation Impact Analysis,
Greensboro, NC
Prepared for Tom Holderby
November 21, 2014**

Executive Summary

An apartment development consisting of 168 dwelling units is proposed to be located at 4904 Koger Boulevard in Greensboro, North Carolina. Two (2) access points are proposed to be located on Koger Boulevard. The main entrance into the development, Site Access 1, will be gated with call box accessibility.

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. The following intersections were included in the study:

- Koger Boulevard at Stanley Road
- Koger Boulevard at Office Building Access/ Site Access 1 (full access)
- Koger Boulevard at Site Access 2 (right-in/right-out)

The intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2014 Existing Conditions
- 2016 Future No Build Conditions
- 2016 Future Build Conditions

The planned build-out year for this development is 2015. A study year of 2016 (build-out plus one year) was used for analysis purposes.

This Transportation Impact Analysis (TIA) was carried out based on Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) typical standards. Information regarding the property was provided by the civil engineer, Green Mountain Engineering, PLLC.

Discussion of Results

The results of the study are discussed by intersection below and presented in Table A on the following page:

Koger Boulevard at Stanley Road

This signalized intersection currently operates at LOS B during the AM and PM peaks. In the 2016 future no build conditions, with the growth in background traffic, the intersection is expected to remain at a LOS B in the AM and PM peaks. With the addition of proposed site traffic, a LOS B is again expected in both the AM and PM peaks. No improvements are recommended.

Koger Boulevard at Office Building Access/ Site Access 1

This unsignalized intersection currently operates at LOS B during both the AM and PM peaks. In the 2016 future no build conditions, with the growth in background traffic, the intersection is expected to remain at a LOS B in both the AM and PM peaks. With the addition of the fourth leg to the intersection and the proposed site traffic, the intersection is to remain operating at LOS B in both the AM and PM peaks. The need for an auxiliary right turn lane was reviewed based on page 23 of the 2004 GDOT Driveway Manual, and indicates that based on projected traffic volumes, no right turn lane is warranted on Koger Boulevard. It is recommended that the existing eastbound left turn lane on Koger Boulevard should be striped to accommodate left turn traffic. The access point should be designed according to the GDOT Driveway Manual.

Koger Boulevard at Site Access 2

In 2016 this unsignalized intersection is expected to operate at LOS A in the AM peak and LOS B in the PM peak. The need for an auxiliary right turn lane was reviewed based on page 23 of the 2004 GDOT Driveway Manual, and indicates that based on projected traffic volumes, no right turn lane is warranted on Koger Boulevard. The access point should be designed according to the GDOT Driveway Manual.

The recommended improvements are illustrated in Figure 9 in the report.

Level of Service Summary

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

Table A - Level of Service Summary			
AM Peak	2014 Base	2016 Future No Build	2016 Build
Koger Boulevard at Stanley Road	B (10.3)	B (10.4)	B (10.7)
Koger Boulevard at Office Building Access/ Site Access 1	B (10.1) NB Approach	B (10.2) NB Approach	B (11.0) NB Approach
Koger Boulevard at Site Access 2			A (8.8) SB Approach
PM Peak	2014 Base	2016 Future No Build	2016 Build
Koger Boulevard at Stanley Road	B (12.8)	B (12.9)	B (11.5)
Koger Boulevard at Office Building Access/ Site Access 1	B (11.1) NB Approach	B (11.2) NB Approach	B (14.1) NB Approach
Koger Boulevard at Site Access 2			B (10.0) SB Approach
LOS (delay in seconds) Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

Proposed Site Access Throat Distance

The internal throat distance at the site access was reviewed using the GDOT Driveway Manual, which states that the distance from the adjacent street right of way to the near side of any internal service drive or parking aisle should be 25 feet, or greater than the expected inbound queue at the location. To determine the inbound queue, code access gate was modeled and a queue report generated using SimTraffic 7. Based on the number of vehicles entering the site access during the AM and PM peaks (17 and 72 vehicles, respectively), a minimum throat distance of 170 feet will be required. Table B lists the 95th percentile queues for the AM and PM peaks. The queuing reports can be found in the Appendix. The access point should be designed according to the GDOT Driveway Manual.

Table B – Site Access Throat Queuing			
Site Access at Gated Access	SimTraffic 95th Percentile Queue (feet)		Minimum Recommended Throat Distance (Feet)
	AM Peak	PM Peak	
Northbound	31	63	170

Summary and Conclusion

An apartment development consisting of 168 dwelling units is proposed to be located at 4904 Koger Boulevard in Greensboro, North Carolina. Two (2) access points are proposed to be located on Koger Boulevard. The planned build-out year for this development is 2015.

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.

Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 86 site trips in the AM peak and 110 trips in the PM peak.

In conclusion, this study has reviewed the impacts of both background traffic and proposed development traffic, and has determined that the future traffic can be accommodated on the existing roadway network. Overall, the analysis indicates LOS B or better can be expected at the study intersections during future build peaks. It is recommended that the existing eastbound left turn lane on Koger Boulevard at Site Access 1 should be striped to accommodate left turn traffic. Please note the proposed site access should be designed according to the GDOT Driveway Manual.

