



# PLZ-24-24

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: October 15, 2024

### GENERAL INFORMATION

<b>APPLICANT</b>	Amanda Hodierna on behalf of Christopher Dunbar and Wilfred Yearns for BRC Mt. Hope, LLC, BRC Knox Road, LLC, and Stoney Creek Medical Properties, LLC
<b>HEARING TYPE</b>	Rezoning Request
<b>REQUEST</b>	C-M (Commercial – Medium) and PUD (Planned Unit Development) to PUD (Planned Unit Development)
<b>CONDITIONS</b>	<ol style="list-style-type: none"><li>1. The permitted uses in Site Area #1 as labeled on the UDP shall be limited to: Residential uses; not to exceed 375 dwelling units.</li><li>2. The permitted uses in Site Area #2 as labeled on the UDP shall be limited to: Residential uses; not to exceed 110 dwelling units.</li><li>3. The permitted uses in Site Area #3 as labeled on the UDP shall be limited to: All uses permitted in the Office, Retail and Commercial Use Groups; the total square footage of all uses shall not exceed 90,000.</li><li>4. The permitted uses in Site Area #4 as labeled on the UDP shall be limited to: All uses permitted in the Office, Retail and Commercial Use Groups; the total square footage of all uses shall not exceed 30,000.</li><li>5. The permitted uses in Site Area #5 as labeled on the UDP shall be limited to: All uses permitted in the Office, Retail and Commercial Use Groups; the total square footage of all uses shall not exceed 38,800.</li></ol>
<b>LOCATION</b>	1741, 1763, and 1765 Mt. Hope Church Road, 558 Old Birch Creek Road, and 928 Near and 930 Knox Road
<b>PARCEL NUMBER</b>	8804323564, 8804327039, 8804319762, 8804522747, 8804426575, and 8804422408
<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>58</b> notices were mailed to those property owners in the mailing area.

**TRACT SIZE** 55.123 Acres  
**TOPOGRAPHY** Undulating  
**VEGETATION** Wooded

**SITE DATA**

**Existing Use** Undeveloped

	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County AG (Agricultural)	Single-family dwellings, agricultural land, and undeveloped land
E	County AG (Agricultural), City PUD (Planned Unit Development), and City L (Light Industrial)	US Army Armory facility, single-family dwelling, and manufacturing and warehouse uses.
S	County AG (Agricultural), City C-M (Commercial – Medium), City CD-C-M (Conditional District - Commercial – Medium), City PUD (Planned Unit Development), and City BP (Business Park)	US Army Armory Facility, truck stop, convenience store with fuel pumps, automobile service shop, undeveloped land, and Interstate 40/85 Concurrency
W	County AG (Agricultural)	A single-family dwelling and undeveloped land

**Zoning History**

Case #	Date	Request Summary
2008-9	June 30, 2008	A portion of the subject property is currently zoned C-M (Commercial – Medium). This has been the zoning on the property since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the property was zoned CD-HB (Conditional District - Highway Business).
CD3668	March 30, 2018	<p>A portion of the subject property was annexed and rezoned from County CU-PDM (Conditional Use - Planned Development – Mixed) to City CD-PDM (Conditional District - Planned Development – Mixed) with the following conditions:</p> <ol style="list-style-type: none"> <li>1. All uses permitted in CD-PD-M</li> <li>2. Developer will work with PART (Piedmont Authority for Regional Transportation) to establish a “park and ride” facility on the subject property</li> </ol> <p>The zoning designation on the property changed to PUD (Planned Unit Development) with the adoption of the Land Development Ordinance (LDO) in July 2010.</p>

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (C-M)	Existing (PUD)	Requested (PUD)
Max. Density:	N/A	N/A	16.5 dwelling units/acre in Site Area 1 and 7.2 dwelling units/acre in Site Area 2 per the UDP
Typical Uses	Typical uses in the C-M district may include various retail, restaurant, office and service uses.	Uses limited to: All uses permitted in CD-PD-M	Uses limited to: Residential uses and all uses permitted in the Office, Retail and Commercial Use Groups.

*\*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 any 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 stream is onsite possible Non-Blue Line streams. Non-blue Line streams must be identified for possible stream buffers. Blue Line streams require a 50ft stream buffer measured from top of bank on each side. A Non-Encroachment area measure 30ft from top of bank on each or 5x's the channel width, whichever it greater, is required. Any structures within the Non-Encroachment area will require an Engineers 'No Rise' certification. Refer to the City's LDO Chapter 30-12-3.9 for stream buffer requirements. State and Corps permits are required for any stream/wetland disturbance and or crossing.

Other: Site must address current watershed requirements, Water Quality and Water Quantity Control for Phase 2 must be addressed for the entire site. Maximum High Density is 70% with sewer, Low Density if 24%. Water Quality must treat the first 1" of rainfall. Water Quantity Control must reduce the 1yr, 2yr & 10yr

24hr storms to pre-development levels. All BUA must be treated by a State approved water quality BMP/SCM.

**Utilities (Availability)**

Water and sewer front the property on Mt Hope Church Rd and Knox 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**

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.

**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 uses: 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.

Adjacent to vacant property: 5’ wide Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

**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.

**Tree Conservation:** For 55.123 acres, 10% of lot size in critical root zone preserved for Tree Conservation.

**Transportation**

Street Classification: Mt. Hope Church Road – Major Thoroughfare.  
Knox Road – Minor Thoroughfare.  
Old Birch Creek Road – Collector Street.

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

Traffic Counts: Mt. Hope Church Road AADT = 4,900 (NCDOT, 2019).  
 Knox Road AADT = 3,400 (NCDOT, 2019).

Trip Generation: 24 Hour = 18,510, AM Peak Hour = 1,316, PM Peak Hour = 1,747.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk currently 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 **PUD (Planned Unit Development)** district, as conditioned, would allow land uses that are generally compatible with the character of the area.

**GSO2040 Comprehensive Plan Policies**

The **GSO2040** Future Land Use Map designates this location as **Commercial**. The **GSO2040** Future Built Form Map designates this location as **Urban General** and within a **District Scaled Activity Center**.

**GSO 2040 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 B** – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

**Strategy 2** – Establish infill development guidelines that ensure revitalized sites will be of high quality and complement existing neighborhood character.

**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 1** – Protect and enhance the unique character of every neighborhood.

**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.

**Commercial:** includes retail sales, wholesale sales, personal service businesses, professional service businesses, restaurants, entertainment, hotels and hospitality, commercial assembly halls, and event spaces. These can be either linear commercial corridors or larger centers of commercial development or a combination of both. Some include residential uses as well, and represent an opportunity for denser development, particularly in conjunction with enhanced transit service and mobility hubs.

**Future Built Form Map**

**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.

**Activity Centers:** Ranging in size from a corner business at the intersection of two collector roads to regional shopping centers, activity centers attract people and are often the focus of community, civic, and social or commercial activity. Location, accessibility, size, and the extent and diversity of activities within an activity center influence the nature of economic development opportunities, potential impacts on nearby uses, and the way in which it is enjoyed by the community.

**Neighborhood and District Scaled Activity Centers** should reflect these characteristics:

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.

- 4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb “bump-out” extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

**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**

Applicants are strongly encouraged to discuss this proposed rezoning and development with the surrounding community.

**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 Analysis**

The combined acreage for the subject properties is approximately 55.123 acres and is currently undeveloped. North of the subject property contains single-family dwellings, agricultural land, and undeveloped land, zoned County AG (Agricultural). East of the subject property contains a US Army armory facility, single-family dwellings, and manufacturing and warehouse uses, zoned County AG (Agricultural), City PUD (Planned Unit Development), and City LI (Light Industrial). South of the subject property contains a US Army armory facility, truck stop, convenience store with fuel pumps, an automobile service shop, undeveloped land, and Interstate 40/85 concurrency, zoned County AG (Agricultural), City C-M (Commercial – Medium), City CD-C-M (Conditional District - Commercial – Medium), City PUD (Planned Unit Development), and City BP (Business Park). West of the subject property contains single-family dwellings and undeveloped land, zoned County AG (Agricultural).

The proposed rezoning request supports the Comprehensive Plan’s Filling in Our Framework goal to arrange land uses for a more vibrant and livable Greensboro and the Creating Great Places goal to expand Greensboro’s citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices.

The GSO 2040 Comprehensive Plan’s Future Land Use Map designates this property as Commercial. The Commercial designation includes retail sales, wholesale sales, personal service businesses, professional service businesses, restaurants, entertainment, hotels and hospitality, commercial assembly halls, and event spaces. These can be either linear commercial corridors or larger centers of commercial development or a combination of both. Some include residential uses as well, and represent an opportunity for denser development, particularly in conjunction with enhanced transit service and mobility hubs.

The Comprehensive Plan’s Future Built Form Map currently designates this property as Urban General. Applicable characteristics of the Urban Central classification include, but are not limited the following:

**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.

The proposed PUD zoning district, as conditioned, would allow residential and other supportive uses that are generally compatible with 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 **PUD (Planned Unit Development)** zoning district.

**TRAFFIC IMPACT STUDY – DRAFT**



## EXECUTIVE SUMMARY

The Mt. Hope Church Road proposed development is located in the northern quadrant of Mt. Hope Church Road and Knox Road in Guilford County, NC. The development will be studied as three phases. Phase 1 includes 173 townhomes, Phase 2 adds 312 multifamily apartment units, and Phase 3 adds 11,000 square feet of restaurants, 90,800 square feet of retail land uses plus a 42,000 square-foot supermarket, and 57,000 square feet of office space. Access to Mt. Hope Church Road is proposed via the existing Knox Road and two new access points. The expected build-out years for this development are 2025 (Phase 1), 2027 (Phase 2), and 2030 (Full Build) with build plus one analysis years of 2026 (Phase 1), 2028 (Phase 2), and 2031 (Full Build). Information regarding the property was provided by Blue Ridge Companies.

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 NCDOT and GDOT. This site has a trip generation potential of 18,510 daily trips, 871 trips in the AM peak hour, and 1,205 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. Key recommendations include widening/constructing Knox Road as a four-lane roadway between Mt. Hope Church Road and the realigned Knox Road/townhome driveway. An all-way stop will eventually be needed with the addition of commercial traffic at the new intersection of Old Knox Road and New Knox Road, when warranted. Signal timings should be adjusted along the corridor in conjunction with the noted improvements. Other improvements are described in more detail in the recommendations table and figure.

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 – Summary of Recommended Improvements		
INTERSECTION		RECOMMENDATIONS BY PHASE
1	Mt. Hope Church Road at I-40 EB Ramps	<ul style="list-style-type: none"> <li>No improvements</li> </ul>
2	Mt. Hope Church Road at I-40 WB Ramps	<p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>Adjust signal timings and offsets for the coordinated corridor with the addition of the turn lanes at Knox Road.</li> </ul>
3	Mt. Hope Church Road at Knox Road	<p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>Construct northbound right turn lane on Mt. Hope Church Road with 250 feet of storage plus appropriate deceleration and taper, if constructable.</li> <li>Widen/construct Old Knox Road with four lanes between Mt. Hope Church Road and New Knox Road/townhome driveway.                             <ul style="list-style-type: none"> <li>The westbound Knox Road approach should be striped for an exclusive left turn lane and a shared left/through/right turn lane.</li> </ul> </li> <li>Provide split phasing for east/west Knox Road approaches.</li> <li>Adjust signal timings and offsets for the coordinated corridor.</li> </ul>
4	Old Knox Road at Outparcel 6-7-8 Driveway	<p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>Construct/design site drive according to applicable NCDOT/ local standards.</li> </ul>
5	New Knox Road at Old Knox Road	<p><u>Phase 1</u></p> <ul style="list-style-type: none"> <li>Realign Knox Road to create a four-legged intersection with New Knox Road.</li> <li>Provide stop control for north and south legs.</li> <li>Construct/design site drive according to applicable NCDOT/ local standards.</li> </ul> <p><u>Phase 2</u>: No improvements</p> <p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>Provide all-way stop control (when warranted).</li> <li>Construct northbound right-turn lane with full length storage with Knox Road widened to four lanes.</li> </ul>
6	New Knox Road at Supermarket Driveway	<p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>Construct/design site drive according to applicable NCDOT/ local standards.</li> <li>Provide stop control for the supermarket and outparcel driveways.</li> </ul>

7	New Knox Road at Outparcel 4-5 Driveway	<p><u>Phase 2</u></p> <ul style="list-style-type: none"> <li>• Construct/design site drive according to applicable NCDOT/ local standards.</li> <li>• Provide stop control for the outparcel driveway.</li> </ul>
8	Mt. Hope Church Road at New Knox Road	<p><u>Phase 1</u></p> <ul style="list-style-type: none"> <li>• Realign Knox Road to create a new four-legged intersection with Mt. Hope Church Road.</li> </ul> <p><u>Phase 2</u>: No improvements</p> <p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>• Construct southbound left turn lane on Mt. Hope Church Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>• Construct northbound right turn lane on Mt. Hope Church Road with 100 feet of storage plus appropriate deceleration and taper.</li> <li>• Construct westbound right turn lane on New Knox Road with 100 feet of storage plus appropriate deceleration and taper.</li> </ul>
9	Mt. Hope Church Road at North Driveway	<p><u>Phase 2</u></p> <ul style="list-style-type: none"> <li>• Construct/design site drive according to applicable NCDOT/ local standards.</li> <li>• Provide stop control for the driveway.</li> </ul> <p><u>Phase 3</u></p> <ul style="list-style-type: none"> <li>• Construct southbound left turn lane on Mt. Hope Church Road with 100 feet of storage plus appropriate deceleration and taper.</li> </ul>

