



**Z-15-08-001**

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

**Zoning Commission Hearing Date: August 10, 2015**

**GENERAL INFORMATION**

**APPLICANT** El Club Mexicano Real Estate Investment Inc.

**HEARING TYPE** Original Zoning Request

**REQUEST** **County-AG** (Agricultural) to **City-CD-C-M** (Conditional District-Commercial-Medium)

**CONDITIONS**

1. All uses permitted in the C-M district **except** automobile, motorcycle repair service, major; automobile, motorcycle repair service, minor; automobile towing and storage services; boat repairs; commercial parking; equipment rental & leasing (no outside storage); equipment repairs, light; kennels or pet grooming services; pest or termite control services; recreational vehicle parks or campsites; taxidermists; tourist homes (Bed and Breakfast); pawnshops; land clearing and inert debris landfills, minor; taxi terminals; warehouse and self storage; sexually oriented businesses; arts and crafts shows; and carnivals and fairs.
2. The architectural provisions of the SCOD-2 overlay district shall apply to all sites within the development; and
3. The building facades on the lots fronting S. Elm-Eugene St shall include a combination of three of the following materials: brick and brick veneer; stone, stone veneer and cultured stone; and stucco with architectural detailing.

**LOCATION** **4016 South Elm-Eugene Street**

**PARCEL ID NUMBER(S)** **7861583950**

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

**TRACT SIZE** ~2.5 Acres (includes ROW)

**TOPOGRAPHY** Undulating

**VEGETATION** None

**SITE DATA**  
**Existing Use** Undeveloped

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	CD-C-M (Conditional District-Commercial-Medium)	Retail sales and service
E	County-RS-30 (Residential Single-Family)	Single family dwellings
W	CD-C-M (Conditional District-Commercial-Medium)	Undeveloped
	CD-RM-26 (Conditional District Residential Multifamily)	Multifamily dwellings
S	County-AG (Agricultural)	Single family dwelling

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City's planning jurisdiction.

**ZONING DISTRICT STANDARDS**

Zoning District Designation:	Existing (County-AG)	Requested (City-CD-C-M)
Max. Density:	1.0 units per acre or less	N/A
Typical Uses	Primarily intended to accommodate uses of an agricultural nature, including farm residences and farm tenant housing.	Primarily intended to accommodate a wide range of retails, service and office uses.

**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 partially within the SCOD-2 (Scenic Corridor Overlay District 2) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and design guidelines.

**Environmental/Soils -**

Water Supply Watershed	Site drains to South Buffalo Creek, non-watersupply watershed
Floodplains	N/A
Streams	N/A
Other:	If >1acre is disturbed and Built Upon Area is increased, site must meet current Phase 2 requirements. Water Quality and water quantity must be addressed

**Utilities**

Potable Water Available

Waste Water Available

**Airport Noise Cone**

n/a

**Landscaping & Tree Preservation Requirements**

Street Yard: 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 Yard: Adjacent to residential lot: Type B buffer yard with an average width of 25' that includes 3 canopy trees, 5 understory trees, & 25 shrubs per 100 linear feet.

Parking lot: 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

**Tree Conservation Acreage**

**Requirements**

0.65 1% of lot size

**Transportation**

Street Classification: S Elm-Eugene Street – Minor Thoroughfare.  
Elmsley Meadows Lane – Local Street.  
Village Loop Road – Local Street

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

Traffic Counts: South Elm-Eugene Street ADT = 12,000 (NCDOT, 2011).

Trip Generation: 24 Hour = 2,146, AM Peak Hour = 53, PM Peak Hour = 183.

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 Village Loop Road frontage of this property.

Transit in Vicinity: No.

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

Street Connectivity: N/A.

Other: N/A.

### **IMPACT ANALYSIS**

#### **Land Use Compatibility**

The proposed **CD-C-M (Conditional District-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 **CD-C-M (Conditional District-Commercial, Medium)** zoning district is generally consistent with the **Mixed Use Residential** GFLUM designation. The Growth Strategy Map designates the subject site as being within **Growth Tier 1, Current Growth Area (2013 – 2019)** and within the **South Elm-Eugene Street / Urban Loop Activity Center**.

#### **Connections 2025 Written Policies**

**Land Use Goal 4.3 – Growth at the Fringe:** Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

**Policy 4F:** Initiate a fringe area growth management framework comprising the following elements:

- Create a Fringe Area Land Use Plan;
- Establish a “tiered” approach that designates growth areas for staged development, annexation, and extension of public facilities within the water and sewer service boundary;
- Define specific criteria for water and sewer extensions and annexations;
- Initiate designation of the fringe as Greensboro's extraterritorial jurisdiction; and
- Establish a proactive plan to provide infrastructure in advance of development, consistent with the growth “tiers” and Fringe Area Land Use Concept Plan.

**Policy 4G:** Improve the quality and patterns of development through incentives and regulatory guidelines.

**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.

**Community Facilities, Services, and Infrastructure, Goal 9:** Provide community facilities, services, and infrastructure in a cost-effective manner to meet citizens' needs, contribute to quality of life, and support desired land use patterns.

**Policy 9A:** Proactively target infrastructure (water/sewer) extensions to support desired land use patterns.

**Policy 9B:** Proactively plan for the provision of sufficient capacity to meet the City's future infrastructure needs.

### **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.

**Growth Tier 1, Current Growth Area (2013 – 2019):** Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

**Activity Center:** Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

## **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 1.77-acre subject site is currently undeveloped. North and west of the request is zoned CD-C-M (retail sales and services, existing and under construction). South of the request transitions to County-AG (single family dwellings and vacant property). East of the request is zoned County-RS-30 (single family dwellings).

The Comprehensive Plan designates this area as Mixed Use Residential. This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving non-residential uses may be introduced.

The C-M district is primarily intended to accommodate a wide range of retail, service and office uses, and can include both local and more regional serving uses. The proposal includes conditions to address architectural design standards and also excludes more intense uses from consideration. The request is also in close proximity to residential developments with a variety of densities. The request supports the Comprehensive Plan's Economic Development goal to promote a healthy and diversified economy. It will also promote the growth at the fringe goal to promote sound, sustainable land use patterns that provide for the efficient provision of public services and facilities at the fringe of the city.

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**

**4016 South Elm-Eugene Street Development – Transportation Impact Analysis**  
**Greensboro, NC**  
**Prepared for El Club Mexicano**  
**June 23, 2015**

*Executive Summary*

The proposed 4016 South Elm-Eugene Street Development is located at the northwest quadrant of the intersection of South Elm-Eugene Street and Wolfetrail Road in Greensboro, North Carolina. The site is planned to be rezoned for 17,000 square feet of retail space, split into eleven (11) spaces of approximately 1,450 square feet each. The developer proposes one (1) access point on Village Loop 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:

- I-85 Eastbound Off-Ramp at South Elm-Eugene Street
- South Elm-Eugene Street at Elmsey Meadows Lane
- South Elm-Eugene Street at Wolfetrail Road
- Wolfetrail Road at Village Loop Road
- Village Loop Road at Proposed Site Access

The intersections were analyzed during the AM (7-9 am) and PM (4-6 pm) peaks for the following conditions:

- 2015 Existing Conditions
- 2017 Future No Build Conditions
- 2017 Future Build Conditions
- 2017 Future Build Conditions with Improvements

The planned build-out year for this development is 2017. A study year of 2017 (build-out plus one year) was used for analysis purposes.

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

### **Level of Service Results**

The results of the study are discussed by intersection below:

#### ***I-85 Eastbound Off-Ramp at South Elm-Eugene Street***

This signalized intersection currently operates at LOS B during the AM peak and LOS C during the PM peak. In 2017 future no build conditions and with the addition of proposed site traffic, LOS B is expected to remain in the AM peak and LOS C in the PM peak. No improvements are recommended at this intersection.

#### ***South Elm-Eugene Street at Elmsley Meadows Lane***

This unsignalized intersection currently operates at LOS A during AM peak and LOS B during the PM peak. In 2017 future no build conditions, a LOS A is expected in AM peak and LOS C in the PM peak. With the addition of proposed site traffic, LOS A is expected in the AM peak and LOS B in the PM peak. No improvements are recommended at this intersection.

#### ***South Elm-Eugene Street at Wolfetrail Road***

This signalized intersection currently operates at LOS A during AM peak and LOS B during the PM peak. In 2017 future no build conditions, a LOS C is expected in AM peak and LOS C in the PM peak. With the addition of proposed site traffic, LOS B is expected in the AM peak and LOS C in the PM peak. No improvements are recommended at this intersection.

#### ***Wolfetrail Road at Village Loop Road***

This unsignalized intersection currently operates at LOS A during the AM PM peaks. In 2017 future no build conditions LOS C is expected in AM and PM peaks. With the addition of proposed site traffic, LOS C is expected in AM and PM peaks. No improvements are recommended at this intersection.

#### ***Village Loop Road at Proposed Site Access***

In 2017 future no build conditions LOS A is expected in AM and PM peaks. With the addition of proposed site traffic, LOS B is expected at this site access in the AM peak and LOS C in the PM peak. 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.

The recommended improvements are illustrated in Figure 10 in the report.

Level of Service Summary

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

<b>Table A - Level of Service Summary</b>			
AM Peak	2015 Existing	2017 Future No Build	2017 Future Build
I-85 Eastbound Off-Ramp at South Elm-Eugene Street	B (19.8)	B (19.7)	B (19.6)
South Elm-Eugene Street at Elmsley Meadows Lane	A (9.4) EB Approach	A (9.8) EB Approach	A (9.8) EB Approach
South Elm-Eugene Street at Wolfetrail Road	A (9.9)	B (16.4)	B (16.7)
Wolfetrail Road at Village Loop Road	A (10.0) SB Approach	C (15.0) SB Approach	C (15.9) SB Approach
Village Loop Road at Site Access		A (9.2) EB Approach	B (10.9) WB Approach
PM Peak	2015 Existing	2017 Future No Build	2017 Future Build
I-85 Eastbound Off-Ramp at South Elm-Eugene Street	C (26.9)	C (27.1)	C (27.0)
South Elm-Eugene Street at Elmsley Meadows Lane	B (13.3) EB Approach	C (15.1) EB Approach	B (15.0) EB Approach
South Elm-Eugene Street at Wolfetrail Road	B (12.8)	C (20.4)	C (23.0)
Wolfetrail Road at Village Loop Road	A (9.8) SB Approach	C (16.2) SB Approach	C (22.1) SB Approach
Village Loop Road at Site Access		A (9.7) EB Approach	C (15.9) 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 Distance

The internal throat distance for the site access was 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 intersection was modeled for the access and queue reports generated using SimTraffic 8. Based on the simulation, the 95<sup>th</sup> percentile queue is expected to be 47 feet in the AM and PM peaks; hence a minimum throat distance of 50 feet is recommended. Table B lists the 95<sup>th</sup> 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 EB Left-Right	47	47	50

*Summary and Conclusion*

The proposed 4016 South Elm-Eugene Street Development is located at the northwest quadrant of the intersection of South Elm-Eugene Street and Wolfetrail Road in Greensboro, North Carolina. The site is planned to be rezoned for 17,000 square feet of retail space, split into eleven (11) spaces of approximately 1,450 square feet each. The developer proposes one (1) access point on Village Loop 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 33 trips entering and 20 trips exiting in the AM peak and 62 trips entering and 66 trips exiting in the PM peak.

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.

In conclusion, this study has reviewed the impacts of both background traffic and proposed development traffic, and has determined that the future traffic can be accommodated on the existing roadway network. Overall, the analysis indicates LOS C or better can be expected at the study intersections during future build peaks. Please note the proposed site access should be designed according to the GDOT Driveway Manual.