



Z-10-08-003

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

Zoning Commission Hearing Date: August 9, 2010

GENERAL INFORMATION

APPLICANT Dean Green for Guilford County

HEARING TYPE Rezoning

REQUEST **PI** (Public and Institutional) and **LI** (Light Industrial) to **CD-LI** (Conditional District-Light Industrial)

CONDITIONS 1. Uses: Limited to all uses allowed in the LI zoning district **except** land clearing and inert debris landfill, minor.

LOCATION Southern portions of **3919** and **4015 West Wendover Avenue**, generally described as south of West Wendover Avenue, east of Meadowood Street and north of Interstate 40

PARCEL ID NUMBER(S) Portions of **7844000811** and **7834917364**

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

TRACT SIZE ~17.62 Acres

TOPOGRAPHY Slopes to the south

VEGETATION Institutional landscaping

SITE DATA

Existing Use	Abandoned senior care facility
Adjacent Zoning	Adjacent Land Uses
N PI(Public and Institutional) and LI(Light Industrial)	Office buildings
E LI(Light Industrial)	Auto sales and Greensboro Auto Auction
W CD-C-H(Conditional District-Commercial-High) and HI(Heavy Industrial)	Shopping Center and Greensboro Auto Auction
S LI(Light Industrial)	Greensboro Auto Auction

Zoning History

Case #	Date	Request Summary
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This property has been zoned LI and PI since July 1, 2010. Prior to the implementation of the Land Development Ordinance (LDO), it was zoned LI and PI

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (PI)	Existing (LI)	Requested (CD-LI)
Max. Density:	N/A	N/A	N/A
Typical Uses	Primarily intended to accommodate mid- and large-sized public, quasi-public, and institutional uses which have a substantial land use impact or traffic generation potential. It is not intended for smaller public and institutional uses customarily found within residential areas	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations, have little or no adverse effect upon adjoining properties.	Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations, have little or no adverse effect upon adjoining properties.

**These regulations may not reflect the actual requirements for all situations; see the City of Greensboro Zoning Code for actual regulations for site requirements for this zoning district.*

SPECIAL INFORMATION

Overlay District Ordinance/Historic Preservation – N/A

Environmental/Soils

Water Supply Watershed	N/A, site drains to S. Buffalo Creek
Floodplains	Onsite, any disturbance to floodway requires a No Impact or a CLOMR/LOMR. Obtain permits for stream/wetland disturbance from the State & Corps.
Streams - 50ft buffer, first 30ft undisturbed.	50ft buffer, first 30ft undisturbed.
Other:	>1acre of disturbance, site must meet Phase 2 requirements

Utilities – N/A

Potable Water
Waste Water

Airport Noise Cone

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

Landscaping Requirements (based on a proposed use with a LUC of 4 on the subject parcel and with a proposed use on the adjoining parcel to the North with a LUC of 3 and the new property lines coinciding with the proposed zoning boundary)

Location	Required Planting Yard Type and Rate
North	Type C Yard – average width 15'; 2 canopy trees per 100', 3 understory trees per 100', 17 shrubs per 100'
South	NA
East	Type C Yard – average width 15'; 2 canopy trees per 100', 3 understory trees per 100', 17 shrubs per 100' and a portion NA
West	Type C Yard – average width 15'; 2 canopy trees per 100', 3 understory trees per 100', 17 shrubs per 100' and a portion NA

Tree Preservation Requirements

Acreage	Requirements
17.62 ac	10% of lot size

Transportation

Street Classification:	W. Wendover Avenue – Major Thoroughfare.
Site Access:	Existing. All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	W. Wendover Avenue ADT = 33,705 (2007).
Trip Generation:	AM Peak Hour = 120, PM Peak Hour = 229, 24 Hour = 2,459.
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. There is no existing sidewalk along the frontage of this development nor are there any plans for the City to build sidewalk in this area.
Transit in Vicinity:	Yes, route 1, W. Wendover Avenue.
Traffic Impact Study: (TIS)	Yes, required per TIS Ordinance. Please see the end of this staff report for the Executive Summary to the TIS.
Street Connectivity:	N/A.
Other:	N/A.

IMPACT ANALYSIS

Land Use Compatibility

The proposed **CD-LI** (Conditional District-Light Industrial) 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-LI** (Conditional District-Light Industrial) zoning district is consistent with this GFLUM designation.

Connections 2025 Written Policies

Reinvestment/Infill Goal: Promote sound investment in Greensboro’s urban areas, including Center City, commercial and industrial areas, and neighborhoods.

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

Economic Development Goal: 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.2: Encourage “home-grown” and community-based businesses and entrepreneurs with special emphasis on increasing the number of minority-owned businesses in traditionally underserved parts of the community.

POLICY 7C.1: Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

POLICY 7C.3: Identify brownfield sites and underutilized/abandoned properties and buildings and expedite opportunities for development.

Connections 2025 Map Policies

Industrial/Corporate Park: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

Comprehensive Plan Amendment History

Case #	Date	Request Summary
N/A		

Applicant Stated Reasons for Request

The property is no longer being used by Evergreens Senior Healthcare System. The property is presently vacant. The amendment will allow the Greensboro Auto Auction to increase the number of cars sold at auction and have additional employee and customer parking.

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

Transportation improvements – Greensboro Auto Auction employees and customers will have access to the signalized intersection at Wendover Avenue and Edwardia Drive for ingress and egress to West Wendover Avenue.

Economic Opportunities –This will allow the Greensboro Auto Auction to store more cars for auction, thereby increasing business.

COMPREHENSIVE POLICY PLAN ANALYSIS

Need for Proposed Change

The Comprehensive Plan Amendment is required because the present GFLUM designation of Commercial would not allow for storage of vehicles or other items. Since the rest of this portion of West Wendover presently consists of auto lots with storage, this change would not be significant land use change for the corridor.

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

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

None.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3) – N/a

PLANNING BOARD COMMENTS

The Greensboro Planning Board reviewed this request at their July 12, 2010 meeting and made the following comments:

- Proposed change in land use designation makes sense giving existing and anticipated development around site
- The number of existing industrial uses in area that appear to be stable, suggest a change in designation for this site is appropriate

CONFORMITY WITH OTHER PLANS

City Plans – N/A

Other Plans - N/A

Staff/Agency Comments

Water Resources - N/A

Housing and Community Development

The subject site has been the location of a major Greensboro Transit Authority transfer facility for several years, through an agreement with Guilford County. This stop is the transfer point between GTA's Route #1 – West Wendover Avenue, and the West Wendover Connector Route. The total ridership transfer (averaging 688 passengers per weekday) between these two routes makes this location the third highest volume stop in the GTA system. This stop provides a vital link to employment, social services (including the Social Security Administration office on Landmark Center Drive), and retail amenities, for transit users throughout Greensboro. If this rezoning request is approved and the proposed redevelopment of the site progresses, it will be essential to ensure that the link between these two heavily traveled transit routes remain intact as the transfer stop is relocated to a suitable new site, that is capable of accommodating the current and projected future passenger volumes at this stop.

If this rezoning request is approved and the proposed redevelopment of the site progresses, it will be important to ensure that required sidewalks are constructed where currently absent (along West Wendover Avenue, a major thoroughfare, from the existing western driveway to the eastern edge of the site).

Planning

The 26.48-acre subject site under consideration consists of an abandoned senior nursing home (Evergreens Senior Healthcare). The subject site is adjoined to the south, east and southeast by the Greensboro Auto Auction and to the west by a shopping center. It is the intent of the applicant, Greensboro Auto Auction, to demolish the dilapidated nursing home building and add the site to their existing auto auction facility located to the south and east of the subject site.

Staff believes that this request and the proposed use will be compatible with the surrounding uses in the sense that the subject site is adjoined on 3 sides by the proposed use, and adding the subject site to the existing operation will not negatively impact the overall mix of uses found in this general vicinity.

This rezoning request, if approved, will help promote a diverse mix of uses in the general area and encourage the reuse of an abandoned property. It will also promote a healthy, diversified economy with a strong tax base and opportunities for employment and entrepreneurship while at the same time promoting sound investment in Greensboro's urban areas.

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

STAFF RECOMMENDATION

Staff recommends **approval** of the requested **CD-LI** (Conditional District-Light Industrial) zoning district.

Greensboro Auto Auction Site – Transportation Impact Analysis

Prepared for Greensboro Auto Auction

Revised July 8, 2010

Executive Summary

The proposed commercial development is located on the southwest quadrant of the intersection of Wendover Avenue West at Edwardia Drive in northwest Greensboro, NC. The proposed site plan (see Figure 1) shows two access points on Wendover Avenue West. The developer currently proposes part of the site to be used for car dealership and auto auction. Due to the uncertainty of the land use for remainder of the site, this study assumed retail development depicting the maximum land use (worst case scenario).

Davenport Transportation Consulting (DTC) 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:

- Wendover Avenue West at Edwardia Drive
- Wendover Avenue West at Carnegie Place

The above-mentioned intersections were analyzed for the following scenarios:

- 2010 Existing Conditions
- 2012 Future No Build Conditions
- 2012 Future Build-Out Conditions

The build-out analysis year for this project was assumed to be 2012. The AM (7-9 am) and PM (4-6 pm) peaks were analyzed.

The Greensboro Department of Transportation (GDOT) was contacted to obtain background information and to ascertain the elements to be covered in this Traffic Impact Analysis (TIA). Information regarding the property was provided by the site engineer, CPT Engineering and Surveying, Inc

The following is a summary of the comments regarding our assessment of the study intersections:

Wendover Avenue West at Carnegie Place / Kendall Center (Private Driveway West)

This unsignalized offset intersection is expected to operate at LOS F and D for the AM and PM peak hours, respectively, for existing and future no build traffic conditions. The LOS F condition is mainly due to a lack of sufficient gaps for left-turning vehicles onto Wendover Avenue West. This is a very typical condition for minor side street movements onto congested major streets like Wendover Avenue

With the addition of site traffic, this intersection is projected to function at LOS F for the northbound minor street movements during the AM and PM peak periods. We recommend the following improvements:

- Provide separate northbound left turn lane with 100 feet of storage and through-right lane with full storage on Kendall Center (Private Driveway West)
- Align Kendall Center (Private Driveway West) directly across Carnegie Place as shown on the site plan. The private driveway should be constructed according to GDOT / NCDOT standards
- Based on GDOT Driveway Manual, an eastbound right turn lane on Wendover Avenue with 100 feet of storage is warranted

Wendover Avenue West at Edwardia Drive / Kendall Center (Private Driveway East)

This signalized intersection is expected to operate at LOS B for both the AM and PM peak hours under existing and future no build traffic conditions.

With the addition of site traffic, this intersection is projected to continue at LOS B during the AM peak hour and operate at LOS C during the PM peak hour. We recommend the following improvements:

- Providing separate northbound left turn lane with 100 feet of storage and through-right lane with full storage on Kendall Center (Private Driveway East)
- Based on GDOT Driveway Manual, an eastbound right turn lane on Wendover Avenue with 175 feet of storage is warranted
- Modify traffic signal

The following table represents the summary of the level of service analysis for existing, future no-build, future build, and future build with improvements scenarios:

Table A - Level of Service Summary			
		Wendover Avenue West at Carnegie Place/Kendall Center (Private Driveway West)	Wendover Avenue West at Edwardia Drive/Kendall Center (Private Driveway East)
AM Peak	2010 Existing	F (153.9) NB Approach	B (10.8)
	2012 Future No Build	F (214.4) NB Approach	B (11.4)
	2012 Future Build	F (192.2) NB Approach	B (15.3)
	2012 Future Build with Improvements	*	B (14.8)
PM Peak	2010 Existing	D (29.4) NB Approach	B (16.7)
	2012 Future No Build	D (33.6) NB Approach	B (18.8)
	2012 Future Build	F (57.3) NB Approach	C (25.4)
	2012 Future Build with Improvements	*	C (23.6)

LOS (delay in seconds)
 Note for unsignalized conditions, LOS & delay indicates only minor street approach with longest delay
 * Intersection has too many lanes for HCM unsignalized analysis

Summary and Conclusion

This analysis has been conducted based on the scope given by the City of Greensboro. This study was conducted based on the maximum land use intensity (worst case scenario) for this site. Our trip generation indicates the proposed Greensboro Auto Auction Site development is projected to generate 2,600 net trips per day. This is based on a 21,500 square foot retail space, a 21,000 square foot auto dealership and 15,600 square feet of light industrial.

Table B below summarizes the recommended improvements for 2012 future build scenarios. Improvements are shown in Figure 10.

In conclusion, this study has determined the potential traffic impacts of this development and identified transportation improvements that will be required to accommodate the impacts of both background traffic and new development traffic.

Table B - Recommended Improvement Summary	
Wendover Avenue West at Carnegie Place/Kendall Center (Private Driveway West)	<ul style="list-style-type: none"> • Provide separate northbound left turn lane with 100 feet of storage and through-right lane with full storage on Kendall Center (Private Driveway West) • Align Kendall Center (Private Driveway West) directly across Carnegie Place as shown on the site plan. The private driveway should be constructed according to GDOT / NCDOT standards • Based on GDOT Driveway Manual, an eastbound right turn lane on Wendover Avenue with 100 feet of storage is warranted
Wendover Avenue West at Edwardia Drive/Kendall Center (Private Driveway East)	<ul style="list-style-type: none"> • Providing separate northbound left turn lane with 100 feet of storage and through-right lane with full storage on Kendall Center (Private Driveway East) • Based on GDOT Driveway Manual, an eastbound right turn lane on Wendover Avenue with 175 feet of storage is warranted • Modify traffic signal