



PLZ-19-35

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

City Council Hearing Date: December 17, 2019

GENERAL INFORMATION

APPLICANT	Ben Berry for the Dorothy Carson Trust
HEARING TYPE	Original Zoning Request
REQUEST	County CU-GO-M (Conditional District – General Office - Medium) to City C-M (Commercial - Medium)
CONDITIONS	N/A
LOCATION	4626 Hicone Road
PARCEL ID NUMBER(S)	7887953114
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). 47 notices were mailed to those property owners in the mailing area.
TRACT SIZE	3.06 Acres
TOPOGRAPHY	Primarily Flat
VEGETATION	Wooded

SITE DATA

Existing Use	Single-family dwelling	
	Adjacent Zoning	Adjacent Land Uses
N	County CU-RS-12 (Single-family Residential), County AG (Agricultural), and County PI (Public and Institutional)	Single-family dwellings, Fire Department, and Religious Assembly
E	City CD-C-H (Conditional District – Commercial - High)	Shopping Center

W	County CU-GO-M (Conditional District – General Office - Medium)	Single-family Dwelling
S	City CD-RM-12 (Conditional District – Residential Multi-family - 12)	Multi-family Dwellings with Undeveloped land

ZONING HISTORY

The subject property is not currently located in the City's jurisdiction. However, on January 14, 2004 the Guilford County Planning Board approved the rezoning request with case number 2-04 from County CU-GO-M to County CU-GO-M with the following conditions:

1. All uses permitted in the GO-M District except for the following: Hotels and Motels, Funeral Homes and Crematoriums, Outdoor Kennels, Cemeteries or Mausoleums, and Psychiatric Hospitals.
2. The eastern portion of the property shall be developed as an office park or townhomes for sale under the GO-M District.
3. There shall be a maximum of three access driveways on Hicone Road at intervals of not less than 600 feet.
4. Along Hicone Road there shall be a twelve-foot (12') street planting yard with double the rate of plants required by the Guilford County Development Ordinance and canopy trees in such planting yard shall be a minimum of 12 feet in height and 4 inches in diameter (caliper).
5. All buildings shall be constructed of brick and vinyl with common architectural design standards under the GO-M District.
6. Pedestrian walkways (sidewalks) shall be constructed to allow for adequate circulation and access between the SC area and the office park.
7. All lighting within the entire development shall be of neo-traditional style and design and shall be directed toward the interior of the development so as not to disturb the adjoining properties.
8. Developer shall constrict internal access driveways between the shopping center and office park to allow traffic flow.
9. The parking areas shall include additional landscaping (trees, shrubs, etc.) that enhance the aesthetics of the entire development.
10. All trash compactors (dumpsters) shall be screened.
11. Developer shall dedicate the right-of-way amount along Hicone Road for future widening of Hicone Road.
12. Developer will dedicate sufficient right-of-way in order to provide and construct the necessary turn lanes as required by North Carolina Department of Transportation and the Guilford County Planning Department.
13. All buildings shall be limited to two stories in height.
14. There shall be two development entrance signs, a maximum of six feet (6') in height, 50 square feet per sign and accessory free-standing signs shall be limited to 50 square feet, 7 feet in height.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District	Existing	Requested
Designation:	(County CU-GO-M)	(City C-M)
Max. Density:	12 units per acre	N/A

Typical Uses	Existing County zoning conditions permit all uses permitted in the GO-M District except for the following: Hotels and Motels, Funeral Homes and Crematoriums, Outdoor Kennels, Cemeteries or Mausoleums, and Psychiatric Hospitals. One zoning condition limits the eastern portion of the property to an office park or townhomes under the GO-M District.	Typical uses in the C-M district may include various retail, restaurant, office and service 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 to the north to Middle Reedy Fork Creek and site drains to the south to N. Buffalo Creek, non-watersupply watershed

Floodplains >2000LF

Streams N/A

Other: If >1acre is disturbed and the BUA is increased, site must meet current Phase 2 requirements. Water Quality and Water Quantity Control must be addressed. The first 1" of rainfall must be treated and the 1yr, 2yr & 10yr 24hr storms must be reduced to pre-development levels.

Utilities (Availability)

Water: Available

Sewer: may need to be extended to serve this property contact Kenny Treadway 336-373-2055

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 uses: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to multi-family residential uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Adjacent to commercial 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: 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, in islands or medians within the parking lot

Tree Conservation: For 3.06 acres, 5% of parcel size in critical root zone to be preserved.

Transportation

Street Classification: Hicone Road – Major Thoroughfare.
Pearview Drive – Local Street.

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

Traffic Counts: Hicone Road AADT = 10,500 vpd (NCDOT, 2018).

Trip Generation: AM Peak Hour = 162, PM Peak Hour = 148.

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 excerpts from the TIS.

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City C-M (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 **Node of Mixed Use**. The requested **City C-M (Commercial – Medium)** zoning district is generally consistent with the **Node of Mixed Use** 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.

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

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 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):

- New Markets Tax Credits (federal), and
- Economic Development Impact Zone 2 (local).

Staff Analysis

The 3.06 acre subject property currently contains a single-family dwelling. North of the request are single-family dwellings, a fire department, and a religious assembly use, zoned a combination of County CU-RS-12 (Single-family Residential), County AG (Agricultural), and County PI (Public and Institutional). East of the request is a shopping center, zoned City CD-C-H (Conditional District – Commercial - High). South of the request are multi-family dwellings and undeveloped land, zoned City CD-RM-12 (Conditional District – Residential Multi-family - 12). West of the request is a single family dwelling, zoned County CU-GO-M (Conditional District – General Office - Medium).

The subject site is currently located in the County. The Growth Strategy Map designates the subject site as Growth Tier 1, Current Growth Area (2013 – 2019), where infrastructure systems are either in place, can be economically provided, and/or will be proactively extended. The Planning Board recommended approval of the associated annexation request for this property on June 19, 2019, after concluding this property can be served by required City services.

The Comprehensive Plan's Generalized Future Land Use Map currently designates this site as Node of Mixed Use. The Node of Mixed Use designation is specific to 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). This request is consistent with the recommendations of the Node of Mixed Use future land use classification and with the pattern of development in this area.

This request is consistent with the Comprehensive Plan's Growth at the Fringe goal to 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. It is also consistent with the Economic Development goal to 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. The request is also consistent with the surrounding pattern of commercial development.

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.

Additional Information

Traffic Impact Study (excerpts)

Description of Proposed Development

The proposed commercial development is located on the south side of Hicone Rd across from Pearview Dr. The proposed development totals 2.37 acres and includes a 7,400 SF auto parts retail store and 3,150 SF fast food restaurant. The proposed development will be constructing a center left turn lane along Hicone Road which will serve left turning traffic to both the proposed development and Pearview Drive.

Trip Generation

TRIP GENERATION DETAILS GREENSBORO, NC									
ITE LAND USE	DESCRIPTION	QUANTITY	UNITS	AM RATE	AM DISTRIBUTION		PM RATE	PM DISTRIBUTION	
					TRIPS IN	TRIPS OUT		TRIPS IN	TRIPS OUT
843	Auto Parts Retail	7.4	1000 S.F.	2.21	50%	50%	5.98	50%	50%
934	Fast Food w/ Drive-Through	3.2	1000 S.F.	45.42	50%	50%	32.65	52%	48%
					AM TRIPS			PM TRIPS	
					TRIPS IN	TRIPS OUT		TRIPS IN	TRIPS OUT
TOTAL TRIPS =					81	81		76	72
(30%) PASS-BY TRIPS =					24	24		23	22
NEW VOLUME TRIPS=					57	57		53	50

CONCLUSIONS & RECOMMENDATIONS

This study was conducted to determine the impact that the proposed commercial development will have on the intersection of Hicone Rd and the proposed driveways. The proposed center turn lane construction is intended to improve conditions by servicing left turning traffic without blocking the through travel lanes. Proposed traffic generation was based on the concept plan uses shown in Figure 4. The results of the study are summarized below:

No-Build Conditions Analysis

- The stop-controlled approach of Pearview Dr at Hicone Rd currently operates at a LOS B during the AM peak period and a LOS C during the PM peak period.
- Minor delays experienced by left turning vehicles from Hicone Rd impact the eastbound through travel lane due to the lack of a left turn lane.

Proposed Analysis

- The stop-controlled approach of Pearview Dr at Hicone Rd is expected to operate at a LOS B during the AM peak period and a LOS C during the PM peak period. This is the same operational level as no-build conditions.
- Minor delays experienced by left turning vehicles from Hicone Rd will no longer impact through travel lanes due to the proposed center turn lane being installed.
- The stop-controlled driveway approach opposite Pearview Dr operates at a LOS C during the AM peak period and a LOS D during the PM peak period. While the delays experienced are noticeable, the proposed driveway volumes are low and

- don't result in significant queue lengths exiting the development.
- The stop-controlled driveway approach east of Pearview Dr operates at a LOS B during both the AM and PM peak periods. This secondary driveway may service more traffic during peak periods as a relief valve to the primary driveway that aligns with Pearview Dr.

Additional Comments

This traffic impact study is not intended to address all geometric design concerns, agency policies, or design items related to the proposed development. This study is intended to analyze the anticipated traffic operations based upon a concept development with defined access locations. Geometric and other site layout design considerations should be addressed during the design and permitting of construction plans for the development. It is understood by all parties that modifications to the concept plan are inevitable, but that the results of the study should remain valid so long as the proposed accesses and anticipated traffic volumes remain consistent with those presented in this report.