



**Z-16-05-003**

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

**City Council Hearing Date: June 21, 2016**

**GENERAL INFORMATION**

<b>APPLICANT</b>	Henry Isaacson on behalf of Piedmont Properties of NC, LLC
<b>HEARING TYPE</b>	Original Zoning Request
<b>REQUEST</b>	<b>County AG</b> (Agricultural) to <b>City CD-C-M</b> (Conditional District-Commercial-Medium)
<b>CONDITIONS</b>	1. All uses permitted in the C-M district <b><u>except</u></b> Sexually Oriented Businesses.
<b>LOCATION</b>	<b>1730 Youngs Mill Road</b>
<b>PARCEL ID NUMBER(S)</b>	<b>7893328790</b>
<b>PUBLIC NOTIFICATION</b>	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). <b>23</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	~2.00 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Undeveloped

**SITE DATA**

<b>Existing Use</b>	Undeveloped	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County RS-20 (Residential Single-Family)	Single family dwellings
E	City R-3 (Residential Single-Family)	Right-of-Way
W	County AG (Agricultural)	Single family dwellings and undeveloped property
S	County AG (Agricultural)	Right-of-Way

**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 (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.	Proposal is conditioned to allow all uses permitted in the C-M district <b>except</b> Sexually Oriented Businesses.

**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**

The subject site is located within SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual for detailed applicable requirements and design guidelines.

**Environmental/Soils**

Water Supply Watershed Site drains to Lake MacIntosh Watersupply Watershed, Little Alamance Creek

Floodplains N/A

Streams N/A

Other: Site must meet current Water Supply Watershed requirements, water quality and water quantity must be addressed. All new BUA must be treated by a State approved water quality BMP and any existing BUA treated to the maximum extent practicable. High Density Development max. 70% BUA, Low Density 24% BUA

**Utilities**

Potable Water Water and sewer to be provided by the developer. Contact Kenny Treadway (336-373-2897) for a water/sewer feasibility.

Waste Water See above

**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.

Site is within the SCOD-2 buffer zone but is not adjacent to or within 200 l.f. of the highway ROW, therefore SCOD-2 landscaping requirements do not apply.

**Buffer Yard:**

Adjacent to single family residential: 25' wide Type B landscape buffer with a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

**Parking lot:**

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation  
Acreage****Requirements**

2.0 ac.

5% of lot size.

**Transportation****Street Classification:**

Youngs Mill Road – Major Thoroughfare.  
East Lee Street Extension – Major Thoroughfare.

**Site Access:**

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

**Traffic Counts:**

Youngs Mill Road ADT = 2,500 (NCDOT, 2013).  
East Lee Street Extension = 850 (NCDOT, 2013).

**Trip Generation:**

24 Hour = 8,682, AM Peak Hour = 272, PM Peak Hour = 320.

**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: 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-C-M (Conditional District – Commercial – Medium)** zoning, as conditioned, 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 **Interim Node of Mixed Use**. The requested **CD-C-M (Conditional District – Commercial – Medium)** zoning district, as conditioned, is generally consistent with the **Interim Node of Mixed Use** GFLUM designation. Additionally, the Growth Strategy Map designates the subject site as being 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.

**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**

**Interim Node of Mixed Use:** Areas with a mixture of uses of high and moderate intensity, primarily providing services to the surrounding area (e.g. small to mid-size shopping areas that could include higher density housing, office, and institutional uses). These nodes are typically focused in the vicinity of local access interchanges at major roadway intersections.

**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.

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 2.00-acre subject site is currently undeveloped. North and west of the request are single family dwellings (zoned both County AG and County RS-40). South and east of the request is roadway rights-of-way (zoned both County AG and City R-3).

The Generalized Future Land Use Map designates this site as ¼ Mile Node of Mixed Use on the Generalized Future Land Use map. The Nodes of Mixed Use category contains areas with a mixture of uses of high and moderate intensity, primarily providing services to the surrounding area. Nodes are typically focused in the vicinity of local access interchanges at major roadway intersections.

The Commercial-Medium district accommodates a wide range of retail, service and office uses. Though the broader pattern of development in the area around the requested site is more residential and rural in character, there are factors that lend support to the transition to non-residential uses at this location. These include the high volume of traffic utilizing Youngs Mill Road, the proximity of this location to I-85 and the lack of retail services in close proximity to the existing residents in this area.

The request supports the Comprehensive Plan's Growth at the Fringe goal to promote sound and sustainable patterns of land use 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.

**Additional Information:****Traffic Impact Study*****I. Executive Summary*****INTRODUCTION**

Gilbert Rockson/Piedmont Properties, LLC. is seeking to get a parcel rezoned to allow a potential convenience store to be constructed at some point in the future. This parcel is located in the northwest quadrant of the East Lee Street Extension/Young's Mill Road intersection south of Clovelly Drive near the Trinity Lake Subdivision in Greensboro, North Carolina.

According to the proposed Sketch Plan developed by Borum, Wade, and Associates, PA, direct access to the proposed convenience store is planned on Young's Mill Road with one driveway and one driveway on East Lee Street Extension. The convenience store is planned to include 16 fueling positions and a drive-thru.

**TRIP GENERATION**

The amount of traffic generated by a new development is a function of the size and type of development. Once the proposed land use data for the site are known, the number of trips generated by the development can be estimated. Trip generation data for this report was determined in accordance with the procedures outlined in the Institute of Transportation Engineers (ITE) report entitled *Trip Generation*<sup>3</sup>. Table 1 below illustrates the number of daily, AM peak hour, and PM peak hour trips expected to be generated by the proposed development.

**Table 1 – Trip Generation Estimate**

LU Code	Land Use	Density	Units	Daily	AM			PM		
					In	Out	Total	In	Out	Total
853	Convenience Market	16	fueling positions	8682	136	136	272	160	160	320
	Less Pass-by at 50%			4341	68	68	136	80	80	160
	<b>Total New Trips</b>			<b>4341</b>	<b>68</b>	<b>68</b>	<b>136</b>	<b>80</b>	<b>80</b>	<b>160</b>

**Traffic impact is determined by estimating the total number of daily vehicle trips, as well as the number of peak hour vehicle trips. Table 1 indicates the proposed convenience store will generate approximately 8,682 total trips per day if it is fully buildout. There are projected to be approximately 272 trips entering and exiting the site during the AM peak hour and 320 trips entering and exiting the site during the PM peak hour.**

**CAPACITY ANALYSIS**

Capacity analyses were performed for 2016 existing conditions, 2018 No Build, and 2018 Buildout conditions for the following intersection:

- Young's Mill Road/East Lee Street Extension (unsignalized)
- Young's Mill Road/Clovelly Drive (unsignalized )
- Young's Mill Road/I-85 Southbound Ramp (unsignalized)
- Young's Mill Road/I-85 Northbound Ramp (unsignalized)
- East Lee Street Extension/Glen Laurel Drive (unsignalized)
- Young's Mill Road/Site Access
- East Lee Street Extension/Site Access

A summary of the Highway Capacity Software Analysis analyzed using Synchro version 7.0/HCM 2010 is shown in the following table:

Intersection	2016 Existing		2018 No-Build		2018 Build	
	AM Peak	PM Peak	AM Peak	PM Peak	AM Peak	PM Peak
Young's Mill Road / East Lee Street Ext.	# (2.9) A (9.3) EB	# (2.3) A (9.3) EB	# (2.9) A (9.4) EB	# (2.3) A (9.3) EB	# (4.3) B (10.3) EB	# (4.2) B (10.7) EB
Young's Mill Road / Clovelly Drive	# (1.5) A (9.1) EB	# (1.3) A (9.3) EB	# (1.5) A (9.2) EB	# (1.3) A (9.4) EB	# (1.6) A (9.2) EB	# (1.5) A (9.4) EB
Young's Mill Road / I-85 Southbound Ramp	# (2.0) A (6.4) SB	# (2.2) A (6.7) SB	# (2.0) A (6.5) SB	# (2.2) A (6.8) SB	# (2.1) A (7.6) SB	# (2.2) A (7.5) SB
Young's Mill Road / I-85 Northbound Ramp	# (1.8) A (6.0) NB	# (2.7) A (6.4) NB	# (1.8) A (6.0) NB	# (2.6) A (6.4) NB	# (2.3) A (5.6) NB	# (3.1) A (6.2) NB
East Lee Street Ext. / Glen Laurel Drive	# (2.8) A (8.9) SB	# (1.9) A (8.9) SB	# (2.9) A (9.0) SB	# (1.9) A (8.9) SB	# (2.9) A (9.1) SB	# (2.0) A (9.1) SB
Young's Mill Road / Site Access #1	n/a	n/a	n/a	n/a	# (2.2) A (9.6) EB	# (2.4) B (10.0) EB
East Lee Street Ext. / Site Access #2	n/a	n/a	n/a	n/a	# (3.5) A (8.6) SB	# (3.8) A (8.6) SB
#	Total Intersection Delay in seconds/vehicle/Approach Delay seconds/vehicle					
	Unsignalized Analysis					

## RECOMMENDED IMPROVEMENTS

To mitigate the traffic-related impacts caused by the convenience store/gas station and to provide for safe, efficient, and reliable traffic flow, Gannett Fleming recommends the following

### Young's Mill Road/ Site Access #1

Improve Young's Mill Road to a three-lane facility with a northbound and southbound through lane and a two-way center left-turn lane. Since a southbound right-turn lane exists on Young's Mill Road at the East Lee Street Extension, retaining a southbound right-turn lane is recommended. Construct the driveway to provide for two way operation with one inbound lane and one outbound lane. The warrant analysis included in Appendix B, indicates the southbound right-turn lane warrant was not met for either AM or PM peak hour. Therefore, a southbound right-turn lane is not recommended at Site Access #1.

### East Lee Street Extension/Site Access #2

To enhance safety, widen East Lee Street Extension along the property frontage to allow for a westbound right-turn lane. While the projected traffic does not meet the minimum warrants for a right-turn lane, the westbound right-turn lane is recommended for safety reasons. The warrant analysis is included in Appendix B. The driveway will be constructed to provide for two way operation with one inbound lane and one outbound lane.

## CONCLUSIONS

This study shows that the proposed convenience store/gas station will have a minimal impact on the traffic operations at the study area intersections; however the impact will be mitigated by the recommended improvements. The proposed development will not negatively impact the health, safety, and welfare of the travelling public.