



# PL(Z)23-05

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: March 21, 2023

### GENERAL INFORMATION

<b>APPLICANT</b>	Traci Dusenbury and Halcon Companies on behalf of Ryan and Douglass Hamilton
<b>HEARING TYPE</b>	Annexation and Original Zoning
<b>REQUEST</b>	County RS-30 (Residential Single-family) to City CD-RM-12 (Conditional District - Residential Multi-family - 12)
<b>CONDITIONS</b>	1. Permitted uses shall be limited to a maximum of 52 dwelling units and their customary accessory uses.
<b>LOCATION</b>	511 Kallamdale Road
<b>PARCEL ID NUMBER(S)</b>	142603
<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>17</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	4.837 Acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mostly Wooded

### SITE DATA

<b>Existing Use</b>	Undeveloped land
<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N City RM-12 (Residential Multi-family - 12)	Multi-family dwellings under construction
E City RM-12 (Residential Multi-family - 12)	Multi-family dwellings under construction

S	County RS-30 (Residential Single-family) and County AG (Agricultural)	Undeveloped land and I-85
W	County RS-30 (Residential Single-family)	Agricultural land

**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	Existing	Requested
Designation:	<b>County RS-30</b>	<b>City CD-RM-12</b>
Max. Density:	1 unit per 30,000 sq. ft.	10.9 units per acre (per condition)
Typical Uses	Primarily meant to accommodate single-family detached dwellings in areas without access to public water and sewer services with a minimum lot size of 30,000 square feet.	Permitted uses shall be limited to a maximum of 52 dwelling units and their customary accessory uses

*\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation**

The subject site is located within the SCOD-1 (Scenic Corridor Overlay District 1) of the Greensboro Urban Loop. Consult the Scenic Corridor Overlay Districts Design Manual, for detailed applicable requirements and guidelines for architecture, lighting, signage, landscaping and other elements.

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 Site drains to South Buffalo Creek, Non-Watersupply Watershed Watershed

Floodplains N/A

Streams N/A

Other: If site disturbs >1 acre and the BUA is increased, site must meet current watershed requirements for Water Quality and Water Quantity Control if any new development is proposed. 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 Kallamdale Road. Sewer is available to the east of the property at 121 W Elmsley Drive. 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:**

**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:**

The site is within the Scenic Corridor Overlay District 1 (SCOD1). SCOD1 buffer requirements for lots adjacent to the Urban Loop right-of-way are for a natural undisturbed buffer next to the right-of-way, with an average width of 50', a minimum width of 40', and a maximum width of 75 feet, along the portion of any lot adjacent to the highway right-of-way. If there are no existing canopy or understory trees within the buffer, or if existing trees are not adequate to provide screening equal to the required planting rate, then additional trees shall be planted to achieve screening equivalent to the required planting rate of 9 canopy trees and 12 understory trees per 100 l.f.

**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 4.74 acres, 5% of parcel size to be dedicated in critical root zone for Tree Conservation.

**Transportation**

Street Classification: Kallamdale Road – Local Street.  
Vandalia Road – Major Thoroughfare.

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

Traffic Counts: None Available.

Trip Generation: N/A.

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: Yes, GTA Route 12 (South Elm-Eugene Street) and GTA Route 13(Randleman road) are within 0.5 miles of the subject site, at the intersection of Elmsley Drive and Randleman Road.

Traffic Impact Study: No TIS required per TIS Ordinance.  
(TIS)

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **City CD-RM-12 (Conditional District – Residential, Multi-Family – 12 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 Future Land Use Map designates this location as **Residential**. The requested **City CD-RM-12 (Conditional District – Residential, Multi-Family – 12 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land use designation. The GSO 2040 Future Built Form Map designates this location as **Urban General**. The Growth Tiers Map designates the portion of the site to be annexed 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.

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

**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 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 1** – When designing and reconfiguring streets, continue to build on programs and policies that consider the existing and future land use of the surrounding area. A variety of road features such as street width, degree of straightness, cross walk design, and curb design at intersections are important in creating an environment that supports the intended intensity and scale of adjacent land uses.

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

**Strategy 3** – Multiple transportation options should be considered when designing streets. Choosing transportation other than a private car should be safe, convenient, and comfortable. If some streets are not able to safely handle multiple forms of transportation, routes should take advantage of quieter parallel streets. This includes supporting programs for Complete Streets and for traffic calming when appropriate and in coordination with assessments of adjacent land uses.

**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.

**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 D** – Our colleges, universities, and Career and Technical Education facilities play a leading role in the cultural, social and economic fabric of the community.

**Strategy 1** – Building on existing partnerships between the City, neighborhoods, and colleges and universities, while creating new partnerships, so higher education campuses play an increasingly stronger role in the cultural life of the larger 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.

**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 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.

**Residential:** Includes both single and multifamily 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.

Urban General should reflect these characteristics:

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

### **Growth Tiers Map**

**Growth Tiers:** areas outside Greensboro's city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

Growth Tier 1: This is the area where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next six years.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Sustainability Action Plan***

**Element 1)** Transportation and Land Use:

**Policy 1)** Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro's Comprehensive Plan, Development Ordinance and other related plans.

**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**

### **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 recommended approval of this annexation request at its December 22, 2022 meeting. This property is located within the Growth Tier 1 Area on the Growth Strategy map in the Comprehensive Plan. Since this property can be served by City utility providers, it is the City of Greensboro's policy to annex the property pending approval of the associated original zoning.

### **Community Outreach**

Applicant is strongly encouraged to discuss this proposed original zoning and development with owners of surrounding properties.

The subject site is located within the area(s) eligible for the following economic development incentive or assistance program(s):

- Economic Development Impact Zone 2 (local).

### **Staff Original Zoning Analysis**

The subject property is approximately 4.837 acres and is undeveloped. North and east of the subject property contains multi-family dwellings under construction, zoned City RM-12 (Residential Multi-family - 12). South of the subject property contains undeveloped land and I-85, zoned County RS-30 (Residential Single-family) and County AG (Agricultural). West of the subject properties contains agricultural land, zoned County RS-30 (Residential Single-family).

The request also supports the Building Community Connections goal with everyone doing their part to maintain stable, attractive, and healthy places to live and raise families. Additionally, the request supports the Creating Great Places Big Idea's strategy of meeting housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

The Future Land Use Map designates this location as Residential. The Residential designation includes both single and multifamily 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 the subject property as Urban General. Applicable characteristics of the Urban General classification include 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 CD-RM-12 zoning district will allow multi-family and other residential uses at a density of 12.0 units per acre or less. The zoning request allows uses that are similar to uses already in existence in the surrounding area.

#### **Staff Recommendation**

Staff recommends **approval** of the requested **City CD-RM-12 (Conditional District - Residential Multi-family - 12)** zoning district.