



# Z-16-03-002

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

Zoning Commission Hearing Date: June 20, 2016

### GENERAL INFORMATION

<b>APPLICANT</b>	Marc L. Isaacson on behalf of David H. Griffin, Sr.
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	<b>AG</b> (Agricultural) to <b>CD-C-M</b> (Conditional District-Commercial-Medium)
<b>CONDITIONS</b>	1. All uses permitted in the C-M district <u>except</u> Sexually Oriented Businesses
<b>LOCATION</b>	<b>619 &amp; 623 Millwood School Road</b>
<b>PARCEL ID NUMBER(S)</b>	<b>7814547826 &amp; 78145555153</b>
<b>PUBLIC NOTIFICATION</b>	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). <b>19</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	~9.23 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	N/A

### SITE DATA

<b>Existing Use</b>	Primarily undeveloped and a single family dwelling	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	CD-C-M (conditional District-Commercial-Medium)	Place of worship
E	CD-C-M (Conditional District-Commercial-Medium)	Commercial
W	AG (Agricultural)	Single family dwellings and undeveloped property
S	C-M (Commercial-Medium) CD-LI (Conditional District-Light Industrial)	Vehicle sales and services Parking

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property has been zoned AG (Agricultural) since the adoption of the Land Development Ordinance (LDO) in July 2011. Prior to the adoption of the LDO the property was zoned AG (Agricultural).

**ZONING DISTRICT STANDARDS**

Zoning District Designation:	Existing (AG)	Requested (CD-C-M)
Max. Density:	N/A	N/A
Typical Uses	Primarily intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing.	Conditioned uses include all uses permitted in the C-M district <b>except</b> sexually oriented businesses.

**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 NC 68 Scenic Corridor Overlay. Please see the NC 68 Scenic Corridor Overlay Manual for any additional applicable development provisions.

**Environmental/Soils**

Water Supply Watershed: Site drains to Upper Randleman watersupply watershed, East Fork Deep River

Floodplains: N/A

Streams: N/A

Other: Maximum BUA for watershed is 70%. If any new BUA is proposed, the site must meet watershed requirements Water Quality and Water Quantity must be addressed. All the new BUA must be treated by a State approved water quality BMP and any existing BUA treated to the maximum extent practicable.

**Utilities**

Potable Water: Available

Waste Water: Available

**Airport Noise Cone**

n/a.

**Landscaping & Tree Conservation Requirements**

**Street Yard:** Street planting yards must be installed abutting public street rights-of-way. The required street planting yard must have a minimum width of 10 feet (as measured from the outside edge of the right-of-way or the back of the sidewalk, whichever is further from the street centerline) and include at least 2 canopy trees and 17 shrubs per 100 linear feet of required street planting yard, not including allowed driveways.

**Buffer Yard:** Adjacent to single family residential: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, & 17 shrubs per 100 linear feet.

Adjacent to religious assembly and commercial (i.e., same LUC): A vehicular use buffer yard will be required. The vehicular use buffer is a minimum width of 5 feet and 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

**Parking lot:** Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation Acreage**

**Requirements**

9.23 ac. 10% of lot size.

**Transportation**

**Street Classification:** Millwood School 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:** NC 68 ADT = 26,000 (NCDOT, 2011)

**Trip Generation:** 24 Hour = 3,105, AM Peak Hour = 74, PM Peak Hour = 267.

**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, as conditioned, 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, as conditioned, 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*****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 9.23-acre subject site is currently a combination of a single family dwelling and undeveloped property. East and north of the request is zoned CD-C-M (place of worship and restaurant). North of the request is a combination of C-M (parking area) and CD-LI (NAPA property). West of the request the zoning transitions to AG (single family homes and undeveloped property).

The Generalized Future Land Use Map designates this site as Commercial. The Commercial designation applies to large tracts for commercial uses, such as recently constructed major shopping centers and "big box" retail.

The request, as conditioned, excludes sexually oriented businesses from consideration; however, still allows for a wide variety of retail, service and office uses. Factors supporting the proposal include the property location along NC highway 68; established nonresidential and commercial uses on three sides of the property and consistency with the future land use designation.

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



Millwood School Road Development – Transportation Impact Analysis  
Greensboro, NC

**Prepared for David  
Griffin March 31, 2016**

**Executive Summary**

**The proposed Millwood School Road Development is located on the west side of NC 68 between the intersections of Gallimore Dairy Road and Millwood School Road in Greensboro, North Carolina. This development is in the preliminary stages of rezoning and does not have a definite land use at the moment. Therefore, to analyze the worst case scenario under the proposed rezoning code and available buildable acreage, 30,000 square feet of retail will be used. It is currently planned to utilize the existing access on NC 68 with the adjacent property to the north and also provide an access on Millwood School Road.**

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

- NC 68 at Millwood School Road/ Americhase Drive
- NC 68 at Existing Access
- NC 68 at Gallimore Dairy Road
- Gallimore Dairy Road at Millwood School Road
- Millwood School Road at T-intersection
- Millwood School Road at Proposed Site Access 2

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

- 2016 Existing Conditions
- 2018 Future No Build Conditions
- 2018 Future Build Conditions
- 2018 Future Build Condition with Mitigation (if necessary)

**The Greensboro Department of Transportation (GDOT) and the North Carolina Department of Transportation (NCDOT) were contacted to obtain background information and to ascertain the elements to be covered in this Transportation Impact Analysis (TIA). Information regarding the property was provided by the real estate broker, NAI Piedmont Triad.**

*Discussion of Results*

**The following section discusses level of service for each intersection.**

*NC 68 at Millwood School Road/ Americhase Drive*

**This unsignalized intersection currently operates at LOS F during the AM and PM peaks. The LOS F is due to lack of acceptable gaps on NC 68 for left turning vehicles from Millwood School Road. This is very typical for a minor street movement onto a heavy volume major roadway like NC 68. In 2018 future no build conditions, LOS F is expected in the AM and PM peaks. With the addition of proposed site traffic, LOS F is expected to remain in the AM and PM peaks. It is recommended that NCDOT monitors this intersection for signalization when warranted.**

*NC 68 at Shared Site Access*

**This unsignalized intersection currently operates at LOS B during the AM and PM peaks. In 2018 future no build conditions and build conditions, the level of service is expected to remain the same. The existing southbound right turn lane is expected to accommodate the projected volume into the proposed development. No improvements are recommended.**

*NC 68 at Gallimore Dairy Road*

**This signalized intersection currently operates at LOS D during the AM and PM peaks. In 2018 future no build conditions and build conditions, the level of service is expected to remain the same. No improvements are recommended.**

*Gallimore Dairy Road at Millwood School Road*

**This unsignalized intersection currently operates at LOS B during the AM and PM peaks. In 2018 future no build conditions and build conditions, the level of service is expected to remain the same. No improvements are recommended.**

*Millwood School Road at T-intersection*

**This unsignalized intersection currently operates at LOS A during the AM and PM peaks. In 2018 future no build conditions the level of service is expected to remain the same. With the addition of proposed site traffic, LOS A is expected in the AM peak and LOS B in the PM peak. No improvements are recommended.**

Millwood School Road at Proposed Site Access 2

**In 2018 build conditions, this proposed access is expected to operate at LOS A. The need for auxiliary turn lanes for this intersection was determined based on GDOT Driveway Manual on pages 23 and 27. Based on projected volumes, this site did not warrant auxiliary turn lanes. However, the driveway should be constructed to meet GDOT and NCDOT standards.**

Level of Service Summary

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

Table A - Level of Service Summary			
AM Peak	2016 Existing	2018 Future No Build	2018 Future Build
NC 68 at Millwood School Road/ Americhase Drive	F (106.0) EB Approach	F (243.8) EB Approach	F (337.0) EB Approach
NC 68 at Shared Access	B (13.5) EB Approach	B (13.9) EB Approach	B (14.1) EB Approach
NC 68 at Gallimore Dairy Road	D (37.0)	D (35.8)	D (36.9)
Millwood School Road at Gallimore Dairy Road	B (12.6) SB Approach	B (13.0) SB Approach	B (13.2) SB Approach
Millwood School Road at T- Intersection	A (9.3) WB Approach	A (9.5) EB Approach	A (9.6) EB Approach
Millwood School Road at Site Access 2			A (8.8) WB Approach
PM Peak	2016 Existing	2018 Future No Build	2018 Future Build
NC 68 at Millwood School Road/ Americhase Drive	F (132.1) WB Approach	F (288.9) EB Approach	F (976.4) EB Approach
NC 68 at Shared Access	B (12.8) EB Approach	B (13.1) EB Approach	B (14.2) EB Approach
NC 68 at Gallimore Dairy Road	D (47.0)	D (44.1)	D (47.8)
Millwood School Road at Gallimore Dairy Road	B (11.7) SB Approach	B (11.9) SB Approach	B (12.3) SB Approach
Millwood School Road at T- Intersection	A (9.2) EB Approach	A (9.6) EB Approach	B (10.1) EB Approach
Millwood School Road at Site Access 2			A (9.0) 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 Distances***

For internal throat distances at site accesses, the GDOT Driveway Manual 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. Since this analysis is for the rezoning approval, a site plan is not accompanying this document and the exact details of the site layout are unknown. The access points should be designed and constructed to GDOT's manual and standards.

### **Summary and Conclusion**

The proposed Millwood School Road Development is located on the west side of NC 68 between the intersections of Gallimore Dairy Road and Millwood School Road in Greensboro, North Carolina. This development is in the preliminary stages of rezoning and does not have a definite land use at the moment. Therefore, to analyze the worst case scenario under the proposed rezoning code and available buildable acreage, 30,000 square feet of retail will be used. It is currently planned to utilize the existing access on NC 68 with the adjacent property to the north and also provide an access on Millwood School Road.

Based on trip generation rates and equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 74 net trips in the AM peak and 176 net trips in the PM peak.

Based on the analysis all study intersection, with the exception of NC 68 at Millwood School Road/ Americhase Drive, operate at LOS D or better in build conditions and no improvements are recommended.

The intersection of NC 68 at Millwood School Road/ Americhase Drive experiences a LOS F in the existing conditions and future conditions. This level of service is due to lack of acceptable gaps on NC 68 for left turning vehicles from Millwood School Road. This is very typical for a minor street movement onto a heavy volume major roadway like NC 68. Therefore, it is recommended that NCDOT monitors this intersection for signalization when warranted.

In conclusion, this study has reviewed the impacts of both background traffic and this development traffic, and has determined that with the recommended improvements in place, there will be adequate capacity to accommodate future traffic. The final design of these improvements will need to be coordinated during the site plan approval process. Please note that all accesses to the site are required to be constructed to GDOT and NCDOT standards.