City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
May 8, 2006 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: I
Location: Northeast quadrant of Guilford College Road and Sapp Road

Applicant: Leon and Julia Mills, Nancy Coltrane, and Tamara Edwards
Owner: Leon and Julia Mills, Nancy Coltrane, and Tamara Edwards

GFLUM
From: High Residential
To: Commercial

Zoning
From: County RS-40 and City RS-12
To: City CD-GB

Conditions:
1) Uses: All uses in the Limited Business zoning district, plus restaurant/coffee shop with drive thru.
2) Any building shall be constructed of substantially brick building materials.
3) All exterior lighting shall be directed away from adjoining properties.
4) Any building on the subject property shall be limited to one story in height.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Single Family Dwelling
Acreage	1.88
Physical Characteristics	*Topography:* Generally flat *Vegetation:* Some mature trees *Other:* N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	High Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	**Land Use**	**Zoning**
North	Single Family Residential	Co. RS-40 / RS-12
South	Time Warner Cable / Pierce Homes of Carolina	Co. GO-M / CD-GO-M
East	Single Family Residential	Co. RS-40
West	Charlestowne Crossing Condominiums	CD-RM-12

ZONING HISTORY		
Case #	**Year**	**Request Summary**
N/A		

DIFFERENCES BETWEEN RS-40 & RS-12(EXISTING) AND CD-GB (PROPOSED) ZONING DISTRICTS
RS-40: Primarily intended to accommodate single family detached dwellings on large lots and is intended solely for properties having one or more of the following characteristics: (a) Lies within the 60 DNL noise contour; (b) Lies in a public water supply watershed and where an outfall to provide public sewer service is not available; or (c) Lies in a portion of a watershed critical area to which an outfall to provide sewer service has been made available pursuant to an agreement, approved by the City and by another governmental jurisdiction, designed to limit development density to approximately that obtainable prior to sewer service. **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.
CD-GB: Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. See Conditions for use limitations and other restrictions.

TRANSPORTATION	
Street Classification	Guilford College Road – Major Thoroughfare, Sapp Road – Sub-Collector Street.
Site Access	One access proposed per street frontage. All driveways must meet the City of Greensboro and NCDOT Driveway Standards. It should be noted that **if** full access is approved on Guilford College Road that full access is not guaranteed indefinitely. Should safety and/or operational issues occur in the future then this access point may be restricted to a right in right out only w/ a center island median in order to address these issues.
Traffic Counts	Guilford College Road ADT = 28,000.
Trip Generation	24 Hour = 1,712, AM Peak Hour = 263, PM Peak Hour = 240.
Sidewalks	Requirement per Development Ordinance. A 6' sidewalk w/ a 4' grass strip is required along both sides of thoroughfares. A 5' sidewalk w/ a 3' grass strip is required along all other streets.
Transit	Yes.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report for the Executive Summary.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Yes, Lower Randleman Lake WS IV
Floodplains	N/A
Streams	N/A
Other	Maximum percentage of built upon area per watershed density is 50%. Low density development is for sites where the proposed built upon area is from 0-12% of the total site acreage and high density development is from 12-50%. If high density development is proposed all the built upon area must drain and get treated by a State approved device (pond or similar).

LANDSCAPING REQUIREMENTS	
Location	**Required Planting Yard Type and Rate**
North	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
South	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
East	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
West	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/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.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place.

POLICY 9A.5: Continue to link City-initiated annexations and approvals of annexation petitions for water/sewer extension policies regarding designated growth areas.

Connections 2025 Map Policies:
The area requested for rezoning lies within the following map classifications:

Existing:

High Residential (over 12 d.u./acre): This category provides for high-density apartment dwellings, condominiums, life care, and similar housing types. Creating opportunities for this type of housing will become increasingly important to respond to demographic shifts and demand for affordable housing, and it is ideally suited near major activity and employment centers and in areas suitable for future transit service. Within this district, office buildings may also be accommodated.

Tier One (Current Growth Area): 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 ten years.

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-06-13		A request to amend the GFLUM from Moderate Residential to High Residential on Wendover Avenue east of Brewster Drive will be considered at the same meeting as this request.

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:
Guilford College Road has recently been widened at this location. Moreover, there are many new residential developments in the area without an abundance of small neighborhood serving retail establishments.

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.):
Recently a new townhome development was approved on Sapp Road near the subject property/intersection. The Greensboro Urban Loop is scheduled to be built just to the south of the subject intersection/property.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:
The applicant is requesting this change to build a retail establishment. This area is currently depicted as High Residential on the Generalized Future Land Use Map which accommodates high-density apartment dwellings, condominiums, life care, and similar housing types. Office buildings may also be accommodated within this land use classification. North and east of the subject property are single-family homes, south is Time Warner Cable, and west are condominiums.

This area was designated as High Residential because of its proximity to the Urban Loop and the large area of commercial uses to the east. It was felt that high density residential would be a good support for the commercial land uses and provide easy access onto the loop for travel to jobs. This land use classification also supports office buildings which are also seen as complimentary to the residential and the commercial uses.

Additionally, this High Residential area and the Moderate Residential area to the south provide a break between two commercial areas, one in Greensboro's jurisdiction (Wendover and Bridford Parkway) and the other just to the west in High Point's jurisdiction at the Wendover and Piedmont Parkway intersection.

Staff feels that there is an abundance of commercial in this area to serve the residential and that allowing for more in this area will encourage the stripping of commercial along the east side of Guilford College from Hornaday Road down to this site.

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 property adjoins the city limits on a portion of its northeast side and all of its northwest side.

It is within the Tier One (Current Growth Area) on the Growth Strategy Map of Connections 2025.

There is a 12-inch water line in Guilford College Road and in Sapp Road along both the property's frontages.

There is no sewer line alongside the property at present. It is the City's policy that the property owner is responsible for extending a sewer line. Extension of a new sewer line from an existing sewer line several hundred feet to the southwest appears to be the most likely approach to sewering this property.

Fire service can be provided with moderate difficulty, as this property is at the edge of the City Fire Department's response capability. There is a rural fire department with whom the City can contract.

The Police Department estimates moderate impact on its service provision, resulting mainly from vehicle conflicts turning into and out of the property.

Other City services can be provided in a manner similar to their provision to the previously-annexed properties nearby.

Implications, if any, the Amendment may have for Other Parts of the Plan:
It could encourage other similar requests along the eastern side of Guilford College Road between this site and the existing commercial uses to the north.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):
None

COMPREHENSIVE PLAN MONITORING COMMENTS

The Monitoring Committee met on Monday, May 1, 2006, and made the following comments concerning this request:

- Don't want to break the land use for this small of a tract;
- Apartments, condos, or office may be better in this location;
- It is a corner lot that could also support commercial;
- It doesn't allow for good planning; and
- It would be better if it were closer to Wendover Avenue

CONFORMITY WITH OTHER PLANS

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

City Plans: The Guilford College Road Corridor Study (April 15, 1998) included this property within the Guilford College Road Subcorridor (South of I-40). The Plan had this to say about this area:

> "The entire west side of the stretch of Guilford College Road south of Nicholas Road is zoned multifamily residential (RM-12), with most units built within the last 15 years and others yet to be constructed. **The east side is primarily a mix of single-family residential homes and light industrial (e.g. mini-storage units and an automobile paint and body shop). However, much of the land in the extensive RS-40 District to the northeast of the Guilford College Road/Sapp Road intersection is currently underutilized or vacant. This same land is to the immediate west of the Wendover Place Shopping Center and is unlikely to remain RS-40 in the immediate future. We recommend that this area be considered for additional multi-family units or**

low-to-moderate intensity offices that can act as a land use buffer between the Wendover Place Shopping Center and the multi-family housing along the west side of Guilford College Road. Furthermore, this recommendation is consistent with the 1995 West Wendover Avenue/Guilford College Road Corridor Plan that was adopted by the High Point City Council in June 1995 and prepared in collaboration with the Planning Departments of High Point, Greensboro, and Guilford County."

Other Plans: N/A

STAFF COMMENTS

Planning: Staff feels that the recommendation in the Guilford College Corridor Plan as quoted above is still valid, i.e. that this area be considered for additional multi-family units or low-to-moderate intensity offices that can act as a land use buffer between the Wendover Place Shopping Center and the multi-family housing along the west side of Guilford College Road. Furthermore, staff feels that approval of this request will encourage "strip commercial" development along Guilford College Road which is inconsistent with the goal for new retail and commercial service uses within an area which may be designated as Commercial on the Generalized Future Land Use Map. This proposal is certainly inconsistent with the current classification of High Residential which is described above and which staff believes to be the appropriate future land use classification for this area.

GDOT: No additional comments.

Water Resources: Channels that carry public water require a Drainage Maintenance and Utility Easement (DMUE). The width depends on the runoff that the channel carries.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends denial of the Comprehensive Plan amendment to the Commercial land use classification and denial of the original zoning and rezoning to Conditional District – General Business primarily due to:

- this will likely encourage the stripping of commercial along the east side of Guilford College Road from Hornaday Road down to this site and this is not supported by the Guilford College Road Corridor study or the Comprehensive Plan; and
- this High Residential area and the Moderate Residential area to the south provide a break between two existing commercial areas, one in the Greensboro jurisdiction (Wendover and Bridford Parkway) and the other just to the west in the High Point jurisdiction at the Wendover and Piedmont Parkway intersection.

ADDITIONAL INFORMATION

Sapp Road Commercial Development - Traffic Impact Analysis
Prepared for MPR Properties
February 24, 2006

Executive Summary

MPR Properties proposes to develop a commercial development off Guilford College Road in Greensboro, NC (see figure 1). The site plan proposes to rezone for a 12,000 SF of retail and a 3,000 SF coffee shop with drive-thru. The project proposes two access points; one full access on Sapp Road and one full access on Guilford College.

The City of Greensboro has requested a traffic analysis to determine the effect of this proposed project. Transportation engineering consultant firm *John Davenport Engineering Inc.* was contracted to provide the traffic study for this proposed development. The following intersections were included in the study:

- Guilford College Road at Sapp Road (existing unsignalized)
- Guilford College Road at Proposed Access (proposed entrance)
- Sapp Road at Proposed Access (proposed entrance)

These intersections were analyzed for:

- 2006 Existing Conditions
- 2007 Future No-Build Conditions
- 2007 Future Build conditions

The site is proposed to be built-out by 2007.

This proposed development is expected to generate approximately 1,712 daily weekday trips; with 263 trips during the AM peak and 240 trips during the PM peak.
The following is a level of service table for the projected impact of this development:

Level of Service						
	AM Peak			**PM Peak**		
Intersections	2006 Existing	2007 Future No-Build	2007 Future Build	2006 Existing	2007 Future No-Build	2007 Future Build
Guilford College Road @ Sapp Road	F (86.5) WB Approach	F (86.5) WB Approach	F (1007.0) WBL	F (524.6) EB Approach	F (741.5) EB Approach	F (***) EB Approach
Guilford College Road @ Proposed Access			C (17.5) WB Approach			C (15.3) WB Approach
Sapp Road @ Proposed Access			A (9.0) SBL			A (9.5) SBL

Based on the traffic analysis results, the following recommendations are made:

<u>Guilford College Road at Sapp Road (existing unsignalized)</u>

- Based on the LOS analysis, a traffic signal may be warranted at this intersection in the future with the construction of this development.
- Construct a 100-foot westbound left turn lane at Guilford College Road.

<u>Guilford College Road at Proposed Access (proposed entrance)</u>

- No improvements recommended. Analysis indicates that a full access drive should operate reasonably well at this location.

Sapp Road at Proposed Access (proposed entrance)

- Construct a 100-foot eastbound left turn lane on Sapp Road at the proposed entrance.

Analysis indicates that this proposed development will have an effect on the Guilford College/Sapp Road intersection. It is currently experiencing long delays during both peaks and these delays can be expected to increase regardless whether this project is built or not. With the recommended geometric improvements on Sapp Road, the impact of this development can be mitigated. A Signal Warrant Analysis should be performed to identify whether or not traffic volumes have reached the projected levels to warrant the installation of a signal.