



Certified Action of the City of Raleigh Planning Commission

City of Raleigh
Development Plans Review Center
One Exchange Plaza
Raleigh, NC 27601
(919) 996-2626
www.raleighnc.gov

Case File / Name: SP-57-12 / Link Apartments at Glenwood South

General Location: The north side of West Jones Street, between its intersections with North Harrington Street and North West Street

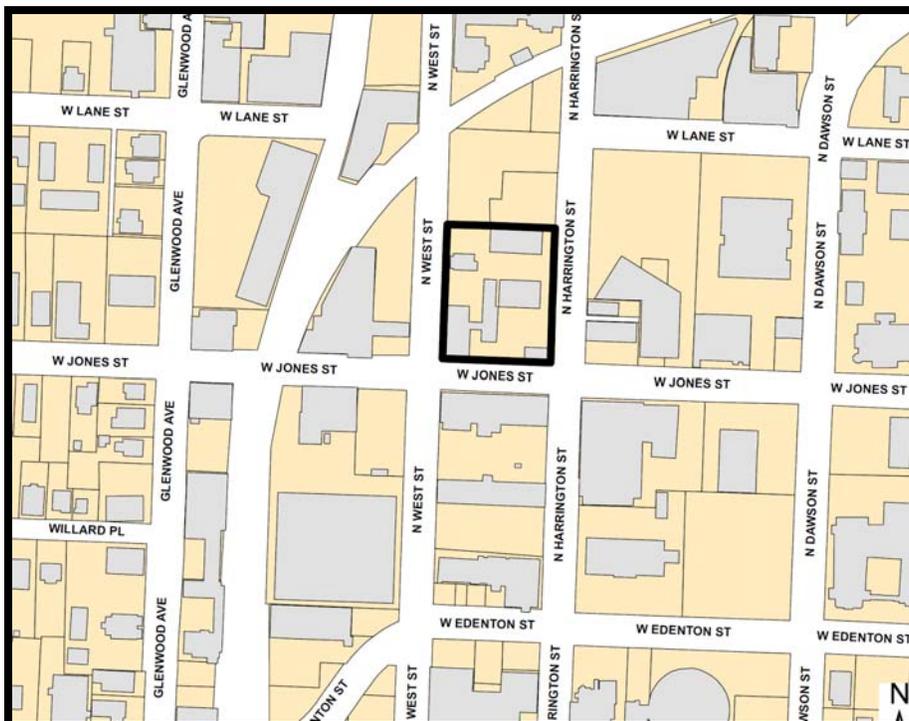
Owner: Grubb Properties, Inc.
Designer: Cline Design Associates, PA

CAC: North Central

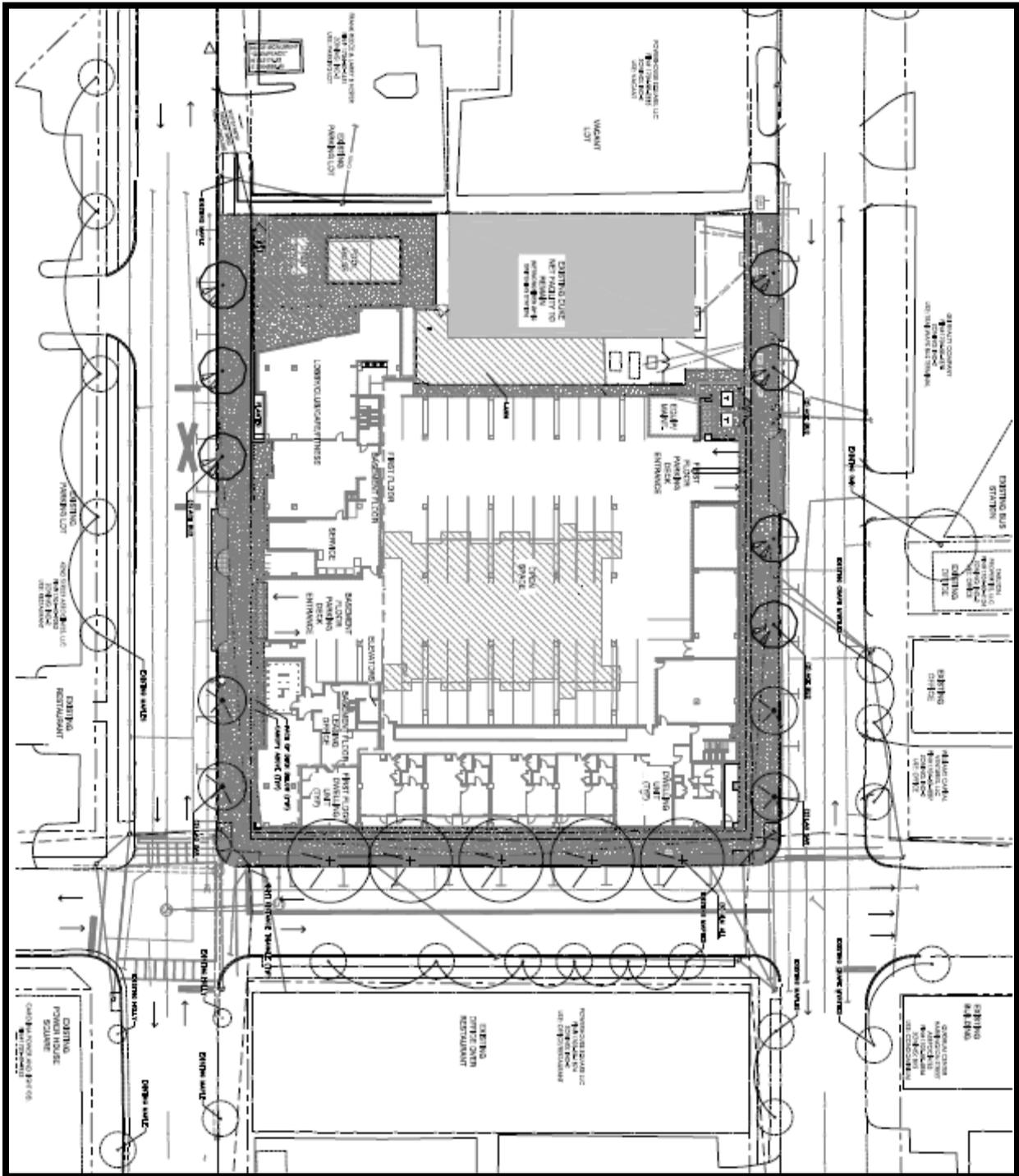
Nature of Case: A 70 foot tall 276,119 square foot 203 unit multifamily building on a 1.27 acre site zoned Industrial-2 District and Downtown Overlay District. The proposed building would be 6 stories tall (7 stories if including an above-ground basement level). This proposal requires Planning Commission approval for the following reasons:

- (A) It is for a building over 10,000 square feet in the Downtown Overlay District;
- (B) It is for a development in excess of 40 units per acre in the Downtown Overlay District (requested density of 160 dwelling units per acre);
- (C) It is a residential project in an industrial zoning district; and
- (D) The request involves a height increase above what is allowed in the base zoning district as allowed in the Downtown Overlay District (request is for 70' in the Downtown Overlay District where the underlying Industrial-2 District height limit is 50').

Contact: Janet Mountcastle – Cline Design Associates, PA



SP-57-12 / Link Apartments at Glenwood South – Site Location Map



SP-57-12/ Link Apartments at Glenwood South – Preliminary Site Plan

SUBJECT: SP-57-12 / Link Apartments at Glenwood South

CROSS-REFERENCE: SP-12-08 Powerhouse Plaza (previously approved for this site)

LOCATION: This site is located on the north side of West Jones Street, between its intersections with both North Harrington Street and North West Street, inside the City Limits.

REQUEST: This request is to approve a 70 foot tall 276,119 square foot 203 unit multifamily building on a 1.27 acre site zoned Industrial-2 District and Downtown Overlay District. The proposed building would be 6 stories tall (7 stories if including an above ground basement level). The ground floor space within the building would be comprised of residential lobbies, a clubhouse, fitness center, bicycle storage and six residential units as well as portions of the parking deck. The ground floor would also contain an outdoor pool and deck area. Floors two through six contain the remaining balance of the residential units. The northeastern portion of the site currently contains a separate network/fiber-optic switching station that is proposed to be retained on the site.

OFFICIAL ACTION: Approval with conditions

CONDITIONS OF APPROVAL: As noted on the Staff Report, attached

FINDINGS: The Planning Commission finds that , with the following conditions of approval being met, this request conforms to Chapter 2, Part 10, Sections 10-2047, 10-2051, 10-2107, 10-2103 subsections (c), (d), (e), (f) and (g), 10-2132.2, Chapter 3, Part 10, Sections 10-3001-3059. This approval is based on a preliminary plan dated 4/11/12, owned by Grubb Properties, Inc., submitted by Cline Design Associates, PA.

ADDITIONAL NOTES: There are no additional notes for this plan.

VARIANCES / ALTERNATES: A variance has been approved by the Public Works Director to allow placement of approximately 250' linear feet of 15" RCP at a 0.25% slope for the purposes of draining the sand filter and portions of the site. The City's Stormwater Design Manual ordinarily requires that storm pipes be laid at a slope no flatter than 0.5%. The proposed location is beneath the sidewalk, 10' behind the curb.

To PC: 5/14/13

Case History: xxxxx

Staff Coordinator: Eric Hodge, AICP

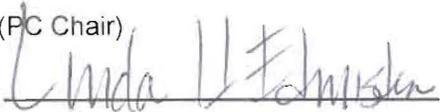
Motion: Butler
Second: Fleming
In Favor: Braun, Butler, Buxton, Fleming, Fluhrer, Harris Edmisten, Schuster and Terando
Opposed: xxxxx

Excused: Mattox

This document is a true and accurate statement of the findings and recommendations of the Planning Commission. Approval of this document incorporates all of the findings of the Staff Report attached.

Signatures: (Planning Dir.)

(PC Chair)



date: 5/14/13

date: 5/14/13



Staff Report

**RECOMMENDED
ACTION:** Approval with Conditions

**CONDITIONS OF
APPROVAL:** Planning Commission Actions:

- (1) That the Planning Commission finds that this site plan meets the standards for approval of a residential development in a Industrial-2 District located in the Downtown Overlay District in accordance with Code Section 10-2051, providing sufficient open space, parking, minimum net lot area, and minimum yard setbacks;
- (2) That the Planning Commission finds that this site plan meets the standards for approval of a residential development exceeding 40 dwelling units per acre density located in the Downtown Overlay District in accordance with Section 10-2051(d)(1)c by (A) being located within ¼ mile of a proposed Triangle Transit Authority rail transit station platform (determined by straight line from edge of platform to property line as called for in Tier 1 subsection 1.(iii) and (B) providing parking in a deck which meets the Code standards, Tier II subsection 3;
- (3) That the Planning Commission finds that the increase in building height to 70' is in accordance with the general plans for the physical development of the City as embodied in the current Raleigh Downtown Urban Design Guidelines;
- (4) That the Planning Commission finds that this site plan meets the standards of Code Section 10-2132.2(d).

Administrative Actions:

Prior to issuance of site review or construction drawings, whichever occurs first;

- (5) That the owner is to show how the sand filter complies with all major design criteria of the NCDENR BMP manual. This includes submittal of a seasonably high water table report from a Professional Engineer or Soils Scientist;
- (6) That a nitrogen offset payment must be made to a qualifying mitigation bank;
- (7) That a stormwater control plan with a site specific stormwater operations and maintenance manual and budget, shall be approved by the Stormwater Engineer in compliance with Part 10, Chapter 9 prior to site grading permit submittal or construction drawings, whichever occurs first. The operations and maintenance manual is to include all construction costs for the proposed stormwater devices used for compliance with Part 10, Chapter 9;

- (8) That as the proposed stormwater pipe system in the sidewalk along West Street does not meet the minimum 0.5% slope criteria as noted on page 12 of the City of Raleigh Stormwater Design Manual and the developer has however been granted a design exception by the Public Works Director, compliance with the conditions of the design exception will be confirmed at the time of site grading permit submittal or construction drawings, whichever occurs first.
- (9) That an encroachment agreement for landscaping in the public right-of-way and for the stormwater drainage systems that carry private drainage to be located within the public right-of-way (More specifically, the pipe outlet from the sand filter that ties into the storm system within West Street) is approved by the City Council by separate action. An application for encroachments into the public right of way as indicated on the preliminary plan, shall be submitted to the City's Encroachment Coordinator in the Public Works Department for review, and that the City Council approve the encroachment request. Following City Council approval of the encroachment, an encroachment agreement, prepared in accordance with Raleigh City Code Sections 12-1001 and 12-1021(a), shall be filed with the Public Works Department, and the encroachment agreement is to be recorded with the Wake County Register of Deeds. Maintenance of the encroachment shall be the responsibility of the owner. The encroachment shall be recorded prior to approval of construction drawings.

Prior to issuance of building permits:

- (10) That Payment in the amount of 24% of the total construction costs for the stormwater devices is to be paid to the City of Raleigh prior to building permit approval. The operations and maintenance manual is to note the amount of the payment equal to 24% of the total construction costs;
- (11) That all stormwater control measures and means of transporting stormwater runoff to and from any nitrogen and stormwater runoff control measures shall be shown on all plats for recording as private drainage easements. The private drainage easement is to tie to a public right of way;
- (12) That an encroachment agreement for any stoops, steps, plantings, planters, awnings, underground stormwater detention piping etc. to be located within the public right-of-way is approved by the City Council by separate action. An application for encroachment into the public right of way for the landscaping located within the right of way, as indicated on the preliminary plan, shall be submitted to the City's Encroachment Coordinator in the Inspections Department for review, and that the City Council approve the encroachment request. Following City Council approval of the encroachment, an encroachment agreement, prepared in accordance with Raleigh City Code Sections 12-1001 and 12-1021(a), shall be filed with the Inspections Department, and that the encroachment agreement is to be recorded with the Wake County Register of Deeds. Maintenance of the encroachment shall be the responsibility of the condominium association and the developer;
- (13) That a landscape permit is obtained from the urban forester for landscaping in the public right-of-way;
- (14) That the City Attorney approve a sidewalk easement for the portion of the proposed pedestrian ways on private property adjacent to public right of way. This easement shall be shown my map and deed description;

- (15) For residential developments with a single structure, financial security equal to 1.5 time the cost of public or private improvements will be provided to the Public works Department for any uncompleted portions of roadway extensions for public and private streets;

Prior to issuance of a certificate of occupancy permit:

- (16) That all public improvements are accepted by the Public Works Department for acceptance for maintenance of public streets;
- (17) That the applicant submits as built drawings for approval by the Public Works Department for all stormwater facilities;

ZONING:

ZONING DISTRICTS: Industrial-2 District and Downtown Overlay District

SETBACKS / HEIGHT: This plan conforms to all minimum setback standards. Front yard = 5', rear yard = 38', corner side yard = 0'-2'. In keeping with the Downtown Overlay District, the Site Plan approval standards and the Raleigh Downtown Urban Design Guidelines, the Planning Commission may approve increases in height. The proposed height of this building is 70 feet.

PARKING: Off-street parking conforms to minimum requirements: 187 spaces required, based on one parking spaces per unit with a 16 unit exemption provided by the Downtown Overlay District. 240 spaces are provided within a 3 level semi-subterranean parking structure. The deck is proposed to have two access points one onto North West Street and one onto North Harrington Street.

LANDSCAPING: This specific area does not yet have an adopted streetscape plan, however, Jones Street has been designated as a "Green Street" in the City's Comprehensive Plan. It is anticipated that future improvements along the other two streets will largely complement the Glenwood South Streetscape Plan. The proposal includes street yard landscaping in conformity with that goal using tree grates versus a planting island as well as a strip of permeable pavers along Jones Street. This is a high density use under Section 10-2082.9. Transitional protective yards are not required given surrounding uses and zoning.

TREE CONSERVATION: This site is less than 2 acres in size; it is a non-residential, development adjacent to a thoroughfare, and there are no areas present within the 50 ft. thoroughfare yard containing a minimum basal area of 30. Therefore, compliance with the Tree Conservation Ordinance is not required.

DEVELOPMENT DENSITY: With 203 dwelling units proposed on a 1.27 acre site, the proposed density of the project equates to 160 units per acre. The applicants are allowed increases in residential densities in excess of 40 units per acre through the Downtown Overlay District and compliance with the tiered standards for additional density. For each Tier 1 and Tier 2 standard specified in the Downtown Overlay District that the Planning Commission finds the plan compliant with, an increase in density of 60 units per acre is allowed. The project's proposed density is 160 dwelling units per acre. In order to achieve this density, the project would have

to meet at least two of the tiered density standards. The applicants purport that the plan meets one Tier 1 standard and one Tier 2 standard. These standards are listed below:

- 1. **Location:** (Tier 1 Standard granting an additional 60 units per acre)
The proposed development is located within one-quarter (1/4) mile of an existing or proposed Triangle Transit Authority rail transit station platform (determined by straight line from edge of platform to property line).
The subject property is within 1/4 mile of a proposed TTA rail transit station platform.

- 2. **Parking Deck:** (Tier 2 Standard granting an additional 60 units per acre)
At least 80% of the off-street parking spaces provided are contained in a multilevel parking structure that is visually integrated into the principle building and designed to be compatible with other buildings on the site by using compatible building materials and architectural designs, as reflected in scale, color, texture, fenestration, width, height, roof lines, and other similar architectural gauges. No more than 75' total of the ground level of the sides of the building or parking deck (measured 20' deep from the façade of the building) located on the sides of the lot fronting a public street shall be devoted to parking driveways and/or loading areas.
All proposed parking is within a parking deck that is visually integrated into the proposed building and meets the design constraints of this standard.

PHASING: This is a single phase development.

OPEN SPACE: The Downtown Overlay District calls for a minimum of 5% of the total land area of the development be set aside as open space. "Open Space" shall include greenways and any common outdoor landscaped and recreation spaces; outdoor decks, roof gardens and other similar outdoor community space accessible to and available for use by all residents of the development. Based on the property's acreage, the base minimum amount of open space required for the tract is 2,766 square feet. The applicants plan contains a minimum of 9,503 square feet of open space provided through an outdoor pool area (3,527 SF) and a second floor courtyard (5,976 SF) both of which meets the standards of the Downtown Overlay District.

UNITY OF DEVELOPMENT: Unity of development and sign criteria are not required in this development.

COMPREHENSIVE PLAN:

GREENWAY: There is no greenway on this site.

THOROUGHFARE / COLLECTOR PLAN: No dedication of right-of-way or construction of any additional streets was required by the Thoroughfare and Collector Street Plan. The existing right-of-way width for the surrounding streets is 66'.

TRANSIT: No transit-oriented features of this site are incorporated into the proposed plan. This site is presently not directly served by the existing transit system but is within walking distance of several existing transit routes and a proposed commuter rail station. Light rail is also contemplated along North Harrington Street in the future with a platform in this vicinity.

COMPREHENSIVE

PLAN: This site is located in the North Central Citizen Advisory Council, in an area designated as Central Business District on the future land use map. The Central Business District category is intended to enhance Downtown Raleigh as a vibrant mixed use urban center Staff has reviewed the following Comprehensive Plan policies:

Policy LU 5.1—Reinforcing the Urban Pattern

Policy T 2.9—Curb Cuts

Policy T 5.2—Incorporating Bicycle and Pedestrian Improvements

Policy T 5.10—Building Orientation

Policy UD 1.2—Architectural Features

Policy UD 1.3—Creating Attractive Facades

Policy UD 1.4—Maintaining Facade Lines

Policy UD 2.1—Building Orientation

Policy UD 2.2—Multi-modal Design

Policy UD 2.3—Activating the Street

Policy UD 2.6—Parking Location and Design

Policy UD 2.7—Public Open Space

Policy UD 3.8—Screening of Unsightly Uses

Policy UD 6.1—Encouraging Pedestrian-Oriented Uses

Policy UD 6.4—Appropriate Street Tree Selection

Policy UD 7.3—Design Guidelines

Policy DT 1.16—High Density Public Realm Amenities

Policy DT 2.7- Ped-Bike Benefits on Green Streets- **Jones Street**

*For all public / private sector design and traffic engineering / operations decisions made for the Green Streets shown on **Map DT-4**, pedestrians, bicyclists, and environmental benefits should be given equal priority to vehicular traffic flow and other street functions, including but not limited to parking and loading functions.*

Policy DT 2.8—Priority Pedestrian Streets – **West and Harrington Streets**

*For all public / private sector design and traffic engineering / operations decisions made for Priority Pedestrian Streets shown on **Map DT-4**, the needs, safety, and comfort of pedestrians should be given priority.*

Policy DT 3.2 Ground Floor Uses on Secondary Retail Streets **West and Harrington Streets**

*New development should dedicate at least 50 percent of its linear frontage along the public right-of-way of Secondary Retail Streets as identified on **Map DT-5** for ground-floor space designed and constructed for the uses encouraged on primary streets or service retail and professional services including but not limited to: fitness centers, dry cleaners, shoe repair, and medical offices.*

Policy DT 7.4—Building Entries

Policy DT 7.5—Ground Level Design

The ground level of every building should engage the pedestrian with multiple entrances, large transparent windows at the pedestrian level, creative signage, and a high level of articulation and pedestrian scale building materials on all elevations. Also, the ground level of every building should provide pedestrian amenities such as adequate lighting levels and protection from the elements. This can be accomplished through the use of façade mounted lighting elements, canopies and awnings, and arcades.

Policy DT 7.6—Minimizing Service Entrance Visibility

Service entrances and functions should be located internal to the building- in alleys or in parking decks. Their presence on the public right of way should be minimized.

Policy DT 7.19—Downtown Design Guideline Consistency (all guidelines apply to the project. The ones in the table below are particularly relevant.

Table DT-1 Downtown Urban Design and Facade Grant Guidelines

#	Guideline
2	Loading or service entrances should be embedded within the block where possible. If embedding the loading dock is not possible, the loading dock should be located to the side or rear of a building. The width should be minimized and doors or gates should shield the loading docks from view. Roll down gates should be decorative if facing the public realm.
4	Mechanical equipment, satellite or microwave dishes, elevator penthouses, and other utilitarian equipment should be screened from view by a structure that complements the design of the building through the use of similar materials, colors, finishes, and architectural details. Views from buildings above should also be considered when designing rooftop mechanical equipment.
5	The widths of all curb cuts at parking deck entrances should be minimized, and design techniques such as lane splits should be used within the deck to encourage consolidated single exit or entrance lanes at the street side and / or columns between lanes to reduce the perceived size of the openings while maintaining adequate ingress and egress capacity to provide efficient operations and meeting air quality conformity.
6	Building entries should be emphasized with architectural features, changes in roofline, different massing, or unique materials.
7	The primary pedestrian building entrances should be located along the store front. For buildings that front on 3 streets, the primary pedestrian entrances should be located on the axial street or the corner if the building is located at an intersection.
8	Building entries should be at grade.
9	The level of architectural detail should be most intense at street level, within view of pedestrians on the sidewalk.
10	The use of solid roll-down security gates is discouraged.
11	Facades should be broken into distinct 20-30 foot modules or bays from side to side to prevent a monolithic edge to the street.
12	Large unarticulated walls are discouraged, and should have a window or functional public access at least every 10 feet.
13	The articulation of the façade should be designed to appear more vertical than horizontal.
14	Entries that provide access to a building's upper floors should be located along a street to promote street life. They should be designed as separate entries, and distinguished from ground level spaces with different architectural details, materials, colors, lighting, signage, and / or paving so that it is clear which entries are public and which are private.
15	Recessed entries are encouraged. They should be no wider than one-third of the width of the storefront or 20 feet, whichever is less. Recessed entries should be a minimum of 4 feet deep, except where necessary to meet fire code.
16	A minimum of 2/3 of the first story facade should be windows. Of the total amount of glass on the first floor façade, a minimum of 85% must be transparent. Tinted or reflective glass is discouraged. First story windows should be located a maximum of three (3) feet above the adjacent sidewalk
20	The use of deep awnings and canopies on the first story is recommended to help mitigate wind, reduce glare, and shade ground level spaces.

#	Guideline
28	Public art, performance facilities and/or civic monuments should be an integral part of any building plan.
29	Fences, railings, and walls are discouraged except to screen surface parking lots and unimproved lots, to protect pedestrians from grade changes, and to delineate a private courtyard. Fences are preferred over walls except where designed to hold grade.
30	Fences should be a minimum of 36 inches and a maximum of 42 inches tall and a minimum of 70 percent open. Railings should be 42 inches tall. Solid walls should be a minimum of 18 inches and a maximum of 32 inches tall.
34	The principal building entrance should be easily identified by building features and landscape elements; additional public entrances should be provided at every street face
35	Building materials should be of stone, brick, or similar durable, high quality materials. Building form, articulation and materials should respect and be sympathetic to the major governmental and institutional buildings in the area.
36	Preferred materials (other than glass) include metal, brick, stone, concrete, plaster, and wood trim and discouraged materials include vinyl siding, pressed wood siding, and exterior insulated finishing systems (EIFS).
39	Building corners that face an intersection should strive for a distinctive form and high level or articulation.
40	Buildings may step back further at intersections in order to articulate the corners.
42	Flat roof buildings should have decorative parapets with elements such as detailed cornices, corbeling, applied medallions or other similar architectural treatments.

HISTORIC / DISTRICTS:

The existing building is not a designated Historic Structure. This site is not located in or adjacent to a designated Historic District.

APPEARANCE COMMISSION:

The Appearance Commission has made the following comments on this preliminary plan. Shown below are comments and applicant responses:

Comment	Response
The Commission recommends applicant to consider leasing office and other ground floor space be designed to be convertible for retail space in the future.	Response: All ground floor space has been carefully designed with the intent to be flexible for future retail use. Ground floor entrances are treated with canopies and transparent glazing. Both the Leasing Center at the corner of West & Jones Streets and the Club/Amenity space on West Street address the public right of way with tall storefront systems & vision glass, creating a commercial "retail-like" façade at the street level. On Harrington Street, large storefront openings are planned for the spaces currently designated as Cycle Center and Maintenance. This will -provide visual interest at the sidewalk and ease of conversion if future retail use becomes feasible. The Cycle Center is conceived as a resident amenity for bike storage and service, but could also take on

additional importance if future mass-transit plans are realized. All of these areas are within the concrete podium portion of the building, so future reconfiguration of interior space would not require costly alteration of structural systems.

The Commission suggests increasing the level of articulation of retaining wall on Jones St. or consider use of green wall.

Response: The project team is considering various options for creating visual interest at this wall. Masonry detailing, such as banding, projected/recessed courses and/or pattern variation are being explored. Possible signage and/or graphic applications are also being reviewed. While a "green screen" was initially considered, this was deemed unfeasible due to the viability of the plant material in that space and the long-term maintenance concerns. It is important that our design decision here is not only of high quality today, but also in the long term.

The Commission recommends applicant use high quality, high performance materials with integral color; limit the use of board and batten, caulked joint detailing on exterior of building.

Response: The project team is considering various options for cladding systems, consisting primarily of brick masonry veneer, hard-coat stucco and fiber-cement panel systems. The team feels that it is important to articulate the façade with multiple materials and colors to create visual interest and scale. The quality, detailing and assembly of these materials & systems are important to the developer and project team, and will be assessed & monitored during the design and construction process.

The Commission recommends increasing the fenestration and break up the verticality of façade. The Commission would also encourage the balcony fenestration remain as a building element made of durable material.

Response: The project team has carefully considered the design and placement of fenestration, based on the building use, construction type and location. Large storefront openings are created at the ground level as noted above. At the wood-frame residential areas, a combination of patio door units and large windows will provide ample light and views for the tenants. The project team shares the opinion that the balconies are an important articulating component of the design, and will explore detailing options based on constructability, resistance to moisture infiltration

and budgetary considerations.

The Commission suggests applicant to include street level entrances to the residential units on the corner of Jones St.

Response: Stoops are not feasible along Jones St., due to the structured parking directly behind the wall and the inability to extend construction into the public right-of-way. The one exception is a corner unit at Harrington and Jones which we may be able to redesign for street access. Though we believe the elevated units without stoops provide a level of privacy and security that is typically a concern for prospective residents. We will continue to explore this option with the Operations and Design teams.

**SUBDIVISION
STANDARDS:**

BLOCK LAYOUT: The existing street layout conforms to City Code, providing for efficient circulation of traffic within the entire neighborhood area.

PUBLIC UTILITIES: City water and sewer services are available. The developer is responsible for installation of all lines necessary to provide service to this site.

SOLID WASTE: Refuse collection will be by means of a private contractor. The refuse collection facility will be located along the North West Street side of the building behind screening gates. These facilities must meet the standards set forth in the City's Solid Waste Design Manual.

CIRCULATION: Proposed street improvements including curb, gutter, sidewalks and driveways shall conform to normal City construction standards.

PEDESTRIAN: Proposed sidewalk locations conform to City regulations. A 14' sidewalk is required and proposed along the entirety of the property's Jones, Harrington and West Street frontage. As allowed by Code, portions of the 14' or greater width sidewalk requirements are being met on private property in varying widths. A public sidewalk easement is required for these areas.

FLOOD HAZARD: There are no flood hazard areas on this site.

STORMWATER MANAGEMENT: This site is subject to stormwater management. Stormwater nitrogen reduction and stormwater runoff control are required for this subdivision by City code Part 10, Chapter 9. A sand filter and one time buy down to NCEEP are proposed to satisfy water quality requirements. Attenuation for water quantity is not required as the site plan meets the exemption as noted in 10-9023 (b) (1) of the Raleigh City Code. A variance has been approved by the Public Works Director to allow placement of approximately 250' linear feet of 15" RCP at a 0.25% slope for the purposes of draining the sand filter and portions of the site. The proposed location is beneath the sidewalk, 10' behind the curb. The City's Stormwater

Design Manual ordinarily requires that storm pipes be laid at a slope no flatter than 0.5%.

**WETLANDS
/ RIPARIAN
BUFFERS:**

No wetland areas or Neuse River riparian buffers are required on this site.

**OTHER
REGULATIONS:**

Developer shall meet all City requirements, including underground utility service (§10-3059), flood protection measures (Part 10, Chapter 4), and the soil erosion ordinance (Part 10, Chapter 5), unless specifically varied by this approval.