



# PLZ-25-04

## City of Greensboro Planning Department Zoning Staff Report

City Council Hearing Date: February 18, 2025

### GENERAL INFORMATION

**APPLICANT** Patrick Theismann on behalf of Raul Robles of Robles Transport, LLC

**HEARING TYPE** Rezoning Request

**REQUEST** R-3 (Residential Single-family – 3) to CD-RM-18 (Conditional District - Residential Multi-family – 18)

**CONDITIONS**

1. Uses shall be limited to a maximum of 72 dwelling units.
2. Maximum building height shall not exceed 50 feet.
3. Any new principal residential building must be set back at least 30 feet from any property line abutting single family residential zoning.
4. **There shall be a 7 foot tall opaque fence along the eastern property boundary.**

**Note. Condition shown in bold was added during the public hearing at the January 13, 2025 Planning and Zoning Commission meeting.**

**LOCATION** 414 West Vandalia Road and 2940 Randleman Road

**PARCEL ID NUMBER(S)** 7862155514 and 7862152763

**PUBLIC NOTIFICATION** 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). **150** notices were mailed to those property owners in the mailing area.

**TRACT SIZE** 4.76 acres

**TOPOGRAPHY** Slopes toward the center of the property

**VEGETATION** Wooded

### SITE DATA

**Existing Use** Undeveloped

**Adjacent Zoning**

**Adjacent Land Uses**

N	CD-RM-5 (Conditional District – Residential Single-family – 5) and R-3 (Residential Single-family – 3)	Single and multi-family dwellings
E	CD-C-H (Conditional District – Commercial - High)	Shopping center
S	R-3 (Residential Single-family – 3) and R-5 (Residential Single-family – 5)	Single-family dwellings
W	R-3 (Residential Single-family – 3) and CD-RM-5 (Conditional District – Residential Single-family – 5)	Single and multi-family dwellings

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject properties are currently zoned R-3 (Residential Single-family – 3). That has been the zoning on these properties since the adoption of the Land Development Ordinance (LDO) in July 2010. Prior to the adoption of the LDO, the properties were zoned RS-12 (Residential Single-family).

**ZONING DISTRICT STANDARDS**

**District Summary \***

Zoning District Designation:	Existing <b>R-3</b>	Requested <b>CD-RM-18</b>
Max. Density:	3 dwellings/acre	15.13 dwellings/acre
Typical Uses	Typical uses in the R-3 district include single family residential of up to 3 dwelling units per acre.	Uses shall be limited to a maximum of 72 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 within an overlay district.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

**Environmental/Soils**

Water Supply Site drains to South Buffalo Creek, Non-Water Supply Watershed Watershed

Floodplains N/A

Streams Blue Line streams and possible Non-Blue Line Stream features onsite. Non-Blue Line Stream features must be identified for possible stream buffers. Perennial and Intermittent streams require a 50' stream buffer measured from top of bank on each side. Show and label top of stream bank. Label zones with dimensions and restrictions within the buffer. "No BUA is allowed in the entire buffer" (see section LDO 30-12-3.9 for buffer restrictions). Show and label the different zones within the buffer (see LDO 30-12-3.9F for information about the different zones). 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.

Other: Site is > 1 acre and must meet current watershed requirements. Water Quality and Water Quantity control must be addressed. Maximum BUA for High Density Development is 70%, Low Denisty is 24%. Water Quality must treat the first 1" of rainfall. Water Quantity Control must reduce the 1-yr, 2-yr & 10-yr 24-hr storms to pre-development levels. State / Corps permits are required for any stream or wetland disturbance or crossing. All BUA must be treated by a State approved water quality BMP/SCM.

**Utilities (Availability)**

Water is available on West Vandalia Road. Sewer is available on both properties. Private developer will need to extend water and sewer to City of Greensboro's 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:**

Adjacent to Single-Family / Commercial: Type C buffer yard, with an average width of 15', a minimum width of 10', and a planting rate of 2 canopy trees, 3 understory trees, and 17 shrubs per 100 linear feet.

Adjacent to vacant property / same LUC (land use class): 5' wide Vehicular Use Area buffer yard (see below) between any parking lot or drive aisle and the adjacent property line.

**Parking Lots:**

When a parking lot or other vehicular use area abuts a vacant site or a site with the same land use classification as the subject site, a planting yard with a minimum width of 5 feet must be provided between the parking lot/vehicular use area and the abutting (interior) property line. This required planting area must be landscaped with at least 2 understory trees and 18 evergreen shrubs per 100 linear feet

Trees for required parking spaces: 1 canopy tree per 12 spaces, in islands or medians within the parking lot.

**Tree Conservation:**

For 4.76 acres, 5% of parcel size in critical root zone to be dedicated for Tree Conservation.

**Transportation**

Street Classification: West Vandalia Road – Major Thoroughfare.  
Randleman Road – Major Thoroughfare.

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

Traffic Counts: Vandalia Road AADT = 8,400 (NCDOT, 2023).

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 12A (South Town Connector) is adjacent to the subject site, along West Vandalia Road, and Route 13 (Randleman Road) is within 500 ft of the subject site, along Randleman Road.

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

Street Connectivity: N/A.

Other: N/A.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **CD-RM-18 (Conditional District - Residential Multi-family – 18)** zoning district would allow land uses that are compatible with the area's general character.

**GSO2040 Comprehensive Plan Policies**

The **GSO2040** Future Land Use Map designates this location as **Residential**. The proposed **CD-RM-18 (Conditional District - Residential Multi-family – 18)**, as conditioned, would allow for uses that are compatible with that designation. The **GSO2040** Future Built Form Map designates this location as an **Urban General** Place Type. The subject site is also located partially in the **Randleman Road Redevelopment Corridor** and close to a **District Scaled Activity Center**, an **Urban Mixed Use Corridor**, and a **Frequent Service Transit Corridor**.

**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 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 2** – Invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities and other services to sustain livable neighborhoods.

**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.

**GSO2040 Map Policies****Future Land Use Map**

**Future Land Uses:** Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area’s predominant character.

**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.

**Urban General** should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.

5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
8. New sidewalks contribute to the completion of a sidewalk network.

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

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

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb “bump-out” extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

**Corridors:** Corridors are the linear commercial and office developments typically along collector or arterial roadways. They include properties directly fronting on the road and may include properties having primary access to or in immediate proximity to the road. The character and function of the road and the uses within a corridor are highly correlated.

**Urban (Mixed-Use) Corridors** reflect these additional characteristics:

1. Consistency with adopted corridor plans.
2. Cross easements are provided for vehicular and pedestrian access.
3. They meet the existing need and convenience of the surrounding community.
4. Visual clutter and confusion caused by sign proliferation is minimized while maintaining safe and efficient wayfinding for both pedestrians and vehicles.
5. Landscaping, sidewalks, lighting, fencing, and building features are located so as to guide pedestrian movement on or through the site. On-site and on-building lighting at entrances and along walkways is maintained at safe lighting levels.

**High Frequency Transit Service Corridors** reflect these additional characteristics:

1. These corridors are suitable for lower required off-street parking requirements.
2. They accommodate higher development densities with convenient access to transit stops.
3. They are suitable for personal service business, day care, and family support services.
4. Employment generating and institutional uses are encouraged where well-served by public transportation.

## **CONFORMITY WITH OTHER PLANS**

### **City Plans**

#### ***Randleman Road Phase 2***

The proposed rezoning of the subject site is consistent with the Randleman Road Phase 2 plan. This plan calls for modernization along the corridor by promoting balanced and harmonious development patterns. Phase 2 recommends encouraging new residential and commercial uses that support and complement developing employment. It also suggests focusing density along the commercial corridor, directing non-single-family residential use types into activity centers, and limiting density east and west of the commercial corridor. In this case, the subject site is adjacent to an Activity Center west of Randleman Road.

The residential uses within the proposed zoning district are denser than those of nearby adjacent sites. However, the subject site can accommodate a suitable transition between the commercial zoning along Randleman Road and the lower-density residential property along Vandalia Road. The proposed rezoning will also enable the extension of the sidewalk system and improve connections between adjacent neighborhoods.

### ***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 rezoning and development with owners of surrounding properties.

### **Staff Analysis**

The subject properties contain approximately 4.76 acres. The parcels are currently undeveloped. North and west of the properties contain single and multi-family dwellings, zoned CD-RM-5 (Conditional District – Residential Single-family – 5) and R-3 (Residential Single-family – 3). East of the subject property contains a shopping center, zoned CD-C-H (Conditional District – Commercial - High). South of the subject property contains single-family dwellings, zoned R-3 (Residential Single-family – 3) and R-5 (Residential Single-family – 5).

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

The GSO2040 Comprehensive Plan's Future Land Use Map designates the property as Residential. The Residential classification 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 GSO2040 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 subject site is also located partially in the Randleman Road Redevelopment Corridor and directly adjacent to a District Scaled Activity Center, an Urban Mixed Use Corridor, and a Frequent Service Transit Corridor.

Neighborhood and District Scaled Activity Centers should reflect these characteristics:

1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
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Urban (Mixed-Use) Corridors reflect these additional characteristics:

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4. Visual clutter and confusion caused by sign proliferation is minimized while maintaining safe and efficient wayfinding for both pedestrians and vehicles.
5. Landscaping, sidewalks, lighting, fencing, and building features are located so as to guide pedestrian movement on or through the site. On-site and on-building lighting at entrances and along walkways is maintained at safe lighting levels.

High Frequency Transit Service Corridors reflect these additional characteristics:

1. These corridors are suitable for lower required off-street parking requirements.
2. They accommodate higher development densities with convenient access to transit stops.
3. They are suitable for personal service business, day care, and family support services.
4. Employment generating and institutional uses are encouraged where well-served by public transportation.

This request is supported by the Randleman Road Corridor Plan Phase 2 because this request concentrates residential density directly adjacent to two shopping centers located within a District Scaled Activity Center. The proposed use supports the adjacent commercial by adding “rooftops that help attract businesses and will provide a broader range of housing without negative impacts on surrounding neighborhoods.”

The proposed CD-RM-18 zoning district, as conditioned, would allow for residential uses that offer an appropriate transition from the commercial uses found in the adjacent Activity Center to the lower density residential uses just outside of the Randleman Road Corridor. Care should be taken with respect to building orientation, building materials, building height, and visual buffers to ensure an appropriate transition to the lower density residential uses on adjacent properties.

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

#### **Staff Recommendation**

Staff recommends **approval** of the requested **CD-RM-18 (Residential Multi-family – 18)** zoning district.