



Z-15-10-004

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

City Council Hearing Date: November 17, 2015

GENERAL INFORMATION

APPLICANT	Henry Isaacson on behalf of Richard Greene, Judy Greene Smith and Benbow Family Trust
HEARING TYPE	Original Zoning Request
REQUEST	County-AG (Agricultural) to City CD-C-M (Conditional District-Commercial-Medium)
CONDITIONS	1. All uses permitted in the C-M district except sexually oriented businesses, convenience stores with fuel pumps and any use that requires a drive-thru facility.
LOCATION	A portion of 4104 & A portion of 4106 South Elm-Eugene Street
PARCEL ID NUMBER(S)	7861581547 & 7861581129
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). 25 notices were mailed to those property owners in the mailing area.
TRACT SIZE	~3.3 Acres
TOPOGRAPHY	Primarily flat
VEGETATION	Residential

SITE DATA

Existing Use	Vacant single family dwelling	
	Adjacent Zoning	Adjacent Land Uses
N	CD-C-M (Conditional District-Commercial-Medium)	Vacant
E	County-AG (Agricultural)	Single family dwellings
W	CD-RM-18 (Conditional District-Residential Multifamily)	Vacant
S	CD-RM-18 (Conditional District-Residential Multifamily)	Vacant

Zoning History

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's planning jurisdiction.

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (County-AG)	Requested (City-CD-C-M)
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing.	Intended to accommodate a wide range of retail, service and office uses.

District Summary *

**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 -

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

Floodplains N/A

Streams N/A

Other: If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements, water quality and water quantity must be addressed.

Utilities

Potable Water Available may need to be extended, funded by developer, depending upon development.

Waste Water Available may need to be extended, funded by developer, depending upon development.

Airport Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Street Yard: Street planting yards must be installed abutting public street rights-of-way. 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 Yard: Adjacent to residential lot: Type B buffer yard with an average width of 25’ that includes 3 canopy trees, 5 understory trees, & 25 shrubs per 100 linear feet.
 Adjacent to LUC 3: Type C buffer yard with an average width of 15’ that includes 2 canopy trees, 3 understory trees, & 17 shrubs per 100 linear feet.

Parking lot: When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2 understory trees and 18 evergreen shrubs per 100 linear feet.

Trees for required parking spaces: 1 canopy tree per 12 spaces

Tree Conservation Acreage

Requirements

3.3 Acres 5% of lot size for a new development;
 5% of disturbed area for an expansion

Transportation

Street Classification: S Elm-Eugene Street – Major Thoroughfare.
 Wolfetrail Road – Local Street.

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

Traffic Counts: S. Elm-Eugene ADT = 12,000 (NCDOT, 2011).

Trip Generation: 24 Hour = 2,292, AM Peak Hour = 56, PM Peak Hour = 196.

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: No.

Traffic Impact Study: (TIS) Yes, required per TIS Ordinance. A draft TIS is pending revision.

Street Connectivity: N/A.

Other: N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-C-M (Conditional District Commercial-Medium)** 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**. The requested **CD-C-M (Conditional District-Commercial, Medium)** zoning district is generally consistent with the **Mixed Use Residential** GFLUM designation. The Growth Strategy Map designates the subject site as being within the **South Elm-Eugene Street / Greensboro Urban Loop Activity Center** and within **Growth Tier 1, Current Growth Area (2013 – 2019)**.

Connections 2025 Written Policies

Land Use Goal 4.3 – Growth at the Fringe: Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

Policy 4F: Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

Policy 4G: Improve the quality and patterns of development through incentives and regulatory guidelines.

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.

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.

Community Facilities, Services, and Infrastructure, Goal 9: Provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns.

Policy 9A: Proactively target infrastructure (water/sewer) extensions to support desired land use patterns.

Policy 9B: Proactively plan for the provision of sufficient capacity to meet the City's future infrastructure needs.

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.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

Growth Tier 1, Current Growth Area (2013 – 2019): Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

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.

Based on the absence of complete sidewalk connections in the vicinity, long term safety and accessibility for users and employees at the subject site would be greatly enhanced by the presence of continuous sidewalks along both sides of South Elm-Eugene Street and Wolfetrail Road.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Economic Development Impact Zone 2 (local).

Staff Analysis

This 3.3-acre subject site is currently single family dwellings and vacant property. North of the request, across Wolfetrail Road with frontage along South Elm-Eugene Street, is recently annexed and zoned CD-C-M (vacant). Immediately west and south of the request is zoned CD-RM-18 (vacant). East of the request, across S. Elm-Eugene Street, is zoned County-AG (single family dwellings).

The Generalized Future Land Use Map designates this site as Mixed Use Residential. The Mixed Use Residential designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced.

The Commercial-Medium zoning district is intended to accommodate a wide range of retail, service and office uses.

The CD-C-M request is consistent with the pattern of land uses established in close proximity and the list of potential uses is compatible with existing adjacent development. The proposed request supports the Comprehensive Plan's Reinvestment/Infill goal to promote sound investment in Greensboro's urban areas and the Economic Development goal to promote a healthy and diversified economy.

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 and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-C-M** (Conditional District-Commercial-Medium) zoning district

**South Elm-Eugene Street Commercial Site – Transportation Impact Analysis
Greensboro, NC
Prepared for T. Cooper James and Associates
October 13, 2015**

Executive Summary

The proposed South Elm-Eugene Street Tractor Supply site is located at the southwest quadrant of the intersection of South Elm-Eugene Street and Wolfetrail Road in Greensboro, North Carolina. The current 3.33 acre site is zoned Guilford County AG. The developer proposes to have the site annexed into the City of Greensboro and rezone with site to CDCM (Conditional District – Commercial Medium). An 18,800 square feet Tractor Supply store is proposed for the site. The site plan proposes one (1) access point on South Elm-Eugene Street directly across from Creston Street and one (1) access point on Wolfetrail Road directly across from Village Loop Trail. Both of these accesses will be shared with the adjacent property.

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:

- South Elm-Eugene Street at Wolfetrail Road
- South Elm-Eugene Street at Creston Street / Proposed Site Access 1
- Wolfetrail Road at Village Loop Road / Proposed Site Access 2

The planned build-out year for this development is 2016. A study year of 2017 (build-out plus one year) was used for analysis purposes. The intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2015 Existing Conditions
- 2017 Future No-Build Conditions
- 2017 Future Build Conditions
- 2017 Future Build Conditions with Improvements

This Transportation Impact Analysis (TIA) was carried out based on GDOT and North Carolina Department of Transportation (NCDOT) typical standards. Information regarding the property was provided by the developer, T. Cooper James and Associates.

Discussion of Results

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

Wolfetrail Road at Village Loop Road/ Proposed Site Access 2

This unsignalized intersection currently operates at LOS A during both the AM and PM peaks. In 2017 future no-build conditions LOS C is expected in the AM and PM peaks. With the addition of proposed site traffic, the intersection is expected to operate at LOS C in the AM peak and LOS D in the PM peak. No additional improvements are recommended at this intersection. The access point should be constructed to meet GDOT and NCDOT standards.

South Elm-Eugene Street at Wolfetrail Road

This signalized intersection currently operates at LOS A during AM peak and LOS B during the PM peak. In 2017 future no-build conditions with the growth in background traffic, a LOS B is expected in both the AM and PM peaks. With the addition of proposed site traffic, LOS B is expected in AM peak and LOS C in the PM peak. No improvements are recommended at this intersection.

South Elm-Eugene Street at Creston Street / Proposed Site Access 1

This unsignalized intersection currently operates at LOS B during the AM peak and LOS A during the PM peak. In 2017 future no-build conditions, LOS B is expected in both the AM and PM peaks. With the addition of proposed site traffic, the intersection is expected to operate at LOS B in the AM peak and LOS D in the PM peak. The need for auxiliary turn lanes was reviewed based on page 80 of the 2003 NCDOT “Policy on Street and Driveway Access to North Carolina Highways” and on pages 24 and 28 in the GDOT Driveway Manual. The turn lane warrant analysis shows that based on projected traffic volumes, this intersection will warrant a southbound right turn lane on South Elm-Eugene Street with 100 feet of storage with appropriate deceleration and taper and a northbound left turn lane on South Elm-Eugene Street with 100 feet of storage with appropriate deceleration and taper.

The access point should be constructed to meet GDOT and NCDOT standards. With these improvements in place, a LOS B is expected in the AM peak with a LOS D in the PM peak.

Level of Service Summary

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

Table A - Level of Service Summary – Full Access				
AM Peak	2015 Existing	2017 Future No-Build	2017 Future Build	2017 Future Build + Improvements
Wolfetrail Road at Village Loop Road/ Site Access 2	A (10.0) SB Approach	C (15.9) SB Approach	C (16.9) SB Approach	
S. Elm-Eugene Street at Wolfetrail Road	A (9.4)	B (14.1)	B (14.2)	
S. Elm-Eugene Street at Site Access 1	B (12.1) WB Approach	B (12.8) WB Approach	B (12.8) WB Approach	B (12.8) WB Approach
PM Peak	2015 Existing	2017 Future No-Build	2017 Future Build	2017 Future Build + Improvements
Wolfetrail Road at Village Loop Road/ Site Access 2	A (9.8) SB Approach	C (22.1) SB Approach	D (28.5) SB Approach	
S. Elm-Eugene Street at Wolfetrail Road	B (11.1)	B (19.6)	C (20.5)	
S. Elm-Eugene Street at Site Access 1	A (9.9) WB Approach	B (13.2) EB Approach	D (29.2) EB Approach	D (27.6) EB 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 distances for the site accesses were 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 queues, internal intersections were modeled for each access where the traffic for the Tractor Supply site diverges from the adjacent approved development site and a queue report generated using SimTraffic 8. Based on the number of vehicles entering Site Access 1 during the AM and PM peaks (39 and 76 vehicles, respectively), a minimum throat distance of 50 feet will be required. For Site Access 2, with 47 vehicles entering in the AM peak and 41 vehicles entering in the PM peak, a minimum throat distance of 50 feet will be required here as well. Table B lists the 95th percentile queues for the AM and PM peaks. The queuing reports can be found in the Appendix. The access points should be designed according to the GDOT Driveway Manual.

Table B – Site Access Throat Queuing			
Intersection Movement	SimTraffic 95th Percentile Queue (feet)		Minimum Recommended Throat Distance (Feet)
	AM Peak	PM Peak	
Site Access 1 NB Left-Through	47	50	50
Site Access 2 SB Left-Through	50	45	50

Summary and Conclusion

The proposed South Elm-Eugene Street Tractor Supply site is located at the southwest quadrant of the intersection of South Elm-Eugene Street and Wolfetrail Road in Greensboro, North Carolina. The current site 3.33 acre site is zoned Guilford County AG. The developer proposes to have the site annexed into the City of Greensboro and rezone with site to CDCM (Conditional District – Commercial Medium). An 18,800 square feet store is proposed for the site. The site plan proposes one (1) access point on South Elm-Eugene Street directly across from Creston Street and one (1) access point on Wolfetrail Road directly across from Village Loop Trail. Both of these accesses will be shared with the adjacent property.

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 56 trips in the AM peak and 196 net trips in the PM peak. With the effects of pass-by trip reduction, the trip generation potential is 56 net trips in the AM peak and 138 net trips in the PM peak.

The need for auxiliary turn lanes at the site access on South Elm-Eugene Street was reviewed based on page 80 of the 2003 NCDOT “Policy on Street and Driveway Access to North Carolina Highways” and on pages 24 and 28 in the GDOT Driveway Manual. The turn lane warrant analysis shows that based on projected traffic volumes, this intersection will warrant a southbound right turn lane on South Elm-Eugene Street with 100 feet of storage with appropriate deceleration and taper and a northbound left turn lane on South Elm-Eugene Street with 100 feet of storage with appropriate deceleration and taper.

In conclusion, this study has reviewed the impacts of both background traffic and traffic due to this development and has determined that with the recommended improvements in place, there will be adequate capacity to accommodate future traffic. The access points should be designed according to GDOT and NCDOT standards.