



# Z-24-01-002 & PL(P) 24-02

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

Planning and Zoning Commission Hearing Date: January 8, 2024

### GENERAL INFORMATION

<b>APPLICANT</b>	Tom Terrell for Chris Raughley of Pulte Home Company LLC
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) and County PD-R (Planned Development – Residential) to City PUD (Planned Unit Development)
<b>CONDITIONS</b>	1. Residential density shall be limited to 375 total units.
<b>LOCATION</b>	1873, 1875 and 1879 Cude Road and 8110 Tanya Lane
<b>PARCEL ID NUMBER(S)</b>	7806970177, 7816077037, 7816072277, and 7816064445
<b>PUBLIC NOTIFICATION</b>	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). <b>48</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	110.36 acres
<b>TOPOGRAPHY</b>	Undulating, sloping to the rear
<b>VEGETATION</b>	Mostly Wooded

### SITE DATA

<b>Existing Use</b>	Undeveloped land and single-family dwellings	
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	County AG (Agricultural), County RS-40 (Residential Single-family), and City CD-R-5 (Conditional District - Residential Single-family – 5)	Single-family dwellings and undeveloped land
E	City CD-R-5 (Conditional District - Residential Single-family – 5) and County AG (Agricultural)	Single-family dwellings
S	County AG (Agricultural)	Single-family dwellings and undeveloped land

W County AG (Agricultural) and County RS-40 (Residential Single-family) Single-family dwellings, undeveloped land, and a drainage easement

**Zoning History**

Case #	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 AG)	Requested (PUD)
Max. Density:	1 dwelling per acre	3.4 dwelling units per acre (Per the proposed UDP)
Typical Uses:	Typical uses in the AG district include those uses of an agricultural nature, including farm residences and farm tenant housing. It also accommodates scattered non-farm residences on large tracts of land.	Uses limited to a maximum of 375 residential dwelling units.

*\*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 in an overlay zoning 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 to Greensboro WS-III, Water-supply Watershed, Upper Reedy Fork Creek Sub-basin

Floodplains N/A

Streams Blue Line and Non-Blue Line streams are onsite. Non-Blue Line features must be identified. Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. 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: In the General Watershed area, Maximum High Density Development with sewer is 70%BUA, Low Density with sewer is 24% BUA. Site must meet current watershed Phase 2 development requirements, Water Quality and Water Quantity Control must be addressed. Water Quantity Control must reduce the 1yr, 2yr & 10yr 24hr storms to pre-development levels. All new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable. Site is also located within the PTI 5 mile statue radius. No BMP/SCM that holds a normal pool elevation is allowed without engineer's documentation stating why this type of water quality device must be utilized.

### **Utilities (Availability)**

Water is available on Cude Road. Sewer is available to the northeast of the property on the GTCC Northwest Campus on Lebourne Dr. near the Guilford Lift Station. 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**

#### **Landscaping:**

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.

#### **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:**

For Multi-Family residential uses placed adjacent to Single-Family residential / Agriculture 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.

For Office or Commercial uses placed adjacent to Single-Family uses: 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 vacant lots/same land use: Vehicular Use Area buffer yard (see Parking Lots, below).

There are no landscaping requirements for Single-Family residential uses.

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

**Transportation**

Street Classification: Cude Road – Collector Street.  
Ballard Road – Collector Street.

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

Traffic Counts: None Available.

Trip Generation: 24 Hour = 3,246, AM Peak Hour = 230, PM Peak Hour = 306.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not currently 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, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO2040 Comprehensive Plan Policies**

The Western Area Plan designates this area as **Agricultural**. The proposed **PUD (Planned Unit Development)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Agricultural** future land use designations. The **GSO2040** Future Built Form Map designates the subject site as **Exurban**; if this original zoning and annexation request is approved, the portion of the subject site currently designated as **Exurban** is considered to be re-designated to the **Urban General** place type. The Growth Tiers map identifies the subject site as being within **Growth Tier 3**.

### **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 A** – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

**Strategy 2** – Ensure mixed use projects both strengthen and add value to the community.

**Building Community Connections** – Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

**Goal E** – Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

**Strategy 3** – Improve the city’s housing through effective use of code enforcement and the strategic leveraging of resources.

### **GSO2040 Map Policies**

#### **Future Land Use Map**

The properties in question are located outside of the city limits and the **GSO2040** planning area, but it is located in the Western Area Plan. The future land uses from that that plan adjacent to the properties are described below.

#### **Future Built Form Map**

**Place Types:** The **GSO2040** Plan focuses most new growth into Activity Centers. Incremental growth is what will create the Greensboro that this plan envisions. The Place Type designations help assure that this incremental growth fits in with and strengthens the existing context. 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.

These areas do not have to be uniform in land use or intensity to create and maintain a recognizable identity, but deviations from the basic pattern should not be abrupt or visually disruptive. Neighborhoods within them should have sufficiently identifiable character and edges so that it is obvious what is included within them.

Place Types with a mix of uses or densities have the greatest capacity to absorb development that is not disruptive of the existing pattern. This ability to absorb new development is also found along neighborhood edges separating one community from another, and seams, which are the lines along which two neighborhoods are related and joined together.

**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.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Western Area Plan***

#### **Residential Area (R) Recommendations**

- R 1:** New housing development should continue in a development pattern that is respectful of existing neighborhoods as well as natural, agricultural, historic, and cultural resources
- R 2:** Continue a less intense development pattern in the rural areas.

“New development should be compatible to existing residential neighborhoods and respectful of existing agricultural and historic properties. Less intense development patterns, similar to what exists today in the Western Area, are appropriate in the rural residential areas of the plan. Conservation subdivisions are one common method developers can use to preserve critical resources while providing a home product demanded by the market.”

#### ***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 owners of surrounding properties.

**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 has stated that infrastructure is in place or will be in place to provide City services to this location. The Technical Review Committee also recommended approval of this annexation request at its December 22, 2023 meeting. This property is located within the Tier 3 Growth Area on the Growth Strategy map in the Comprehensive Plan.

**Staff's Unified Development Plan (UDP) Analysis**

On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing Unified Development Plans in conjunction with zoning 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 December 22, 2023 meeting.

**Staff's Rezoning Analysis**

The approximately 110.36 acres subject properties currently contain undeveloped land and single-family dwellings. North of the request contains single-family dwellings and undeveloped land, zoned County AG (Agricultural), County RS-40 (Residential Single-family), and City CD-R-5 (Conditional District - Residential Single-family – 5). East of the request contains single-family dwellings, zoned City CD-R-5 (Conditional District - Residential Single-family – 5) and County AG (Agricultural). South of the request contains a single-family dwelling, undeveloped land, and agricultural land, zoned County AG (Agricultural). West of the request contains single-family dwellings and common elements, zoned County AG (Agricultural) and County RS-40 (Residential Single-family).

The proposed original zoning request supports both the Comprehensive Plan's 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 and the Building Community Connections goal to maintain stable, attractive, and healthy places to live and raise families.

The Western Area Plan's Preferred Land Use Concept designates the properties as Agricultural. The Agricultural designation makes the following recommendations:

AG 1: Preserve existing farm lands for active agriculture use.

AG 2: Promote farming as a viable occupation and way of life for current and future generations.

AG 3: Expand market for locally-grown and locally-produced goods.

The Western Area Plan identified properties west of Cude Road and Leabourne Road as not receiving water and sewer infrastructure until after 2019. This request will require infrastructure improvements in this area to meet the City's standards for annexation and the expansion of City services to this area will change the mix of land uses that are reasonable along Cude Road and Leabourne Road.

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.

If this original zoning request is approved, the Future Built Form designation for the subject site is considered to be amended to Urban General in order to ensure an appropriate fit between future land use designation and zoning. Applicable characteristics of the Urban General classification include, but are not limited the following:

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 designation, as conditioned, would allow a mix of residential uses that are complimentary to the surrounding area and expanding housing choices in close proximity to a major highway. The proposed development is compatible with the scale and design of the adjacent road and nearby uses. Investment in City services to this area will promote the land uses proposed in this request.

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

### **Staff Recommendation**

Staff recommends **approval** of the requested annexation, Unified Development Plan, and **PUD (Planned Unit Development)** zoning district.



**Traffic Impact Study – DRAFT  
EXECUTIVE SUMMARY**

The Pulte Homes Cude Road proposed development is located at 1873 Cude Road on the west side of Cude Road across from Sanford’s Creek Drive in Colfax, NC. It will consist of 250 single family homes and 125 townhomes. One full movement access point is proposed on Cude Road, and one emergency only access point is proposed north of the main access on Cude Road. The expected build-out year for this development is 2030, per Greensboro Department of Transportation (GDOT) guidelines the study will be analyzed for 2031 (build year plus one year). Information regarding the property was provided by Pulte Homes Company, LLC.

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 3,246 daily trips, 230 trips in the AM peak hour, and 306 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 – Summary of Recommended Improvements	
INTERSECTION	RECOMMENDATIONS
Cude Road at Pleasant Ridge Road	<ul style="list-style-type: none"> <li>Extend committed improvement right turn lane from 75 feet to 125 feet of storage.</li> <li>Restripe exclusive right turn lane to shared through-right turn lane.</li> </ul>
Cude Road at Sanford’s Creek Drive/ Site Access 1	<ul style="list-style-type: none"> <li>Provide a northbound left-turn lane of 100 feet of storage and appropriate taper</li> <li>Provide a southbound right-turn lane of 100 feet of storage and appropriate taper</li> <li>Design site drive according to applicable NCDOT and GDOT standards.</li> </ul>
Cude Road at Ballard Road	<ul style="list-style-type: none"> <li>No improvements are recommended.</li> </ul>
Lebourne Road at NC 68	<ul style="list-style-type: none"> <li>Optimize signal timings</li> </ul>

