



Town of Knightdale

Staff Report

Title: Sanctuary at Poole Planned Unit Development (ZMA-6-22)

Staff: Kevin Lewis, Senior Planner

Date: January 19, 2023

Director Signature: JB

Asst. Town Manager Signature: DT

Town Manager Signature: WRS

I. REQUEST:

BGE Engineers, on behalf of DR Horton, has submitted an application requesting a Zoning Map Amendment to rezone approximately ± 72.71 acres at 9701 Poole Road, identified by Wake County PINs 1762572715, 1762582868, 1762595569, 1762483243 from Wake County's Residential-40 zoning district to Knightdale's General Residential-8 Planned Unit Development to allow for the construction of a 237-lot residential development.

II. PROJECT PROFILE:

PROPERTY LOCATION:	9701 Poole Road
WAKE COUNTY PIN:	1762572715, 1762582868, 1762595569, 1762483243
CURRENT ZONING DISTRICT:	Residential-40 (Wake County)
CURRENT DENSITY ALLOWED:	1.00 unit per acre
PROPOSED ZONING DISTRICT:	General Residential-8 Planned Unit Development
DENSITY PERMITTED:	8 units per acre
NAME OF PROJECT:	Sanctuary at Poole
APPLICANT:	BGE Engineers
PROPERTY OWNER:	Kevin and Debbie Williams
DEVELOPER:	Natelli Communities
PROPERTY SIZE:	72.71 acres
CURRENT LAND USE:	Vacant/Undeveloped
PROPOSED LAND USE:	237 residential lots
PROPOSED DENSITY:	3.26 units per acre
PROPOSED OPEN SPACE:	11.32 acres

III. BACKGROUND INFORMATION:

The Planned Unit Development District (PUD) is a re-zoning process which is designed to encourage master planning of development and to coordinate such development so as to manage the impacts of the development on the provision of Town Services and infrastructure. The PUD encourages creativity and innovation in the design of developments, but in return for this flexibility the expectation is for communities to provide exceptional design, character, and quality; provide high quality community amenities; incorporate creative design in the layout of buildings; ensure compatibility with surrounding land uses and neighborhood character; encourage the creation of mixed density neighborhoods, neighborhood nodes, and mixed use centers; further the goals of the KnightdaleNext 2035 Comprehensive Plan including the Growth Framework and Growth & Conservation maps; and provide greater efficiency in the layout and provision of roads, utilities, and other infrastructure.



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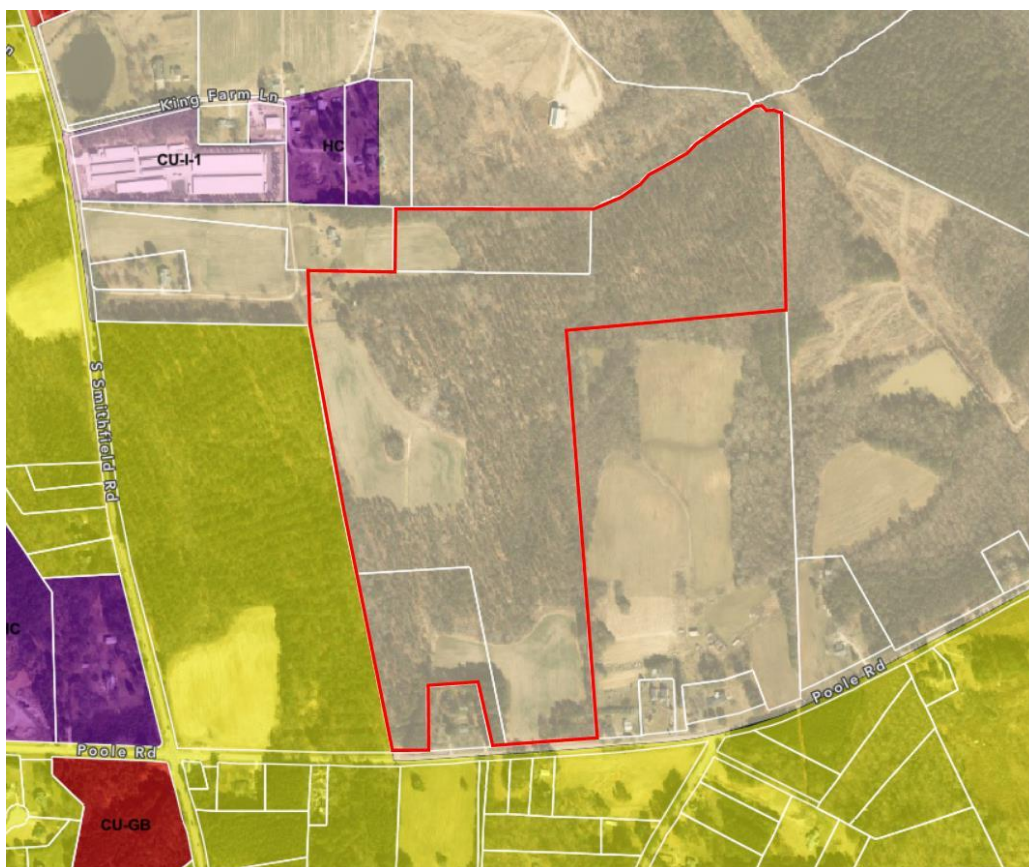
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There are several provisions which are required to be addressed by the applicant in the PUD, including, but not limited to design guidelines, proposed alternative means of compliance, dimensional standards, public facilities, recreational open space, and Comprehensive Plan consistency. The applicant's specific exceptions are detailed in **Section VI** of this staff report.

IV. PROJECT SETTING – SURROUNDING ZONING DISTRICTS AND LAND USES:

The proposed rezoning features portions of three parcels located along Poole Road, east of S Smithfield Road. These parcels are located within Wake County's Planning and Zoning Jurisdiction, however included in Knightdale's Long Range Urban Service Area as identified in annexation agreements with Wake County, the City of Raleigh, and the Town of Wendell. While this area is not currently subject to Knightdale's regulations, it is intended to fall within the Town's jurisdiction as Knightdale continues to grow. Prior to approval of any Zoning Map Amendment for areas outside of Knightdale's ETJ, an annexation petition must be submitted and approved.

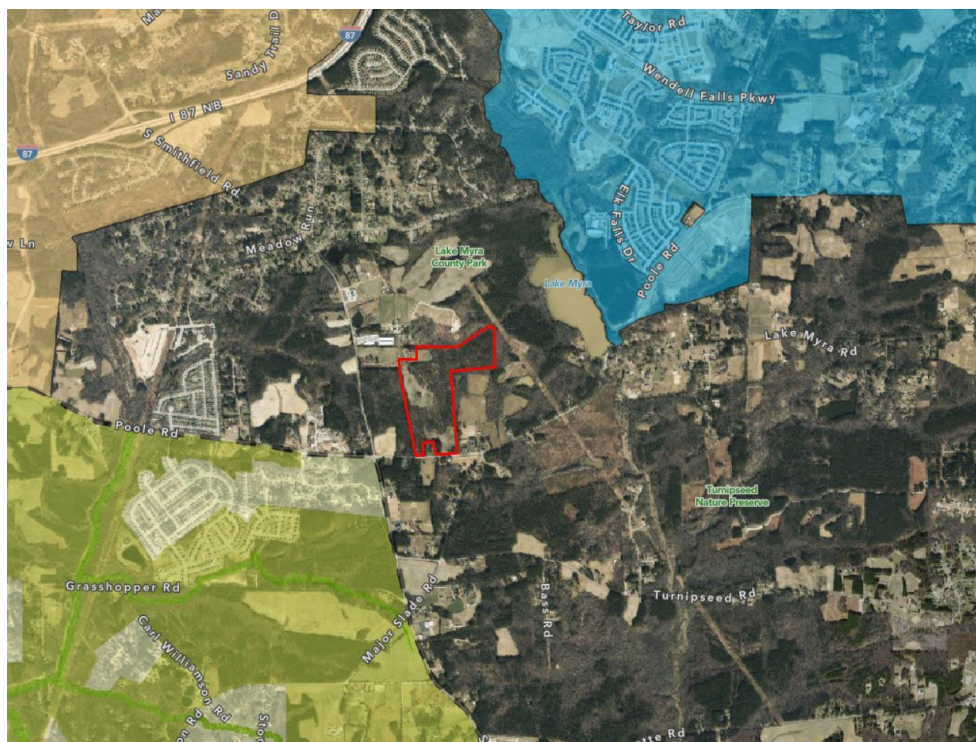
DIRECTION	LAND USE	ZONING
North	Residential	Wake County
South	Residential	Wake County
East	Residential	Wake County
West	Vacant	Wake County





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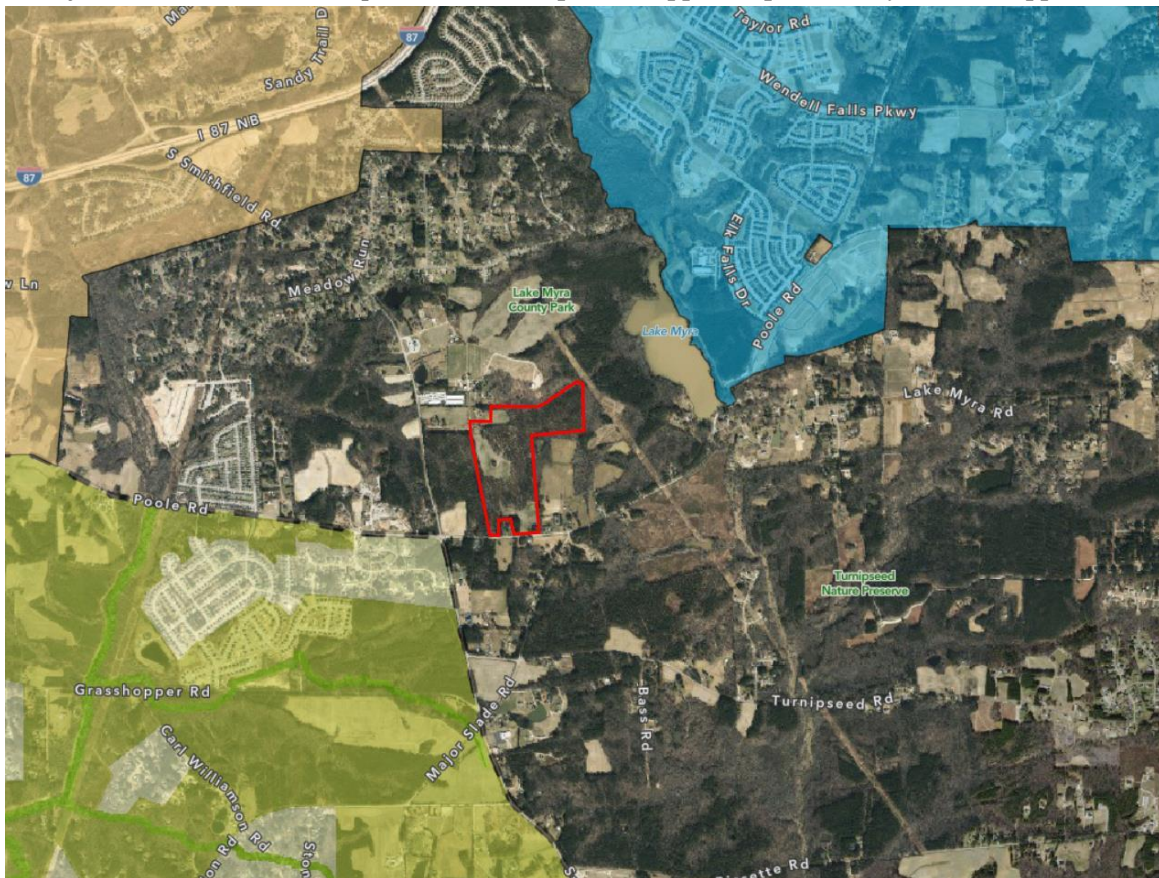
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STAFF SITE PLAN ANALYSIS:

Staff has reviewed the plan for UDO consistency and found the site plan to generally be in compliance with the required provisions. The following items are being highlighted for Council review and further consideration.

Jurisdiction and Town Services

Knightdale's current Extraterritorial Jurisdiction was established in 2011 following certification by Wake County. Portions of Wake County south of I-87 fall just outside of Knightdale's ETJ, however are identified as future ETJ lands as part of the Town's Short Range Urban Service Area. Knightdale will be eligible to expand the ETJ to this area either as development occurs to the southeast or once the Town's population exceeds 25,000 residents. As previously noted, Town Council cannot approve a Zoning Map Amendment for developments outside of the Town's jurisdiction. This will require annexation petition approval prior to any land use approval.



In early 2021, the development team reached out to town staff to discuss the potential for a development in this area. Due to the remote location of this proposal, concern was raised by several Town departments, including Police and Public Works. A development in this area will cause a strain for services provided by these departments as additional personnel, equipment, and facilities would be needed. Additional consideration for funding and services are needed to serve developments outside of the current jurisdictional limits. The proposal also contains a sewage pump station due to topography and the lack of adequate gravity sewer infrastructure in the area.

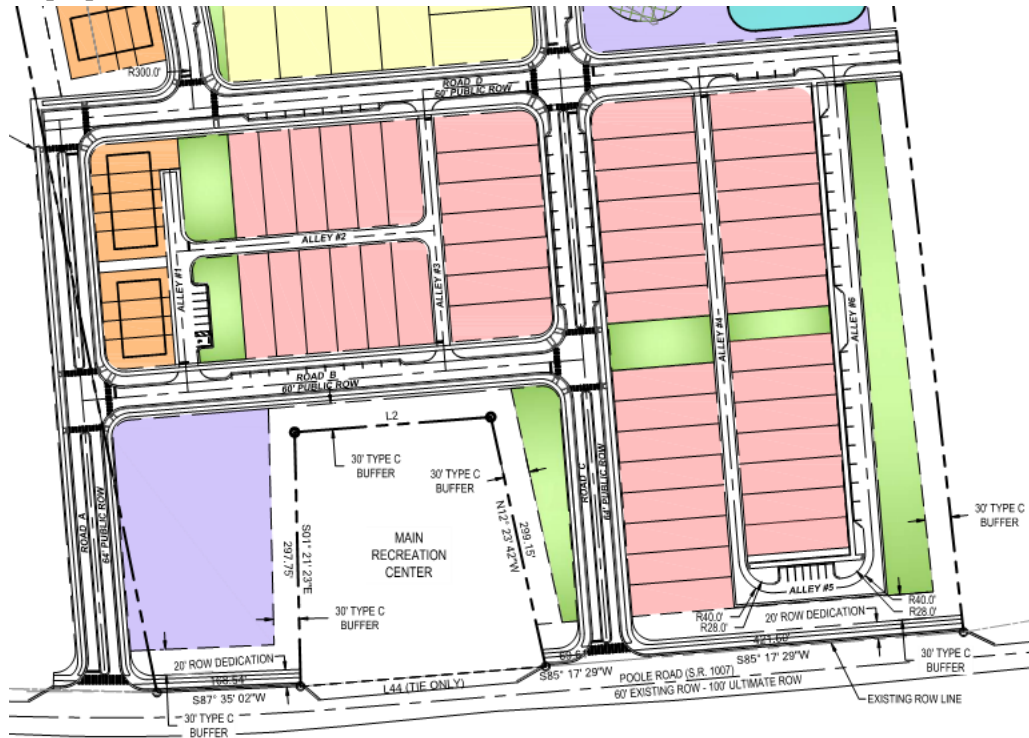


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Landscaping & Environmental Features

UDO Section 7.4.I.1 only requires landscaped buffers between zoning districts in Knightdale's jurisdiction. While no buffer is technically required on this site, the developer is proposing to maintain a 30-foot Type C Buffer on all sides of this proposal.



The site features a blueline streams where development activity is limited or outright prohibited. These streams will provide a natural buffer in areas. In all, 7.5 acres of existing vegetation will be maintained through construction.





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Architectural Standards

The applicant submitted a detailed list of architectural standards for all residential and nonresidential buildings. Building elevations submitted by DR Horton are provided in the attached PUD document. Upon submission of building permits, should elevations be inconsistent with previous approvals, permits may not be issued.

Proposed Residential Architectural Standards

1. Single-family two-story homes on 60-foot wide lots will have a minimum heated area of 1,800 square feet.
2. Single-family one- and one-and-a-half-story homes on 60-foot wide lots will have a minimum heated area of 1,600 square feet.
3. Single-family homes built on lots less than 60-foot wide will have a minimum heated area of 1,600 square feet.
4. All single-family homes on lots 35-feet in width will be accessed via private rear-loaded alleys.
5. Townhomes will have a maximum height of three-stories (45-feet).
6. All townhomes will be accessed via a private rear-loaded alley.
7. Townhomes will have a minimum heated area of 1,400 square feet.
8. Ninety percent (90%) of single-family homes built on lots at least 60-feet in width will have a minimum house width of 40-feet. Ten percent (10%) of single-family homes built on lots at least 60-feet in width will have a minimum house width of 35-feet.
9. All single-family homes with crawl spaces will be wrapped in brick or stone on all sides.
10. All single-family homes with stem wall or slab foundations will contain a minimum of two-stair risers (14-inches) up to the front porch and will be wrapped in either brick or stone on all sides.
11. All single-family homes and townhomes will have a combination of two or more of the following materials on the front façade (not including foundation): stone, brick, lap siding, cementitious siding, shakes, or board and batten unless the home is only stone or brick. The exterior siding material on the side and rear facades will be fiber cement. When two materials are used, the materials shall be different but complementary colors. Vinyl may be used only for soffits, fascias, and corner boards.
12. All single-family homes and townhomes will have a front porch with a minimum depth of five feet. Front porch posts will be at least six-inches by six-inches.
13. Single-family main roof pitches (excluding porches) fronting the street for two-story homes will be at least 8:12.
14. Single-family main roof pitches (excluding porches) one- and one-and-a-half-story homes will be at least 6:12 unless an alternative is approved by Town Staff.
15. Townhome roof pitches will be at least 6:12.
16. Garages will not protrude more than six feet from the front porch or stoop, and all garage doors shall contain window inserts.
17. For every 30 feet (or fraction) of continuous side elevation (calculated on a per floor basis), there shall be one window or door added to the side elevations. Any siding break on the side of the home, such as a fireplace, side porch, or wall offsets may be used as an alternate to windows.
18. Eaves, front and rear, shall project a minimum of 12-inches. Side eaves shall be a minimum of four inches. Eaves will be allowed to encroach into setbacks.
19. All front facing garage doors will include decorative door hardware.



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Open Spaces

A variety of recreational open space amenities are provided throughout the development, including active open spaces such as a pool and clubhouse, playground, and a disc golf course. Additional passive spaces include a pollinator garden, private walking trails, public art, fire pits, enhanced landscaping and gathering areas with seating. In total, approximately 13 acres of active and passive open space are dedicated to recreational activities, which exceeds the UDO requirement of 7.46 acres.



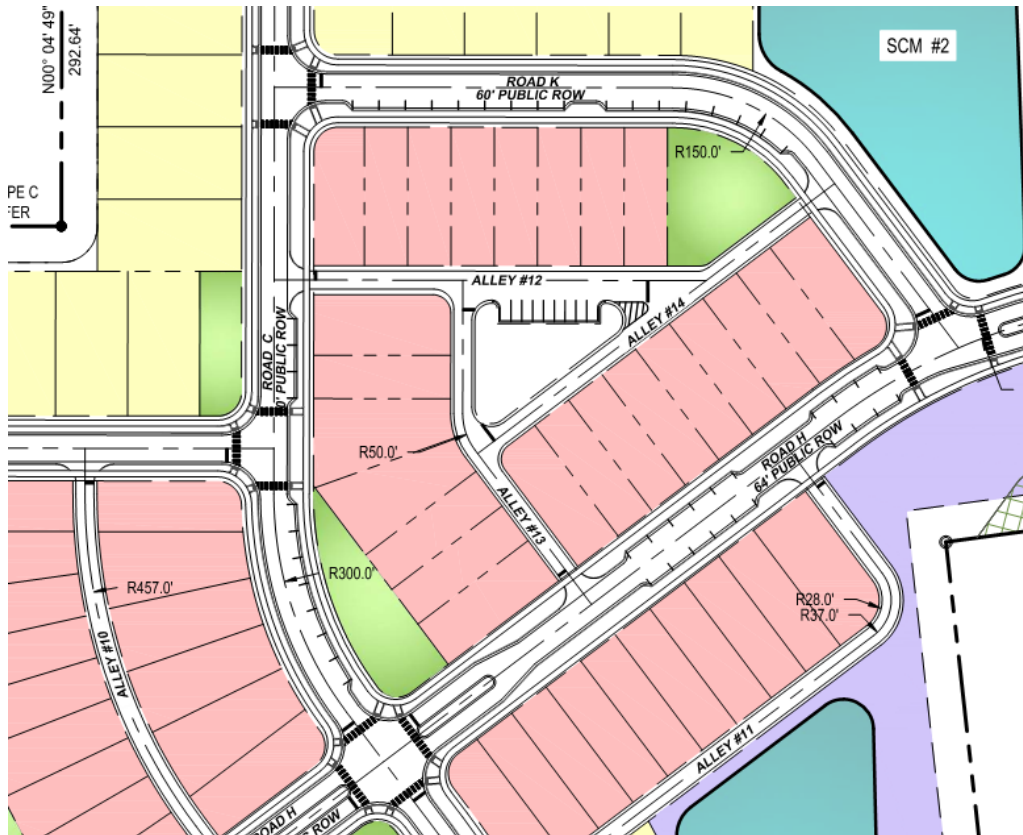


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Parking

Parking for the residential portion of the site is satisfied through 20-foot-long driveways and private garages, as well as approximately 180 on- and off-street parking spaces. Additional parking will be provided at the main amenity center when a design is finalized. Staff recommend 0.5 dedicated parking spaces beyond what is provided on each lot by way of driveways and garages.



VII. LEGISLATIVE CASE PROCEDURES:

Staff met with the development team in February 2022 to discuss the potential of a project at this location and worked with them through several preliminary sketch plan details. A Planned Unit Development rezoning is a legislative public hearing, which requires certain application procedures including having a pre-application meeting with staff and holding a neighborhood meeting with any property owners within 200 feet of the outer boundaries of the subject development. Below is a timeline of the required elements.

- Pre-application meeting: February 3, 2022
- Neighborhood Meeting: November 21, 2022

The virtual neighborhood meeting on September 29, 2022; approximately 10 neighbors attended the meeting. Topics discussed included buffers, post-construction traffic impacts, housing products, open spaces, timeline, and stormwater impacts.



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Following the formal submittal and review of the proposed Master Plan and PUD document, the applicant met with the Development Review Committee (DRC) on November 10, 2022, to discuss the technical comments and details associated with the proposed plan. Staff discussed with the applicant concerns involving service impacts, Comprehensive Plan consistency, and infrastructure design.

The DRC voted unanimously to **continue** the proposal pending the applicant addressing the review comments and Town Council approving the Rezoning request. Additionally, the Town of Knightdale followed public hearing notice requirements as prescribed in the North Carolina state statutes.

- First Class Letters Mailed: January 6, 2023
- Sign Posted on Property: January 6, 2023
- Legal Ad Published in the Wake Weekly: January 6 & 13, 2023

VI. PROPOSED PLANNED UNIT DEVELOPMENT:

In support of their Master Plan, the applicant submitted a PUD document that includes a vision for their proposed development, statements of plan consistency, architectural design standards, proposed site development allowances, and open space information.

Staff has reviewed the submittal in accordance with UDO Sections 12.2.F.3.g and 12.3.F and found that all submittal requirements have been met. Staff also reviewed the plans for conformance with the GR8 zoning district and other applicable UDO sections. The applicant's requested alternative standards are listed in the section below.

Public Utilities/Water Allocation Policy: The applicant is proposing to connect to public water and sewer. In accordance with Section 12.3.F.16 of the UDO, the applicant is proposing to exceed the required 50 points with the following features:

	Point Total
Major Subdivision	15
Bonus Point Item	
Residential Architectural Standards for Single-Family and Townhouse	15
Public Art	4
Resort Style Pool	2
Clubhouse, less than 2,500 square feet	5
IPEMA Certified Playground Equipment	4
Enhances Roadside Landscaping	2
Disc Golf Course	4
On-Street Public Parking	4
Total Water Allocation Policy Points	55



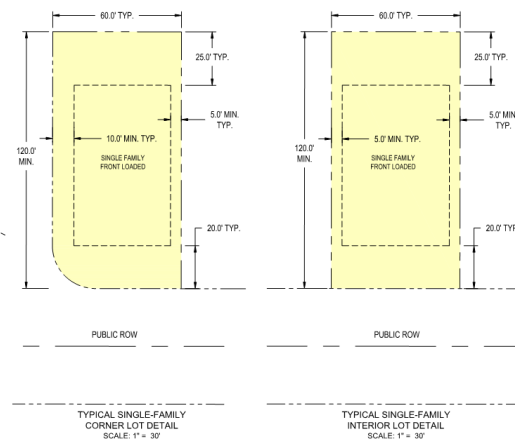
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Site Development Allowances: In accordance with UDO Section 12.2.F.3.g, a Planned Unit Development allows the applicant to request exceptions to certain standards identified in the base zoning district (GR8). These requests should be fair and reasonable, and the proposed alternate means of compliance should meet the spirit and intent of the UDO. The applicant's allowance requests are as follows:

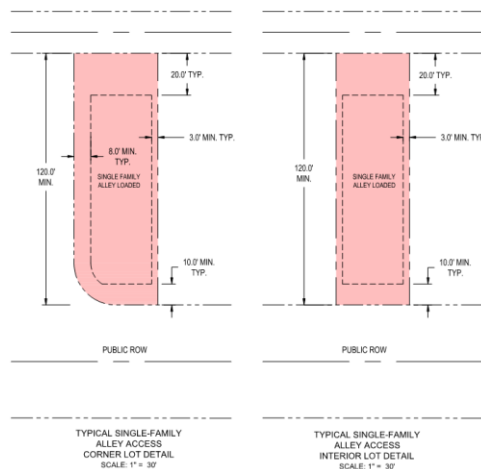
1. **Dimensional Standards** (Section 3.4):

- **Required:** In accordance with UDO Section 3.4, all driveways shall be a minimum of 35-feet in length. Additionally, all front-loaded lots shall be a minimum of 80-feet wide.
- **Requested:** The applicant proposes a minimum driveway length of 20-feet for all lots. A minimum 60-foot-wide front-loaded lot is proposed as well. Town staff recommends a minimum driveway length of 25-feet.



2. **Setback Standards** (Section 6.5):

- **Required:** In accordance with UDO Section 6.5, rear setbacks for rear-loaded single-family homes shall be a minimum of 25-feet.
- **Requested:** The applicant proposed to reduce the rear setback for rear-loaded single-family homes to 20-feet.





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3. Horizontal Curve Street Design Criteria (Section 10.5.A):

- **Required:** In accordance with UDO Section 10.5.A, the following minimum centerline radii are required for public and private roadways to promote safe travel speeds and protect pedestrians from potential collisions.

Standards	Street Type							
	Alley	Street	Main Street	Urban Main Street	Avenue	Urban Avenue	Boulevard (4 lane)	Boulevard (6 lane)
<i>Design Standards (Maximum)</i>								
Speed (mph)	10	20	20-25	20-25	30-35	20-25	35-45	35-45
(ft/ ft)	n/a	n/a	n/a	n/a	0.04	n/a	0.06	0.06
<i>Design Standards (Minimum)</i>								
Min. Centerline Radius (ft)	50	150	300	300	533	300	833	833
Min. Tangent Distance Between Reverse Curves (ft)	0	0	0	100	250	100	250	400

- **Requested:** The applicant proposes reducing the radii of several streets and alleys to the following:
 1. **Main Streets Centerline Radius:** 250-feet
 2. **Local Street Centerline Radius:** 100-feet
 3. **Alley Centerline Radius:** 25-feet

4. Required Distribution of Uses (Section 11.1.B):

- **Required:** In accordance with UDO 11.1.B, new subdivisions are required to provide a variety of uses as detailed in Table 11.1.B. was adopted in the new UDO to encourage more mixed-density and mixed-use neighborhoods in accordance with the recommendations found in the Comprehensive Plan.

Use Type	Minimum Distribution	Maximum Distribution
Dwelling-Duplex/Townhouse	10%	40%
Dwelling-Multifamily	5%	40%
Dwelling-Single Family	15%	60%
Mixed Use*	10%	100%
Lodging/Office/Service/Retail/Restaurant/Entertainment/Recreation*	5%	20%
Civic/Institutional*	As determined by the Town Council	
*Minimum and maximum distribution requirements shall apply only to nonresidential subdivisions or subdivisions with both residential and non residential uses.		

- **Requested:** The applicant proposes a neighborhood consisting of 15% townhomes, 85% single-family homes.

VII. TRANSPORTATION ANALYSIS

In accordance with UDO Section 11.3, a Transportation Impact Analysis was performed by the applicant. Staff met multiple times with the developer to refine the scope of the analysis and ensure the proper uses were being included. The number of peak hour trips generated by this site do not exceed the required 150 trips prescribed by the UDO to trigger the need for a TIA, however the applicant agreed to complete one due to traffic concerns shared by NCDOT and the Town.

Table E-1: Trip Generation Summary

Land Use (ITE Code)	Intensity	Daily Traffic (vpd)	Weekday AM Peak Hour Trips (vph)		Weekday PM Peak Hour Trips (vph)	
			Enter	Exit	Enter	Exit
Single-Family Homes (210)	246 Units	2,310	44	125	146	86



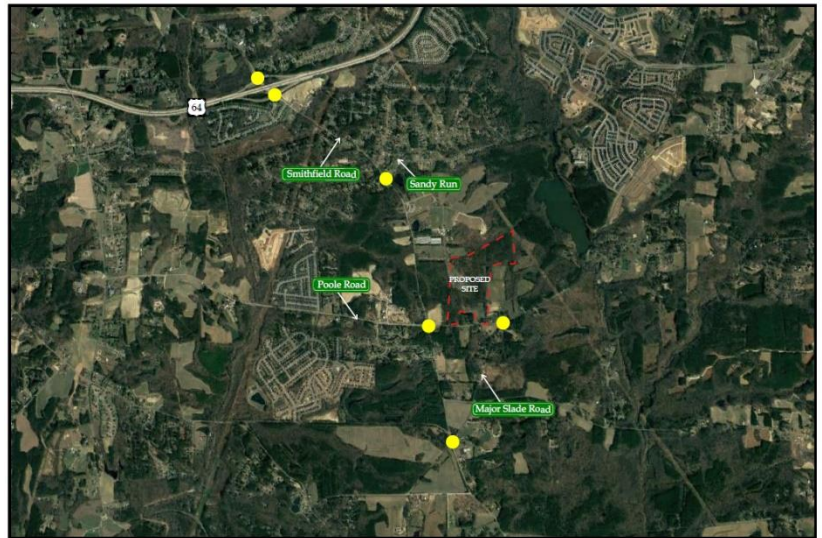
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The following intersections were identified during the scoping phase of this project as being impacted by this development. The engineering team conducted traffic counts at these intersections during peak hours.

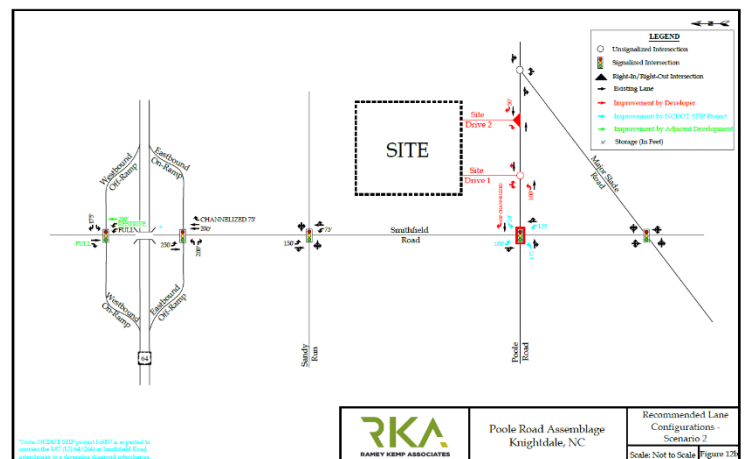
1. Poole Road and Smithfield Road
2. Smithfield Road and Sandy Run
3. Smithfield Road and I-87 Eastbound Ramps
4. Smithfield Road and I-87 Westbound Ramps
5. Smithfield Road and Major Slade Road
6. Poole Road and Major Slade Road

The TIA included recently approved or under construction projects including the proposed Baker Roofing development, the adjacent Gander proposal, and development proposals in Wendell as background data to assign future trips. Additionally, the TIA assumed a 3% trip growth rate during the period of construction for this project. The analysis includes trip distributions for future residents, with most trips traveling to and from I-87.



The TIA included two scenarios of recommended improvements. The following improvements are found in scenario #2 and also recommended by NCDOT.

1. Poole Road and Smithfield Road
 - a. Construct a 100-foot westbound right-turn lane on Poole Road.
 - b. Coordinate with NCDOT to develop a signal modification plan for the intersection.
2. Poole Road and Site Drive 1
 - a. Provide an eastbound left-turn lane on Poole Road.
3. Poole Road and Site Drive 2
 - a. Construct the driveway as a right-in/right-out intersection.
 - b. Provide a westbound right-turn lane on Poole Road.



In addition to these recommended improvements, NCDOT will begin construction of additional safety improvements at the intersection of S Smithfield Road and Poole Road, including dedicated left-turn lanes on all legs of the intersection.



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The alignment of roads within the proposal is generally consistent with the Roadway Network Plan and provides connectivity to adjacent developments in Wendell as well as future connections via street stubs. Additionally, a 10-foot-wide multi-use path along Poole Road has been included in the Sidepaths and Greenways Plan. Staff recommends inclusion of this path to conform with the CTP.

VIII. COMPREHENSIVE PLAN:

A. Growth Framework Map

The Comprehensive Plan features the Growth Framework Map, a high-level tool for assisting in the decision-making process for development proposals. The intent is to prioritize development proposals based how well it fits within the surrounding area. The map designates this site as a future ETJ.



Expanding extraterritorial jurisdiction in Knightdale accomplishes three goals:

1. It limits the use of sewer treatment package plants in unincorporated areas that are often maintained by homeowners' associations;
2. It enriches the location, type, pattern, and intensity of future development in unincorporated areas of the County compared to current districts enforced by Wake County (Residential, R-30 and Highway District); and
3. It provides ETJ residents with opportunities to serve on the Town's Land Use Review Board and Board of Adjustment and have a voice in future growth and development decisions.



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B. Growth & Conservation Map

The Growth & Conservation Map designates parcels in Knightdale into different place type categories based on their current state and the anticipated pattern of development. The subject property is designated as a “Rural Living” place type.

PLACETYPE CATEGORIES

Preserved Open Space	Business Office
Rural Living	Light Industrial
Recreation Open Space	Heavy Industrial
Single Family Neighborhood	Civic & Institutional
Mixed-Density Neighborhood	Old Town
Multifamily Community	Mixed-Use Center
Neighborhood Node	Mixed-Use Center (Suburban Retrofit)
Retail	Transit-Oriented Development (BRT)
	Regional Mixed-Use Center



The Rural Living place type is defined as:

Rural living areas are characterized by large lots, abundant open space, and a high degree of separation between buildings. Homes are scattered throughout the countryside and often integrated into the rural landscape. The lot size and distance between dwelling units decreases with greater development densities. Buildings are generally oriented toward the road and have direct access from private driveways. One or more out-buildings on a property may support farm activities.

The place type transect, seen below, builds off of the Growth & Conservation Map and helps to illustrate how developments should blend as Knightdale grows. The “Rural Living” place type is found in the Open Space category.



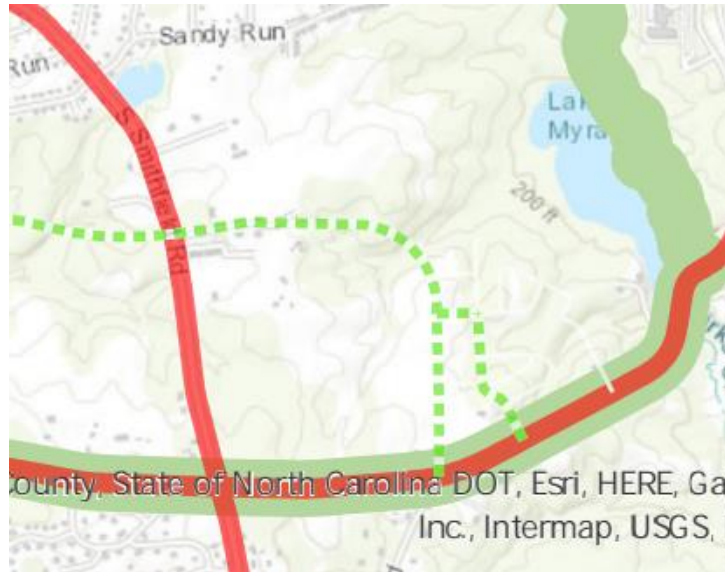


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C. Roadway Network Plan

The Roadway Network Plan, adopted with the Comprehensive Transportation Plan, provides the general alignment of new roads across Knightdale. These roads should provide alternative paths of travel for residents while helping to reduce congestion on existing roadways. This proposal is generally consistent with the Roadway Network Plan.



D. Sidepaths & Greenways Plan

The Sidepaths & Greenways Plan, also adopted with the CTP, provides the general alignment of greenways in Knightdale. These trails should connect to the existing Town infrastructure or provide new recreational opportunities for residents. A multi-use sidepath along Poole Road is needed for CTP consistency.





The Knightdale Town Council adopted the Town's first ever Comprehensive Parks and Recreation Master Plan in April 2022. This plan includes recommendations for future park facilities based on community needs and existing conditions. The plan indicates that this proposal is not within the service areas any current or planned Knightdale facility, however the future lake Myra Park is nearby.