



# PLZ-22-34

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: September 20, 2022

### GENERAL INFORMATION

<b>APPLICANT</b>	Vernon Law Firm, PA, for MTS TRI, LLC (d/b/a Eastwood Homes) on behalf of Mount Pleasant United Methodist Church and the Estate of Elizabeth Norris
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) to City CD-RM-8 (Conditional District - Residential Multi-family – 8)
<b>CONDITIONS</b>	1. Permitted uses shall be limited to a maximum of 120 dwelling units.
<b>LOCATION</b>	222 and 226 Clapp Farms Road
<b>PARCEL ID NUMBER(S)</b>	7895707138 and 7895702258
<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). 17 notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	31.52 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Wooded

### SITE DATA

Existing Use

Undeveloped

#### Adjacent Zoning

#### Adjacent Land Uses

N	County CZ-LI (Conditional Zoning-Light Industrial), City CD-LI (Conditional District-Light Industrial) and City LI (Light Industrial)	Manufactured home sales and an industrial use
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E	County AG (Agricultural)	Single-family residential dwellings
S	County RS-40 and County AG (Agricultural)	Single-family residential dwellings
W	County AG (Agricultural)	Undeveloped land

**Zoning History**

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

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing (County AG)	Requested (City CD-RM-8)
Max. Density:	1 unit per acre	8 units per acre
Typical Uses	Primarily intended to provide locations for agricultural operations, farm residences, and farm tenant housing on large tracts of land. It also accommodates scattered non-farm residences on large tracts of land.	Permitted uses limited to a maximum of 120 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 S. Buffalo Creek, Non-Watersupply Watershed Watershed

- Floodplains FEMA 1% and 0.2% Annual Chance Special Flood Hazard Area
- Streams Blue Line and Non-Blue Line streams are onsite. Perennial and Intermittent Blue Line and Non-Blue Line streams require a 50ft stream buffer measured from top of bank on each side. Any non-Blue Line stream features onsite must be identified. 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. 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: If >1 acre is disturbed and the BUA is increase, 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.

**Utilities (Availability)**

Water is available on Mt Hope Church Road. Sewer is available to the north on Royce Circle. 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**

**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:**

Multifamily adjacent to Single-family residential or Agricultural 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 Light Industrial 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 linear feet.

Adjacent to vacant parcels: 5' wide Vehicular Use Area buffer yard. (See below).

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

**Transportation**

- Street Classification: Clapp Farms Road – Major Thoroughfare.  
Mt. Hope Church Road – Major Thoroughfare.
- Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.
- Traffic Counts: Clapp Farms Road AADT = 1,400 vpd (NCDOT, 2019).
- Trip Generation: 24 Hour = 1,240, AM Peak Hour = 91, PM Peak Hour = 123.
- 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 CD-RM-8 (Conditional District – Residential, Multi-Family – 8 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO 2040 Comprehensive Plan Policies**

The GSO 2040 Future Land Use Map designates this location as **Industrial**. The requested **City CD-RM-8 (Conditional District – Residential, Multi-Family – 8 du/ac)** zoning district, as conditioned, would allow uses that are generally inconsistent with those described in the **Industrial** future land use designation. If this rezoning request is approved, the Future Land Use designation for the subject site is considered to be amended to **Residential** in order to ensure an appropriate fit between future land use designation and zoning. The GSO 2040 Future Built Form

Map designates the subject site as **Planned Industrial District**. The Growth Tiers Map designates the subject site as being within **Growth Tier 1**.

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

**Strategy 1** – Encourage higher density, mixed-use, walkable infill development.

**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.

**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 1** – Employ a problem prevention model to identify causes and solutions to neighborhood problems.

**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.

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

**Becoming Car Optional** – Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

**Goal A** – Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

**Strategy 2** – Encourage new development that is compatible with the intended use of the adjacent roadway.

**Goal B** – Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

**Strategy 1** – Expand the greenway network to connect all parts of the city as a key element of the transportation system.

**Prioritizing Sustainability** - Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy

**Goal A** - Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

**Strategy 1** - Promote resilient, efficient and environmentally beneficial patterns of land use.

**Strategy 4** – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

**Goal B** - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

**Strategy 1** – Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

**Strategy 2** – Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

**Strategy 3** - Promote a just, ethical, and respectful community.

**Goal C** - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

**Strategy 1** - Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health.

**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 1** – Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

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

**Growing Economic Competitiveness** - Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

**Goal A** – Strategic public investment in historically underserved areas of Greensboro attracts private investment and sets the stage for revitalization without displacing existing residents.

**Strategy 1** – Work with City funded economic development partners to address the needs of economically distressed areas.

**Strategy 2** – Support the addition of a variety of housing types and price points in coordination with investment in historically underserved areas.

**Goal B** – Increase and preserve the inventory of developable sites compatible with corporate and industrial uses.

**Strategy 1** – Work with community partners to ensure that the appropriate sites on Greensboro's periphery are designated as Industrial on the Future Land Use map.

**Strategy 2** – Ensure that the appropriate sites in the developed, central areas of Greensboro are designated as Industrial on the Future Land Use Map.

**Goal C** – Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.

**Strategy 1** – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.

**Goal D** – Education and workforce training opportunities empower residents to achieve financial security and career fulfillment and are matched to the needs of employers.

**Strategy 1** – Work with our community partners to provide quality learning from early childhood to higher education through local schools and businesses.

**Strategy 2** – Work with our partners to provide accessible and affordable career and workforce education.

## **GSO 2040 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.

**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.

**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.

### **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.

**Planned Industrial Districts** should reflect these characteristics:

1. Employment or employment support uses only are permitted. Support could include retail, services, and housing but only if new uses do not undermine the potential for future job creation.
2. Employment areas are protected from erosion by non-employment uses so that their viability for industrial and other uses that create quality, living-wage jobs is not lessened. This could include guarding against loss of important road or rail access, having contiguous land broken up into smaller pieces, or introducing new housing or other uses that can later claim that the employment uses are not compatible.
3. They have a demonstrated tolerance for noise, trucking, and other off-site impacts.
4. They are sufficiently supported by roadways, rail lines, and other infrastructure.
5. Employment and employees are supported and connected through transit, bicycle and pedestrian access and connections, and the installation of high-quality infrastructure such as bus shelters, heating, lights, and data displays.
6. Adaptive reuse of older industrial and commercial property is encouraged.
7. Inactive uses, such as storage facilities, are screened by active uses along street frontages or located above or below street level.

### **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.

**Element 2)** Green Jobs and Buildings:

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

**Element 3)** Waste Reduction and Recycling:

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro’s solid waste diversion and recycling rates.

**Element 6)** Education and Outreach:

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro’s energy and sustainability efforts.

**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 properties are 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 July 29, 2022 meeting. The subject properties are located within the Tier 1 Growth Area on the Growth



Strategy map in the Comprehensive Plan. Since this property is located in Growth Tier 1, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

### **Staff Original Zoning Analysis**

The subject properties are approximately 31.52 acres and currently undeveloped. North of the subject properties contain industrial uses and manufactured home sales, zoned County CZ-LI, City CD-CI, and City LI. East and south of the subject properties contains single-family residential dwellings, County AG and RS-40. West of the subject properties contains undeveloped land, zoned County AG.

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 GSO 2040 Comprehensive Plan's Future Land Use Map designates the properties as Industrial which 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. If this rezoning request is approved, the Future Land Use designation for the subject site is considered to be amended to Residential in order to ensure an appropriate fit between future land use designation and zoning. 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.

The Comprehensive Plan's Future Built Form Map currently designates this site as Planned Industrial District.

The proposed City CD-RM-8 zoning district, as conditioned, promotes multi-family residential development that is compatible with existing residential uses located on adjacent tracts. Additionally, the subject properties have some site challenges that limit opportunities for larger scale industrial development.

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 annexation and original zoning to the **City CD-RM-8 (Conditional District - Residential Multi-family-8)** zoning district.

**TRAFFIC IMPACT STUDY  
CLAPP FARMS ROAD ASSEMBLAGE  
GREENSBORO, NORTH CAROLINA**

**EXECUTIVE SUMMARY**

**1. Development Overview**

A Traffic Impact Study (TIS) was conducted for the proposed Clapp Farms Road Assemblage development that is to be located along Clapp Farms Road and west of Mt. Hope Church Road in Greensboro, North Carolina. The proposed development, anticipated to be completed in 2027, is assumed to consist of up to 125 single family lots with site access proposed via one (1) new full movement driveway on Clapp Farms Road.

The study analyzes traffic conditions during the weekday AM and PM peak hours for the following scenarios:

- 2022 Existing Traffic Conditions
- 2027 No-Build Traffic Conditions
- 2027 Build Traffic Conditions

**2. Existing Traffic Conditions**

The study area for the TIA was determined through coordination with the North Carolina Department of Transportation (NCDOT) and the City of Greensboro (City) and consists of the following existing intersections:

- Mt. Hope Church Road and Burlington Road [signalized]
- Mt. Hope Church Road and Clapp Farms Road [unsignalized]

Existing peak hour traffic volumes were determined based on traffic counts conducted at all of the study intersections, in April of 2022 during the typical weekday AM (7:00 AM - 9:00 AM) and PM (4:00 PM - 6:00 PM) peak periods.

**3. Site Trip Generation**

Average weekday daily, AM peak hour, and PM peak hour trips for the proposed development were estimated using methodology contained within the ITE Trip Generation Manual, 11<sup>th</sup> Edition. Table E-1 provides a summary of the trip generation potential for the site.

**Table E-1: Site Trip Generation**

LAND USE (ITE Code)	INTENSITY	DAILY TRIPS (VPD)	WEEKDAY AM PEAK HOUR (VPH)		WEEKDAY PM PEAK HOUR (VPH)	
			Enter	Exit	Enter	Exit
Single-Family Dethatched Housing (210)	125 D.U.	1,240	23	68	77	46

**4. Future Traffic Conditions**

Through coordination with the City and NCDOT, it was determined that an annual growth rate of 5% would be used to generate 2027 projected weekday AM and PM peak hour traffic volumes. Based on coordination with the City and NCDOT, it was determined there were no adjacent developments or future roadway improvements to consider with this study.

**5. Capacity Analysis Summary**

The analysis considered weekday AM and PM peak hour traffic for 2022 existing, 2027 no-build, and 2027 build conditions. Refer to Section 7 of the TIA for the capacity analysis summary performed at each study intersection.

**6. Recommendations**

Based on the findings of this study, no specific geometric improvements have been identified or are recommended to accommodate future traffic conditions. The recommended lane configuration is illustrated in Figure E-1.

