



## PLZ-18-16

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

City Council Hearing Date: October 16, 2018

#### GENERAL INFORMATION

APPLICANT	William Seymour for SHIV SUMANGALA, LLC
HEARING TYPE	Original Zoning Request
REQUEST	Original zoning from County HB (Highway Business) and County AG (Agriculture) to City C-M (Commercial-Medium).
CONDITIONS	N/A
LOCATION	3819-3825 McConnell Road and 4802 Clover Road
PARCEL ID NUMBER(S)	7894506947; 7894508236; 7894508088
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). 15 notices were mailed to those property owners in the mailing area.
TRACT SIZE	4.28 Acres
TOPOGRAPHY	Generally Flat
VEGETATION	Residential

#### SITE DATA

Existing Use	Residential and Vacant	
	Adjacent Zoning	Adjacent Land Uses
N	County AG (Agricultural), County HB (Highway Business) and County LI (Light Industrial)	Convenience Store with Fuel Pumps and Single-family Residential
E	County LI (Light Industrial) and County RS-40 (Single-family Residential)	Industrial and Single-family Residential

W	City LI (Light Industrial) and CD-LI (Conditional District-Light Industrial)	Industrial Warehouses and Undeveloped
S	County AG (Agricultural)	Residential

**Zoning History**

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

**ZONING DISTRICT STANDARDS****District Summary \***

Zoning District Designation:	Existing (County HB and County AG)	Requested (City C-M)
Max. Density:	N/A	N/A

Typical Uses	County HB Primarily intended to accommodate retail, service and distributive uses and County AG primarily intended to accommodate uses of an agriculture nature including residences and farm tenant housing.	Primarily intended to accommodate a wide range of retail, service and office uses.
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*\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

**SPECIAL INFORMATION****Overlay District Ordinance/Historic Preservation**

N/A

**Environmental/Soils**

Water Supply Watershed Site drains Lake MacIntosh WS-IV, Watersupply Watershed, Little Alamance Creek

Floodplains >2000FT

Streams N/A

Other: If any new development is to take place, the site must meet current Phase 2 watershed requirements, water quality & water quantity control must be addressed. Max.High Density Development is 70% and Low Density is 24% with sewer.

**Utilities**

Potable Water Available

Waste Water Available

**Airport Overlay District & Noise Cone**

N/A

**Landscaping & Tree Conservation Requirements****Landscaping:**

**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 single-family residential and to Heavy Industrial uses: Type B buffer yard, with an average width of 25', a minimum width of 20', and 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:**

For 4.28 acres, 10% of parcel size in critical root zone to be preserved for Tree Conservation

**Transportation**

**Street Classification:** McConnell Road – Minor Thoroughfare.  
Clover Road – Local Street.

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

**Traffic Counts:** McConnell Road AADT = 3,100 vpd (NCDOT, 2015).

**Trip Generation:** 24 Hour = 11,252, AM Peak Hour = 540, PM Peak Hour = 531.

**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. Please see the end of this staff report for the Executive Summary of the TIS.
Street Connectivity:	N/A.
Other:	N/A.

## **IMPACT/POLICY ANALYSIS**

### **Land Use Compatibility**

The proposed **CM (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 Corporate Park**. The requested **CM (Commercial Medium)** zoning district is generally consistent with the **Mixed Use Corporate Park** GFLUM designation. 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**

**Mixed Use Corporate Park:** This designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly should be placed in a campus-like or "corporate park" setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

**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 original zoning 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**

The 4.28 acre subject site is currently made up of three (3) separate properties. One of the subject properties contains a single-family dwelling and the remaining properties are vacant. Uses to the north are single-family dwellings and commercial. Uses to the east and south are residential and industrial. The uses to the west include warehouse uses and vacant land. The applicant is interested in accessing City services for all portions of their property and thus has requested annexation of the properties into the City.

The Comprehensive Plan's Future Land Use Map currently designates this site as Mixed Use Corporate Park. The Mixed Use Corporate Park designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. The Commercial Medium district in general permits a wide range of retail, service and office uses which would support the adjacent industrial park. This zoning request, if approved, will allow for additional commercial services to serve both the developing industrial park and nearby residential uses in close proximity to a highway interchange.

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 **City C-M** (Commercial Medium) zoning district.

**McConnell Commercial Development – Transportation Impact Analysis****Greensboro, NC****Prepared for Windsor Commercial****Original: February 23, 2018****Revised: July 31, 2018***Executive Summary*

Since the submittal of the Transportation Impact Analysis (TIA) in February 2018, there have been changes to the site plan. The proposed McConnell Commercial Development is located on the east side of McConnell Road between Clover Road and McConnell Center Drive in Greensboro, North Carolina. It is planned to consist of a 15 vehicle fueling position (VFP) gasoline/ service station with convenience mart that will include a 1,500 square foot fast food restaurant with drive-thru, a 3,750 square foot fast food restaurant with drive-thru and 4,000 square foot sit-down restaurant. It is planned to construct three (3) access points: one on Clover Road and two on McConnell Road. A build out year of 2019 is currently planned.

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:

- McConnell Road at I-40 Westbound Ramp
- McConnell Road at I-40 Eastbound Ramp
- McConnell Road at Clover Road
- McConnell Road at McConnell Center Drive/ Site Access 3
- Clover Road at Site Access 1
- McConnell Road at Site Access 2 (right-in/ right-out)

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

- 2017 Existing Conditions
- 2019 Future No-Build Conditions
- 2019 Future Build Conditions
- 2019 Future Build Conditions with Improvements

North Carolina Department of Transportation (NCDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by Windsor Commercial.

### Level of Service Results

The results of the study are discussed by intersection below:

#### **McConnell Road at I-40 Westbound Ramp**

This signalized intersection currently operates at LOS B in the AM and PM peaks. In 2019 future no build conditions, LOS C is expected in the AM and PM Peaks. With the addition of site traffic, the level of service is expected to remain the same. No improvements are recommended.

#### **McConnell Road at I-40 Eastbound Ramp**

This unsignalized intersection currently operates at LOS A in the AM peak and LOS B during the PM peak. In 2019 future no build conditions, LOS B is expected in the AM and PM peaks. With addition of proposed site traffic, the level of service is expected to remain the same. No improvements are recommended.

#### **McConnell Road at Clover Road**

This unsignalized intersection currently operates at LOS A in the AM and PM peaks. In 2019 future no build conditions, LOS A in the AM peak and LOS B during the PM peak is expected. With addition of proposed site traffic, LOS C is expected in the AM and PM peaks. No improvements are recommended.

#### **McConnell Road at McConnell Center Drive/ Site Access 3**

This unsignalized intersection currently operates at LOS A in the AM peak and LOS B during the PM peak. In 2019 future no build conditions, the level of service is expected to remain in the AM and PM peaks. With the addition of proposed site traffic, LOS C is expected in the AM peak and LOS F in the PM peak. LOS F is typical for stop controlled intersections as it indicates there is a lack of gaps for left turn movements from the minor street. McConnell Road has 3,100 vehicles per day based on NCDOT AADT maps. According to NCDOT Driveway Manual, an auxiliary turn lane would not be warranted based on existing AADT and projected volumes. However, to maintain a safe turning movement into the proposed development, it is recommended to provide a southbound left turn lane with 100 feet of storage and appropriate taper.

#### **Clover Road at Site Access 1**

In 2019 future build condition, LOS A is expected in the AM and PM peaks. Clover Road is a dead end road and is not expected to have more than 4,000 vehicles per day. According to NCDOT Driveway Manual, an auxiliary turn lane would not be warranted based on existing average annual daily traffic (AADT) and projected volumes. Therefore, no improvements are recommended.



**McConnell Road at Site Access 2**

In 2019 future build condition, LOS B is expected in the AM and PM peaks. McConnell Road has 3,100 vehicles per day based on NCDOT AADT maps. According to NCDOT Driveway Manual, an auxiliary turn lane would not be warranted based on existing AADT and projected volumes. Therefore, no improvements are recommended.

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

Level of Service Summary

Table A summarizes the level of service for each study intersection:

Table A - Level of Service Summary				
AM Peak	2017 Existing	2019 No Build	2019 Build	2019 Build with Improvements
McConnell Road at I-40 WB Ramp	B (14.7)	C (25.0)	C (27.6)	
McConnell Road at I-40 EB Ramp	A (9.9) EB Approach	B (11.1) EB Approach	B (12.8) EB Approach	
McConnell Road at Clover Road	A (9.3) WB Approach	A (9.7) WB Approach	C (21.9) WB Approach	
McConnell Road at McConnell Center Drive/ Site Access 3	A (9.6) EB Approach	A (10.0) EB Approach	C (17.0) EB Approach	C (17.0) EB Approach
Clover Road at Site Access 1			A (9.4) NB Approach	
McConnell Road at Site Access 2			B (10.2) WB Approach	
PM Peak	2017 Existing	2019 No Build	2019 Build	2019 Build with Improvements
McConnell Road at I-40 WB Ramp	B (18.4)	C (25.2)	C (26.0)	
McConnell Road at I-40 EB Ramp	B (10.8) EB Approach	B (11.8) EB Approach	B (13.0) EB Approach	
McConnell Road at Clover Road	A (9.9) WB Approach	B (12.0) WB Approach	C (24.6) WB Approach	
McConnell Road at McConnell Center Drive/ Site Access 3	B (10.3) EB Approach	B (13.0) EB Approach	F (60.3) EB Approach	F (60.3) EB Approach
Clover Road at Site Access 1			A (9.6) NB Approach	
McConnell Road at Site Access 2			B (12.0) WB Approach	
LOS (delay in seconds)				
Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay				

*Summary and Conclusion*

Since the submittal of the Transportation Impact Analysis (TIA) in February 2018, there have been changes to the site plan. The proposed McConnell Commercial Development is located on the east side of McConnell Road between Clover Road and McConnell Center Drive in Greensboro, North Carolina. It is planned to consist of a 15 vehicle fueling position (VFP) gasoline/ service station with convenience mart that will include a 1,500 square feet fast food restaurant with drive-thru, a 3,750 square foot fast food restaurant with drive-thru and 4,000 square foot sit-down restaurant. It is planned to construct three (3) access points: one on Clover Road and two on McConnell Road. A build out year of 2019 is currently planned.

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.

Calculations using the TripGen 10 software indicate that this is anticipated to generate a net total of 377 trips during the AM peak hour and 372 trips during the PM peak hour.

Based on the analysis, it is observed that all study intersections are expected to operate at LOS C or better with the exception of McConnell Road at McConnell Center Drive/ Site Access 3. McConnell Road at McConnell Center Drive/ Site Access 3 is expected to operate at LOS F in the PM peak. This is due to the lack of gaps for left turn movements from the minor street. McConnell Road and Clover Road are not projected to exceed 4,000 vehicles per day in the future build scenario. However, to maintain a safe turning movement into the proposed development, it is recommended to provide a southbound left turn lane with 100 feet of storage and appropriate taper at Site Access 3.

In conclusion, this study has reviewed the impacts of both background traffic and traffic generated by McConnell Commercial Development. It was determined that the surrounding roadway network will be able to accommodate the capacity of the additional site trips. It is recommended that the site driveways be constructed to comply with NCDOT and GDOT design standards where applicable.