

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
February 11, 2008 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: North side of Wolfetrail Road (south of I-85 and west of South Elm-Eugene Street)

Applicant: Stephen D. Sexton
Owner: Stephen D. Sexton

GFLUM

From: Mixed Use Residential
To: Mixed Use Commercial

Zoning

From: County RS-30
To: City CD-RM-18

Conditions: 1) All exterior lighting in the parking areas shall be directed towards the interior of the property

SITE INFORMATION	
Maximum Developable Units	25
Net Density	17.9
Existing Land Use	Single family dwelling and undeveloped
Acreage	1.4
Physical Characteristics	<i>Topography:</i> Generally sloping to north <i>Vegetation:</i> Grass and wooded area <i>Other:</i> perennial stream on eastern edge of site
Overlay Districts	SCOD-1 and SCOD-2
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Residential
Other	Within an Activity Center

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Interstate highway (I-85)	Co. AG
<i>South</i>	Single family dwelling	Co. RS-30
<i>East</i>	Undeveloped and scattered single family dwellings	Co. RS-30
<i>West</i>	Rural residential	Co. RS-30

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ZONING HISTORY		
Case #	Year	Request Summary
		N/A

DIFFERENCES BETWEEN County RS-30 (EXISTING) AND CD-RM-12 (PROPOSED) ZONING DISTRICTS
RS-30: The RS-30, Residential Single-family District is primarily intended to accommodate low-density single-family detached dwellings on large lots. The overall gross density in RS-30 areas will typically be 1.3 units per acre or less.
CD-RM-12: The RM-12, Residential Multifamily District is primarily intended to accommodate multifamily uses at a density of 12.0 units per acre or less. See Conditions for use limitations and other restrictions.

TRANSPORTATION	
Street Classification	S. Elm-Eugene Street – Major Thoroughfare, Wolftrail Road – Collector Street.
Site Access	All access must be designed and constructed to the City of Greensboro and NCDOT standards. Cross access shall be required between all parcels
Traffic Counts	S. Elm-Eugene Street ADT = 2,300 (NCDOT 2006).
Trip Generation	24 Hour = 5,116, AM Peak Hour = 364, PM Peak Hour = 469.
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. There are no sidewalk projects in the area.
Transit	No.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report for the Executive Summary of the TIS.
Street Connectivity	N/A.
Other	N/A.

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ENVIRONMENTAL REVIEW	
Water Supply Watershed	No, site drains to South Buffalo Creek
Floodplains	N/A
Streams	Unclassified drainage feature on site. If the drainage feature is classified as perennial a 50' buffer would be required. Buffer is to be measured from (whichever produces a greater buffer) from top of bank, top of steep slope or edge of contiguous wetland. The first 15' of the buffer must remain undisturbed and in the next 35' built upon area is limited of 50% and no occupied structures are allowed. Upon annexation, contact the Stormwater Division at 373-2055 to request a stream identification.
Other	Refer to additional staff comments on feasibility and availability of water and sewer at subject site. Potential for wetlands on site.

LANDSCAPING REQUIREMENTS – proposed LUC = 4	
Location	Required Planting Yard Type and Rate
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>South</i>	NA – Triangular shaped property
<i>East</i>	Type D Yard – 5' minimum width; 2 understory/100'; 18 shrubs/100'
<i>West</i>	Type D Yard – 5' minimum width; 2 understory/100'; 18 shrubs/100'

TREE PRESERVATION REQUIREMENTS	
1.4 ac.	All trees 4" or greater DBH which are located within the required planting yards.

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 4G.1: Promote compact development.

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.

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

Connections 2025 Map Policies:

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

Existing:

Mixed Use Residential: This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

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
06-10	05/02/2006	A request to amend the Generalized Future Land Use Map from Industrial/Corporate Park and Mixed Use Commercial to Commercial for areas on the north side of the urban loop (I-85) between S. Elm-Eugene Street and Pleasant Garden Road, 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:

With the development of the urban loop, interchanges such as the one at S. Elm-Eugene Street can reasonably expect commercial development closest to the highway. Topographical conditions, including a perennial stream on the western edge of the site creates a logical separation between new primarily commercial uses and surrounding future residential development.

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Explain in detail the conditions that you think may warrant a Plan Amendment (i.e.

Development on the north side of this highway interchange has introduced a number of large scale commercial uses with residential development nearby. It is reasonable to assume that development on the south side of this interchange would follow a similar mixed development pattern with highway oriented development nearest the highway, transitioning to other commercial, office and residential uses.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is requesting a higher intensity residential zoning district to complement the adjacent proposed primarily commercial, retail and office development at the southern edge of I-85 (urban loop) and west of South Elm-Eugene Street. As the adjacent proposal is oriented primarily towards non-residential uses, a request to change the future land use designation to Mixed Use Commercial for both proposed sites was requested. The proposed request is located within a designated Activity Center on the Generalized Future Land Use Map, which encourages a more compact, higher intensity development pattern that facilitates pedestrian and transit linkages. The north side of this highway interchange is currently designated Mixed Use Commercial with various residential designations located further to the north. The south side of this interchange is currently designated Mixed Use Residential with an area of Industrial/Corporate Park located further to the east and Interim Residential and Potential Employment Centers (Pending Further Study) located further to the south.

Both the Mixed Use Residential and Mixed Use Commercial designations call for a mixture of higher and lower intensity uses designed in a compact manner to facilitate unified development and more efficient use of land. In examining this proposal the question is whether the primary focus for this site should be residential or commercial. The significant commercial investment north of this highway interchange, with adjacent residential uses as you move further away, is a pattern that also makes some sense for the southern side of this interchange. However it could also be argued that the significant intensity of existing and proposed commercial investment on the north side of the interchange calls for significant residential investment on the south side of the interchange to provide balance in the overall land use pattern. Staff generally feels that either land use designation can be workable for property immediately adjacent to this highway interchange but would stress a significant future residential component is necessary for any non-residential development to be ultimately successful. This rezoning request can help facilitate such 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, water and sewer services are currently available just east and north of the site

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

If approved three of the four quadrants around the I-85 (urban loop) and S. Elm-Eugene Street interchange will have the Mixed Use Commercial designation, potentially leading to a similar change for the fourth (southeast) quadrant in the future.

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

The opening of the new interchange in this location has allowed the opportunity for a variety of higher intensity residential and non-residential uses.

PLANNING BOARD COMMENTS

The Planning Board met on January 16, 2008 and made the following comments concerning this request:

- Proposal makes sense in putting commercial uses closest to the highway interchange with residential uses further away
- Proposal would be similar to the emerging development pattern on the north side of the interchange

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 is requesting a change to Conditional District, Residential Multifamily 12 to facilitate development of future moderate to high intensity residential development to complement the associated commercial, office and retail uses adjacent to the I-85 and South Elm-Eugene interchange. This is inline with the intent of the Mixed Use Commercial future land use designation also being considered for this site. Given the limited size of this request, staff is concerned about the ability to develop this currently proposed area for moderate to higher intensity residential uses. However the rezoning request would establish a residential edge to the larger proposed retail, commercial and office, pushing these uses closest to the highway interchange. Staff would encourage strong pedestrian and vehicular connections between any proposed residential and non-residential uses, to meet the spirit of the mixed future land use designations in this area.

GDOT: No additional comments.

Water Resources: All the necessary approvals will have to be obtained from the State Division of Water Quality and the US Army Corps of Engineers for any proposed stream crossing / disturbance. A properly sized DMUE is required for streams and / or channels that carry public runoff. Size of DMUE is based on the flow carried by the stream / channel.

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Possibility of wetlands exists on site. State and US Army Corps of Engineers approval required for any wetlands disturbance.

In order to obtain Water Resources approval for development/annexation, the following conditions must be met:

- The Rehobeth Church Rd., Short Farm Rd., & Old Randleman Rd. connector lines must be built (forecasted Winter 2008).
- The downstream sewer capacity will need to be confirmed, along with the proposed projects flow allocation approved and sewer extended to the site at the developer's expense. Contact Mr. Robert Bald, PE (COG, Water Resources) at 373-2055 for additional information.
- A 12" water main will have to be extended down Wolfetrail Road connecting the existing water mains at S. Elm-Eugene St. & Randleman Rd., at the developer's expense.
- A Water & Sewer feasibility study will need to be completed for the properties inquired. Contact Ms. Beth Anne Aheron (Guilford County Planning & Dev.) at 641-3645 for additional information.

Housing & Community Development: Long term quality of life, traffic circulation, and safety in this development and its surroundings would be enhanced by realigning Wolfe Trail Road to intersect South Elm-Eugene Street at the northern boundary of the property situated at 4016 South Elm-Eugene Street.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan Amendment to the Mixed Use Commercial land use classification and approval of the rezoning to the Conditional District-Residential Multifamily 12 (CD-RM-12) primarily due to:

- The inclusion of a variety of retail, commercial and office uses adjacent to this highway interchange, with accommodations for moderate to higher intensity residential uses in close proximity, is in line with mixed development called for in the Comprehensive Plan
- The proposal would provide commercial and professional services in close proximity to surrounding existing and anticipated residential development, promoting more compact development at the City's fringe.

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ADDITIONAL INFORMATION

**Sexton Commercial Project - Traffic Impact Analysis
Prepared for Triad Legacy Development, LLC
November 30, 2007**

Executive Summary

At the request of Triad Legacy Development LLC, our firm John Davenport Engineering, Inc. has performed a traffic impact analysis for the proposed commercial development to be located at the northwest quadrant of South Elm -Eugene Street and Wolfetrail Road intersection in Greensboro, NC. This site is immediately south of I-85 at the Elm-Eugene Street exit. The developers of this project propose a development which includes a gas station/convenience store, a fast food restaurant, a financial institution, a retail shopping center, a sit down restaurant, an urgent care medical facility and, potentially, a car wash. The site plan (see Figure 1) indicates that the developer proposes to have two full accesses onto Wolfetrail Road and one right-in/right out onto South Elm-Eugene Street. This traffic impact analysis summarizes 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.

The Institute of Transportation Engineers (ITE) Trip Generation Software was utilized to project trips for this development. It is expected that this development will generate a net total of 5,116 vehicle trips per day with an AM peak of 364 and a PM peak of 469.

The City of Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Traffic Impact Analysis (TIA). Information regarding the property was provided by Triad Legacy Development LLC.

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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.

Table 5.2 - LOS Table						
Intersection	AM Peak			PM Peak		
	2007 Existing	2012 Future no-build	2012 Future Build (Site & approved)	2007 Existing	2012 Future no-build	2012 Future Build (Site & approved)
Elmsley Drive @ S. Elm-Eugene Street	B(11.9)	B (11.0)	B(11.0)	B(18.3)	D (38.7)	D (41.2)
I-85 Westbound Ramp @ S. Elm-Eugene Street	B(14.7)	B(15.5)	B(17.1)	B(10.7)	B(18.0)	C(20.3)
I-85 Eastbound Ramp @ S. Elm-Eugene Street	C(23.3)	C(23.4)	C(21.3)	C(32.1)	D (35.3)	D(35.7)
Site Access A @ S. Elm-Eugene Street			A(9.6) EB Approach			B(11.0) EB Approach
Wolfetrail Road @ S. Elm-Eugene Street	B(14.9) EB Approach	C(17.0) EB Approach	E(39.3) EB Approach	C(16.1) EB Approach	C(18.7) EB Approach	F(167.1) EB Approach
Ritters Lake Road @ S. Elm-Eugene Street	C(17.8) EB Approach	C(22.5) EB Approach	F(57.0) EB Approach	E(35.6) EB Approach	F(59.5) EB Approach	F(297.3) EB Approach
Site Access B @ Wolfetrail Road			A(9.9) SB Approach			B(10.5) SB Approach
Site Access C @ Wolfetrail Road			A(9.3) SB Approach			A(9.6) SB Approach
LOS (delay in seconds)						

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Recommendations for improvements to intersection lane geometry in order to address the impacts of this project for intersections in the study area are summarized in Table 6.0.

This analysis has been conducted according to Greensboro DOT guidelines. We have identified all anticipated areas of deficiency and made recommendations for improvements where possible. The developer will need to coordinate with the Greensboro DOT to determine which improvements will be required and the schedule for their implementation.

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Table 6.0 Recommended Improvement Summary Table

<u>2012 Future Build-Out Traffic</u>	
Elmsley Drive @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
I-85 Westbound Ramp @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
I-85 Eastbound Ramp @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
Site Access A @ S. Elm-Eugene Street	This intersection will operate under an acceptable LOS, however our turn lane analysis indicates that a 100- foot southbound right turn lane is warranted. We recommend the construction of a 100- foot southbound right turn lane
Wolfetrail Road @ S. Elm-Eugene Street	<p>We recommend the following roadway improvements:</p> <ol style="list-style-type: none"> 1. Construct a 250 ft eastbound left-turn lane on Wolfetrail Road. 2. Construct a 100 ft northbound left-turn lane on South Elm Eugene Street. 3. Construct a 100 ft southbound right-turn lane on South Elm Eugene Street. Road.
Ritters Lake Road @ S. Elm-Eugene Street	<p>This intersection currently operates at a LOS F during the PM peaks under future build out conditions. There is enough room to make significant capacity improvements. Our recommendation will not eliminate the LOS F conditions during the PM peak; however this is very typical for minor street movements. This proposed improvement is not the sole responsibility of the developer. We recommend the following roadway improvements:</p> <ol style="list-style-type: none"> 1. Construct a 125 ft southbound right-turn lane on South Elm Eugene Street. 2. Construct a 125 ft southbound right-turn lane on South Elm Eugene Street <p>At this time we do not expect this intersection to warrant a traffic signal however it is recommended that GDOT closely monitors the operation of this intersection and provide a traffic signal when warranted.</p>
Site Access B @ Wolfetrail Road	We recommend the construction of a 100 ft westbound right-turn lane on Wolfetrail Road.
Site Access C @ Wolfetrail Road	We recommend the constructing 100 ft westbound left-turn lane on Wolfetrail Road.

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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: J
Location: West side of South Elm-Eugene Street, SW of Interstate I-85

Applicant: Stephen D. Sexton
Owner: Stephen D. Sexton

GFLUM

From: Mixed Use Residential
To: Mixed Use Commercial

Zoning

From: County AG, RS-30, LI and LB
To: CD-HB

Conditions:

- 1) Permitted Uses: All uses permitted in the HB district except:
 1. Automobile Rental and Leasing
 2. Automobile Repair Services, Major
 3. Automobile Repair Services, Minor
 4. Automobile Parking (commercial)
 5. Automobile Towing and Storage Services
 6. Boat Repairs
 7. Equipment Rental & Leaving (no outside storage)
 8. Equipment Repairs, Light
 9. Kennels or Pet Grooming Services
 10. Pest or Termite Control Services
 11. Recreational Vehicle Parks or Campsites
 12. Refrigerator or Large Appliance Repairs
 13. Rehabilitation or Counseling Services
 14. Taxidermists
 15. Tourist Homes (Bed & Breakfast)
 16. Truck Driving Schools
 17. Flea Markets, Indoor
 18. Manufactured Home Sales
 19. Pawnshops
 20. Truck Stops
 21. Bus Terminals
 22. Heliports
 23. Land Clearing & Inert Debris Landfills, Minor
 24. Railroad Terminals or Yards
 25. Taxi Terminals
 26. Warehouses (general storage/enclosed)

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- 27. Warehouses (self-storage)
 - 28. Contractors (no outside storage)
 - 29. Ice
 - 30. Sexually Oriented Businesses
 - 31. Arts and Crafts Shows
 - 32. Carnivals and Fairs
- 2) All exterior lighting, including lighting of the parking areas, shall be directed toward the interior of the property.
- 3) A maximum of one curb cut on the western margin of South Elm-Eugene Street, will be provided at a location approved by NCDOT and GDOT, which will permit right-in, right-out movements only.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Four single family dwellings and vacant church
Acreage	26.651
Physical Characteristics	<i>Topography:</i> gentle sloping to northern and southern edges of property <i>Vegetation:</i> grass and few mature trees <i>Other:</i> existing perennial stream on western edge of property
Overlay Districts	SCOD-1, SCOD-2
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Residential
Other	Within an Activity Center

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Urban Loop	Co. AG & RS-30
<i>South</i>	Rural residential	Co. RS-30 & AG
<i>East</i>	Rural residential and Oak Grove Mobile Home Park	Co. AG & RS-30
<i>West</i>	Occupied single family dwelling and vacant single family dwelling	Co. RS-30

ZONING HISTORY		
Case #	Year	Request Summary
		N/A

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DIFFERENCES BETWEEN County AG, RS-30, and RS-30-MH (EXISTING) AND City CD-HB (PROPOSED) ZONING DISTRICTS	
AG: The AG, Agricultural District is primarily intended to accommodate uses of an agricultural including farm residences and farm tenant housing, as well as scattered non-farm residences on large tracts of land.	
RS-30: The RS-30, Residential Single-family District is primarily intended to accommodate low-density single-family detached dwellings on large lots. The overall gross density in RS-30 areas will typically be 1.3 units per acre or less.	
CD-HB: The HB, Highway Business District is primarily intended to accommodate retail, service, and distributive uses which are typically located along thoroughfares. The district is established to provide locations for establishments which cater primarily to passing motorists and require high visibility and good road access. See Conditions for use limitations and other restrictions.	

TRANSPORTATION	
Street Classification	S. Elm-Eugene Street – Major Thoroughfare, Wolftrail Road – Collector Street.
Site Access	All access must be designed and constructed to the City of Greensboro and NCDOT standards. Cross access shall be required between all parcels
Traffic Counts	S. Elm-Eugene Street ADT = 2,300 (NCDOT 2006).
Trip Generation	24 Hour = 5,116, AM Peak Hour = 364, PM Peak Hour = 469.
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. There are no sidewalk projects in the area.
Transit	No.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report for the Executive Summary of the TIS.
Street Connectivity	N/A.
Other	N/A.

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ENVIRONMENTAL REVIEW	
Water Supply Watershed	No, site drains to South Buffalo Creek
Floodplains	N/A
Streams	Unclassified drainage feature on site. If the drainage feature is classified as perennial a 50' buffer would be required. Buffer is to be measured from (whichever produces a greater buffer) from top of bank, top of steep slope or edge of contiguous wetland. The first 15' of the buffer must remain undisturbed and in the next 35' built upon area is limited of 50% and no occupied structures are allowed. Upon annexation, contact the Stormwater Division at 373-2055 to request a stream identification.
Other	Refer to additional staff comments on feasibility and availability of water and sewer at subject site. Potential for wetlands on site.

LANDSCAPING REQUIREMENTS – proposed LUC = 4	
Location	Required Planting Yard Type and Rate
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>South</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>East</i>	Type A Yard - 50' avg. width; 4 canopy/100'; 10 understory/100', 33 shrubs/100' AND a Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100'
<i>West</i>	Type A Yard - 50' avg. width; 4 canopy/100'; 10 understory/100', 33 shrubs/100'

TREE PRESERVATION REQUIREMENTS	
26.651	All trees 4" or greater DBH which are located within the required planting yards or within 25' of the side and rear property line, whichever is greater

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 4G.1: Promote compact development.

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.

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Connections 2025 Map Policies:

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Existing:

Mixed Use Residential: This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

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
06-10	05/02/2006	A request to amend the Generalized Future Land Use Map from Industrial/Corporate Park and Mixed Use Commercial to Commercial for areas on the north side of the urban loop (I-85) between S. Elm-Eugene Street and Pleasant Garden Road, was approved by City Council.

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APPLICANT STATED REASONS FOR REQUEST

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

With the development of the urban loop, interchanges such as the one at S. Elm-Eugene Street can reasonably expect commercial development closest to the highway. Topographical conditions, including a perennial stream on the western edge of the site creates a logical separation between new primarily commercial uses and surrounding future residential development.

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.):

Development on the north side of this highway interchange has introduced a number of large scale commercial uses with residential development nearby. It is reasonable to assume that development on the south side of this interchange would follow a similar mixed development pattern with highway oriented development nearest the highway, transitioning to other commercial, office and residential uses.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is proposing a primarily commercial, retail and office development for property adjacent to the southern edge of I-85 (urban loop) and west of South Elm-Eugene Street. As the proposal is oriented primarily towards non-residential uses, a request to change the future land use designation to Mixed Use Commercial was requested. The proposed request is located within a designated Activity Center on the Generalized Future Land Use Map, which encourages a more compact, higher intensity development pattern that facilitates pedestrian and transit linkages. The north side of this highway interchange is currently designated Mixed Use Commercial with various residential designations located further to the north. The south side of this interchange is currently designated Mixed Use Residential with an area of Industrial/Corporate Park located further to the east and Interim Residential and Potential Employment Centers (Pending Further Study) located further to the south.

Both the Mixed Use Residential and Mixed Use Commercial designations call for a mixture of higher and lower intensity uses designed in a compact manner to facilitate unified development and more efficient use of land. In examining this proposal the question is whether the primary focus for this site should be residential or commercial. The significant commercial investment north of this highway interchange, with adjacent residential uses as you move further away, is a pattern that also makes some sense for the southern side of this interchange. However it could also be argued that the significant intensity of existing and proposed commercial investment on the north side of the interchange calls for significant residential investment on the south side of the interchange to provide balance in the overall land use pattern. Staff generally feels that either land use designation can be workable for property immediately adjacent to this highway interchange but would stress a significant future residential component is necessary for any non-residential development to be ultimately successful.

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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, water and sewer services are currently available just east and north of the site

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

If approved three of the four quadrants around the I-85 (urban loop) and S. Elm-Eugene Street interchange will have the Mixed Use Commercial designation, potentially leading to a similar change for the fourth (southeast) quadrant in the future.

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

The opening of the new interchange in this location has allowed the opportunity for a variety of higher intensity residential and non-residential uses.

PLANNING BOARD COMMENTS

The Planning Board met on January 16, 2008 and made the following comments concerning this request:

- Proposal makes sense in putting commercial uses closest to the highway interchange with residential uses further away
- Proposal would be similar to the emerging development pattern on the north side of the interchange

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 is requesting a rezoning to Conditional District Highway Business, CD-HB, in order to facilitate a variety of retail, commercial and office uses in the southwest quadrant of I-85 (urban loop) and South Elm-Eugene Street. This area is currently undeveloped or developed with scattered single family dwellings on large lots. On the north side of this highway interchange there has been a significant amount of intense commercial development under Conditional District Shopping Center zoning.

While the introduction of higher intensity retail, commercial and office uses at a major highway interchange makes some sense, the presence of a significant level of existing and proposed large retail uses on the north side of this interchange suggests that more moderate intensity uses should be encouraged on the south side. Given the mixed use designations in this area,

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staff would be most concerned about the provisions of a variety of residential and non-residential uses at various intensities with strong pedestrian and vehicular connections, compatible scale and design and orientations to major roadways. Towards that end, the applicant intends to offer the following additional zoning conditions to their request:

- 4) No more than 65% of the total square footage of buildings in the development shall comprise of uses listed in the Retail Trade category of the Table of Permitted Uses in the Development Ordinance.
- 5) Any single retail building shall not exceed 25,000 square feet.
- 6) All sites in the development except those fronting on South Elm Street shall be developed with the building orientation facing the interior of the development.
- 7) Strong Pedestrian connections shall be established with sidewalks on the interior street and crosswalks at appropriate locations on the interior street within the development.
- 8) All buildings and structures constructed within this development shall comply with the SCOD-2 architectural provisions as found in Section 30-4-4.3 (F) (4) (d) of the Development Ordinance.

With these additional conditions staff feels the request is more in line with mixed development called for with the City's Generalized Future Land Use Map. Staff would encourage the integration of future higher density residential development in this area with this primarily retail, office and commercial development to ensure the intent of the City's mixed use designations are met.

GDOT: No additional comments.

Water Resources: All the necessary approvals will have to be obtained from the State Division of Water Quality and the US Army Corps of Engineers for any proposed stream crossing / disturbance. A properly sized DMUE is required for streams and / or channels that carry public runoff. Size of DMUE is based on the flow carried by the stream / channel.

Possibility of wetlands exists on site. State and US Army Corps of Engineers approval required for any wetlands disturbance.

In order to obtain Water Resources approval for development/annexation, the following conditions must be met:

- The Rehobeth Church Rd., Short Farm Rd., & Old Randleman Rd. connector lines must be built (forecasted Winter 2008).
- The downstream sewer capacity will need to be confirmed, along with the proposed projects flow allocation approved and sewer extended to the site at the developer's expense. Contact Mr. Robert Bald, PE (COG, Water Resources) at 373-2055 for additional information.
- A 12" water main will have to be extended down Wolfetrail Road connecting the existing water mains at S. Elm-Eugene St. & Randleman Rd., at the developer's expense.

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- A Water & Sewer feasibility study will need to be completed for the properties inquired. Contact Ms. Beth Anne Aheron (Guilford County Planning & Dev.) at 641-3645 for additional information.

Housing & Community Development: Long term quality of life, traffic circulation, and safety in this development and its surroundings would be enhanced by realigning Wolfe Trail Road to intersect South Elm-Eugene Street at the northern boundary of the property situated at 4016 South Elm-Eugene Street.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan Amendment to the Mixed Use Commercial land use classification and approval of the rezoning to the Conditional District-Highway Business primarily due to:

- The inclusion of a variety of retail, commercial and office uses adjacent to this highway interchange, with accommodations for moderate to higher intensity residential uses in close proximity, is in line with mixed development called for in the Comprehensive Plan
- The proposal would provide commercial and professional services in close proximity to surrounding existing and anticipated residential development, promoting more compact development at the City's fringe.

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ADDITIONAL INFORMATION

**Sexton Commercial Project - Traffic Impact Analysis
Prepared for Triad Legacy Development, LLC
November 30, 2007**

Executive Summary

At the request of Triad Legacy Development LLC, our firm John Davenport Engineering, Inc. has performed a traffic impact analysis for the proposed commercial development to be located at the northwest quadrant of South Elm -Eugene Street and Wolfetrail Road intersection in Greensboro, NC. This site is immediately south of I-85 at the Elm-Eugene Street exit. The developers of this project propose a development which includes a gas station/convenience store, a fast food restaurant, a financial institution, a retail shopping center, a sit down restaurant, an urgent care medical facility and, potentially, a car wash. The site plan (see Figure 1) indicates that the developer proposes to have two full accesses onto Wolfetrail Road and one right-in/right out onto South Elm-Eugene Street. This traffic impact analysis summarizes 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.

The Institute of Transportation Engineers (ITE) Trip Generation Software was utilized to project trips for this development. It is expected that this development will generate a net total of 5,116 vehicle trips per day with an AM peak of 364 and a PM peak of 469.

The City of Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Traffic Impact Analysis (TIA). Information regarding the property was provided by Triad Legacy Development LLC.

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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.

Table 5.2 - LOS Table						
Intersection	AM Peak			PM Peak		
	2007 Existing	2012 Future no-build	2012 Future Build (Site & approved)	2007 Existing	2012 Future no-build	2012 Future Build (Site & approved)
Elmsley Drive @ S. Elm-Eugene Street	B(11.9)	B (11.0)	B(11.0)	B(18.3)	D (38.7)	D (41.2)
I-85 Westbound Ramp @ S. Elm-Eugene Street	B(14.7)	B(15.5)	B(17.1)	B(10.7)	B(18.0)	C(20.3)
I-85 Eastbound Ramp @ S. Elm-Eugene Street	C(23.3)	C(23.4)	C(21.3)	C(32.1)	D (35.3)	D(35.7)
Site Access A @ S. Elm-Eugene Street			A(9.6) EB Approach			B(11.0) EB Approach
Wolfetrail Road @ S. Elm-Eugene Street	B(14.9) EB Approach	C(17.0) EB Approach	E(39.3) EB Approach	C(16.1) EB Approach	C(18.7) EB Approach	F(167.1) EB Approach
Ritters Lake Road @ S. Elm-Eugene Street	C(17.8) EB Approach	C(22.5) EB Approach	F(57.0) EB Approach	E(35.6) EB Approach	F(59.5) EB Approach	F(297.3) EB Approach
Site Access B @ Wolfetrail Road			A(9.9) SB Approach			B(10.5) SB Approach
Site Access C @ Wolfetrail Road			A(9.3) SB Approach			A(9.6) SB Approach
LOS (delay in seconds)						

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Recommendations for improvements to intersection lane geometry in order to address the impacts of this project for intersections in the study area are summarized in Table 6.0.

This analysis has been conducted according to Greensboro DOT guidelines. We have identified all anticipated areas of deficiency and made recommendations for improvements where possible. The developer will need to coordinate with the Greensboro DOT to determine which improvements will be required and the schedule for their implementation.

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Table 6.0 Recommended Improvement Summary Table

<u>2012 Future Build-Out Traffic</u>	
Elmsley Drive @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
I-85 Westbound Ramp @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
I-85 Eastbound Ramp @ S. Elm-Eugene Street	None recommended. The modification of signal timing will accommodate this development traffic.
Site Access A @ S. Elm-Eugene Street	This intersection will operate under an acceptable LOS, however our turn lane analysis indicates that a 100- foot southbound right turn lane is warranted. We recommend the construction of a 100- foot southbound right turn lane
Wolfetrail Road @ S. Elm-Eugene Street	<p>We recommend the following roadway improvements:</p> <ol style="list-style-type: none"> 1. Construct a 250 ft eastbound left-turn lane on Wolfetrail Road. 2. Construct a 100 ft northbound left-turn lane on South Elm Eugene Street. 3. Construct a 100 ft southbound right-turn lane on South Elm Eugene Street. Road.
Ritters Lake Road @ S. Elm-Eugene Street	<p>This intersection currently operates at a LOS F during the PM peaks under future build out conditions. There is enough room to make significant capacity improvements. Our recommendation will not eliminate the LOS F conditions during the PM peak; however this is very typical for minor street movements. This proposed improvement is not the sole responsibility of the developer. We recommend the following roadway improvements:</p> <ol style="list-style-type: none"> 1. Construct a 125 ft southbound right-turn lane on South Elm Eugene Street. 2. Construct a 125 ft southbound right-turn lane on South Elm Eugene Street <p>At this time we do not expect this intersection to warrant a traffic signal however it is recommended that GDOT closely monitors the operation of this intersection and provide a traffic signal when warranted.</p>
Site Access B @ Wolfetrail Road	We recommend the construction of a 100 ft westbound right-turn lane on Wolfetrail Road.
Site Access C @ Wolfetrail Road	We recommend the constructing 100 ft westbound left-turn lane on Wolfetrail Road.

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