



Z-18-04-001

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

Zoning Commission Hearing Date: April 16, 2018

GENERAL INFORMATION

APPLICANT	Paramount Development Properties, LLC for NC Yearly Meeting of the Religious Society of Friends
HEARING TYPE	Rezoning Request
REQUEST	RM-18 (Residential Multifamily - 18) to CD-C-M (Conditional District – Commercial Medium) with the following condition
CONDITIONS	1. Where permitted, an opaque wooden fence no less than six (6) feet in height shall be installed along the northern property line of the subject property.
LOCATION	717 Mayflower Drive
PARCEL ID NUMBER(S)	Formerly 0011836
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). 46 notices were mailed to those property owners in the mailing area.
TRACT SIZE	0.15 Acres
TOPOGRAPHY	Flat
VEGETATION	Residential

SITE DATA

Existing Use	Single-family Residential
Adjacent Zoning	Adjacent Land Uses
N RM-18 (Residential Multi-family)	Single-family Residential
E C-M (Commercial Medium)	Parking for the Vacant Religious Assembly Use to the South

W	RM-18 (Residential Multi-family) C-M (Commercial Medium)	Single-family Residential Convenience Store with Fuel Pumps
S	C-M (Commercial Medium)	Vacant Religious Assemble Use

Zoning History

Case #	Date	Request Summary
N/A	N/A	The property is currently zoned RM-18 (Residential Multifamily) and has been since the adoption of the Land Development ordinance in July 2010. Prior to the LDO, the subject property was zoned RM-18 (Residential Multifamily).

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing (RM-18)	Requested (CD-C-M)
Max. Density:	18.0 units per gross acre	N/A
Typical Uses	Primarily intended to accommodate multi-family and similar residential uses at a density of 18.0 units per acre or less.	Primarily intended to accommodate a wide range of retail, service and office uses.

**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 Site drains to N. Buffalo Creek, non-watersupply watershed

Floodplains N/A

Streams N/A

Other: Water Quantity must be addressed if lot is not combined with adjacent lot. If the lot is combined and >1acre is disturbed and the BUA is increased, site must meet Phase 2 requirements – water quality and water quantity control must be addressed.

Utilities (Availability)

Potable Water Available

Waste Water Available

Airport Overlay District & Noise Cone

n/a

Landscaping & Tree Conservation Requirements

Landscaping:

Street Yards:

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 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.

Adjacent to commercial or retail uses: Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

Drive-through stacking lanes: Service areas and stacking lanes on lots abutting residential zoning districts must be set back at least 50 feet and landscaped in accordance with the "B" buffer planting yard standards of 30-10-2.3.

If the service areas and stacking lanes are within 50 feet of and visible from the roadway, they must be set back at least 20 feet from the right-of-way and landscaped in accordance with the "C" buffer planting yard standards of 30-10-2.3.

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. Islands must be a minimum of 200 sq. ft. inside the curb, with a minimum dimension of 7' in any direction.

Tree Conservation:

For .15 acres, 1% of parcel size in critical root zone to be dedicated for Tree Conservation.

Transportation

Street Classification: Spring Garden Street – Minor Thoroughfare.
Mayflower Drive – Local Street.

Site Access:	All access(s) must be designed and constructed to the City of Greensboro standards.
Traffic Counts:	Spring Garden Street AADT = 13,000 (NCDOT, 2016).
Trip Generation:	24 Hour = 1,414, AM Peak Hour = 129, PM Peak Hour = 93.
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 the frontage of this property.
Transit in Vicinity:	Yes, GTA Route 1 (West Wendover Avenue) is adjacent to subject property, along Spring Garden Street.
Traffic Impact Study: (TIS)	No TIS required per TIS Ordinance.
Street Connectivity:	N/A.
Other:	GDOT has future plans to remark this section of Spring Garden Street although exact layout and timeline is not yet determined.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **C-M (Commercial - Medium)** 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 **Mixed Use Residential**. The requested **C-M (Commercial - Medium)** zoning is generally consistent with the **Mixed Use Residential** 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.

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

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.

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 Mayflower Neighborhood, within which, the subject site is located.

Based on the proximity of the subject site to bicycle lanes along Spring Garden Street and Greensboro Bicycle Routes 3 and 6 also along Spring Garden Street, long term safety and accessibility for users and employees at the subject site would be greatly enhanced by provision of secure, convenient bicycle parking facilities.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- New Markets Tax Credits (federal),
- Historically Under-utilized Business Zone tax credits (federal), and
- Economic Development Impact Zone 1 (local).

Staff Analysis

The 0.15-acre subject property is currently occupied with a single-family dwelling. North of the request are single-family residential uses (zoned RM-18). East of the request is parking for a religious assembly use and further east is a drug store with pharmacy (zoned C-M). South of the request is a place of religious assembly (zoned C-M). West of the request are single-family dwellings (zoned RM-18) and a convenience store with fuel pumps (zoned C-M).

The proposed CD-C-M request, as conditioned, requires an opaque fence along the northern property to screen adjacent residential uses from potential negative impacts of future development. The subject parcel is also adjacent to a larger parcel to the south that is currently zoned C-M. The combination of the two lots under commercial zoning enhances the ability to redevelop the currently vacant religious assembly use with other uses similar to those that currently existing in this area along Spring Garden Street.

The Comprehensive Plan's Future Land Use Map currently designates this area as Mixed Use Residential, which applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. The proposed rezoning request supports both 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 and diversified economy.

The 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**TIS EXECUTIVE SUMMARY**

This transportation impact study was performed to determine the potential impact to the transportation system caused by the additional traffic generated the proposed redevelopment of the property at 1610 Spring Garden Street.

The site, which is proposed to be fully built out by the year 2019, currently consists of a religious gather place and its parsonage. A request for rezoning is being made in order to accommodate a 2,850 square foot fast-food restaurant with a drive-through window. In addition to site generated traffic, the study also considered the impact of background traffic growth within the study area.

On an average weekday, it is estimated that the proposed restaurant could generate a total of 1,414 trips (in and out) with 129 total trips (66 entering and 63 exiting) generated during the AM peak hour and 93 total trips (48 entering and 45 exiting) generated during the PM peak hour. With adjustments made to account for pass-by trips, the development is expected to generate 91 new trips (47 entering and 44 exiting) during the AM peak hour and 65 new trips (34 entering and 31 exiting) during the PM peak hour.

The existing right-in/right-out access is proposed to be maintained on Spring Garden Street, while full movement access is to be provided via one new driveway connection on Mayflower Drive located approximately 200 feet north of Spring Garden Street [distance measured center-to-center].

The purpose of this study is to determine the potential impact to the transportation system caused by the additional traffic generated by proposed redevelopment. In order to accomplish this objective; this study analyzed the weekday AM and PM peak hours for the existing (2018) traffic conditions, future (2020) ‘no build’ traffic conditions without the redevelopment, and future (2020) ‘build’ traffic conditions with the site redeveloped.

Existing Traffic Conditions

Under existing traffic conditions, the signalized intersection operates at an overall LOS C during the AM and PM peak hours, with all intersection approaches operating at LOS D or better. As for the unsignalized intersection, the major street left turn movements operate at LOS A during the AM and PM peak hours, while the minor stop-controlled approaches operate at LOS D or better with the exception of the northbound approach of the CVS driveway during the PM peak hour. However, it is not uncommon for minor street

approaches to experience greater delays, especially during the peak times of the day when volumes are the heaviest.

Future 'No Build' Traffic Conditions

Under 'no-build' traffic conditions, the signalized intersection is expected to operate at an overall LOS C during the AM peak hour and overall LOS D during the PM peak hour. All intersection approaches are expected to operate at LOS D or better. As for the unsignalized intersection, the major street left turn movements are expected to operate at LOS A during the AM and PM peak hours, while the minor stop-controlled approaches at those intersections are expected to operate at an acceptable LOS D or better with the exception of the northbound approach of the CVS driveway. As previously mentioned, it is not uncommon for minor street approaches to experience greater delays, especially during the peak times of the day when volumes are the heaviest.

Future 'Build' Traffic Conditions

Under 'build' traffic conditions, the signalized intersection [with a minor timing adjustment during the PM peak hour] is expected to operate at an overall LOS C during the AM peak hour LOS D during the PM peak hour. All intersection approaches are expected to operate at LOS D or better. With the addition of auxiliary turn lanes on the eastbound, westbound and southbound approaches at the Spring Garden Street/Mayflower Drive intersection, the major street left turn movements are expected to operate at LOS A during the AM and PM peak hours, while the minor stop-controlled approaches are expected to operate at an overall LOS C during the AM peak hour and overall LOS F during the PM peak hour. As mentioned previously, it is not uncommon for minor street approaches to experience greater delays, especially during the peak times of the day when volumes are the heaviest. As for the proposed site access locations, the stop-controlled approaches of the RI/RO Access [on Spring Garden Street] and the Full Access [on Mayflower Drive] are expected to operate at LOS C or better during the AM and PM peak hours. The major street left turn movements on Mayflower Drive [at the Full Access] are expected to operate at LOS A during the peak hours.

Based on the findings of this study, the following geometric improvements should be provided to accommodate the anticipated traffic volumes generated by the proposed redevelopment.

Spring Garden Street and Mayflower Drive

- While a left turn lane is warranted on the eastbound approach of Spring Garden Street, the approach is expected to operate acceptably without it; therefore, no left turn lane will be required as part of this development. Per follow up discussions with GDOT, it is understood that a left turn lane will be provided at this location as part of a future City project.
- Provide a three-lane section on Mayflower Drive with a two-lane approach [consisting of a shared left-through lane and exclusive right turn lane] at Spring Garden Street. The shared left-through lane should provide a minimum of 100 feet.

Spring Garden Street and Right-In / Right-Out Access

- Based on the equation provided in GDOT's Driveway Manual [page 7], 25 feet of internal protected stem should be provided.

Mayflower Drive and Full Access

- Based on the equation provided in GDOT's Driveway Manual [page 7], 25 feet of internal protected stem should be provided.