

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
November 12, 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: L
Location: Property bounded by Lawndale Drive, Rosecrest Drive, Fairfield Avenue and West Cornwallis Drive

Applicant: Tribek Properties
Owner: Meyer Family Partnership et al.

GFLUM

From: Low Residential
To: Mixed Use Commercial

Zoning

From: RS-7
To: CD-PDI

- Conditions:**
- 1) Uses: Townhomes intended for sale and drugstore with drive-thru.
 - 2) Residential units will be two story brick townhomes intended for sale.
 - 3) Developer will work with the City's forester to preserve the existing trees on the subject property, to the extent possible.
 - 4) Design façade of the building will incorporate recessing and projecting modules of about 30-40 feet, to reflect the residential patterns in the area. The minimal indentation at the edge of the modules should be at least 2-3 feet.
 - 5) Design of all facades shall be at least 75% brick.
 - 6) Building setbacks of the drugstore building will be as similar as possible to the front yard setbacks in neighboring residential properties on Lawndale and Cornwallis Drives.
 - 7) Developer will designate a clear, direct and safe pedestrian route from the front door of the drugstore building to a public street, using crosswalks and textured materials to draw attention to the said route.
 - 8) Bike racks will be included near the front door area of the drugstore.
 - 9) Developer will build an 8 foot brick masonry wall between the drugstore and the townhomes. There will be at least one pedestrian gate (break) with stairs.
 - 10) Drugstore sign will be monument in type.
 - 11) Residential component will be constructed and completed concurrent with retail use.
 - 12) No trucks will be allowed to use Fairfield Drive entrance to retail.

SITE INFORMATION	
Maximum Developable Units	Sketch plan shows 6 dwelling units
Net Density	N/A
Existing Land Use	8 single family dwellings
Acreage	1.93 acres
Physical Characteristics	<i>Topography:</i> Generally flat <i>Vegetation:</i> Typical single family residential landscaping <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Commercial & Low Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Single family dwellings	RS-7
<i>South</i>	Lawndale Shopping Center and Homer Bell dentist office	RS-7
<i>East</i>	Single family dwellings	RS-7
<i>West</i>	Lawndale Drive and railroad tracks	RS-7

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned RS-7 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 75S.

DIFFERENCES BETWEEN RS-7 (EXISTING) AND CD-PDI (PROPOSED) ZONING DISTRICTS
RS-7: Primarily intended to accommodate high density single family detached dwellings in developments where public water and sewer service is required. The overall gross density will typically be 5.0 units per acre or less.
CD-PDI: Intended to accommodate residential, commercial, office, and neighborhood business uses developed on small tracts of land as infill development within currently built up areas in accordance with a Unified Development Plan. See Conditions for use limitations and other restrictions.

TRANSPORTATION	
Street Classification	Lawndale Drive – Major Thoroughfare, Cornwallis Drive – Minor Minor Thoroughfare, Rosecrest Drive – Local Street, Fairfield Avenue – Local Street.
Site Access	Two access point(s) are proposed by this development. All access point(s) must be designed and constructed to the City of Greensboro standards. A right in right out on Cornwallis with a right turn lane and one full access on Fairfield Ave. as far away as possible from Cornwallis Drive will be approved by GDOT.
Traffic Counts	Lawndale Drive ADT = 22,550, Cornwallis Drive ADT = 14,855.
Trip Generation	24 Hour = 1,390, AM Peak Hour = 47, PM Peak Hour = 137.
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	Yes.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the additional information section of this report for the Executive Summary to the TIS and recommendations.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	N/A, site drains to North Buffalo Creek
Floodplains	N/A
Streams	N/A
Other	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Determined by TRC approved Unified Development Plan
<i>South</i>	
<i>East</i>	
<i>West</i>	

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Reinvestment/Infill Goal: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

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.

POLICY 6A.4: Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

- Including protection against incompatible commercial encroachments into residential neighborhoods

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

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:

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

Proposed:

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New "strip" commercial development is discouraged.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
CP-07-31	10/16/07	A staff initiated request for a Plan amendment on the north side of W. Cornwallis Drive, between Lendew Street and just west of Battleground Avenue, from Low Residential to Mixed Use Residential, 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:

Applicant would like to redevelop the entire block between Lawndale Drive, Rosecrest Drive, Fairfield Avenue and W. Cornwallis Drive that requires the same future land use classification of Mixed Use Commercial.

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.):

Area is in transition, with proposed site lying at a busy intersection with commercial on one side, railroad tracks on another, and residential on the other two sides. A mixed use develop is anticipated for the site and a consistent future land use designation is needed to ensure its uniform development.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is proposing to redevelop the block bounded by Lawndale Drive, Rosecrest Drive, Fairfield Avenue and W. Cornwallis Drive from several single family detached homes to a drug store and townhomes. While the majority of the block is designated at Mixed Use Commercial, the northeast portion of this block is currently designated as Low Residential. In order to process the rezoning request for the entire block, a plan amendment was requested for the area currently designated Low Residential.

Areas to the west and south of this block are currently designated as Mixed Use Commercial and contain both a variety of commercial uses (large strip commercial centers) and small single family homes. Areas to the north and east of this block are designated as Low Residential and consist of stable single family residences. The Mixed Use Commercial designation in this area generally follows the high concentrations of commercial uses adjacent to both Lawndale Drive and Battleground Avenue. However a number of blocks on the east side of Lawndale Drive, north of W. Cornwallis Drive, are split by the Mixed Use Commercial and Low Residential designations. Along this stretch, the blocks primarily south of Markland Drive (including the proposed site) contain a significant number of single family detached residences that create an effective transition from the pure commercial areas to the west. Approval of this request could encourage the remaining blocks in this stretch of Lawndale Drive to also be converted to commercial uses.

The Comprehensive Plan calls for appropriate infill development and reinvestment in older areas if such development does not negatively impact stable residential areas. This proposal does not meet the intent of appropriate infill development for this area. The conversion of the majority of this block to a high impact commercial user (stand alone drug store), is not compatible with the single family neighborhood and it is likely to create negative impacts related to traffic, noise and light. Though the proposal includes both residential and non-residential components it is unclear that these uses can be truly integrated either within the site or with the surrounding residential areas, which is a goal of mixed development. The Sketch Plan provided with this request notes a wall separating the drug store and associated townhomes as well as parking areas and a full point of access to the drug store directly adjacent to existing single family residences. Given the heavy concentration of commercial uses already present on Lawndale Drive and Battleground Avenue, and the location of this site at the edge of the larger Mixed Use Commercial area, new higher intensity commercial uses do not appear warranted. Rather residential development that provides transition between the solid commercial and established residential areas appears to be a better fit. The limited number of townhomes proposed on the periphery of this site do not appear adequate to create this transition. As an alternate the conversion of single family structures in this block to office/service uses that maintain the existing structures could also be considered.

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):

This site is adjacent to two heavily traveled roads (Lawndale Drive and W. Cornwallis Drive) and could further disrupt an already heavily congested area

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

Conversion of this site to Mixed Use Commercial could most likely lead to additional changes along Lawndale Avenue that would allow the expansion of commercial uses beyond the main Battleground Avenue commercial corridor and concentrated areas along Lawndale Drive. Doing so would put additional pressure on the stable residential areas to the east.

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

N/A

PLANNING BOARD COMMENTS

The Planning Board met on October 17, 2007 and made the following comments concerning this request:

- Majority of rezoning request related to Comprehensive Plan is already in compatible future land use classification
- Conversion of this area to Mixed Use Commercial would be very problematic for surrounding neighborhood. Area currently designated as Mixed Use Commercial might even be too big.

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: Staff is concerned that this proposal will destabilize this long-existing residential neighborhood which is comprised of affordable housing situated along streets lined with significant trees. If approved, it will put pressure on surrounding properties and encourage additional commercial intrusion into the neighborhood. It will add a significant increase in traffic volume on what are essentially quiet residential streets, notably Rosecrest Drive and Fairfield Avenue. The only full service entrance for the site is proposed for Fairfield Avenue. The inclusion of an eight foot wall within the development and parking areas on the periphery of the site (as shown on the submitted Sketch Plan) speaks to the general incompatibility of the proposed development with surrounding residential uses.

Staff feels that there is plenty of commercially zoned land in this immediate area to provide needed services to this neighborhood, as well as to traveling motorists. There is an extensive strip center to the south of the subject property and the significant Target shopping center to the north within walking distance of this neighborhood. The neighborhood simply does not need additional commercial services.

GDOT: No additional comments.

Water Resources: No additional comments.

Housing & Community Development: This proposal is incompatible with the single family residential character of existing development to the north and east of the site. The proposal would create significant negative impacts on the Old Irving Park Neighborhood in the form of increased vehicular traffic and inappropriate residential density.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends denial of the Comprehensive Plan Amendment to the Mixed Use Commercial land use classification and denial of the rezoning to Conditional District – Planned Unit Development – Infill primarily due to:

- This proposal is incompatible with the single family residential character of the neighborhood.
- It will create significant negative impacts on the neighborhood.
- It will create a destabilizing situation which will put pressure on additional residential lots to convert to nonresidential land uses.
- It is located at an intersection which already experiences traffic circulation problems and heavy congestion.
- This area is not lacking for commercial services within easy walking distance and there is plenty of existing development to accommodate the passing motorist.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY FOR PROJECT NUMBER 07-040

TRAFFIC IMPACT ANALYSIS COMPLETED BY JOHN DAVENPORT ENGINEERING, INC.

General Information

<i>Project Name:</i>	Walgreen's on Cornwallis	<i>Date:</i>	8/23/07
<i>Developer Name:</i>	Tribek Properties		
<i>Jurisdiction:</i>	City of Greensboro	GDOT	

General Description

Tribek Properties proposes to develop the northeast corner of the intersection of Cornwallis Drive and Lawndale Drive in Greensboro, NC. As proposed, this development will consist of a 14,820 square foot Walgreen's pharmacy with a drive-thru and nine residential townhomes.

Proposed Access Points

The developers plan two access points for the Walgreen's site, one on Fairfield Drive and the other on Lawndale Drive.

Analysis Criteria

<i>Peaks analyzed:</i>	AM/PM	<i>Build out Year:</i>	2008
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Intersections Considered in Analysis:

- Cornwallis Drive @ Lawndale Drive
- Cornwallis Drive @ Battleground Avenue
- Cornwallis Drive @ Fairfield Avenue
- Lawndale Drive @ Rosecrest Drive
- Rosecrest Drive @ Fairfield Drive
- Site Access @ Fairfield Drive
- Site Access @ Lawndale Drive

Note that the proposed driveways for the residential component were not analyzed. These access points are projected to be very low volume. However, their location and design were reviewed and discussed.

<i>Off Site Developments</i>			
<i>Project Name:</i>	<i>Date Approved:</i>	<i>TIA Completed by:</i>	<i>Trip Generation</i>
n/a	n/a	n/a	n/a
<i>Committed Improvements</i>			
There are no committed improvements in the study area.			

ITE Tri p Generation				
<i>24-hour total</i>	1,390	<i>AM peak:</i>	47	<i>PM peak:</i> 137

Level of Service Table						
Intersections	AM Peak			PM Peak		
	2007 Existing	2008 Future no-build	2008 Future build with existing lane geometry	2007 Existing	2008 Future no-build	2008 Future build with existing lane geometry
West Cornwallis Drive @ Battleground Avenue	D (48.7)	D (51.7)	D (53.0)	E (57.3)	E (61.6)	E (65.6)
West Cornwallis Drive @ Lawndale Drive	B (16.4)	B (16.6)	B (17.0)	C (22.2)	C (22.9)	C (25.1)
Lawndale Drive @ Rosecrest Drive	B (14.0) WB Approach	B (14.3) WB Approach	B (14.6) WB Approach	A (9.3) WB Approach	A (9.3) WB Approach	B (10.8) WB Approach
Access A @ Lawndale Drive			A (8.9) WB Approach			A (9.3) WB Approach
Access B @ Fairfield Drive			A (8.5) EB Approach			A (9.8) NB Approach
West Cornwallis Drive @ Fairfield Drive	B (12.0) SB Approach	B (12.2) SB Approach	B (12.4) SB Approach	C (23.9) SB Approach	D (25.4) SB Approach	D (28.6) SB Approach
Rosecrest Drive @ Fairfield Drive	A (9.2) WB Approach	A (9.2) WB Approach	A (9.2) WB Approach	A (9.4) WB Approach	A (9.4) WB Approach	A (9.4) WB Approach

Summary of Recommendations

In order to mitigate the impact of this development, the following improvements are recommended:

1. Construct a 100-foot northbound right turn lane on Lawndale Road at Access A (per GDOT comments). This drive shall be restricted to right-in/out.
2. No improvements are recommended for Access B. This drive shall be full access.
3. The site plan indicates that the proposed residential portion of this project will have driveways on Rosecrest Drive. This proposed access points will need to meet GDOT standards as far as spacing and configuration. As proposed, these access points do not warrant any roadway improvements. However, it is recommended that a pedestrian connection be established to internally connect the townhomes with the proposed Walgreens.

Conclusion

This analysis has been conducted based on the scope given by the Greensboro Department of Transportation Guidelines. We have identified all anticipated areas of deficiency and made recommendations for improvements. Our analysis has indicated that this area currently experiences and will continue to experience significant queuing during the peak hours. However, the placement of the proposed site access points is adequate based on these conditions. Our analysis indicates that this increase should not result in a drop in the overall level of service. We have made recommendations regarding improvements that should provide additional capacity for traffic accessing the site. Finally, although a pass-by trip reduction was not taken, a significant portion of the trips to be generated by this development are expected to be pass-by trips, which are trips that are already on the roadways within the study area. Overall, while the development of this project and associated improvements will not enhance traffic conditions within the study area, its development is not expected to seriously degrade these conditions either.