



Z-17-10-001

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

Zoning Commission Hearing Date: October 16, 2017

GENERAL INFORMATION

APPLICANT	Dick Franks for Koury Corporation
HEARING TYPE	Rezoning Request
REQUEST	Rezone from R-5 (Residential Single Family) to CD-C-M (Conditional District Commercial Medium).
CONDITIONS	<ol style="list-style-type: none">1. All uses allowed in the C-M district are permitted except "Outdoor Advertising Signs (Billboards)" and "Sexually Oriented Businesses."2. The street yard along Trull Avenue shall be equivalent to a 15 foot wide Type C buffer yard.3. There shall be a maximum of two (2) driveway cuts on Trull Avenue.4. There shall be no driveway cuts on Pisgah Church Road.5. The height of all freestanding signs shall not exceed 15 feet.
LOCATION	2200-2206 Pisgah Church Road, 3004-3008 Trull Avenue and 3005 Martinsville Road
PARCEL ID NUMBER(S)	Multiple
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). 80 notices were mailed to those property owners in the mailing area.
TRACT SIZE	3.13 Acres
TOPOGRAPHY	Undulating
VEGETATION	Residential
<u>SITE DATA</u>	
Existing Use	Undeveloped and Single family dwellings

	Adjacent Zoning	Adjacent Land Uses
N	CD-C-M (Conditional District Commercial-Medium)	Undeveloped & Single family dwellings
E	C-M (Commercial Medium)	Retail
W	R-5 (Residential Single Family)	Single family dwellings
S	R-5 (Residential Single Family)	Single family dwellings

Zoning History

Case #	Date	Request Summary
N/A	N/A	The property is currently zoned R-3 (Residential Single-Family) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned RS-12 (Residential Single-Family).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (R-3)	Requested (CD-C-M)
Max. Density:	3.0 units per gross acre	N/A

Typical Uses	Primarily intended to accommodate low-density single-family detached residential development.	Limited to all uses allowed in the C-M district except billboards and sexually oriented businesses
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**These regulations may not reflect all requirements for all situations; see the City of Greensboro Land 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 If site drains to the North it will drain to Greensboro Watersupply Watershed WSIII, Lake Jeanette Sub-basin. If site drains to the South, site will drain to N.Buffalo Creek, Non-watersupply watershed

Floodplains >2000FT

Streams N/A

Other: If site drains to the North to Greensboro Watersupply Watershed, site must meet current watershed requirements – Water Quality and Water Quantity requirements must be met. Max. BUA is 70% with sewer, Low Density is 24% with sewer. If site drains to the South, North Buffalo Creek, non-watersupply watershed and >1acre is disturbed AND the impervious (BUA) amount is increased, site must meet Phase 2 requirements – Water Quality and Water Quantity Control must be addressed. Site is also located within the PTI 5 mile statue radius. No water quality devices are allowed that hold a normal pool elevation unless supporting engineering calculations are provided.

Utilities

Potable Water Available

Waste Water Available

Airport Overlay District & Noise Cone

N/A

Landscaping & Tree Conservation Requirements

Landscaping:

Street Yards:

Street yards must be installed abutting public street rights-of-way. Per Condition above, street yard will be equivalent to a 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, and 17 shrubs per 100 linear feet.

Buffer yards:

Adjacent to single-family residential: Type B buffer yard, with an average width of 25', a minimum width of 20', and a planting rate of 3 canopy trees, 5 understory trees, and 25 shrubs per 100 l.f.

Parking lots:

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

Tree Conservation:

For 3.13 acres, 5% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Pisgah Church Road – Major Thoroughfare.
Lawndale Drive – Major Thoroughfare.
Martinsville Road – Collector Street.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 4,600, AM Peak Hour = 228, PM Peak Hour = 360.

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 exist along a portion the frontage of this property.

Transit in Vicinity: Yes, GTA Routes 8 (Battleground Avenue) and 17 (Lawndale Drive) are adjacent to subject site, along Pisgah Church Road.

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

Street Connectivity: N/A.

Other: Subject site is within the construction bounds of the Lawndale Drive/Pisgah Church Road/Martinsville Road intersection improvement project. Construction of this joint NCDOT/GDOT project is expected to begin in 2020.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **CD-C-M (Conditional District – Commercial – Moderate)** 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 **Low Residential (3-5 d.u./acre)**. The requested **CD-C-M (Conditional District – Commercial – Moderate)** zoning district, as conditioned, is generally inconsistent with the **Low Residential (3-5 d.u./acre)** GFLUM designation, however the applicant has concurrently submitted a request (CP 17-07) to amend the GFLUM designation on the subject site to **Mixed Use Commercial** which, if approved, would resolve this inconsistency.

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.

Housing and Neighborhoods, Goal 6: 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.

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

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

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
n/a	n/a	n/a

Applicant Stated Reasons for Request

“The areas requested for amendment are currently low and moderate residential. The amendment requested would allow for the expansion of mixed-use commercial development that exist in the area that is not allowed under the current land use plan.”

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

“1. The Lawndale Drive Corridor Study targets this area as one of the key Commercial Activity Centers and states that ‘Encouraging the expansion of targeted business sectors could support long term economic stability and employment in the corridor.’

2. The pattern of transitional land use in the immediate area from single family to commercial uses and the increase in household densities that will patronize the commercial uses justify the map amendment.

3. The growth of commercial business in the area provides the opportunity for jobs, increased tax base and convenient shopping within walking distance of surrounding neighborhoods.”

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

The requested **CD-C-M (Conditional District – Commercial – Medium)** zoning, as conditioned, would allow uses that are incompatible with the subject site’s current GFLUM designation as **Low Residential (3-5 d.u./acre)**. If approved, the requested GFLUM amendment (**CP 17-07**) to **Mixed Use Commercial** would resolve this inconsistency.

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

n/a

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 reviewed the GFLUM amendment request CP 17-07 during its meeting on September 20, 2017. The Planning Board expressed concern about the request in context of the update to the Comprehensive Plan, pointing out that the Lawndale Corridor is under pressure. The Board had concerns generally about where the line would stop, and where non-residential development stops. Further concern was expressed about the impact to established neighborhoods in the vicinity. The Board stated that this location should be considered for further evaluation as an area ripe for development, noting that the request won't be a complete change for the area. The Board pointed out that the request coincides with the mixed use growth pattern in the vicinity, that the location is no longer low residential, and changes have occurred in the vicinity over the last few years. The Board concluded that the requested change is a positive for the area.

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, and with representatives of the nearby Lawndale Homes Neighborhood, located to the southeast of the subject site.

Staff Analysis

The 3.13 acre subject site, if rezoned would allow various commercial, office, service and mixed uses. Existing uses to the north include single family dwellings and undeveloped property.

However, these properties were rezoned in May 2017 for a self storage facility. Uses to the east are various retail and service uses (zoned C-M) and uses to the west and south are single family dwellings (zoned R-5).

The Comprehensive Plan's Future Land Use Map currently designates this area as Low Residential. This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within a general density range of 3-5 dwelling units per acre. As part of this application the applicant is requesting a change to the Mixed Use Commercial designation which is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary.

The proposed rezoning would allow for a variety of commercial, service and mixed uses at the edge of an existing commercial node currently focused around the intersection of Pisgah Church Road and Lawndale Drive. Given its immediate proximity to lower intensity residential development, the request does include conditions related to access, signage, landscaping and use restrictions to reduce the scale and impacts from this development, relative to nearby commercially zoned properties. This property is also adjacent to other property between Trull Avenue and Martinsville Road rezoned earlier this year for commercial uses.

The proposed request does support 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, 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

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**Martinsville Road Development – DRAFT Transportation Impact Analysis**

Greensboro, NC

Koury Corporation

Original: August 09, 2017

Revised: October 02, 2017

Executive Summary

The proposed Martinsville Road Development is to be located on the northwest quadrant of the intersection of Pisgah Church Road and Martinsville Road in Greensboro, North Carolina. Per communication with the developer, the site will include either 26,500 square feet of retail and 3,500 square feet of fast-food restaurant with drive-thru; 16,600 square feet of retail and 42 apartment mixed use development or 30,000 square feet single user commercial facility. In order to give conservative results, this study assumed 26,500 square feet of retail and 3,500 square feet of fast-food restaurant with drive-thru as this scenario represents the maximum land use intensity (worst case scenario) for this development. Up to three full site access points are proposed: one on Martinsville Road and up to two on Trull Avenue. The scenario used in the analysis proposes only one access on Trull Avenue. Analysis for the additional access on Trull Avenue is under review.

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:

- Lawndale Drive at Martinsville Road
- Pisgah Church Road at Martinsville Road
- Lawndale Drive at Pisgah Church Road
- Pisgah Church Road at Trull Avenue
- Martinsville Road and Site Access 1
- Trull Avenue at Site Access 2

The study assumed this development will be completed in 2019. A study year of 2020 (build out plus one year) was used for analysis purposes. The study intersections were analyzed for AM (7-9 AM) and PM (4-6 PM) peaks for the following conditions:

- 2017 Existing Conditions
- 2020 Future No Build Conditions
- 2020 Future Build Conditions
- 2020 Future Build with Improvements (as necessary)

This Transportation Impact Analysis (TIA) was carried out based on Greensboro Department of Transportation (GDOT) and North Carolina Department of Transportation (NCDOT) standards. Information regarding the property was provided by the developer, Koury Corporation.

Discussion of Results

Signal timing was optimized for the analysis of 2020 future no build and build conditions in order to reflect future traffic volumes and to adjust for lane geometry changes associated with TIP U-5812. The following section discusses level of service for each intersection.

Lawndale Drive at Martinsville Road

This signalized intersection currently operates at LOS B during the AM peak and LOS C during the PM peak. In the 2020 future no-build conditions, with the construction of improvements related to U-5812, LOS A is expected in the AM peak and LOS B in the PM peak. With the addition of proposed site traffic, LOS B is expected in both the AM and PM peaks. No improvements are recommended.

Pisgah Church Road at Martinsville Road

In existing conditions, this signalized intersection operates at LOS B during the AM peak and LOS C during the PM peak. In 2020 future no build and build conditions with the inclusion of TIP improvements, the level of service is expected to remain unchanged. With the addition of proposed site traffic, LOS B is expected in the AM peak and LOS C in the PM peak. In order to accommodate sufficient storage length for the northbound left turn into Site Access 1, the southbound left queues at this intersection were examined. It was found that the storage length proposed to be constructed as part of the U-5812 project for the southbound left turn movement can be shortened from 175 feet to 145 feet and still accommodate the expected future build queues. It is recommended that the U-5812 project plans be amended to reduce the proposed storage for the southbound left turn lane to 145 feet from 175 allowing for a northbound left turn storage at Site Access 1 with a back-to-back taper of 75 feet in each direction. With this improvement in place, this intersection is expected to remain at LOS B during the AM peak and LOS C during the PM peak.

Lawndale Drive at Pisgah Church Road

This signalized intersection currently operates at LOS C during the AM peak and LOS D during the PM peak. In future no-build conditions and build conditions, with the addition of improvements related to U-5812, the level of service is maintained during the AM and PM peaks. No improvements are recommended.

Pisgah Church Road at Trull Avenue

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

Martinsville Road at Site Access 1

A full movement access is proposed on Martinsville Road, referred to as Site Access 1. When the development is in place, this unsignalized intersection is expected to operate at LOS B in the AM peak and LOS C in the PM peak. The need for auxiliary turn lanes was reviewed based on page 80 of the 2003 NCDOT "Policy on Street and Driveway Access to North Carolina Highways" and on pages 25 and 29 in the GDOT Driveway Manual. Based on projected traffic volumes, a right turn lane is not warranted but a left turn lane of 100 feet is warranted at this access point. Analysis indicates that a storage length of 70 feet will be adequate to accommodate the maximum projected queues while allowing for sufficient storage for the southbound left at the intersection with Pisgah Church Road with 75 feet of back-to-back taper in between. It is recommended that 70 feet for northbound left turn storage be provided at this intersection in conjunction with the adjustments to the proposed improvements to the U-5812 project plans described above. The site access should be designed in accordance with GDOT standards where applicable. With

this improvement in place, this intersection is expected to remain at LOS B during the AM peak and LOS C during the PM peak.

Trull Avenue at Site Access 2

An access point is proposed on Trull Avenue, referred to as Site Access 2. It is anticipated that this unsignalized intersection will operate at LOS A in build conditions. The need for auxiliary turn lanes was reviewed based on pages 24 and 28 in the GDOT Driveway Manual. Based on projected traffic volumes, neither a left nor a right turn lane is warranted at this proposed site access. The site access should be designed in accordance with GDOT standards. No improvements are recommended.

Level of Service Summary

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

Table 5.2 - Level of Service Summary			
AM Peak	2017 Existing	2020 Future No Build	2020 Future Build
Martinsville Road at Lawndale Drive	B (14.4)	A (9.2)	B (10.4)
Pisgah Church Road at Martinsville Road	B (18.3)	B (17.8)	B (19.3)
Pisgah Church Road at Lawndale Drive	C (35.0)	C (33.7)	C (34.1)
Pisgah Church Road at Trull Avenue	C (22.0) WB Approach	B (14.3) SB Approach	B (14.0) SB Approach
Martinsville Road at Site Access 1			B (11.9) EB Approach
Trull Avenue at Site Access 2			A (9) WB Approach
PM Peak	2017 Existing	2020 Future No Build	2020 Future Build
Martinsville Road at Lawndale Drive	C (34.9)	B (17.7)	B (18.2)
Pisgah Church Road at Martinsville Road	C (27.7)	C (23.9)	C (29.7)
Pisgah Church Road at Lawndale Drive	D (45.4)	D (41.5)	D (40.4)
Pisgah Church Road at Trull Avenue	E (48.1) WB Approach	C (16.8) SB Approach	C (16.7) SB Approach
Martinsville Road at Site Access 1			C (16.7) EB Approach
Trull Avenue at Site Access 2			A (8.7) 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 (131 and 184 vehicles, respectively), the simulation indicates a minimum throat distance of 30 feet will be required. For Site Access 2, with 4 vehicles entering in the AM peak and 6 vehicles entering in the PM peak, the simulation indicates a minimum throat distance of 25 feet will be required. Table B lists the maximum 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	Maximum Queue (feet)		Minimum Recommended Throat Distance (Feet)
	AM Peak	PM Peak	
Site Access 1	30	30	30
Site Access 2	0	0	25



Summary and Conclusion

The proposed Martinsville Road Development is to be located on the northwest quadrant of the intersection of Pisgah Church Road and Martinsville Road in Greensboro, North Carolina. Per communication with the developer, the site will include either 26,500 square feet of retail and 3,500 square feet of fast-food restaurant with drive-thru; 16,600 square feet of retail and 42 apartment mixed use development or 30,000 square feet single user commercial facility. In order to give conservative results, this study assumed 26,500 square feet of retail and 3,500 square feet of fast-food restaurant with drive-thru as this scenario represents the maximum land use intensity (worst case scenario) for this development. Up to three full site access points are proposed: one on Martinsville Road and up to two on Trull Avenue. The study assumed this development will be completed in 2019.

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 both background traffic and new development traffic.

Based on trip generation equations published in Trip Generation (Institute of Transportation Engineers, 9th Edition), this development has a trip generation potential of 4,600 daily trips with 228 trips in the AM peak and 360 trips in the PM peak. With the effects of and pass-by trip reduction, the trip generation potential is 181 net trips in the AM peak and 252 net trips in the PM peak.

In conclusion, this analysis has been conducted based on NCDOT guidelines and has determined the potential traffic impacts of this development. Overall, the analysis indicates LOS C or better can be expected at the study intersections during future build peaks with the exception of the signalized intersection of Lawndale Drive and Pisgah Church Road. This intersection operates at LOS D under current conditions and is expected to remain at LOS D under future build conditions. The site access locations will need to be coordinated during the site approval process. Please note that all accesses to the site are required to be constructed to GDOT standards.