

**PLZ-20-27**

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

City Council Hearing Date: October 20, 2020

GENERAL INFORMATION

APPLICANT	Adrian F. Starks for World Victory International Christian Center, Inc.
HEARING TYPE	Rezoning Request
REQUEST	CD-PI (Conditional District – Public and Institutional) to O (Office)
CONDITIONS	N/A
LOCATION	4019-R2 South Holden Road and 1311 Glendale Road
PARCEL ID NUMBER(S)	7852427116 and 7852425974
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). 84 notices were mailed to those property owners in the mailing area.
TRACT SIZE	39.47 Acres
TOPOGRAPHY	Sloping
VEGETATION	Wooded

SITE DATA

Existing Use		Vacant Land and a Single-family Dwelling
	Adjacent Zoning	Adjacent Land Uses
N	R-3 (Residential Single-family - 3)	Single-family dwellings
E	R-3 (Residential Single-family - 3) and County AG (Agricultural)	Single-family Dwelling and US HWY 220
S	CD-PI (Conditional District – Public and Institutional) and County AG (Agricultural)	Single-family Dwelling and I-85
W	R-3 (Residential Single-family - 3)	Single-family Dwellings

Zoning History

Case #	Date	Request Summary
3388	December 31, 2005	The subject site was granted an original zoning and a rezoning from County RS-30 and City RS-12 to CD-PI with the following condition:
		1. Uses: Church, church school and other church-related activities and uses.

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (CD-PI)	Requested (O)
Max. Density:	N/A	N/A
Typical Uses	Uses: Church, church school and other church-related activities and uses.	Typical uses in the O district include various office and personal and professional service uses.

**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

The subject site is partially (approximately the western 2/3) located within the South Holden Road Visual Corridor Overlay Zone, which prohibits the establishment of new outdoor advertising signs therein.

The subject site is partially (approximately the southern half) located within the 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 guidelines for architecture, lighting, signage, landscaping and other elements.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Watershed Site drains to S.Buffalo Creek, Non-water supply watershed

Floodplains Onsite

Streams Blue Line stream is onsite and requires a 50ft stream buffer measured from top of bank on each side. Any Non-Blue Line stream features must be identified. If features are either Intermittent or Perennial, a 50ft stream buffer will be required measured from top of bank on each side. No new BUA is allowed within the entire 50ft stream buffer.

Other: If >1acre is disturbed and the BUA is increased, site must meet Phase 2 requirements, Water Quality and Water Quantity Control must be addressed for the entire site.

Utilities (Availability)

Water and sewer are available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements**Landscaping:****Street Yards:**

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 Yards:

Adjacent to Hwy 85 ROW: An undisturbed buffer with average width of 50', and a planting rate of 4 canopy trees and 5 understory trees in unvegetated areas, for the SCOD buffer requirements.

Adjacent to single-family residential 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.

Adjacent to vacant land: Vehicular Use Area buffer yard (see Parking Lots, below).

Parking Lots:

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 39.47 acres, 10% of parcel size to be dedicated in critical root zone for Tree Conservation

Transportation

Street Classification: South Holden Road – Major Thoroughfare.
Glendale Drive – Collector Street.
Memory Way – Local Street.

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

Traffic Counts: South Holden Road AADT = 15,000 vpd (NCDOT, 2018).

Trip Generation: AM Peak hour = 999, PM Peak hour (school dismissal) = 499.

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 12A (South Town Connector) is adjacent to subject site, along Glendale Drive.
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 **O (Office)** zoning would allow land uses that are compatible with the general character of the area.

GSO 2040 Comprehensive Plan Policies

The GSO 2040 Future Land Use Map designates this location as **Residential**. The requested **O (Office)** zoning district would allow uses other than those specifically described in the **Residential** future land-use designation. In accordance with the **Residential** future land-use designation, proposed non-residential uses should generally be in the scale of a **Neighborhood Scaled** or **District Scaled Activity Center**. The GSO Future Built Form Map designates the subject site as **Urban General**.

GSO 2040 Written Policies

Filling In Our Framework, Goal A – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

Strategy 1 – Encourage higher density, mixed-use, walkable infill development.

Strategy 2 – Ensure mixed use projects both strengthen and add value to the Community.

Filling In Our Framework, Goal A – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 1 – Maintain, inventory, and market key underutilized sites and structures to private industry and developers.

Strategy 2 – Establish infill development guidelines that ensure revitalized sites will be of high quality and complement existing neighborhood character.

Becoming Car Optional, Goal A – Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

Strategy 2 – Encourage new development that is compatible with the intended use of the adjacent roadway.

Strategy 3 – Multiple transportation options should be considering when designing streets.

Becoming Car Optional, Goal B – Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

Strategy 1 – Expand the greenway network to connect all parts of the city as a key element of the transportation system.

Prioritizing Sustainability, Goal A – Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

Strategy 1 – Promote resilient, efficient and environmentally beneficial patterns of land use.

Prioritizing Sustainability, Goal B – Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

Strategy 3 – Promote a just, ethical, and respectful community.

Prioritizing Sustainability, Goal C – Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

Strategy 1 – Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

Strategy 2 – Cultivate a diverse range of industry sectors and scales of operation in the local economy to help minimize the impacts of major fluctuations within any single sector.

Building Community Connections, Goal C – Greensboro treasures its history, honors its role in the civil rights movement, and celebrates its diversity through engagement and inclusion.

Strategy 2 – Embrace a broad definition of diversity, protect vulnerable populations, and continue our tradition of being a safe haven for refugees and immigrants.

GSO 2040 Map Policies

Future Land Use Map

Residential: Includes both single and multi-family residential. Other uses should generally be in the scale of a Neighborhood or a District Scaled Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Future Built Form Map

Neighborhood Scaled and **District Scaled Activity Centers** should reflect these characteristics:

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A community-scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb "bump-out" extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

Urban General should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

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

The 39.47 acre subject property is primarily undeveloped but contains a single-family dwelling. North, east, south and west of the request contain single-family dwellings zoned R-3, CD-PI and County AG. Additionally the property is directly adjacent to highway rights of way to the east and south.

The Comprehensive Plan's Future Land Use Map currently designates this property as Residential. The Residential designation support a variety of residential uses. Other uses in these areas should generally be in the scale of a Neighborhood or a District Scaled Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area.

The Comprehensive Plan's Future Built Form Map currently designates this property as Urban General. Applicable characteristics of the Urban General classification include, but are not limited to the following:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
5. New freestanding or expanded business areas are created within or adjoining an
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.

The proposed O zoning request allows a variety of moderate intensity residential and nonresidential uses that often provide appropriate transitions between low intensity residential development and higher intensity commercial or industrial uses. The subject site's location adjacent to two highways and the presence of industrial and heavy commercial zoning further to the west along Holden Road support this request as a good transition to the immediately adjacent low intensity residential uses. Introducing new housing options in this area also provides support to the larger commercial and industrial areas. However, care should be taken with new development to arrange buildings and parking areas to minimize impacts on these immediately adjacent residential uses.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO 2040) and is incompatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **O (Office)** zoning district.

TRAFFIC IMPACT ANALYSIS

Next Generation Academy and World Victory International Christian Center Transportation
Impact Analysis

Greensboro, NC

Prepared for World Victory International Christian Center

August 14, 2020

Executive Summary

Project Description

Next Generation Academy and World Victory International Christian Center are an existing charter school and church, located at 1414 Cliffwood Drive in Greensboro. The School and Church propose to relocate and expand at a new site, located on the east side of South Holden Road between Glendale Drive and Memory Way.

Currently, the School has approximately 244 students in grades K-3. With the relocation, it is proposed to expand to a capacity of 900 students in grades K-8. The Church is planned to be 43,000 square feet in size, with a 1,200-seat sanctuary.

Additionally, it is proposed to build 60 apartments on the east of the proposed School and Church.

The project is planned to be built in two (2) phases, as follows:

- Phase 1: 60 apartments planned to be built in 2021
- Phase 2: 900-student charter school and 43,000-square-foot church to be built in 2022

Access

The site plan (shown in Figure 1) shows three (3) accesses to the site, which are as follows:

- Site Access 1: Located on Glendale Drive approximately 350 feet east of Tempe Drive. This access will serve the 60 apartments.
- Site Access 2: Located on Glendale Drive directly across from Tempe Drive. This access will serve as the primary access to the School and Church. During School peak periods, this access will be entry-only for cars, with the exception that buses can exit.
- Site Access 3: Located on Memory Way at the eastern terminus of this dead-end local road, approximately 800 feet east of Holden Road. This exit-only access will serve traffic exiting from the School and Church.



Trip Generation

Based on rates and equations in the ITE Trip Generation Manual, the Phase 1 residential component of the site (60 apartments) has a trip generation potential of 29 trips in the AM peak hour and 33 trips in the PM peak hour.

In Phase 2, the School and Church component of the site has a trip generation potential of 970 trips in the AM peak hour and 466 trips in the Dismissal peak hour. However, a staggered school schedule is recommended, which can be accomplished, for example, with a 45-minute separation between loading periods for grades K-4 and 5-8. This is expected to reduce peak hour trip generation by approximately 300 trips in the AM peak and 150 trips in the Dismissal peak.

Capacity Analysis and Recommendations

Based on the capacity analysis, the study intersections are expected to operate at an acceptable LOS D or better, with two exceptions:

Holden Road at Glendale Drive: This intersection is expected to drop from LOS D to LOS F with the addition of proposed traffic (primarily School traffic). As mentioned above, **it is recommended to implement a staggered school schedule, which will reduce delays at this intersection.** Note that the traffic simulation in SimTraffic software indicates there is a queuing issue on the southbound left turn movement from Holden Road, due to the limited length of this turn lane (approximately 125 feet). **This queuing issue exists in no-build conditions, whether the proposed project is built or not, and could be mitigated by extending the southbound left turn lane.**

Glendale Drive at Site Access 2 / Tempe Drive: This intersection is expected to drop to LOS F with the addition of proposed traffic (primarily School traffic). A two way left turn lane is present on Glendale Drive, which is adequate to serve left turn entry. A right turn entry lane with 100 feet of storage and appropriate taper is warranted based on projected volumes. **Per GDOT, a right turn lane entry lane will be required. With the recommended staggered school schedule and recommended turn lane, delays will be reduced.** Delays are expected to be short-lived.

Holden Road at Phoenix Drive: This signalized intersection operates at LOS C during AM and Dismissal peak hours, but at LOS E during the PM peak hour. This LOS E condition occurs whether the proposed development is built or not. **The routine optimization of signal timing by GDOT is expected to be adequate to accommodate future volumes.**

At the apartments access (Site Access 1), a right turn entry lane is not warranted based on traffic volumes. A two way left turn lane is present on Glendale Drive to serve left turn entry movement.



On-Site Recommendations

Exhibit A and Table A summarize the on-site recommendations. These recommendations are given to ensure adequate queue storage and efficient on-site traffic circulation.

Conclusion

In summary, a transportation analysis has been performed to evaluate the impacts of the Next Generation Academy and World Victory International Christian Center development. With the recommendations in place, the anticipated impacts of this project can be accommodated. It should be noted that a transportation management plan should be used to educate parents and staff about the school day traffic operations.

Table A – Recommended Improvements Summary	
Intersections	
South Holden Road at Phoenix Drive	N/A (staggered School schedule adequate)
South Holden Road at Glendale Drive	<u>Background Improvement (needed whether site built or not):</u> Extend southbound left turn lane on Holden Road
South Holden Road at Memory Way	N/A (staggered School schedule adequate)
Glendale Drive at Tempe Drive/Site Access 2	During School peak periods, operate Site Access 2 as entry only, with exception of bus exit movement Provide eastbound right turn entry lane with 100 feet of storage and appropriate taper Design access according to GDOT standards
Glendale Drive at Rehobeth Church Road	N/A (staggered School schedule adequate)
Glendale Drive at Site Access 1	Design access according to GDOT standards
Memory Way at Site Access 3	Limit Site Access 3 to exit-only at all times Design access according to GDOT standards
On-Site Recommendations	
<ol style="list-style-type: none"> 1. Implement a staggered school schedule. This reduces the design queue to 2,295 feet. 2. Implement double-stacking internal to School parking lot, as shown in Exhibit A, to provide approximately 2,395 feet of queue storage for parent vehicle loading. 3. Route parents via an extended path through parking lot, as shown in Exhibit A. 4. Separate entry and exit parent traffic, with entry from Glendale Drive and exit at Memory Lane. Separate entry and exit is a best practice for schools, to reduce the number of conflicting movements (and delay) at each intersection. 5. Designate the parent loading zone with two (2) lanes of five (5) loading bays each (10 total) near the building's main entrance. The loading zone should be identified by installing 4-inch wide solid white pavement markings. 6. Install a stop line a minimum of 20 feet before the first loading bays, with a "STOP" sign. 7. Designate 18 spaces as visitor parking in the middle parking aisle (see Exhibit A). These spaces are for parents requiring extended time to load. If a parent in the loading zone needs more time to load their student, a loading assistant should direct that parent to the short term parking. 8. In the afternoon, open the parent loading zone after buses exit, in order to minimize conflicting movements between buses and parent vehicles. Teachers and staff should also use a transportation management plan (TMP) to educate parents on loading operations. 9. Install gates to reinforce traffic patterns shown in Exhibit A and to prevent parents from circumventing the loading process. 	