



Z-15-04-004

City of Greensboro Planning Department
Zoning Staff Report and Plan Amendment Evaluation

Zoning Commission Hearing Date: April 13, 2015

GENERAL INFORMATION

APPLICANT Marc Isaacson on behalf of D&B Holdings, LLC

HEARING TYPE Rezoning Request

REQUEST **CD-C-M** (Conditional District-Commercial-Medium) to **CD-C-M** (Conditional District-Commercial-Medium)

CONDITIONS 1. All uses permitted in the C-M zoning district except landfills and Sexually Oriented Businesses.

LOCATION **7600 Thorndike Road**

PARCEL ID NUMBER(S) **7814684390**

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). **20** notices were mailed to those property owners in the mailing area.

TRACT SIZE ~0.98 Acres

TOPOGRAPHY Primarily flat

VEGETATION Commercial

SITE DATA

Existing Use Vacant Nonresidential structure

	Adjacent Zoning	Adjacent Land Uses
N	CD-C-M (Conditional District-Commercial-Medium)	Bank
E	CD-C-M (Conditional District-Commercial-Medium)	PART transit station
W	CD-C-M (Conditional District-Commercial-Medium)	Hotel
S	CD-C-M(Conditional District-Commercial-Medium)	Restaurant

Zoning History

Case #	Date	Request Summary
2175	7/31/1988	<p>3.02 acre were rezoned, including the subject property, from Industrial-O to CU-C-N with the following conditions:</p> <ol style="list-style-type: none"> 1. Uses: Financial institutions; offices; restaurants without drive-through windows; hotel/motel. 2. Minimum ten (10) foot landscaped setback to be provided between parking and all road rights-of-way. 3. Minimum ten (10) foot landscaped setback to be provided between parking and common property lines except at driveways to public roads. 4. There shall be a minimum building setback of forty (40) feet from all road rights-of-way, provided that drive-through canopies shall be exempt from this provision. 5. There shall be no billboards erected. 6. A certificate of occupancy shall not be issued until relocated National Service Road and Thorndike Road from relocated National Service Road to NC 68 are dedicated and open to the public.

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (CD-C-M)	Requested (CD-C-M)
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate a wide range of retail, service and office uses.	Primarily intended to accommodate a wide range of retail, service and office uses.

District Summary *

**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

The subject site is located within the AO, Airport Overlay District of the Piedmont Triad International Airport. The Airport Overlay District is intended to be limited to industrial uses and other uses that support airport operations, and to limit residential uses to very low densities near the Piedmont Triad International Airport in order to minimize the negative effects of aircraft noise on homes and prohibits the erection of structures which would, by virtue of their height, interfere with operations at the airport. All development within an Airport Overlay District must comply with the following:

1. All permit applications, site plans and other plans proposing buildings, signs and other structures with a height of 50 feet or more must be accompanied by written documentation from the Piedmont Triad International Airport Authority indicating that the proposal complies with all applicable airport regulations. No permit or other plan approval may be granted without such written documentation.
2. Residential uses are prohibited with the exception of single-family detached dwellings on lots that are at least 40,000 square feet in area.

The subject site is also located within the NC 68 Scenic Corridor Overlay Zone. Consult the Scenic

Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines.

Environmental/Soils -

Water Supply Watershed Upper Randleman Lake, WSIV – East Fork Deep River

Floodplains N/A

Streams N/A

Other: Maximum High Density development is 70% Built Upon Area (BUA). Low Density development is 24% BUA. Site must meet current watersupply watershed requirements.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

The subject site is located within 60 Decibel Noise Contour of the Piedmont Triad International Airport.

Landscaping & Tree Preservation Requirements

Zoning conditions listed above must be satisfied. Other landscape requirements such as required parking lot trees at the rate of one canopy tree for every twelve parking spaces would only be applicable in the event of expansion or redevelopment of the property.

Transportation

Street Classification: Thorndike Road – Collector Street.
NC 68 – Major Thoroughfare.

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

Traffic Counts: Thorndike Road ADT = 12,798 (GDOT, 2013).

Trip Generation: 24 Hour = 1,240, AM Peak Hour = 114, PM Peak Hour = 82.

Sidewalks: Sidewalks are a requirement of the Development Ordinance. 5’ sidewalk with a 5’ 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. Sidewalk does not exist along the frontage of this property.

Transit in Vicinity: No.

Traffic Impact Study: (TIS) 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-C-M (Conditional District-Commercial-Medium)** 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 as **Commercial**. The requested **CD-C-M (Conditional District-Commercial-Medium)** zoning district is generally consistent with the **Commercial** GFLUM designation.

Connections 2025 Written Policies

Land Use Goal 4.1 – Growth Strategy: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

Policy 4A: Remove present impediments to infill and investment in urban areas.

Policy 4B: Target capital investments to leverage private investment in urban areas.

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

Policy 4D: Identify potential opportunities and selectively target, plan and promote development/reuse initiatives.

Community Character, Goal 5.2 – Man-Made Environment: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

Policy 5E: Improve the aesthetic quality of publicly owned and maintained landscapes.

Policy 5F: Implement and improve design standards governing the appearance of development from public roadways.

Economic Development, Goal 7: 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.

Policy 7A: Target city investment and regulatory policies for economic development.

Policy 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

Transportation, Goal 8: Develop and maintain a safe, efficient, and environmentally sound transportation system that provides convenient choices for accessing destinations throughout Greensboro and the Triad, including a range of well-integrated transit, pedestrian, and bicycle linkages.

Policy 8A: Maintain a roadway network that safely and efficiently accommodates vehicular traffic while supporting other community objectives defined in the Comprehensive Plan.

Connections 2025 Map Policies

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."

CONFORMITY WITH OTHER PLANS

City Plans

Consolidated Plan 2010-2014: Plan for a Resilient Community

Principle 1 – Provide More Transportation Options:

Goal A: Promote transportation and development patterns and types that contribute to decreased household transportation costs.

Goal B: Improve access to destinations, especially via alternate modes (public transit, walking, and bicycling); including the critical first and last miles of journeys.

Goal C: Improve the safety of transportation systems and facilities, especially for vulnerable transportation users (children, seniors, handicapped adults, pedestrians, bicyclists).

Principle 3 – Enhance Economic Competitiveness:

Goal E: Focus on energy efficiency as an economic generator for small business development.

Principle 6 – Value Communities and Neighborhoods:

Goal A: Promote coordinated transportation and land use decisions for broader livability throughout Greensboro.

Goal E: Work at the neighborhood level to reconnect neighborhoods to jobs and services, promote "Desirable Infill Development" and redevelop major corridors to strengthen adjacent neighborhoods.

Principle 7 – Recognize the Environment as a Critical Element of Community Sustainability:

Goal A: Promote more efficient land development patterns.

Sustainability Action Plan

Element 1) Transportation and Land Use:

Policy 1) Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

Element 2) Green Jobs and Buildings:

Policy 3) Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

Policy 4) Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

Policy 6) Promote more efficient use of water through education, partnerships and pilot projects.

Element 3) Waste Reduction and Recycling:

Policy 7) Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro's solid waste diversion and recycling rates.

Element 6) Education and Outreach:

Policy 11) Provide technical support, awards and recognition to individuals and organizations furthering Greensboro's energy and sustainability efforts.

Other Plans

n/a

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed rezoning and development with owners of surrounding properties.

Staff Analysis

This 0.98-acre subject site is currently a vacant nonresidential building. North, east, west and south of the subject property is also zoned CD-C-M (bank, PART transit station, hotels, and restaurant).

The Generalized Future Land Use Map designates this site as Commercial. This designation applies to large concentrations of commercial uses, such as recently constructed major shopping centers and “big box” retail.

The Commercial-Medium zoning district is intended to accommodate a wide range of retail, service and office uses.

The CD-C-M request is consistent with the land uses established in close proximity and the list of potential uses is compatible with existing adjacent development. The proposed request supports the Comprehensive Plan’s Reinvestment/Infill goal to promote sound investment in Greensboro’s urban areas and the Economic Development goal to promote a healthy and diversified economy.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (Connections 2025) and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **CD-C-M** (Conditional District-Commercial-Medium) zoning district.

Additional Information

7600 Thorndike Road Dunkin’ Donuts – Transportation Impact Analysis

Greensboro, NC

Prepared for D&B Holdings, Inc.

March 24, 2015

Executive Summary

A Dunkin’ Donuts restaurant is to be located at 7600 Thorndike Road in Greensboro, NC. The restaurant is proposed to be 2,500 sq. ft. and will have a drive-thru window. There was formerly a bank on this site; the same two existing site accesses are planned to be used for the new development. One is a right-in / right-out access on Thorndike Road approximately at the midpoint between the intersection with NC 68 and the intersection with National Service Road. The other access will be a full access on National Service Road shared with the Best Western hotel.

DAVENPORT was retained to determine the potential traffic impacts of this development and to identify any transportation improvements that may be required to accommodate the impacts of the new development traffic. The following intersections were included in the study:

- NC 68 at Thorndike Road
- Thorndike Road at National Service Road
- Thorndike Road at Site Access 1
- National Service Road at Site Access 2

The intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2015 Existing Conditions
- 2016 Future No-Build Conditions
- 2016 Future Build Conditions
- 2016 Future Build Conditions with Improvements

The planned build-out year for this development is 2015. A study year of 2016 (build-out plus one year) was used for analysis purposes.

This Transportation Impact Analysis (TIA) was carried out based on Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) typical standards. Information regarding the property was provided by the developer, D&B Holdings, Inc.

Discussion of Results

The results of the study are discussed by intersection below and presented in Table A on the following page:

NC 68 @ Thorndike Road

This existing signalized intersection currently operates at LOS C during both the AM and PM peaks. In the 2016 future no-build conditions, with the growth in background traffic, a LOS C is again expected in both the AM and PM peaks. With the addition of the proposed site traffic, the intersection LOS is again expected to remain unchanged. No improvements are recommended.

Thorndike Road @ National Service Road

This unsignalized intersection currently operates at LOS F during both the AM and PM peaks. In the 2016 future no-build conditions, LOS F is expected in AM and PM peaks. This LOS F condition is mainly due to a lack of sufficient gaps for left turning vehicles from the stop controlled approach. This is a typical condition for stop controlled approaches onto heavily trafficked streets like Thorndike Road, and delays are expected to be short-lived. Note that this condition exists, regardless of the proposed development.

With the addition of the proposed site traffic, LOS F is expected in AM and PM peaks. As stated previously, this is a typical condition for stop controlled approaches onto a heavily trafficked street like Thorndike Road, and delays are expected to be short-lived. An auxiliary left turn lane is currently in place at this intersection. No improvements are recommended.

Thorndike Road @ Site Access 1

This existing unsignalized right-in / right-out access formerly served a bank which is no longer in operation on this site. As such, there is no delay in under existing conditions nor is there expected to be any delay in the 2016 future no-build conditions. With the addition of the proposed site traffic, the intersection is expected to operate at LOS B during the AM peak and LOS A in the PM peak. The need for auxiliary turn lanes was reviewed based on page 80 of the NCDOT "Policy on Street and Driveway Access to North Carolina Highways" and indicates that based on projected traffic volumes, a right turn lane with 50 feet of storage is warranted on Thorndike Road in the AM Peak only. No improvements are recommended.

National Service Road @ Site Access 2

This existing unsignalized access is shared with the Best Western hotel. Under existing conditions, it operates at LOS B during both the AM and PM peaks. In the 2016 future no-build conditions, with the growth in background traffic, the intersection LOS is expected remain unchanged. With the addition of the proposed site traffic, a LOS B is again expected in both the AM and PM peaks. The need for auxiliary turn lanes was reviewed based pages 24 and 28 in the GDOT Driveway Manual. Based on projected traffic volumes, no auxiliary turn lanes are warranted at this intersection. No improvements are recommended.

Level of Service Summary

Table A summarizes the level of service analysis at the study intersections:

Table A - Level of Service Summary			
AM Peak	2015 Existing	2016 Future No Build	2016 Build

NC 68 at Thorndike Road	C (24.3)	C (25.0)	C (26.6)
Thorndike Road at National Service Road	F (52.7) SB Approach	F (58.6) SB Approach	F (120.6) SB Approach
Thorndike Road at Site Access 1	A (0.0)	A (0.0)	B (13.9) SB Approach
National Service Road at Site Access 2	B (10.9) WB Approach	B (11.0) WB Approach	B (11.6) WB Approach
PM Peak	2015 Existing	2016 Future No Build	2016 Build
NC 68 at Thorndike Road	C (25.8)	C (26.1)	C (26.6)
Thorndike Road at National Service Road	F (88.2) SB Approach	F (102.3) SB Approach	F (153.7) SB Approach
Thorndike Road at Site Access 1	A (0.0)	A (0.0)	A (9.3) SB Approach
National Service Road at Site Access 2	B (10.2) WB Approach	B (10.2) WB Approach	B (10.5) WB Approach
LOS (delay in seconds) Note for unsignalized conditions, LOS and delay indicates only minor street approach with longest delay			

Proposed Site Access Throat Distance

The internal throat distances for the site accesses were reviewed using the GDOT Driveway Manual, which states that the distance from the adjacent street right of way to the near side of any internal service drive or parking aisle should be 25 feet, or greater than the expected inbound queue at the location. To determine the inbound queues, internal intersections were modeled for each access and a queue report generated using SimTraffic 8. Based on the number of vehicles entering Site Access 1 during the AM and PM peaks (49 and 37 vehicles, respectively), a minimum throat distance of 40 feet will be required. For Site Access 2, with 11 vehicles entering in the AM peak and 11 vehicles entering in the PM peak, a minimum throat distance of 25 feet will be required. The access points should be designed according to the GDOT Driveway Manual.

Summary and Conclusion

A Dunkin' Donuts restaurant is to be located at 7600 Thorndike Road in Greensboro, NC. The restaurant is proposed to be 2,500 sq. ft. and will have a drive-thru window. Based on trip generation equations

published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 114 trips in the AM peak and 82 trips in the PM peak. With the effects of pass-by trip reduction, the trip generation potential is 80 net trips in the AM peak and 57 net trips in the PM peak. There was formerly a bank on this site; the same two existing site accesses are planned to be used for the new development. One is a right-in / right-out access on Thorndike Road approximately at the midpoint between the intersection with NC 68 and the intersection with National Service Road. The other access will be a full access on National Service Road shared with the Best Western hotel.

The capacity analysis indicates that LOS C or better is expected at the intersection of NC 68 and Thorndike Road and at the two access points. At the intersection of Thorndike Road and National Service Road, LOS F is expected in the AM and PM peaks, both in the future no-build and future build scenarios. This LOS F is a typical condition for stop controlled approaches onto heavily trafficked streets like Thorndike Road, and the delays here are expected to be short-lived. An auxiliary left turn lane is currently in place at this intersection. As this condition exists regardless of whether the proposed development is constructed, no improvements are recommended at this intersection. Note that all site accesses should be designed according to the GDOT Driveway Manual.