



PL(Z)24-21

City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: September 24, 2024

GENERAL INFORMATION

APPLICANT	Amanda Hodierna for Clarice Forsyth Collins and Patricia and Dustin Cockerham of Penn Oak Farm, LLC
HEARING TYPE	Annexation and Original Zoning Request
REQUEST	County RS-40 (Residential Single-family) and County AG (Agricultural) to City PUD (Planned Unit Development)
CONDITIONS	<ol style="list-style-type: none">1. Permitted uses shall be limited to a maximum of 118 single-family dwellings.2. Maximum building height shall not exceed forty-five 45 feet.
LOCATION	4616, 4620, 4628, and 4634 South Holden Road
PARCEL ID NUMBER(S)	7851365552, 7851460366, 7851368073, and 7851351836
PUBLIC NOTIFICATION	The notification area for this public hearing was 750 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). 33 notices were mailed to those property owners in the mailing area.
TRACT SIZE	37.66 acres
TOPOGRAPHY	Undulating
VEGETATION	Mostly wooded

SITE DATA

Existing Use	Single-family dwellings
Adjacent Zoning	Adjacent Land Uses
N County RS-40 (Residential Single-family)	Single-family dwellings and an electrical substation

Zoning History

E	County RS-40 (Residential Single-family) and CZ-HI (Conditional Zoning - Heavy Industrial)	Single-family dwellings and undeveloped land
S	County RS-40 (Residential Single-family) and County AG (Agricultural)	Single-family dwellings and undeveloped land
W	County AG (Agricultural)	Single-family dwellings and undeveloped land

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

ZONING DISTRICT STANDARDS

District Summary *

Zoning District Designation:	Existing County RS-40	Existing County AG	Requested City PUD
Max. Density:	1.1 dwelling per acre	1 dwelling unit/acre	N/A
Typical Uses	Typical uses in the County RS-40 district include single-family dwellings with a density of not less than 1.1 units per acre.	Typical uses in the County AG district include agricultural uses as well as supporting facilities that can include limited residential uses.	Permitted uses shall be limited to: the Educational Facilities Use Group .

**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

The subject site is located within the Holden Road Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

Environmental/Soils

Water Supply Watershed Site drains Lower Randleman Lake WS-IV to the West, Watersupply Watershed, Hickory Creek sub-basin

Floodplains N/A

Streams Blue Line stream/pond are onsite and possible Non-Blue Line Stream features onsite. Non-Blue Line Stream features must be identified for possible stream buffers. If site drains to the South to West Fork Deep River Perennial streams require a 100' stream buffer measured from top of bank on each side and Intermittent streams require a 50' stream buffer measured from top of bank on each side. Show and label top of stream bank. Label zones with dimensions and restrictions within the buffer. "No BUA is allowed in the entire buffer" (see section LDO 30-12-3.9 for buffer restrictions). Show and label the different zones within the buffer (see LDO 30-12-3.9F for information about the different zones). Intermittent and Perennial streams that have no special flood hazard area must shall apply a non-encroachment area to the stream. Please show & label non-encroachment area (measured 30ft from top of bank or 5x's the width of the channel) for intermittent & perennial streams. See the Land Development Ordinance (LDO) Flood Damage Prevention, Chp.30-12-2.3F for description of requirements.

Other: Site must meet current watershed requirements, Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 50% with sewer. The 2yr and 10yr 24hr storms must be reduced to Pre-Development conditions. State / Corps permits are required for any stream or wetland disturbance or crossing. All BUA must be treated by a State approved water quality BMP/SCM.

Utilities (Availability)

Water is available on S Holden Rd. Sewer is available on the west side of 4634 s Holden Rd. Private Developer will need to extend water and sewer to City of Greensboro's Water and Sewer Design Standards.

Airport Overlay District & Noise Cone

N/A

Landscaping & Tree Conservation Requirements

There are no Landscaping or Tree Conservation requirements for single-family residential uses.

Transportation

Street Classification: Holden Road – Major Thoroughfare.
Bishop Road – Major Thoroughfare.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,175, AM Peak Hour = 87, PM Peak Hour = 116.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not exist along the frontage of this property.

Transit in Vicinity: No.

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

Street Connectivity: N/A.

Other: N/A.

IMPACT/POLICY ANALYSIS

Land Use Compatibility

The proposed **City PUD (Planned Unit Development)** zoning district would allow land uses that are compatible with the general character of the area.

GSO2040 Comprehensive Plan Policies

The **GSO2040** Future Land Use Map designates this location as **Residential** and **Industrial**. The requested **City PUD (Planned Unit Development)** zoning district would allow uses that are generally consistent with those future land use designations. The **GSO2040** Future Built Form Map designates this location as **Exurban**. The subject property is located in **Growth Tier 2** of the Growth Tiers Map.

GSO2040 Written Policies:

Filling In Our Framework – How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

Goal C – People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

Strategy 2 – Invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities and other services to sustain livable neighborhoods.

Creating Great Places – Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

Goal A – Greensboro’s citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

Strategy 2 – Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

GSO2040 Map Policies:

Future Land Use Map

Future Land Uses: Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area’s predominant character.

Residential: Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these

corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

Industrial: includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

Future Built Form

Place Types: Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

Exurban Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

Growth Tiers Map

Growth Tiers: areas outside Greensboro's city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

Growth Tier 2: This is the area where growth, annexation, and the extension of public facilities is anticipated in 6 to 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 6-year horizon.

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.

Other Plans

N/A

STAFF ANALYSIS AND RECOMMENDATION

Community Outreach

Applicant is strongly encouraged to discuss this proposed original zoning and development with the surrounding community.

Staff Annexation Analysis

The subject property is currently located in the County. On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council regarding annexation requests. Upon submittal of a valid annexation petition, Planning staff forwards annexation requests to City services providers. These service providers include Water Resources (water and sewer), Fire Marshal's Office, Police Department, and Solid Waste (trash and recycling services). Each service provider stated that infrastructure is in place to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its August 2, 2024 meeting. The subject property is located within the Tier 2 Growth Area on the Growth Strategy map in the Comprehensive Plan. The subject property is located within the Holden Road Visual Corridor Overlay Zone, which prohibits establishment of new outdoor advertising signs therein. Since this property can be served by City utility providers, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

Staff Unified Development Plan (UDP) Analysis

On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with rezoning requests to a Planned Unit Development zoning district.

There are three main purposes for a Unified Development Plan (UDP). One is to specify the type of development and dimensional standards that will govern the development in various sections of the property. The second is to make sure that City of Greensboro service providers can adequately serve the proposed development. Finally, the Unified Development Plan puts the development standards into a form recordable at the Guilford County Register of Deeds Office so there will be notice of these requirements to future owners and occupants.

When making the determination to approve a Unified Development Plan (UDP), the Planning and Zoning Commission must review the UDP for consistency with the approved Planned Unit Development (PUD) Concept Plan and zoning conditions. The Technical Review Committee recommended approval of this UDP request at its August 1, 2024 meeting.

Staff Original Zoning Analysis

The combined acreage for the subject properties is approximately 37.66 acres and contains single-family dwellings. North of the request contains single-family dwellings and an electrical substation, zoned County RS-40 (Residential Single-family). East of the request contains single-family dwellings and undeveloped land, zoned County RS-40 (Residential Single-family) and CZ-HI (Conditional Zoning - Heavy Industrial). South of the request contains single-family dwellings and undeveloped land, zoned County RS-40 (Residential Single-family) and County AG (Agricultural). West of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural).

The proposed original zoning request supports the Comprehensive Plan's Filling In Our Framework Big Idea to arrange our land uses for where we live, work, attend school, shop and enjoy our free time to create a more vibrant and livable Greensboro. The request also supports the Creating Great Places goal to expand Greensboro's citywide network of unique neighborhoods offering residents all walks of life a variety of quality housing choices.

The Comprehensive Plan's Future Land Use Map designates this property as Residential and Industrial. The Residential designation includes both single-and multi-family residential. Other

uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences. The Industrial designation includes light and heavy manufacturing, assembly and fabrication, and warehousing, logistics and distribution centers. Greensboro has seen a loss of land suitable for and attractive to industrial development, and it is critical that these areas be protected for larger industrial development opportunities.

The Comprehensive Plan's Future Built Form Map currently designates this property as Exurban. The Exurban designation includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

The proposed PUD, as conditioned, primarily intended to accommodate single-family detached residential development. The proposed original zoning request allows uses that are similar to existing uses in the surrounding area.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO2040), and is generally compatible with the existing development and trend in the surrounding area.

Staff Recommendation

Staff recommends **approval** of the requested **City PUD (Planned Unit Development)** zoning district.

**TRAFFIC IMPACT STUDY - DRAFT
EXECUTIVE SUMMARY**

The South Holden Road proposed development is located on the 4600 block on the west side of South Holden Road in Guilford County, NC. It will consist of 118 single family detached homes. Two full movement access points are proposed on South Holden Road. The expected build-out year for this development is 2027. Per Greensboro Department of Transportation (GDOT) guidelines, the development will be analyzed as build plus one year (2028). Information regarding the property was provided by DR Horton.

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 the new development traffic.

The Transportation Impact Analysis (TIA) was performed based on the scope agreed upon with GDOT and NCDOT. This site has a trip generation potential of 1,175 daily trips, 87 trips in the AM peak hour, and 116 trips in the PM peak hour.

In conclusion, this study has determined the potential traffic impacts of this development and determined that no improvements are necessary to mitigate the impacts of future traffic. The proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The site access recommendations summarized in Figure A and in Table A should be constructed to comply with applicable NCDOT *Policy on Street and Driveway Access to North Carolina Highways* and/or local standards.

Table A – Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
South Holden Road at Bishop Road	<ul style="list-style-type: none"> No improvements recommended.
South Holden Road at Old Randleman Road	<ul style="list-style-type: none"> No improvements recommended.
South Holden Road at Site Access 1	<ul style="list-style-type: none"> Design site drive according to applicable NCDOT and local standards. No additional improvements are recommended.
South Holden Road at Site Access 2	<ul style="list-style-type: none"> Design site drive according to applicable NCDOT and local standards. No additional improvements are recommended.

