



Z-16-11-007

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

Zoning Commission Hearing Date: December 19, 2016

GENERAL INFORMATION

APPLICANT Michael S. Fox on behalf of D. Keith Hall

HEARING TYPE Rezoning Request

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

CONDITIONS 1. Uses shall be limited to a banking/financial institution with a drive thru.

LOCATION **615 Millwood School Road**

PARCEL ID NUMBER(S) **7814651720**

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

TRACT SIZE ~3.754 Acres

TOPOGRAPHY Primarily flat

VEGETATION Undeveloped

SITE DATA

Existing Use	Undeveloped
Adjacent Zoning	Adjacent Land Uses
N CD-C-M (Conditional District-Commercial-Medium)	Retail
E CD-C-M (Conditional District-Commercial-Medium)	Self Storage under construction
W AG (Agricultural)	Undeveloped

S CD-C-M (Conditional District-Commercial-Medium) Place of worship

Zoning History

Case #	Date	Request Summary
3162	7/3/2003	The property was rezoned from Agricultural to Conditional Use-Highway Business with the following conditions: 1. Uses limited to restaurants (no drive-thru). 2. Gross floor area for principal building(s) shall be a maximum of 11,000 square feet.

ZONING DISTRICT STANDARDS

Zoning District Designation:	Existing (CD-C-M)	Requested (CD-C-M)
Max. Density:	N/A	N/A
Typical Uses	Conditioned to a restaurant without a drive-thru only.	Conditioned to a banking/financial institution with a drive-thru only.

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

The subject site is partially 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.

Environmental/Soils

Water Supply Watershed Site drains to Upper Randleman Lake WS-IV, East Fork Deep River, watersupply watershed

Floodplains N/A

Streams N/A

Other: If >1 acre is disturbed and an increase in BUA is to take place, site must meet Phase 2 requirements. Water quality and water quantity must be addressed. All BUA must be treated by a State approved water quality BMP. Site is also located within the 5 statute mile radius of the PTI Airport. A BMP that holds a normal pool elevation is deterred.

Utilities

Potable Water Available

Waste Water Available

Airport Noise Cone

The subject site is partially located within the AO, Airport Overlay District / 60 decibel noise level noise cone of the Piedmont Triad International Airport.

Landscaping & Tree Conservation Requirements

Landscaping:

Street Yards: *Site is in the NC Highway 68 Scenic Corridor.* Street planting yards abutting NC Hwy 68 must be a minimum of 20 feet in width and have an average width of 30 feet, with a planting rate of 4 canopy trees, 4 understory trees, and 34 shrubs per 100 linear feet of planting yard. Street planting yards abutting other public street rights-of-way 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 Yards: Adjacent to Commercial uses or vacant parcels: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

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

If a lot adjacent to NC Hwy 68 has a parking lot located between the right-of-way and the principal building line, the parking lot shall be screened at a height of 4 ½' and may be augmented with earthen berms or mounds, existing vegetation, solid fencing, masonry walls, or any combination thereof to take advantage of site topography for maximum screening. Tree Conservation considerations shall not eliminate the requirement for landscape plantings to screen such a parking lot. The intent of this requirements is to screen parking areas solely and should not be applied so as to eliminate building visibility.

Tree Conservation: For parcel size of 3.75 acres, critical root zone of existing trees to be preserved is 5% of parcel 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 = 1,259, AM Peak Hour = 103, PM Peak Hour = 207.

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: Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary of the TIS.
(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, as conditioned, is generally consistent with the **Commercial** Future Land Use 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 3.754-acre subject site is currently undeveloped. North and east of the request are retail sales and service uses (CD-C-M). South of the request is a place of worship (CD-C-M). West of the request is undeveloped property (AG).

The Comprehensive Plan's future land use map designates this area as Commercial. The Commercial designation applies to large concentrations of commercial uses, such as recently constructed major shopping centers and "big box" retail.

The rezoning request is to amend the current zoning condition restricting uses only to a restaurant with no drive-thru in order to allow for new development on the site. The proposed change is being requested to allow for the construction of a bank/financial institution with a drive-thru, as reflected in the proposed condition.

As such, the request is compatible with adjacent commercial development and supports the Comprehensive Plan's Economic Development goal to promote a healthy, diversified

economy and the Reinvestment/Infill Goal to promote sound investment in Greensboro's urban areas.

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

State Employees' Credit Union - Millwood School Road – Transportation Impact Analysis

Greensboro, NC

Prepared for North Carolina State Employees' Credit Union

Original: September 16, 2016

Revised: November 8, 2016

Executive Summary

The proposed State Employees' Credit Union - Millwood School Road is located in the southwest quadrant of NC 68 and Millwood School Road/ Americhase Drive in Greensboro, North Carolina. This development is planned to be a 8,500 square foot drive-in bank. It is currently planned to utilize two (2) access points 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 Gallimore Dairy Road
- Gallimore Dairy Road at Millwood School Road
- Millwood School Road at Millwood School Road NE
- Millwood School Road at Proposed Site Access 1
- 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 site civil engineer, Evans Engineering.

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 should be noted that this intersection will expect delays regardless of the proposed development. This intersection is to be monitored for signalization by NCDOT. Therefore, no improvements are recommended for this intersection.

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, the level of service is expected to remain the same. With the addition of proposed site traffic, LOS D is expected in the AM peak and LOS E in the PM peak. To accommodate the additional growth and site traffic, routine signal timing and optimization should be evaluated at this intersection by NCDOT and GDOT. 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, the level of service is expected to remain the same. With the addition of proposed site traffic, the level of service is expected to be LOS B in the AM peak and LOS C in the PM peak. No improvements are recommended.

Millwood School Road at Millwood School Road NE

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

Millwood School Road at Proposed Site Access 1

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.

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) EB Approach	F (337) EB Approach	F (371.4) EB Approach
NC 68 at Gallimore Dairy Road	D (37)	D (39.4)	D (40.9)
Millwood School Road at Gallimore Dairy Road	B (12.6) SB Approach	B (13.2) SB Approach	B (14.9) SB Approach
Millwood School Road at Millwood School Road NE	A (9.3) WB Approach	A (9.6) EB Approach	A (9.8) WB Approach
Millwood School Road at Site Access 1			A (9.01) WB Approach
Millwood School Road at Site Access 2			A (9.2) 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 (975.5) EB Approach	F (Err) EB Approach
NC 68 at Gallimore Dairy Road	D (47)	D (53.9)	E (57.8)
Millwood School Road at Gallimore Dairy Road	B (11.7) SB Approach	B (12.3) SB Approach	C (15.7) SB Approach
Millwood School Road at Millwood School Road NE	A (9.2) EB Approach	B (10.1) EB Approach	B (10.3) EB Approach
Millwood School Road at Site Access 1			B (10.0) WB Approach
Millwood School Road at Site Access 2			A (9.8) 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

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 queue reports generated using SimTraffic 9. Based on the number of vehicles entering Site Access 1 during the AM and PM peaks (21 and 38 vehicles, respectively), a minimum throat distance of 40 feet will be required. For Site Access 2, with 39 vehicles entering in the AM peak and 67 vehicles entering in the PM peak, a minimum throat distance of 55 feet will be required. Table B lists the 95th percentile queues for the AM and PM peaks. The queuing reports can be found in the Appendix. The access points should be designed according to the GDOT Driveway Manual.

Table B – Site Access Throat Queuing			
Intersection Movement	SimTraffic 95th Percentile Queue (feet)		Minimum Recommended Throat Distance (Feet)
	AM Peak	PM Peak	
Site Access 1 EB Left-Through-Right	38	39	40
Site Access 2 EB Left-Through-Right	52	35	55



Summary and Conclusion

The proposed State Employees' Credit Union - Millwood School Road is located in the southwest quadrant of NC 68 and Millwood School Road/ Americhase Drive in Greensboro, North Carolina. This development is planned to be a 8,500 square foot drive-in bank. It is currently planned to utilize two (2) access points 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 73 net trips in the AM peak and 135 net trips in the PM peak.

Based on the analysis, all study intersections, will operate at an acceptable level of service with the exception of NC 68 at Millwood School Road/ Americhase Drive. This intersection 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. It should be noted that regardless of the proposed development, this will be an issue at this intersection. This intersection is to be monitored for signalization by NCDOT. Therefore, no improvements were recommended for this intersection.

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.