

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
December 10, 2007 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: E
Location: 7000, 7004, 7006 & 7008 West Friendly Avenue and 205 and 207 Brushwood Road (north side of West Friendly Avenue west of Brushwood Road)

Applicant: John Stratton
Owner: Stratton Development

GFLUM
From: Industrial/Corporate Park
To: Commercial

From: RS-12
To: SC

Conditions: N/A

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Six single family homes (occupied)
Acreage	7.06
Physical Characteristics	<i>Topography:</i> gently sloping <i>Vegetation:</i> some mature trees on residential lots <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Industrial/Corporate Park
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Single family homes	RS-12
<i>South</i>	Apartment complexes (Woodstream Apartment Homes and Autumn Park Apartments)	RS-12
<i>East</i>	Four single family homes and urban loop	RS-12
<i>West</i>	Brushwood Park Condos	RS-12

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned RS-12 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 120S.

DIFFERENCES BETWEEN RS-12 (EXISTING) AND SC (PROPOSED) ZONING DISTRICTS
RS-12: Primarily intended to accommodate moderate density single family detached dwellings in developments where public water and sewer service is required. The overall gross density will typically be 3.0 units per acre or less
SC: Primarily intended to accommodate a wide range of high intensity retail and service developments meeting the shopping needs of the community and the region. The district is established on large sites to provide locations for major developments which contain multiple uses, shared parking and drives, and coordinated signage and landscaping.

TRANSPORTATION	
Street Classification	Friendly Avenue – Major Thoroughfare, Brushwood Court – Local Street.
Site Access	One access proposed to align opposite of Woodstream Lane onto Friendly Avenue. Two other accesses are proposed to Brushwood Court. All accesses must be designed and constructed to the City of Greensboro standards.
Traffic Counts	Friendly Avenue ADT = 15,700.
Trip Generation	24 Hour = 15,803, AM Peak Hour = 480, PM Peak Hour = 969.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' 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.
Transit	No.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the Additional Information section of the staff report for the Executive Summary of TIS and the recommended improvements.
Street Connectivity	N/A
Other	N/A

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Yes, site drains to Greensboro Watersupply Watershed (WSIII)
Floodplains	N/A
Streams	N/A
Other	Maximum built upon area (BUA) per watershed density is 70% of the site acreage for high density development. If high density development (24%-70% of BUA) is proposed all the built upon area must drain and get treated by a State approved water quality device (pond or similar). If low density development is proposed site must meet score sheet requirements.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
<i>South</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>East</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>West</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Growth at the Fringe Goal: 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.

Housing and Neighborhoods Goal: 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.

Economic Development Goal: 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.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Existing:

Industrial/Corporate Park: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is

discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

Proposed:

Commercial: This designation applies to large concentrations of commercial uses, such as recently constructed major shopping centers and "big box" retail. Such properties may not be expected to undergo redevelopment or a change in use over the plan horizon, and the immediate areas in which they are located may not be suitable for the introduction of mixed uses. While some new commercial centers are anticipated, in general new retail and commercial service uses will be encouraged within more diversified mixed-use centers rather than as stand-alone shopping centers or expanding highway commercial "strips."

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
CP-05-12	10/18/05	A request to amend the Generalized Future Land Use Map from Industrial/Corporate Park to High Residential for the north side of W. Friendly Ave., between N. Chimney Rock Rd. and Brushwood Ct., was approved by City Council.

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:

The area around the proposed site has shifted to residential uses. This proposal can provide commercial services to these surrounding residential developments.

Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

The changing land use patterns in this area towards higher density residential development, and close proximity to Painter Blvd. (urban loop), have created the need for nearby commercial services. Recent changes to the Comprehensive Plan in this area also support development that is not industrial in nature.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is proposing a commercial development that is not compatible with the current Industrial/Corporate Park future land use designation and thus a change in land use designation was requested. The areas immediately to the east and north of the proposed site are currently designated as Industrial/Corporate Park, while areas immediately to the west and south of the proposed site are designated High Residential. Areas further to the west (both sides of W.

Friendly Ave.) are designated for Industrial Corporate Park while areas further to the east (other side of Painter Blvd.) are designated for High Residential.

This site falls within a fairly large area currently designated for Industrial/Corporate Park uses in conjunction with existing and anticipated development related to Piedmont Triad International Airport. One goal of the Comprehensive Plan is to ensure the adequate supply of land for future economic development. However immediately adjacent to the proposed site are areas designated for High Residential, which would accommodate the highest density residential uses that might logically be located in close proximity to major job centers. Placement of more compact, higher density residential development in close proximity to both jobs and services is also a goal of the Comprehensive Plan.

While staff typically has recommended maintaining areas designated for future industrial uses, the land use pattern for this area near Painter Blvd. has shifted somewhat due to a previously approved amendment for residential development immediately to the west of the proposed site on the north side of W. Friendly Avenue. Also, given the significant amount of residential development in this area in recent years, the limited development of commercial services to support these residences makes some sense. This commercial area could also provide some services to workers in nearby existing industrial buildings. Staff would caution against significant future expansion of commercial or residential uses north of W. Friendly Avenue, west of Painter Boulevard or further west beyond the newest residential development.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):

N/A

Implications, if any, the Amendment may have for Other Parts of the Plan:

The conversion of this site to Commercial might encourage additional changes from Industrial/Corporate Park north of W. Friendly Avenue. As undeveloped or underdeveloped land currently identified for future industrial uses is in limited supply in Greensboro, additional conversions in this area are generally discouraged.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):

Previous approval of development west of Brushwood Court (from Industrial/Corporate Park to High Residential) has limited the industrial potential for remaining properties just west of Painter Blvd., including the proposed site.

PLANNING BOARD COMMENTS

The Planning Board met on November 28, 2007, and made the following comments concerning this request:

- Proximity of site to urban loop supports leaving area with current Industrial/Corporate Park designation

- Proposed change makes sense at it would provide necessary services to support surrounding residential development

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: N/A

STAFF COMMENTS

Planning: The applicant has submitted a preliminary sketch plan for illustrative purposes which shows a grocery store (37,930 sq. ft.), 16,500 square feet of retail, and an outparcel just shy of an acre in size that is located at the southwest quadrant of the property. The northwest quadrant of the property contains a wet detention pond and a parking lot extends along the southern portion to the eastern portion of the site. One right-in, right-out access point is indicated on West Friendly Avenue.

GDOT: The interchange on Friendly Avenue and the Western Urban Loop, from I-40 to Bryan Boulevard, are scheduled to open early 2008.

Water Resources: Open drainage channels that carry public runoff require an appropriately sized D.M.U.E

Housing & Community Development: Inclusion of appropriate landscaped buffering will be important to avoid significant negative impacts on neighboring residential development located to the north and east of this site.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan Amendment to the Commercial land use classification and approval of the rezoning to the Shopping Center District primarily due to:

- The land use pattern just west of Painter Blvd. has changed based upon previously approved development requests.
- The proposal would provide commercial services in close proximity to surrounding residential and industrial development, promoting more compact development at the City's fringe.

ADDITIONAL INFORMATION

West Friendly Avenue Proposed Development- Traffic Impact Analysis Prepared for Stratton Development August 31, 2007

Final Executive Summary

At the request of the City of Greensboro Department of Transportation, our firm John Davenport Engineering, Inc. has performed a traffic impact analysis for the proposed commercial development to be located on West Friendly Avenue in Greensboro, NC. This site is close to the Painter Boulevard (I-840) outer loop which is currently under construction. The developers of this project propose a development which includes a 37,930 square foot grocery store, 16,500 square feet of retail and a convenience store. The site plan indicates that the developer proposes to have one full access on West Friendly Avenue and two full accesses on Brushwood Road. This assessment summarizes the traffic impact analysis of the existing traffic conditions, as well as the projected traffic impact associated with this project. The analysis year for this project was assumed to be 2012. The AM and PM peaks were analyzed.

Below is a table that represents the trip generation for this project based on the attached site plan.

Table 4.2 -ITE Trip Generation								
Stratton Development								
Summary of Multi-Use Trip Generation								
3-Sep-07								
Average Weekday Driveway Volumes				24 Hour	AM Peak Hour		PM Peak Hour	
				Two- Way				
<u>Land Use</u>	<u>ITE Land Code</u>	<u>Size</u>		<u>Volume</u>	<u>Enter</u>	<u>Exit</u>	<u>Enter</u>	<u>Exit</u>
Supermarket	850	37.93	Th.Gr..Sq.Ft.	3931	71	46	221	212
Shopping Center	820	16.5	T.G.L.A.	2105	32	21	91	99
Convenience Market w/ Gasoline Pumps	853	18	Vehicle Fueling Positions	9767	155	155	173	173
Total Unadjusted Trips				15,803	258	222	485	484
Pass-by Reduction	30%	GDOT Standards		-4,741	-77	-67	-146	-145

Total Adjusted Trips	11,062	181	155	340	339
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Table 5.2 represents the summary of the level of service analysis for the existing; future no-build, and future build scenarios and table 5.3 represents the summary of the level of service analysis with improvements.

Table 5.2 - LOS Table						
	AM Peak			PM Peak		
	2007 Existing	2012 Future No-Build	2012 Future Build	2007 Existing	2012 Future No-Build	2012 Future Build
Stage Coach Trail @ W. Friendly Avenue	B (18.5)	C (25.3)	C (25.7)	B (18.1)	B (16.2)	B (16.9)
W. Friendly Avenue @ Painter Boulevard		C (24.6)	C (25.0)		C (24.5)	C (25.4)
Woodstream Lane/ Access A @ W. Friendly Avenue (as full access)	B (12.7) NBL	D (33.9) NBL	F (4461.8) NBL	D (25.6) NBL	F (99.3) NBL	F (***) NBL
Brushwood Court @ W. Friendly Avenue	C (17.7) SBL	F (60.6) SBL	F (747.4)	C (15.8) SBL	D (34.0) SBL	F (6886.8) SBL
Access B @ Brushwood Avenue			A (9.6) WBL			B (11.4) WBL
Access @ Brushwood Avenue			A (8.8) WBL			A (8.7) WBL
LOS (delay in seconds)			(***) = delay exceeds modeling capacity			

Table 5.3 - Level of Service with Improvements		
<u>Intersections</u>	<u>2012 AM Build with improvements</u>	<u>2012 PM Build with improvements</u>

West Friendly Ave. @ Woodstream Lane / Main Site Access (right-in/out)	B (12.2) NBR	B (11.9) SBR
West Friendly Avenue @ Brushwood (signalized)	B (14.9) - signalized	B (16.4) - signalized
Site Access B @ Brushwood Road	B (10.1) WBL	B (13.6) WBL
Site Access A @ Brushwood Road	B (12.4) NBT	B (11.9) SBR
West Friendly Ave. @ Painter Blvd. (signalized when built)	C (24.7) - signalized	C (23.8) - signalized
LOS (delay in seconds) (***) = delay exceeds modeling capacity		

Recommendations

- We recommend that a 200 foot southbound left turn lane be constructed at the intersection of Brushwood Court at Friendly Avenue. **It should be noted that this improvement will not eliminate the LOS F conditions projected for this intersection.**
- It is not feasible to signalize Access A/Woodstream Lane due to the intersection’s proximity to Painter Boulevard. The most appropriate location for a traffic signal would be at Brushwood Court, which is a public street. *However*, prior to the installation, a traffic signal warrant analysis would need to be conducted. Approval from GDOT and NCDOT would also be necessary. If a traffic signal is warranted, the intersection of Brushwood Court at Friendly Avenue will have to be re-striped to allow a left and right combo and separate left turn movement. The re-striping on Brushwood Court should extend beyond Access C to allow better maneuvering of trucks.
- Additionally, with the installation of a traffic signal, the proposed main access point on Friendly Avenue would need to be restricted to a right-in/out. The most feasible way to accomplish this without restricting Woodstream would be to construct a T-style right-in/out with extended islands (see below).

Summary and Conclusion

This analysis has been conducted based on the scope given by the City of Greensboro Department of Transportation. We have made recommendations to address the noted deficiencies. Coordination will be necessary with the City as well as the NCDOT to implement these recommendations. In conclusion, our analysis indicates that with the addition of the abovementioned recommended improvements, the surrounding network can accommodate the development of this project.