



# PL(Z) 24-29

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: October 15, 2024

### GENERAL INFORMATION

<b>APPLICANT</b>	Tom Terrell on behalf of Chris Raughley for Pulte Home Company, Lois R. Miles for the Estate of Daphne R. Miles, Janet L. Dees for Dees Real Estate Holdings, LLC
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) to City PUD (Planned Unit Development) and consideration of the associated Unified Development Plan
<b>CONDITIONS</b>	1. Permitted uses shall be limited to: Single-family homes, Townhomes, and Accessory Uses.
<b>LOCATION</b>	5936 Burlington Road and 626 Knox Road
<b>PARCEL ID NUMBER(S)</b>	8804976826 and 8804975261
<b>PUBLIC NOTIFICATION</b>	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). <b>26</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	71.08 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mostly wooded

### SITE DATA

#### Existing Use

Agricultural uses and undeveloped land

#### Adjacent Zoning

#### Adjacent Land Uses

N	County AG (Agricultural) and County PI (Public and Institutional)	Single-family dwellings, undeveloped land, and religious assembly
---	---	---

### Zoning History

E	County AG (Agricultural) and City CD-RM-18 (Conditional District – Residential Multi-family - 18)	Agricultural land, single-family dwellings, and undeveloped land
S	County AG (Agricultural)	Single-family dwellings and agricultural land
W	County AG (Agricultural) and City LI (Light Industrial)	Single-family dwellings, undeveloped land/agricultural land, and a warehouse and distribution facility
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	Existing	Requested
Designation:	<b>County AG</b>	<b>City PUD</b>
Max. Density:	1.1 dwellings per acre	4.95 dwelling per acre (Per the UDP)
Typical Uses	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: Single-family homes, Townhomes, and Accessory 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**

The subject site is not located within an overlay district.

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 Lake MackIntosh WS-IV, Watersupply Watershed, Little Alamance Creek sub-basin

Floodplains N/A

Streams Blue Line streams and possible Non-Blue Line Stream features onsite. Non-Blue Line Stream features must be identified for possible stream buffers. Perennial 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 70% with sewer, Low Denisty is 24% with sewer. Water Quality must treat the first 1” of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. 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 Knox Rd and Burlington Rd. Sewer is available on the west side of properties on an outfall. 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**

The landscaping requirements of the PUD are established within the Unified Development Plan. The minimum requirements are those set out in Section 30-10 of the Land Development Ordinance, as noted below.

#### **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:**

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

Adjacent to Single-family: Type C buffer yard, with an average width of 15’, a minimum width of 10’, and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

##### **Parking Lots:**

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

##### **Tree Conservation:**

For 71.08 acres, 10% of parcel size in critical root zone to be dedicated for Tree Conservation

**Transportation**

- Street Classification: Burlington Road – Major Thoroughfare.  
Knox Road – Minor Thoroughfare.
- Site Access: All access(es) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Burlington Road AADT = 9,200 (NCDOT, 2019).  
Knox Road AADT = 1,300 (2021).
- Trip Generation: 24 Hour = 3,006, AM Peak Hour = 214, PM Peak Hour = 279.
- 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 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 adjacent to **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 **Urban General**. The subject property is located in **Growth Tier 1** 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.

**Urban General** should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

#### 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 1:** This is the area 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.

## **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 30, 2024 meeting. The subject property is located within the Tier 1 Growth Area on the Growth Strategy map in the Comprehensive Plan. 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 September 5, 2024 meeting.

### **Staff Original Zoning Analysis**

The combined acreage for the subject properties is approximately 71.08 acres and they contain agricultural uses and undeveloped land. North of the request contains single-family dwellings, undeveloped land, and religious assembly, zoned County AG (Agricultural) and County PI (Public and Institutional). East of the request contains Agricultural land, single-family dwellings, and undeveloped land, zoned County AG (Agricultural) and City CD-RM-18 (Conditional District – Residential Multi-family - 18). South of the request contains single-family dwellings, undeveloped land/agricultural land, and a warehouse and distribution facility, zoned County AG (Agricultural). West of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural) and City LI (Light Industrial).

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 Urban General. The Urban General should reflect the following characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.

5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

The proposed PUD, as conditioned, is primarily intended to accommodate Single-family homes, Townhomes, and Accessory Uses. The proposed original zoning request allows uses that are compatible with existing uses in the surrounding area. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the lower density residential uses on adjacent properties.

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 Pulte Knox Road proposed development is located at 5936 Burlington Road in Greensboro, NC. It will consist of up to 210 single family homes and 139 townhomes. Two full movement access points are proposed on Knox Road. The expected build-out year for this development is 2028; per Greensboro Department of Transportation (GDOT) guidelines the development will be analyzed as build plus one year, 2029. Information regarding the property was provided by Pulte Homes.

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 3,006 daily trips, 214 trips in the AM peak hour, and 279 trips in the PM peak hour.

In conclusion, this study has determined the potential traffic impacts of this development and recommendations have been given where necessary to mitigate the impacts of future traffic. The analysis indicates that with the recommended improvements in place, the proposed site is not expected to have a detrimental effect on transportation capacity and mobility in the study area. The 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 local standards.

Table A – Recommended Improvements		
INTERSECTION		RECOMMENDATIONS
1	US 70 (Burlington Road) at Knox Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
2	US 70 (Burlington Road) at Mt. Hope Church Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
3	Knox Road at Mt. Hope Church Road	<ul style="list-style-type: none"> <li>Committed improvements associated with Approved Background Development are expected to adequately accommodate future traffic volumes.</li> <li>No additional improvements are recommended.</li> </ul>
4	Knox Road at Site Access 1	<ul style="list-style-type: none"> <li>Construct a southbound right turn lane with 100 feet of storage and appropriate deceleration and taper.</li> <li>Design site drive according to applicable NCDOT and/or local standards.</li> </ul>
5	Knox Road at Site Access 2	<ul style="list-style-type: none"> <li>Design site drive according to applicable NCDOT and/or local standards.</li> </ul>

