



Z-11-09-003

**Planning & Community Development  
Zoning Staff Report and Plan Amendment Evaluation**

**Zoning Commission Hearing Date: September 12, 2011**

**GENERAL INFORMATION**

**APPLICANT** Frank X Forde, Jr. for Campus I, LLC

**HEARING TYPE** Rezoning

**REQUEST** **PUD** (Planned Unit Development) to  
**CD-RM-18** (Conditional District-Residential Multi Family)

**CONDITIONS**

1. There shall be a maximum of 264 residential units on the property.
2. There shall be no direct access from the property onto Bridford Parkway.

**LOCATION** **600 Eagle Road** and **1501 Bridford Parkway**, generally described as east of Bridford Parkway and south of Eagle Road

**PARCEL ID NUMBER(S)** **7833373098 and 7833462970**

**PUBLIC NOTIFICATION** The notification area for this public hearing was 600 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing).  
**103** notices were mailed to those property owners in the mailing area.

**TRACT SIZE** ~19.80 Acres

**TOPOGRAPHY** Undulating

**VEGETATION** None

**SITE DATA**

<b>Existing Use</b>	Undeveloped
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N CD-C-M (Conditional District-Commercial-Medium), BP (Business Park) and CD-RM-12 (Conditional District-Residential-Multi Family)	Multi-family dwellings and an undeveloped parcel
E CD-RM-8 (Conditional District-Residential-Multi Family)	Single-family dwelling

W	CD-RM-12 (Conditional District-Residential-Multi Family)	Multi-family dwellings
S	CD-RM-12 (Conditional District-Residential-Multi Family) and R-3 (Residential-Single Family)	Interstate Highway 73 and Multi-family dwellings

**Zoning History**

Case #	Date	Request Summary
3650	04/14/2008	<p>This property was rezoned from <b>CD-C-M</b> (Conditional District-Commercial-Medium) and <b>CD-RM-12</b> (Conditional District-Residential Multi Family) to <b>PUD</b> (Planned Unit Development) with the following conditions:</p> <ol style="list-style-type: none"> <li>1) Uses: Multifamily dwellings and all uses permitted in the C-M (Commercial-Medium) zoning district as illustrated by the attached PDI sketch plan submitted herewith and dated March 3, 2008.</li> <li>2) The maximum number of multifamily dwellings permitted on the property shall be 260.</li> </ol>

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(PUD)</b>	Requested <b>(CD-RM-18)</b>
Max. Density:	N/A	18 dwelling units per acre
Typical Uses	Multifamily dwellings and all uses permitted in the C-M (Commercial-Medium) zoning district.	Primarily intended to accommodate multi-family and similar residential uses.

\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Development Ordinance for all applicable regulations for site requirements for this zoning district.

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation – N/A**

**Environmental/Soils**

Water Supply Watershed	Site drains to Lower Randleman Watersupply Watershed WSIV, Bull Run Sub-basin
Floodplains	<1000ft
Streams	If High Density development is proposed, a 100ft stream buffer is required.
Other:	Max.BUA for High Density development is 50%. A Maintenance Agreement for the wet pond must be recorded. BMP must be recertified prior to issuance of any Certificate of Occupancy.

**Utilities**

Potable Water N/A

Waste Water N/A

**Airport Noise Cone**

The subject property is not located in the Airport Noise Cone.

**Landscaping Requirements**

Eagle Rd. and Bridford Parkway.: Street Yard – minimum width 10’; 2 canopy trees per 100’, 17 shrubs per 100’

East Property Line: Tree Conservation Area

South Property Line: SCOD 2 buffer

**Parking Lot Landscaping**

Requiring landscaping within parking areas is intended to shade and improve the attractiveness of large areas of pavement.

**Required Landscaping**

Parking lot planting yards must include at least one canopy tree for every 12 parking spaces.

Required canopy tree areas must be located within the parking lot. They may be located in landscape islands, landscape divider medians between rows of parking, or in driveway medians.

Islands or other planting areas for canopy trees must have a minimum area of 200 square feet with a minimum dimension of 7 feet, measured in any direction. Islands or planting areas of less than 200 square feet may not be counted toward satisfying parking lot landscaping requirements.

The landowner may provide required landscape islands or planting areas using one or more of the planting area sizes below. Each parking space must be entirely within the designated distance of a parking lot planting area as specified below:

<b>Table 10–4: Location of Parking Lot Planting Areas</b>		
<b>Size of Parking Lot Planting Area (sq. ft.)</b>	<b>Number of Trees In Planting Area</b>	<b>Max. Distance from Parking Space (feet)</b>
200-499	1	100 (1)
500-899	3	130
(1) Canopy trees installed as part of a required planting yard that abuts the parking lot may be used for up to 50% of the required distance		

Grouping canopy trees within the same landscape island or planting area is strongly encouraged, even if this would decrease the number of islands within the parking lot.

When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2

understory trees and 18 evergreen shrubs per 100 linear feet.

Trees used to satisfy the planting requirements for parking lot areas may not be counted toward the planting requirements for other required plantings on the site.

**Tree Preservation Requirements**

**Acreage**

**Requirements**

19.8 ac. Tree Conservation Area for this site was approved by TRC on July 8, 2008, Plan Tracking # 2008-0647, File # 306.1357. Since a Grading permit was issued and the site graded; the approved Tree Conservation Area must be protected as is or otherwise revised through the TRC process.

**Transportation**

Street Classification Eagle Road – Collector Street, Bridford Parkway – Major Thoroughfare.

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

Traffic Counts Bridford Parkway ADT = 21,361 (2007).

Trip Generation 24 Hour = 2,498, AM Peak Hour = 145, PM Peak Hour = 235.

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 in Vicinity Yes, route 1, West Wendover Avenue.

Traffic Impact Study Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the TIS.

Street Connectivity N/A.

Other N/A.

**IMPACT ANALYSIS**

**Land Use Compatibility**

The proposed **CD-RM-18** (Conditional District-Residential Multi Family) zoning would allow land uses that are compatible with the general character of the area.

**Connections 2025 Comprehensive Plan Policies**

The Generalized Future Land Use Map designates this location predominantly as **Mixed Use Residential** with about a third of the site designated as **Moderate Residential**. The requested **CD-RM-18** (Conditional District-Residential Multi Family) zoning district is generally inconsistent with these GFLUM designations. A proposed amendment to the GFLUM which would change the designation of the entire site to **Moderate Residential** accompanies this request, and if approved, would resolve the aforementioned inconsistency.

**Connections 2025 Written Policies**

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

**Connections 2025 Map Policies**

Moderate Residential (over 5 to 12 dwelling units per gross acre) – This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

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.

**Comprehensive Plan Amendment History**

Case #	Date	Request Summary
CP-07-39	11/05/2007	From Commercial to Mixed Use Residential.

**Applicant Stated Reasons for Request**

The subject property is currently identified as Mixed Use Residential and Moderate Residential on the GFLUM. The initial plan for development of the property included a commercial component along Bridford Parkway. Due to changes in market conditions and in the general make up of the area, the commercial component is no longer commercially viable or practical.

**Explain in detail the conditions that you think may warrant a Plan Amendment – Per Applicant and Application**

It is the opinion of the undersigned that surrounding area is over saturated with commercial development. The area currently contains sufficient retail and commercial development to support the additional residential development being proposed. The requested change is actually for a small portion of the subject property. Under the current GFLUM the non residential portion of the subject property was just over 5%. It is our opinion that the elimination of this 5% commercial development requirement will have no significant change in the character of the surrounding area.

**COMPREHENSIVE POLICY PLAN ANALYSIS****Need for Proposed Change**

The proposed zoning change to **CD-RM-18** would be inconsistent with the **Moderate Residential and Mixed Use Residential** GFLUM designations for this site. In addition, the proposed CD-RM-18 zoning district will have no commercial component, necessitating a change in the GFLUM of the entire site to Moderate Residential. The proposed CD-RM-18 zoning district will be consistent with the Moderate Residential GFLUM designation if approved.

**Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service)**

See Transportation comments.

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

N/A

**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 reiterated that this request is reasonable in the sense that the area surrounding the subject site contains sufficient retail and commercial development to support the additional residential development being proposed.

**CONFORMITY WITH OTHER PLANS**

**City Plans**

N/A

**Other Plans**

N/A

**Staff/Agency Comments**

**Community Development**

No additional comments.

**Planning**

The 19.80-acre parcel, which is the subject matter of this rezoning request, is currently undeveloped. To the south of the subject site is Interstate 73 (Urban Loop), to the north are commercial establishments and also multi-family dwellings, to the west are multi-family dwellings and to the east is a single-family dwelling.

The proposed CD-RM-18 (Conditional District-Residential Multi Family) zoning district will allow the development of the entire site as an infill project for a maximum of 264 dwelling units.

This area of the City consists mostly of developed land with varying densities and intensities of residential and commercial uses notably retail, auto sales and multi-family dwellings. This rezoning request if approved will help promote a diverse mix of uses, housing types, and densities in the general neighborhood without impacting the overall mix of uses found in this vicinity. It will also help 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. The existing neighborhood will be greatly improved by encouraging compatible infill development where City infrastructure already exists.

Staff believes that this request is consistent with the intent and purpose of the zoning code and the Comprehensive Plan (Connections 2025). Staff is also of the opinion that the request is compatible with the existing development and trend in the surrounding area.

**STAFF RECOMMENDATION**

Staff recommends **approval** of the requested **CD-RM-18** (Conditional District-Residential Multi Family) zoning district.

**TIS Executive Summary**  
**Report Prepared by John Davenport Engineering, Inc.**

**Eagle Road Proposed Development – Traffic Impact Analysis**  
**Prepared for MPR Associates, Inc.**  
**Revised February 12, 2008**

**Executive Summary**

At the request of MPR Associates, Inc., our firm John Davenport Engineering, Inc. has performed a traffic impact analysis for the proposed commercial/ residential development to be located at the intersection of Bridford Parkway and Eagle Road in Guilford County, NC. This site is south of Interstate 40, off of West Wendover Avenue. This site is surrounded by commercial and multi-family residential development. The developers of this project initially proposed to build 6,000 square feet of retail, 189 units of multi-family residential and a drive-thru commercial use for the out-parcel. The land-use was however revised to 4,800 square feet of retail, and 240 units of multi-family residential. The current site plan indicates that the developer proposes to have one right in/right out access on Bridford Parkway and three full accesses on Eagle Road. This assessment summarizes the traffic impact analysis of the existing traffic conditions, as well as the projected traffic impact associated with this project. Both the AM and the PM peaks were analyzed. The analysis year for this project was assumed to be 2011.

The 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 MPR Associates Inc, the developer.

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 2,498 vehicle trips per day with an AM peak of 145 and a PM peak of 235.



The following table represents the summary of the level of service analysis for the existing; future no-build, and future build scenarios.

<b>Table 5.2 - Level of Service</b>						
Intersections	AM Peak			PM Peak		
	2007 Existing	2012 Future No-Build	2012 Future Build	2007 Existing	2012 Future No-Build	2012 Future Build
West Wendover Ave. @ Bridford Pkwy.	D (35.2)	D (39.0)	D (39.8)	E (76.3)	F (97.6)	F (96.7)
Bridford Pkwy K-mart / Home Depot Entrance				B (16.6)	B (19.2)	B (19.2)
Bridford Parkway @ Bridford Place	B (12.8) WBL	B (14.0) WBL	B (14.6) WBL	B (12.3) WBL	B (13.3) WBL	B (13.8) WBL
Bridford Parkway @ Eagle Road	B (13.3) WBL	C (15.1) WBL	C (19.4) WBL	C (19.5) WBL	D (26.5) WBL	F (78.9) WBL
Landmark Center Blvd @ Eagle Road	A (8.8) SB Approach	A (8.9) SB Approach	A (9.1) SB Approach	A (9.8) SB Approach	B (10.1) SB Approach	B (10.7) SB Approach
Access A (right in/out) @ Bridford Pkwy			B (11.0) WBL			B (11.0) WBL
Access B @ Eagle Road			A (9.9) NB Approach			B (10.9) NB Approach
Access C @ Eagle Road			A (8.7) NB Approach			A (9.7) NB Approach
Access D @ Eagle Road			A (9.1) NB Approach			B (10.5) NB Approach

**Future Build Conditions with Improvements**

In order to address the impacts of this project, the following improvements are recommended:

- Our field investigation indicates that the pavement width of the westbound approach of Eagle Road is 36 feet. Based on this, we recommend that this approach be restriped to provide for an 11-foot wide, 250-foot long westbound left turn lane. This improvement will not eliminate the LOS F conditions, however it will reduce intersection delays significantly (19% during the AM peak and 40% during the PM

peak). The installation of a traffic signal would fully mitigate the impact of this development; however, GDOT requires that a traffic signal be warranted with actual traffic before it can be installed.

- Due to sight distance issues, it is recommended that a 100 foot right turn lane be constructed on Bridford Parkway at Access A. This access is limited to being a right in/right out only.
- The cross section of Eagle Road thru the study area is approximately 36-feet. We recommend that an 11-foot wide center turn lane be marked for the entire stretch of Eagle Road in the vicinity of this project.
- The intersection of Wendover/Bridford already has extensive geometric improvements in place. Right-of-way constraints limit what additional improvements can be implemented. Based on this, we recommend that GDOT monitor the operation of this intersection to ensure that the signal timing in place takes full advantage of the intersection geometry. As mentioned before, this project is projected to have only a minimal impact on the operation of this intersection.

With these improvements in place, the level of service for the study intersections can be expected to be the following:

<b>Table 5.3 - Level of Service with mitigation</b>				
	<b>AM Peak</b>		<b>PM Peak</b>	
Intersections	AM Future Build	AM Build + mitigation	PM Future Build	PM Build + mitigation
West Wendover Ave. @ Bridford Pkwy.	D (39.8)		F (96.7)	
Bridford Pkwy K-mart / Home Depot Entrance			B (19.2)	
Bridford Parkway @ Bridford Place	B (14.6) WBL		B (13.8) WBL	
Bridford Parkway @ Eagle Road	C (19.4) WBL	C (15.7) WBL	F (78.9) WBL	E (47.0) WBL
Landmark Center Blvd. @ Eagle Road	A (9.1) SB Approach	A (9.0) SB Approach	B (10.7) SB Approach	A (10.0) SB Approach
Access A (right in/ out)@ Bridford Pkwy	B (11.0) WBL		B (11.0) WBL	
Access B @ Eagle Road	A (9.9) NB Approach	A (9.5) NB Approach	B (10.9) NB Approach	B (10.1) NB Approach
Access C @ Eagle Road	A (8.7) NB Approach	A (8.7) NB Approach	A (9.7) NB Approach	A (9.5) NB Approach
Access D @ Eagle Road	A (9.1) NB Approach	A (9.0) NB Approach	B (10.5) NB Approach	A (9.8) NB Approach

### **Summary and Conclusion**

This analysis has been conducted according to Greensboro Department of Transportation guidelines. We have made recommendations to address the noted deficiencies. The addition of the left turn lane on Eagle Road will provide storage for the queuing traffic waiting to turn left onto Bridford Parkway. However, it will not eliminate the projected delays expected during the peak periods. This intersection will need to be monitored to determine if signalization is necessary in the future. The re-striping of Eagle Road will enhance the capacity and safety of that facility. The construction of a right turn lane from Bridford Parkway into Access A is needed both to move vehicles wishing to turn right out of the main traffic stream and for safety considerations related to sight distances. With these improvements in place, it is expected that the surrounding roadway network can accommodate the development of this project.