



Z-10-07-004

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

Zoning Commission Hearing Date: September 13, 2010

**GENERAL INFORMATION**

**APPLICANT** Henry Isaacson for W. Luke and Glendale P. Johnson  
**HEARING TYPE** Rezoning  
**REQUEST** **RS-12** (Residential-Single Family) to  
**CD-GO-M** (Conditional District-General Office-Moderate Intensity)

**CONDITIONS**

1. Uses: Limited to all residential uses except boarding and rooming houses and those permitted with development standards; all accessory uses and structures except recycling collection points and yard sales, junk motor vehicles, satellite dishes and communication towers and swimming pools; all business professional and personal uses except funeral homes and crematoriums, tanning salons, hotels or motels, kennels or pet grooming services and veterinary services.
2. Along the western property line a distance of 400 feet, and along the southern property line, developer will provide a masonry retaining wall in order to allow the preservation of some of the existing trees on the subject property.
3. Along the western property line of the subject property, developer will provide a 30 foot landscape buffer with a 6 foot high opaque fence. The landscape buffer will consist of evergreen and shade trees as well as shrubs required by the City of Greensboro Development Ordinance; however, the evergreen trees will be planted at a minimum height of 8 feet and the shade trees will be planted at a minimum height of 14 feet.
4. Along the southern property line of the subject property, developer will provide a 20 foot landscape buffer with a 6 foot high opaque fence. The landscape buffer will consist of evergreen and shade trees as well as shrubs required by the City of Greensboro Development Ordinance; however, the evergreen trees will be planted at a minimum height of 8 feet and the shade trees will be planted at a minimum height of 14 feet.
5. No building shall exceed 2 stories in height with a maximum of 50 feet.

6. Exterior of all buildings shall be constructed of at least 90% brick.
7. All roof design and construction shall be asphalt shingle with a hipped sloped roof.
8. A maximum of one access to Friendly as a “right in right out” and a maximum of one access to Holden Road will be provided by the developer.
9. Exterior lighting shall be located, angled, shielded, and/or limited in intensity so as to cast no direct light upon adjacent streets or properties.
10. Storm water management shall be accomplished with underground storage facilities only.
11. Free-standing signage shall be limited to 2 monument signs, with a maximum height of 6 feet.
12. Electronic message board (digital signage) shall be prohibited.

**LOCATION**

**3701 West Friendly Avenue**, generally described as the southwest corner of the intersection of West Friendly Avenue and North Holden Road

**PARCEL ID NUMBER (S)**

**7845919545**

**PUBLIC NOTIFICATION**

The notification area for this public hearing was 600 feet (Chapter 30-9-1.2 of the City 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). **114** notices were mailed to those property owners in the mailing area.

**TRACT SIZE**

~2.55 acres

**TOPOGRAPHY**

Rolling

**VEGETATION**

Partly heavily wooded and partly residential landscaping

**SITE DATA**

**Existing Use**

Single-Family dwelling

**Adjacent Zoning**

**Adjacent Land Uses**

N	RS-12(Residential-Single Family)	Single-Family dwellings
E	RM-8 (Residential- Multi Family) and RS-12(Residential-Single Family)	Multi-Family dwellings and an elementary school
W	RS-12(Residential-Single Family)	Single-Family dwellings
S	RS-12(Residential-Single Family)	Single-Family dwellings

**Zoning History**

Case #	Date	Request Summary
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This property has been zoned RS-12 since July 1, 1992. Prior to the implementation of the Unified Development Ordinance (UDO), it was zoned RES 120

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>(RS-12)</b>	Requested <b>(CD-GO-M)</b>
Max. Density:	3 dwelling units/acre	12 dwelling units/acre
Typical Uses	Primarily intended to accommodate moderate density single-family detached dwellings in developments where public water and sewer service is required. The overall gross density in RS-12 will typically be 3.0 units per acre or less.	Primarily intended to accommodate moderate intensity office and institutional uses, moderate density residential uses at a density of 12.0 units per acre or less, and supporting service and retail uses.

\*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**

Visual Corridor Overlay District (VCOD)

**Environmental/Soils**

Water Supply Watershed	Site drains to North Buffalo Creek
Floodplains	N/A
Streams	If High Density Development is proposed, a 50ft stream buffer is required for perennial & intermittent streams. A 30ft non-encroachment area is required on any non FEMA mapped streams. Contact the State & Corps for any wetland disturbance or stream crossing & disturbance.
Other:	If >1acre is to be disturbed, site must meet Phase 2 requirements.

**Utilities**

Potable Water  
Waste Water

**Airport Noise Cone**

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

**Landscaping Requirements**

Location	Required Planting Yard Type and Rate
North	Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100'
South	See Condition #4 above.
East	Street Yard - minimum width 8'; 2 canopy tree per 100', 17 shrubs per 100'
West	See Condition #3 above.

**Tree Preservation Requirements**

Acreage	Requirements
2.25 ac	All trees 4" or greater DBH which are located within the required planting yards

**Transportation**

Street Classification: Friendly Avenue – Major Thoroughfare, Holden Road – Major Thoroughfare.

Site Access: GDOT will approve one right in right out access on Friendly Avenue and an access to Holden Road as far away from the intersection as possible.

Traffic Counts: Friendly Avenue ADT = 14,348 (2007), Holden Road = 15,433 (2007).

Trip Generation: AM Peak Hour = 93, PM Peak Hour = 226, 24 Hour = 2,038.

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 sidewalk existing along the Friendly Avenue frontage, and sidewalk is under design for the Holden Road frontage.

Transit in Vicinity: Yes, route 7, Friendly Avenue.

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

Street Connectivity: N/A.

Other: N/A.

**IMPACT ANALYSIS**

**Land Use Compatibility**

The proposed **CD-GO-M** (Conditional District-General Office-Moderate Intensity) zoning would allow land uses that are incompatible 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-GO-M** (Conditional District-General Office-Moderate Intensity) zoning district is inconsistent 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.1: Establish standards for and promote new forms of compact development.

## Connections 2025 Map Policies

### Existing GFLUM Designation

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.

### Proposed GFLUM Amendment Designation

Mixed Use Residential: This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

## Comprehensive Plan Amendment History

Case #	Date	Request Summary
N/A		

### Applicant Stated Reasons for Request

"The current classification is Low Density Residential. The subject property is located at the southwestern corner of a busy intersection of two major roads, West Friendly Ave. and Holden Rd. Low Density Residential no longer appears to be a suitable classification for this property at this location."

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

"The subject property is located at the southwestern corner of the intersection of two major roadways (both are four lanes). These roadways have been widened since the current dwelling unit was built in 1921. Due to heavy volumes of traffic on a daily basis, the mixed use residential classification now appears to be a more appropriate designation."

## COMPREHENSIVE POLICY PLAN ANALYSIS

### Need for Proposed Change

The applicant has requested a land use that is not compatible with the existing GFLUM designation of Low Residential. The Planning Department feels that with the potential land uses identified by the applicant, a GFLUM change to Mixed Use Residential would be more

compatible with the requested list of land uses.

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

N/A

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

This intersection presently represents the transition point from higher density land use and GFLUM designations on W. Friendly Ave from the east. If the land use classification at this property increases to allow higher density land uses, then there will be a “cross” of the transition line at Holden Road. The Plan would then need to be revisited to establish how to hold the transition of land uses along W. Friendly Avenue west of the Holden Road intersection.

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

### **PLANNING BOARD COMMENTS**

The proposed Comprehensive Plan GFLUM Amendment was presented to the Planning Board at their June meeting. Their comments were as follows:

1. They do not feel that this area is any longer a good location for new Low Residential development, particularly due to the heavy traffic.
2. They do not support commercial or retail land use designations of the site.
3. They feel that Mixed Use Residential is appropriate, particularly for multifamily or office uses.
4. Site design should “blend” with the surrounding properties, as per the 2025 *Comprehensive Plan* “Policy 6A.4: Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood’s livability, architectural or historical character, and reinvestment potential. Including protection against incompatible commercial encroachments into residential neighborhoods.”

### **CONFORMITY WITH OTHER PLANS**

**City Plans – N/A**

**Other Plans - N/A**

### **Staff/Agency Comments**

**Water Resources - N/A**

### **Housing and Community Development**

If approved this proposed rezoning and development could impose significant negative impacts on stable existing adjacent single family residential development. Applicant is strongly encouraged to discuss this proposed rezoning and development with representatives of the Starmount Forest Neighborhood, within which the subject site is located, and the adjacent Hamilton Forest Neighborhood. Applicant is encouraged to

consult with representatives of Preservation Greensboro regarding options for relocation of the existing single-family dwelling, or salvage of its viable construction materials and/or architectural elements, prior to demolition.

### **Planning**

The subject site currently consists of a single-family house on a 2.55-acre lot that is heavily wooded. This area of the City consists mostly of residential dwellings with a major shopping center located one-quarter of a mile east of the subject site on Friendly Avenue. Also to the northeast of the subject site is an office building zoned GO-M. West of the subject site between Holden Road and extending all the way to Cannon Road has predominantly single-family zoning with a Low Residential Generalized Future Land Use designation. It is the intention of the applicant, as stated to staff, to redevelop the site for a bank and other office uses.

Staff is of the opinion that impacting the stable residential character of the neighborhood with the intrusion of incompatibly designed and higher intensity uses is against the intent and purpose of the Zoning Code and Comprehensive Plan. This may set a precedent for additional conversions of low density single-family residences to higher intensity commercial/office uses westward along West Friendly Avenue.

While the applicant has proposed a number of conditions to aid compatibility with this proposal, staff suggest adding additional or modified conditions as follows:

- to create a substantial and effective planted and constructed buffer along the western side of the site
- to attach schematic building elevations and site layout drawings
- to increase tree plantings along Holden Road
- to eliminate drive-thru facilities on the site

Staff believes that this request as is inconsistent 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 not compatible with the existing development in the surrounding area. Staff believes that the addition of the condition changes noted above would aid the compatibility of this request for this site.

### **STAFF RECOMMENDATION**

Staff recommends **denial** of the requested **CD-GO-M** (Conditional District-General Office-Moderate Intensity) zoning district.

**Friendly & Holden Commercial Development - Traffic Impact Analysis**  
**Prepared for Mr. Bill Johnson**  
**October 6, 2008**

**Executive Summary**

The developer proposes to build a commercial development on the southwest quadrant of West Friendly Avenue and North Holden Road in Greensboro, NC. At the request of the Greensboro Department of Transportation, our firm John Davenport Engineering, Inc, has performed a traffic impact analysis for the proposed development. The developer proposes two full access points, one on West Friendly Avenue and another on North Holden Road (See site plan Figure 1). The site plan includes a drive-thru bank, a pharmacy with drive thru, and a medical-dental office building. This assessment summarizes the traffic impact analysis of the existing traffic conditions, as well as the projected traffic impact associated with the development. The scope of the study was determined to be the following intersections:

- North Holden Road @ West Friendly Avenue (existing signalized)
- Hobbs Road @ West Friendly Avenue (existing signalized)
- Site Access A @ West Friendly Avenue (proposed)
- Site Access B @ North Holden Road (proposed)
- West Friendly Avenue @ Audubon Drive
- North Holden Road @ Dogwood Drive

These intersections were analyzed for the following scenarios:

- 2008 Existing Conditions
- Future No Build Conditions
- Build-Out Conditions

The build out date for this project is estimated to be 2009. Traffic conditions were analyzed for both the AM and PM peaks. The City of Greensboro 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 developer.



The following table shows the summary of the level of service analysis.

Table 5.2 - Level of Service Table								
Scenario	AM Peak				PM Peak			
	2008 Existing	2009 Future No-Build	2009 Build	2009 Build + Improvements	2008 Existing	2009 Future No-Build	2009 Build	2009 Build + Improvements
West Friendly Avenue @ Audubon Drive (Unsignalized)	C (18.5) NB Approach	C (19.3) NB Approach	C (18.9) NB Approach	N/A	C (20.0) NB Approach	C (21.2) NB Approach	C (19.6) NB Approach	N/A
West Friendly Avenue @ Access A (Unsignalized)			B (11.5) NB Approach	N/A			B (11.2) NB Approach	N/A
West Friendly Avenue @ North Holden Road (Signalized)	C (32.8)	C (33.2)	C (34.5)	N/A	D (44.4)	D (46.8)	D (48.8)	N/A
North Holden Road @ Access B (Unsignalized)			B (12.6) EB Approach	B (12.4) EB Approach			C (24.0) EB Approach	C (22.9) EB Approach
North Holden Road @ Dogwood Street (Unsignalized)	C (15.3) WB Approach	C (15.7) WB Approach	C (15.2) WB Approach	N/A	D (29.4) WB Approach	D (31.1) WB Approach	D (28.2) WB Approach	N/A
West Friendly Avenue @ Hobbs Road (Signalized)	A (9.9)	B (10.1)	B (10.1)	N/A	B (13.8)	B (13.9)	B (14.1)	N/A

LOS (delay in seconds)

Note under unsignalized conditions, LOS & delay indicates only minor street approach with longest delay

\* Control delay represents average delay for all movements utilizing approach. While counterintuitive, decreases in delay can result due to increases in right turn volumes

## Conclusion

This analysis has been conducted based on the scope given by the City of Greensboro Department of Transportation (GDOT). Analysis of the traffic indicates that all existing study intersections will remain at the same level of service after this project is built as they were prior to it being built. When fully built-out, the proposed North Holden Road at West Friendly Avenue development will generate a net total of 2,038 trips per day.

Site Access A on West Friendly Avenue was analyzed as a right in / right out only driveway due to safety concerns. This access should be constructed in accordance with GDOT design standards. The full access driveway at North Holden Road should be constructed to comply with the GDOT Driveway Manual.

In conclusion, our analysis indicates that when the proposed commercial development is built, the study intersections should operate with an acceptable level of service. Table 6 summarizes the recommended improvements.

North Holden Road @ West Friendly Avenue	No improvements were recommended for this intersection.
Hobbs Road @ West Friendly Avenue	No improvements were recommended for this intersection.
West Friendly Avenue @ Audubon Drive	Our analysis indicates this intersection operates at an acceptable level of service. No improvements were recommended for this intersection.
North Holden Rd @ Dogwood Drive	Our analysis indicates this intersection operates at an acceptable level of service. No improvements were recommended for this intersection.
Site Access A @ West Friendly Avenue	This intersection was analyzed for right-in / right-out movement due to safety concerns. This access should be constructed in accordance with GDOT design standards.
Site Access B @ North Holden Road West Friendly Avenue	We recommend constructing a 100-foot southbound right turn lane on North Holden Road.