RESOLUTION NO. 2013 – 739

A RESOLUTION TO AMEND THE 2030 COMPREHENSIVE PLAN

CP-1(B)-13

WHEREAS, the purpose of the 2030 Comprehensive Plan is to provide policy guidance to elected and appointed officials, City staff and the general public; and

WHEREAS, the future land use map is the guiding policy document to be used for rezoning actions; and

WHEREAS, the amendments to the Future Land Use categories and associated text are compatible with the Unified Development Ordinance

WHEREAS, the adoption of the Unified Development Ordinance completed several Action Items within the Comprehensive Plan

WHEREAS, these enhancements were reviewed and discussed with public input; then

THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF RALEIGH, NORTH CAROLINA that the 2030 Comprehensive Plan be amended to include the edits identified as CP-1(B)-13.

Adopted: April 2, 2013

Distribution: Planning – Silver, Bowers, Crane, Wingo

Comprehensive Plan Recommendations

The following Comprehensive Plan Amendments are being proposed in conjunction with the Unified Development Ordinance. The proposed amendments are divided into two sections: Future Land Use and Urban Design. Section 1 includes all proposed amendments to Future Land Use section within the Land Use Element of the plan. There are four requests to amend the text within this section of the plan. The proposed changes include several text amendments, policy amendments as well as the introduction of height standards designated by Future Land Use. The text to be removed is shown as strikethrough and new text is shown as bold.

Section 2 includes amendments proposed within the Urban Design element of the plan. There are a total of 20 amendments proposed within this section, including the introduction of the City of Raleigh Urban Form Map, as well as several policies detailing frontage standards that will correlate with the proposed map.

Section 1—Future Land Use

Item 1.1: Land Use Element – Future Land Uses
The request would alter text within the definitions of Future Land Use Categories on pages 32-36.

The Future Land Use designations would be updated to coincide with the Unified Development Ordinance. The mixed use zoning districts in the UDO removes density limitations and replaces with height caps. The Unified Development Ordinance will also introduce building height limitations based on zoning. Staff is proposing an alteration to the future land use categories to align the guidance with the direction of the UDO. Reference to legacy zoning districts would be removed and replaced with UDO zoning districts. Reference to cluster developments would be replaced with conservation subdivisions.

The proposed edit would modify the land use categories as follows:

Rural Residential (1 unit per acre and under)

This category is generally mapped over areas zoned "**R1**~~RR~~" (or areas in the ETJ/ USA with rural residential land use designations and rural County zoning) where intensification to more urban uses is not expected due to watershed constraints and existing fragmented parcel patterns. Rural Residential areas are generally developed with "ranchettes," hobby farms, estates, large-lot subdivisions, or clustered housing with large common open space areas. The intent of this designation is to preserve the rural character of these areas and achieve compatible resource conservation objectives such as watershed conservation and tree protection. Overall densities in these areas would be less than one unit per acre, although clustered housing on large tracts could result in small pockets of more densely developed land.

Low Density Residential (1-6 units per acre)

This category encompasses most of Raleigh's single family detached residential neighborhoods, corresponding roughly to the R-2, R-4, and R-6 zoning districts (but excluding parks within these districts). It also identifies vacant or agricultural lands—in the city and in the county—where single family residential use is planned over the next 20 years. ~~Clustered housing, duplexes, and other housing types would be consistent with this designation as long as an overall gross density not exceeding 6 units per acre was maintained.~~ **Smaller lots, townhouses and multifamily dwellings would only be appropriate as part of a conservation subdivision resulting in a significant open space set-aside.** As defined in the zoning regulations, manufactured home parks could also be appropriate in this land use category.

Moderate Density Residential (6-14 units per acre)

This category applies to some of the city's older single family residential neighborhoods, along with newer small lot single family subdivisions and patio home developments. Other housing types **including townhouse and multifamily dwellings** would be consistent with this designation as long as an overall gross density not exceeding 14 units per acre was maintained. Gross density in these areas would be 6 to 14 units per acre**, ~~with higher densities only available through conservation development with a significant open space set-aside~~**. ~~The SPR-30 (Special Residential -30) zoning district could also be appropriate in this land use category. Other~~ Corresponding zoning districts are R-6 and R-10, **or RX conditioned to limit density.**

Medium Density Residential ~~(14-28 units per acre)~~

This category applies to garden apartments, townhomes, condominiums, and ~~one- to three-story~~ suburban style apartment complexes. It would also apply to older neighborhoods with a mix of single-family and multi-family housing ~~with gross densities in the 14-28 unit per acre range.~~ **RX zoning with a three or four story height limit is appropriate for these areas, ~~although five stories could be appropriate if coupled with enhanced amenities, more open space, or superior design.~~** ~~Most of these areas are zoned R-15 and R-20.~~

High Density Residential ~~(28 units per acre or more)~~

This category would apply to apartment buildings and condominiums. Conforming zoning **would consist of the RX district with a height limit of 5 to 12 stories, depending on location and context.** ~~districts would include R-30.~~ Although this is a residential zone, ground floor retail uses (with upper story housing) may be appropriate ~~permitted~~ under certain circumstances. Comprehensive Plan Land Use Element policies should be consulted for additional guidance.

Office Residential—Mixed-Use

This category is applied primarily to frontage lots along thoroughfares where low density residential uses are no longer appropriate, as well as office parks and developments suitable for a more mixed-use development pattern. This category encourages a mix of ~~moderate to medium density~~ residential and office use. Retail not ancillary to an employment use is discouraged so that retail can be more appropriately clustered and concentrated in retail and mixed-use centers at major intersections and planned transit stations. **OX is the closest corresponding zoning district.** ~~The Office and Institution zones provide the closest match with the proposed use pattern, although~~ Higher-impact uses such as hotels are not contemplated or recommended in this land use category **except as limited uses in appropriate locations. Heights would generally be limited to four stories when near neighborhoods, with additional height allowed for larger sites and locations along major corridors where adjacent uses would not be adversely impacted.**

Neighborhood Mixed-Use

This category applies to small-scale neighborhood shopping centers and small pedestrian-oriented retail districts. The service area of these districts is generally less than one mile. Typical uses would include corner stores or convenience stores, restaurants, bakeries, supermarkets (other than super-stores/centers), drug stores, dry cleaners, video stores, small professional offices, retail banking, and similar uses that serve the immediately surrounding neighborhood. ~~While this is primarily a commercial category,~~ **Residential and** mixed use projects with upper story housing would also be supported by this designation. ~~Most of the areas mapped with this designation are currently zoned NB (Neighborhood Business) or SC (Shopping Center).~~ Where residential development complements commercial uses, it would generally be in the ~~Moderate to~~ Medium density range ~~(less than 28 units per acre)~~.
~~Multiple zoning districts could be developed for this category in the future, recognizing that some of the designated areas are established neighborhood "main streets" and others are suburban auto-oriented shopping plazas or strip centers. Although housing would be allowed in all cases, there could be greater incentives for "vertical mixed use" or higher density housing (up to 40 units per acre)~~ **NX is the most appropriate zoning district for these areas. Heights would generally be limited to three stories, but four or five stories could be appropriate in walkable areas with pedestrian-oriented businesses.** ~~where these zones adjoin future transit stations, or are on traditional "walking" streets.~~

Community Mixed-Use

This category applies to medium-sized shopping centers and larger pedestrian-oriented retail districts such as Cameron Village. Typical commercial uses include supermarkets, larger drug stores, department stores and variety stores, clothing stores, banks, offices, restaurants, movie theaters, hotels, and similar uses that draw from multiple neighborhoods. Development intensities could be higher than in Neighborhood Center areas, with mid-rise buildings as well as low rise buildings. Where residential development occurs, ground floor retail would be encouraged and

minimum **building heights** ~~density standards~~ **might be applied in transit-rich ~~TOD~~ areas. Heights would generally be in the three to five story range, although additional height up to 12 stories would be appropriate in TOD areas and at the core of mixed-use centers.** ~~Densities would generally be in the Medium range (14-28 UPA); although High Density (up to about 70 units per acre) would be appropriate around proposed transit stations and along transit-intensive corridors. Most of these areas are now zoned SC and O&I-1. A few are zoned O&I-2.~~ **CX is the primary corresponding zoning district for these areas. Appropriate urban form standards for frontage should be applied,** ~~Multiple zoning districts could be developed for this category in the future,~~ recognizing that some of the designated areas are established neighborhood "main streets" and others are suburban auto-oriented shopping plazas or strip centers **fronting on high-volume arterial roadways.** ~~Although housing would be allowed in all cases, there could be greater incentives for "vertical mixed use" or higher density housing where these zones adjoin future transit stations, or are on traditional "walking" streets.~~ For both this category and Neighborhood Mixed Use, **greater height** ~~higher densities~~ should **include appropriate transitions and** be accompanied by ~~enhanced public benefits and amenities and~~ **a pedestrian-friendly relationship to the public realm**.

Regional Mixed-Use

This category applies to the Triangle Town Center area, the Brier Creek area, and the North Hills/Midtown and Crabtree Centers. The intent is to identify the major retail and service hubs that draw customers from across the city. These areas may include high-density housing, office development, hotels, and region-serving retail uses such as department stores and specialty stores. **These areas would typically be zoned CX. Heights could be as tall as 12 to 20 stories in core locations, but should taper down to meet the context of surrounding development. As in other mixed-use areas, taller buildings should be accompanied by enhanced pedestrian amenities.** ~~The areas with this designation are currently zoned O&I-2, SC, and TD.~~

Central Business District

This category applies to the Raleigh Central Business District, and is intended to enhance Downtown Raleigh as a vibrant mixed use urban center. The category recognizes the area's role as the heart of the city, supporting a mix of high-intensity office, retail, housing, government, institutional, visitor-serving, cultural, and entertainment uses. Multiple zoning districts **might** apply within the CBD, corresponding to the different character and vision for its various neighborhoods, **with DX being the primary district for the mixed use core of downtown. Heights in the downtown could reach as high as 40 stories in the core, but would taper down to meet the adjacent neighborhoods at a height of three to four stories.** ~~The maximum residential density in this area would be 320 units per acre, with densities tapering off towards edge areas adjacent to established residential neighborhoods, but not falling below 40 units per acre. The closest conforming zoning district to this designation is "Bus" (Business) with DOD (Downtown Overlay District).~~

Office/ Research and Development

This category identifies major employment centers where housing is not considered an appropriate future land use. Principal uses are office parks, free-standing office buildings or corporate headquarters, banks, research and development uses, hotels, and ancillary service businesses and retail uses that support the office economy. This category can also apply in appropriate locations to office-industrial hybrids such as light fabrication and assembly ancillary to an R&D use, flex parks, and office-distribution combinations. **OP is the most appropriate zoning district for this category, although OX could be used if conditioned to restrict housing development.** ~~Most of these areas are currently zoned O&I-1, O&I-2, O&I-3, or Thoroughfare District (TD).~~

Business and Commercial Services

This category is for higher-impact or "heavy" commercial activities that would not be compatible with residential uses, or that have locational needs (such as thoroughfare or interstate frontage) that are not conducive to mixed use development. Examples would include auto dealerships, auto repair and service businesses, lumberyards, nurseries, contractor suppliers, warehousing, printers, truckstops, distribution centers, and other uses that are quasi-industrial or highway-oriented in character. **These areas would generally be zoned IX. Housing would be limited, but live-work units or housing combined with an employment-generating ground floor could be permitted in certain locations.** ~~Most of these areas are currently zoned TD and I-1.~~

General Industrial

This category designates areas programmed for industrial land uses, including manufacturing, concrete plants and other extractive industries, junkyards/ scrap yards, and outdoor storage uses. These uses tend to have greater impacts than the commercial service uses, and may require additional buffering or separation from nearby uses. Some of these uses are dependent on rail for freight movement, and others require convenient thoroughfare or interstate access for truck deliveries and shipments. ~~Most of these areas are zoned I-1 and I-2~~. Railyards, power plants, and similar uses are also included in this designation. **Most of these areas should be zoned IH to prevent use conflicts with housing or retail.**

Institutional

This category identifies land and facilities occupied by colleges and universities, large private schools, hospitals and medical complexes, religious organizations, and similar institutions. Smaller institutional uses such as churches are generally not mapped unless they are sites that are more than two acres in size. Institutional properties may be public or private. **While institutional uses are permitted in a variety of zoning districts, large institutions in a campus setting such as universities and major hospitals are appropriately zoned CMP.**

Item 1.2: Land Use Element – Future Land Uses
The request would introduce Table LU-2 in the Land Use Element of the plan. The proposed table would designate recommended building heights for each specific Future Land Use category.

This item would provide guidance for mapping a height category in conjunction with a mixed use zoning district. Because the density ranges have been removed, intensity will be defined by the maximum height permitted. The new table would identify the appropriate height for the future land use categories. The UDO prescribes detailed building heights measured by number if stories for each zoning district. The inclusion of this text and corresponding table into the Comprehensive Plan will create policy guidance for rezonings to the new mixed use districts.
The proposed amendment would insert a new table into the plan, with the associated table description below.

Heights in Mixed Use Land Use Categories

Table LU-2 sets forth the preferred building height ranges for the multifamily and mixed use land use categories. This table should be used as a guide to determining appropriate building heights when property is rezoned using one of the mixed use districts in the Unified Development Ordinance. It is not intended to supersede the height permitted on any property under its current zoning. Appropriate building heights will vary based on context, and the appropriate height provided through future zoning actions should be determined based on site-specific characteristics and with reference to the relevant Comprehensive Plan Policies.

The table defines recommended height according to one of three contexts: Edge, Core/Transit, or General. A large development site (more than 30 acres, collectively) may have a Core/Transit condition near the center of the property, an Edge condition where building heights taper to meet surrounding context, and a General condition in between. The areas are defined as:

- **Edge areas are located within 100 to 150 feet of a low- to moderate-density residential area zoned for 3-story development. Permitted height in edge areas should generally match the surrounding area and not exceed 4 stories when located directly adjacent to existing three story structures.**

- **Core/Transit areas refer to areas located within the core of a mixed-use center of about 30 acres or more; within a quarter mile of a fixed-guideway transit stop; or fronting along a corridor programmed for high-capacity, frequent bus transit. In employment areas, taller buildings may also be contemplated on large sites with adequate buffers from low-scale areas, such as Highwoods.**

- **General areas refer to locations not corresponding to the above guidelines. Buildings in these areas can be taller than in edge locations, but should not be as tall as core locations.**

While the above guidance is generally applicable, adopted area plans may provide further definition of these three areas or recommend particular height categories.

	Recommended **Height Designations** ~~Building Heights~~		
Category	Core/Transit	General	Edge
Medium Density Residential	**Min. of 2 stories** **Max. of** 5 stories	**Max. of** ~~3 –~~ 4 stories	3 stories
High Density Residential	**Min. of 2 stories** **Max. of** ~~7 –~~ 12 stories	**Max. of** ~~3 –~~ 5 stories	**Max. of** ~~3 –~~ 4 stories
Neighborhood Mixed Use	**Min. of 2 stories** **Max. of** 5 stories	**Max. of** ~~3 –~~ 4 stories	3 stories
Community Mixed Use	**Min. of 2 stories** **Max. of** ~~7 –~~ 12 stories	**Max. of** ~~3 –~~ 5 stories	**Max. of** ~~3 –~~ 4 stories
Regional Mixed Use	**Min. of 2 stories** **Max. of** ~~12 –~~ 20 stories	**Max. of** ~~5 –~~ 7 stories	**Max. of** ~~3 –~~ 4 stories
Central Business District	**Min. of 3 stories** **Max. of** ~~20 –~~ 40 stories	**Max. of** ~~5 –~~ 12 stories	**Max. of** ~~3 –~~ 4 stories
Office-Residential Mixed Use	**Min. of 2 stories** **Max. of** ~~5 –~~ 7 stories	**Max. of** ~~3 –~~ 5 stories **for office; max. of 4 stories residential and/or mixed use**	**Max. of** ~~3 –~~ 4 stories
Office/Research & Development	**Min. of 2 stories** **Max. of** ~~7 –~~ 12 stories	**Max. of** ~~5 –~~ 7 stories	**Max. of** ~~3 –~~ 4 stories

Item 1.3: Land Use Element – Future Land Uses
The request would alter Policy LU 1.2 on page 36 of the document.

Policy LU 1.2 – Future Land Use Map and Zoning Consistency
The Future Land Use Map shall be used in conjunction with the Comprehensive Plan policies to evaluate zoning consistency including proposed zoning map amendments and zoning text changes. ~~The Future Land Use Map shall not be used to review development applications which do not include a zoning map or text amendment.~~ *See Text Box: Evaluating Zoning Proposals and Consistency with the Comprehensive Plan. (3,4,5,6)*

Item 1.4: Multiple Element Sections
The request would remove several Action Items from multiple Elements throughout the Comprehensive Plan. This list of items will be implemented with the adoption of the Unified Development Ordinance and should therefore be removed from the Plan document. The Action Items are listed in sequential order, grouped by Element.

Land Use Element

~~LU 1.1 Zoning Update~~
~~Update the Zoning Ordinance to reflect the Future Land Use Map classifications and associated land use recommendations.~~

~~LU 1.2 Zoning Innovations~~
~~Study the incorporation of new tools into the Zoning Ordinance, such as Floor Area Ratios to control building bulk, form-based overlays, and performance-based zoning.~~

~~LU 1.5 Incorporate Adopted Regulations into Zoning~~
~~Incorporate all development regulations currently located in adopted plans into the Zoning Ordinance, including the standards from Streetscape and Parking Plans for Pedestrian Business Overlay Districts.~~

~~LU 1.6 Update Subdivision and Site Plan Regulations~~
~~Update the subdivision and site plan regulations to reflect that if there is a conflict between the Comprehensive Plan and the Zoning Code, the Zoning Code shall apply.~~

~~LU 2.2 Zoning for Smarter Growth~~
~~During the update of the development regulations, consider changes to existing zoning districts or the creation of new districts that will result in development patterns that implement the City's land use policies for more walkable, transit supportive, and compact development. Consider the use of minimum densities and requirements for more integrated mixed use development.~~

~~LU 2.3 Strengthening Site Plan Standards~~
~~As part of the update of the City's development regulations, seek ways to improve the site plan review process by adopting more objective review standards, strengthening the standards for administrative review, and broadening the range of site plans that are reviewed administratively.~~

~~LU 2.4 Linking Development and Infrastructure~~
~~During the update of the development regulations, consider regulations that would require the appropriate public infrastructure and facilities to be programmed before new development is permitted.~~

~~LU 2.7 Land Conservation Approaches~~
~~During the update of the development regulations, consider regulatory approaches that promote land conservation and retard urban sprawl within Raleigh, especially in areas planned for Rural Residential on the Future Land Use Map. Such approaches may include a mandatory cluster provision. Cluster development refers to building homes on smaller lots while maintaining a minimum portion of the site as open space. This is a density-neutral technique in that the same number of homes is built as the zoning originally permitted.~~

~~LU 4.1 Accommodating Mixed Uses~~
~~During the update of the City's development regulations, revise the zoning regulations to permit mixed-use, including retail uses, in appropriate areas.~~

~~LU 4.2 Connective Site Design~~
~~Amend site plan submittal standards to require provision of site improvements that support connective site design for the future development of contiguous properties, such as inter-parcel access, stub streets and sidewalks, greenway connectivity, and grading elevations.~~

~~LU 5.1 Buffering and Screening Regulations~~
~~During the update of the City's development regulations, review and amend the buffering and screening requirements between high-intensity land uses and lower-density residential uses. Differentiate between contexts where buffering is the preferred option, and contexts where an urban design solution (integration of height and building elements) is appropriate.~~

~~LU 5.2 Interface Area Standards~~
~~Work with citizens and the development community to define transition or "interface" areas for those areas planned for higher and more dense commercial development that are adjacent to lower density residential areas or designated historic districts and structures. Define tapering standards or establish building "step-backs."~~

~~LU 5.3 Zoning Changes to Reduce Conflicts~~
~~As part of the revisions to the zoning regulations, develop text amendments that:~~

- ~~Define appropriate buffering, screening, and landscaping requirements along the edges between residential and commercial and/or industrial zones;~~

- ~~Identify appropriate urban design treatments for managing transitions in mixed-use and urban settings;~~

- ~~More effectively manage the non-residential uses that are permitted as a matter of right within commercial and residential zones to protect neighborhoods from new uses which generate external impacts, including institutions such as schools, churches, and daycares;~~

- ~~Ensure that the height, density, and bulk requirements for commercial districts balance business needs with the need to protect the scale and character of adjacent residential neighborhoods; and~~

- ~~Provide for ground-level retail where appropriate while retaining the residential zoning along major corridors.~~

~~LU 6.1 Zoning Standards for Mixed Use~~
~~Revise the Zoning Ordinance to modify setback and buffering to the site design requirements within designated mixed-use centers and mixed-use zoning districts to ensure compatibility and encourage dynamic communities.~~

~~LU 7.1 Zoning Changes to Reduce Land Use Conflicts in Commercial Zones~~
~~As part of the update of the zoning regulations, consider text amendments that:~~

- ~~More effectively control the uses that are permitted as a matter of right in commercial zones;~~

- ~~Avoid the excessive concentration of particular uses with the potential for adverse effects, such as convenience stores, fast food establishments, and liquor-licensed establishments; and~~

- ~~Consider performance standards to reduce potential conflicts between certain incompatible uses.~~

~~LU 7.2 Height and Bulk Hierarchy~~
~~Revise the City's Zoning Ordinance to differentiate the height and bulk requirements for commercial and residential development based on its location within a designated center.~~

~~LU 8.4 Infill Standards~~
~~As part of the Zoning Code update, introduce new zoning districts and/or other zoning tools for infill development.~~

~~LU 8.5 Infill Procedures~~
~~Make changes to the City's procedures (including administrative review) for approving infill residential development proposals to improve consistency and predictability of the process that will ensure that such developments are compatible with the built environment of established neighborhoods into which they are placed.~~

~~LU 9.1 Zoning for the Tech Sector~~
~~As part of the update to the City's development regulations, consider the creation of a new zoning district targeting office, research and development, and flex space development, including associated light assembly, fabrication and distribution. This district should include performance standards encouraging a higher quality of development than is typical for traditional industrial areas.~~

~~LU 9.3 Institutional Overlay District~~
~~Work with higher education institutions to prepare an overlay district for large institution and campus uses, such as colleges, universities, hospitals, and research centers, that tailors zoning requirements more closely to the needs of these institutions.~~

~~LU 11.1 Industrial Zoning Amendments~~
~~Amend the Zoning Ordinance to remove retail uses as "by-right" uses permitted within industrial zones.~~

~~LU 11.2 Industrial Land Use Compatibility~~
~~During the revision of the zoning regulations, develop performance standards and buffering guidelines to improve edge conditions where industrial uses abut residential uses, and to address areas where residential uses currently exist within industrially zoned areas.~~

~~LU 12.1 PDD Revisions for Large Sites~~
~~Revise the City's Planned Development District (PDD) regulations to encourage more fine-grained planning of large site developments through an approved master plan, which may establish custom land use regulations to apply after the master plan is approved.~~

Transportation Element

~~T 5.8 Pedestrian and Bicycle Facilities in Development Regulations~~
~~Update the City's development regulations to require pedestrian and bicycle facilities – including bike racks, bike trails, and signed crosswalks – within mixed-use centers, future transit station areas, employment centers, office buildings, multi-family developments, and public parks. Revise subdivision regulations to require developers to provide, and homeowners associations to maintain, pedestrian and bicycle facilities to accepted standards of design, construction, and maintenance within all new developments.~~

~~T 6.1 Large Surface Lots~~
~~Revise the City's development regulations to require large parking lots to be visually and functionally segmented into smaller lots with cross access.~~

~~T 6.3 Parking Study Implementation~~
~~Implement the recommendations of the "Right-sizing Citywide Parking Standards" study and the Downtown Parking Master Plan, including:~~

- ~~Permitting shared parking arrangements as-of-right downtown, in activity centers, and mixed-use developments; Developing parking standards specific to different types of development patterns, such as downtown, mixed-use centers, and pedestrian-oriented business districts;~~

- ~~Revise curbside management and on-street parking techniques on City thoroughfares to best manage these transportation resources to serve multiple uses (e.g., through traffic during peak periods, local residents, shoppers, houses of worship, special events, and others);~~

- ~~Revising off-street parking standards to reduce and/or adjust minimums and add maximums; and~~

- ~~A fee-in-lieu of parking option for development downtown and in other areas where the City intends to provide municipal parking.~~

~~T 6.5 Parking Lot Landscaping~~

Environmental Protection Element

~~EP 2.5 Environmental Feature Protection~~
~~As part of the update to the City's development regulations, explore incentive mechanisms that encourage developers to preserve lakes, ponds, wetlands, and other sensitive natural features.~~

~~EP 5.1 Tree and Landscape Ordinance Amendments~~
~~Amend existing regulations as needed to ensure that the urban forest is conserved during the development process, with priority given to preserving the most ecologically beneficial trees or grouping of trees. Review the criteria for allowing alternates to improve the effectiveness of the ordinance.~~

~~EP 8.1 Lighting Regulation~~
~~Consider revisions to the lighting ordinance to reduce night-time light pollution and spill-over lighting on adjacent properties, and to incorporate new lighting technologies such as LEDs.~~

~~EP 9.6 Urban Agriculture Regulations~~
~~Audit the City's regulations and amend where necessary to facilitate community gardening and urban food production in appropriate locations. Address food growing as a principle permitted use.~~

Economic Development Element

~~ED 2.6 Neighborhood Commercial Regulations~~
~~During the update of the City's development regulations, review provisions that prevent integration of small commercial establishments within neighborhoods to allow inclusion of~~

~~cafes, restaurants, corner stores (that do not sell liquor), and other desirable local good and services.~~

~~ED 3.4 Home Based and Cottage Industry Regulation~~
~~During the update to the City's development regulations, review regulations on home-based business to maintain appropriate regulations but also accommodate the growing trend of low-impact, home-based businesses.~~

Housing Element

~~H 2.9 Accessory Dwelling Unit Standards~~
~~During the update of the City's development regulations, examine and then expand the number of zoning districts where accessory dwelling units are permitted.~~

~~H 2.11 Parking Reductions~~
~~Reduce off-street parking requirements for developments containing affordable housing units, and maximize the availability of on-street parking in the vicinity of such developments.~~

~~H 4.3 Universal Design & Lifecycle Housing~~
~~Incorporate the principle of "aging in place" in the City's revised development regulations for residential construction in new subdivisions and multifamily communities. Such regulations should address accessibility, visibility, housing type diversity, and the ability to access goods, services and amenities without a car.~~

Community Services Element

~~CS 5.1 Zoning for Health and Human Services~~
~~Evaluate zoning in urban centers and priority corridors to ensure health and human services facilities siting can be accommodated.~~

Urban Design Element

~~UD 2.1 Regulatory Barriers to Mixed Use~~
~~Reevaluate the requirements in the development code for separation of uses, transitional protective yards, and large setbacks to allow alternate means of compliance for landscape requirements and encourage connectivity of public spaces.~~

~~UD 2.2 Stepbacks for Taller Buildings~~
~~During the update of the City's development regulations, consider additional stepbacks for multi-story buildings based on the height of the building.~~

~~UD 3.1 Corridor Overlay Districts~~
~~Develop Corridor Overlay Districts to implement the intended development pattern along Multi-modal, Urban and Parkway corridors.~~

~~UD 3.2 Undergrounding Utilities~~
~~Underground utility lines as part of long-term corridor design plans.~~

~~UD 3.3 Parking Lot Design Standards~~
~~Revise zoning regulation provisions for parking lot design, including location relative to building placement, pervious and impervious surfaces, screening, and shade tree coverage. Regulations for parking lot landscaping should maximize the potential for tree growth.~~

~~UD 4.1 Open Space Standards~~
~~Revise the site plan standards for new developments and redevelopment of existing sites to incorporate requirements for providing public plazas or publicly-accessible open spaces.~~

~~UD 6.2 Street Tree Provisions~~
~~Update design standards and zoning regulation provisions to incorporate appropriate requirements for the selection, placement, and spacing of street trees.~~

~~UD 7.2 Zoning Code Review~~
~~Re-evaluate provisions of the City's Zoning Code related to overlay districts, development, and sign regulations to improve standards related to design.~~

~~UD 7.5 Siting of Service Equipment~~
~~Develop standards for the location of transformers and HVAC equipment and other building-mounted, non-street utility meters and service equipment. These standards should address the relation of such structures to buildings and public spaces, as well as suggestions for screening.~~

~~UD 7.6 Sign Ordinance Revisions~~
~~Re-evaluate and revise the City's sign ordinance. Signage should be human scale and serve both pedestrians and automobiles.~~

~~UD 7.7 PBOD and PD-CU Overlay Revisions~~
~~Revise the zoning regulations for the Pedestrian Business Overlay District and the Planned Development Conditional Use Overlay District to make the application and amendment process more efficient and less onerous.~~

~~UD 7.8 Unity of Development~~
~~Revise the Unity of Development regulations to allow for more diversity in the styles and materials of new construction.~~

Historic Preservation

~~HP 2.9 Limited Historic Overlay District~~
~~Explore creation of a new historic overlay district that would require limited design review for existing structures as a means of making historic designation more appealing to eligible residential districts.~~

~~Arts & Culture Element~~

~~AC 3.3 Live/Work Regulations~~
~~During the update to the City's development regulations, incorporate flex/live-work space for artists and other creative professionals as appropriate.~~

Downtown Element

~~DT 1.1 Downtown Zoning District~~
~~As part of the City's update of its development regulations, amend the zoning ordinance to create a new "Downtown" zoning district to regulate mixed-use development in the downtown. This general use district would replace the current zoning scheme of different base districts plus a downtown overlay, and would roughly correspond to the area mapped "Central Business District" on the Future Land Use Map. Floor Area Ratio (FAR) should be the primary tool for regulating development intensity in the Downtown District zone.~~

~~**DT 1.10 Zoning and High Density Development**~~
~~During the update of the City's development regulations, define ways to manage high-density development so that it is sited in appropriate areas~~
~~and that new developments include public realm amenities.~~

~~**DT 1.11 Regulation of Drive Through Uses**~~
~~Amend the Zoning Code to prohibit drive-throughs in downtown and~~
~~pedestrian-oriented business districts.~~

~~**DT 2.18 Parking In-Lieu Fee**~~
~~Revise the zoning ordinance to provide a "fee-in-lieu" option for downtown whereby developers can buy out of their minimum parking requirements by contributing towards the provision of City-provided parking.~~

~~**DT 2.19 Downtown Loading and Service Regulations**~~
~~During the update of the City's development regulations, review the sufficiency of regulations in the Zoning Code for off-street loading and service areas downtown.~~

~~**DT 5.3 Development Regulations for Open Space**~~
~~During the update to the City's development regulations, identify ways to provide visible open space within new residential, non-residential, and mixed-use developments. Include methods to incentivize the provision of publicly-accessible open space, such as a restructuring of the density bonus system.~~
~~**DT 7.1 Managing High-Rise Impacts**~~
~~During the update of the City's development regulations, consider ways to address the impacts of new buildings, especially towers, on adjacent public and private property related to the height/width ratio of streets, wind and shadow, privacy, setbacks, stepbacks, and adequate spacing of towers. Determine the allowed degree of shade cast from buildings on major public spaces such as Moore and Nash squares.~~

Implementation Element

~~**IM 1.1 Revision of Development Regulations**~~
~~Undertake a comprehensive revision to the City's development regulations following the adoption of the Comprehensive Plan.~~

Area Plans

~~**AP-CP-3 Cameron Park Mixed Use Zoning**~~
~~Request changes to the City zoning code to allow mixed-use structures in Transition Area A (along Hillsborough Street); for instance, ground floor offices with dwellings on upper floors.~~

~~**AP-WC 2 Wake Crossroads Zoning**~~
~~Adopt Zoning Code standards that will support the recommended Wake Crossroads neighborhood center development pattern, especially in relation to building setbacks, mix of uses, and parking requirements.~~

Section 2—Urban Design

Item 2.1: Urban Design Element – Introduction
The request would insert additional text detailing frontages within the Urban Design Element.

This item would introduce language into the Plan regarding frontages. Frontages are a component of zoning that provides a relationship between the building and the right-of-way. This language and subsequent Urban Form Map would provide policy guidance for location of frontages.

The UDO contains two types of frontage: suburban and urban. The suburban category contains three approaches, while the urban has four. Staff proposes that frontages be described in three contexts in the Comprehensive Plan: suburban, hybrid and urban. This would provide an additional level of flexibility in examining the character of an area at the rezoning stage.

The proposed amendment would insert explanatory text in the Plan.

Frontage and Urban Design

Frontage refers to the approach a commercial, mixed-use or multifamily development takes towards the street. The parameters of frontage include the placement of the building on the site, the location of primary entrances, landscaping provided along the front of the property, and the location of parking. Frontage is a fundamental urban design attribute, as it governs the relationship between private investment on private land, and the public's investment in the public realm.

The suburban approach to frontage, seen throughout Raleigh, emphasizes streetyard landscaping and, for retail, an abundance of front door parking. In urban settings where land is scarce and pedestrians abundant, buildings are often located at or near the front property line(s) and the quality of the frontage depends more on architecture than landscaping. A hybrid approach to frontage combines allowance for front door parking with smaller setbacks and quality pedestrian connections.

As Raleigh continues to develop and redevelop, a more urban and pedestrian-friendly approach to frontage is desired, consistent with the movement towards multimodal transportation solutions. While pedestrian-friendly designs are always welcomed, not all sites are appropriate for an urban approach to frontage. An Urban Form Map has been adopted to provide guidance as to when frontage should be directly shaped by zoning. The map is based upon the following principles:

- **Urban frontage should be used in urban locations, such as downtown, pedestrian business districts, and Transit Oriented Development (TOD) areas to create streetwalls and a pedestrian-oriented environment. In these contexts, vehicular access and front door parking is accommodated on-street. Off-street parking is**

located at the sides or rear of buildings, but never between the building and the street.

- **Hybrid frontage should be used in intensifying suburban areas, particularly where multi-modal investments are programmed to occur, and where on-street parking is not an option for front-door access. In such areas urban frontage, if used at all, would be confined to side or interior streets where on-street parking is an option. Elsewhere, off-street front door parking would be available but limited in depth so that pedestrian connections remain convenient and direct.**

- **Suburban frontage is an acceptable solution where densities are low and multi-modal access is not anticipated to be significant within the time horizon of the plan, or where other frontage approaches are not feasible or practical. While pedestrian access and circulation must still be accommodated, prescriptive standards for building location are not required, and front door parking is an acceptable design solution.**

Item 2.2: Urban Design Element – Urban Form Map
The request would introduce Map UD-1 Urban Form to the Urban Design Element within the Comprehensive Plan. Item 2.2 would also propose introductory text in association with the map. This new policy guidance and map would be used to evaluate rezoning requests; specifically, the application of a frontage. The Urban Form Map consists of centers and corridors that highlight appropriate locations for added urban form guidance. Based on built context, area plan guidance, or programmed transportation improvements, the Urban Form Map identifies key locations for the application of frontages.

Urban Form Map

The Urban Form Map is comprised of centers and corridors, and includes two types of designations. Areas where frontage is recommended, and specific locations have been identified, are designated with a solid color. Areas where frontage is generally recommended, but where property-specific guidance has yet to be developed, are highlighted with a transparent color. In these areas, frontage standards would be applied either through the rezoning petition process, referencing Comprehensive Plan policies, or through future area plans.

The Urban Form map draws from a variety of sources: Area Plans, the Downtown Element of the Comprehensive Plan, areas zoned for Pedestrian Business, policy guidance found elsewhere in the Comprehensive Plan, the Growth Framework Map, planned transit and streetscape investments, the presence of curb parking, and in some cases areas recognized for their distinctive character. It is anticipated that the Urban Form map will

evolve and gain specificity with the completion of more area studies for specific centers and corridors.

The following text describes the centers and corridors that appear on the Urban Form Map. These areas include only a minority of property frontage in the City. Outside of these areas, frontages will comply with general ordinance requirements.

Centers

- **Downtown: The Downtown Element boundaries define the Downtown. An urban approach to frontage is recommended throughout Downtown, and the Downtown Element provides specific guidance.**

- **City Growth Centers: These designations, based on the Growth Framework Map, are where significant infill development and redevelopment are anticipated in the future. While an urban and/or hybrid approach to frontage is recommended to encourage walkability, built conditions and site constraints may require alternative approaches. Some City Growth Centers are subject to area plans which provide frontage guidance, such as Northeast and Brier Creek.**

- **Transit Oriented Districts (TODSs): TODs should utilize an urban frontage approach where possible, and a hybrid approach elsewhere to ensure a pedestrian-friendly urban form. Specific frontage recommendations will be developed as part of future TOD plans.**

Mixed-Use Centers: Ranging from small neighborhood retail nodes to larger mixed-use areas, this category captures special areas where a more walkable and mixed-use development pattern is desired. Some of these correspond to centers with an adopted area plan, some are established centers such as the Five Points business district, and others are activity nodes located along Transit Emphasis Corridors (see below). As additional corridor and area plans are completed, more such centers will appear on the Map.

Corridors

- **Main Streets: This designation applies to traditional, pedestrian commercial streets, both existing (e.g. Hillsborough Street) and proposed as part of an area plan (e.g. parts of Oberlin Road). An urban frontage approach is recommended.**

- **Transit Emphasis Corridors: A subset of the Multi-Modal corridors on the Growth Framework Map, these corridors are identified in the Wake County Bus plan and programmed for a much higher level of bus-based service, including frequent buses, amenities at every stop, the completion of the pedestrian network, and**

potentially traffic signal priority for transit. As these corridors are major thoroughfares and arterials, a hybrid approach to frontage is recommended.

- **Urban Thoroughfares: A subset of Multi-Modal and Urban corridors on the Growth Framework Map, these areas are planned or programmed for public investments such as bike lanes and or pedestrian-oriented streetscapes that encourage multiple modes. An urban or hybrid frontage approach is recommended, based on context.**

- **Parkway Corridors: These are corridors where multi-modal access is not emphasized, and a heavily landscaped approach to street frontage is either called for in adopted plans, or represents the prevailing character of the area. A suburban approach to frontage is recommended.**

Item 2.3: Urban Form Element – Raleigh's Identity
The request would alter Policy UD 1.4 on page 236 of the document.

Policy UD 1.4 – Maintaining Façade Lines
~~Except for buildings in the Downtown and Pedestrian Business Overlays, generally~~
Maintain the established facade lines of neighborhood streets by aligning the front walls of new construction with the prevailing facades of adjacent buildings, **unless doing so results in substandard sidewalks.** Avoid violating this pattern by placing new construction in front of the historic facade line unless the streetscape is already characterized by such variations. Where existing facades are characterized by recurring placement of windows and doors, new construction should complement the established rhythm. (3, 6)

Item 2.4: Urban Form Element – Raleigh's Identity
The request would alter Policy UD 1.7 on page 236 of the document.

Policy UD 1.7 – Scenic Corridors
Retain and enhance our visual and natural assets including vistas, boulevard medians, tree-lined streets, forested hillsides, wetlands, and creeks along scenic corridors into and through Raleigh, **including designated Parkway Corridors on the Urban Form Map.** (3,4,5)

Item 2.5: Urban Form Element – Raleigh's Identity
The request would introduce Policy UD 1.10 into this section of the document. This policy will be used to guide rezoning cases when frontages apply to a site.

Policy UD 1.10 – Frontage
Coordinate frontage across multiple sites to create cohesive places. Encourage consistency with the designations on the Urban Form Map. Development in centers and along corridors targeted for public investment in transit and walkability should use a

compatible urban form. *See the text box on the Urban Form Map in the Overview section for more guidance.* (3,4,6)

Item 2.6: Urban Form Element – Raleigh's Identity
The request would alter Action UD 1.3 on page 237 of the document.

Action UD 1.3 – U.S. 401 Corridor
Preserve and protect the visual resources associated with the historic, residential, and rural atmosphere of the U.S. 401 corridor **through the use of tools such as frontage standards.**

Item 2.7: Urban Form Element – Raleigh's Identity
The request would alter Action UD 1.6 on page 237 of the document.

Action UD 1.6 – Using Zoning to Achieve Design Goals
Explore zoning and other regulatory techniques to promote excellence in the design of new buildings and public spaces. ~~Zoning should include incentives or requirements for façade features; window placement, courtyards, buffering, and other exterior architectural elements that improve the compatibility of structures, including roof structures, with their surroundings while promoting high architectural quality.~~

Item 2.8: Urban Form Element – Design of Mixed-Use Developments
The request would alter the introductory text for the Design of Mixed-Use Developments section on pages 237-238 of the document.

Design of Mixed-Use Developments

Walkable mixed-use developments are **critical to** the future of ~~urban planning in~~ Raleigh and cities around the world. They are efficient in terms of land use and urban service delivery. They encourage the use of mass transit and help in the preservation of open space. They create active and vibrant urban spaces. By encouraging new mixed-use neighborhoods to also be mixed-income neighborhoods, the City can ensure that low- and moderate- income residents have equal access to all the advantages and opportunities of urban living.

Item 2.9: Urban Form Element – Design of Mixed-Use Developments
The request would alter Policy UD 2.3 on page 238 of the document.

Policy UD 2.3 – Activating the Street
New retail and mixed-use centers should activate the pedestrian environment of the street frontage in addition to internal pedestrian networks and connections, **particularly along designated Main Street corridors.** (4,6)

Item 2.10: Urban Form Element – Design of Mixed-Use Developments
The request would alter Policy UD 2.4 on page 238 of the document.

Policy UD 2.4 – Transitions in Building Intensity
Establish gradual transitions between large-scale and small-scale development. ~~The relationship between taller, more visually prominent buildings and lower, smaller buildings (such as single-family or row houses) can be made more pleasing when the transition is gradual rather than abrupt.~~ The relationship can be ~~further~~ improved by designing larger buildings to reduce their apparent size and recessing the upper floors of the building to relate to the lower scale of the adjacent properties planned for lower density. (6) *See also A.6: 'Land Use Compatibility' in Element A: Land Use for additional policies and actions related to transitions.*

Item 2.11: Urban Form Element – Design of Mixed-Use Developments
The request would remove Policy UD 2.6 within the Design of Mixed-Use Developments section on page 239. The Unified Development Ordinance implements this Policy through the new zoning regulations.

~~**Policy UD 2.6 – Parking Location and Design**~~
~~New surface parking lots should be avoided within mixed-use centers. Instead, shared parking garages with active ground floor uses and architectural treatments for all facades visible from a public right-of-way should be used. (4,6)~~

Item 2.12: Urban Form Element – Appearance and Function of Raleigh's Corridors
The request would alter Policy UD 3.3 on page 240 of the document.

Policy UD 3.3 – Strip Shopping Centers
Ensure that zoning and parking standards discourage strip commercial shopping centers and auto-oriented building designs **along Main Street and Transit Emphasis Corridors, and in City Growth, TOD and Mixed-Use Centers on the Urban Form Map.** (3,4,6)

Item 2.13: Urban Form Element – Appearance and Function of Raleigh's Corridors
The request would alter Policy UD 3.4 on page 240 of the document.

Policy UD 3.4 – Enhanced Streetwalls
Promote a higher standard of storefront design and architectural detail **in Downtown and** along the City's **Main Street corridors**. Along Walkable shopping streets, create street walls with

relatively continuous facades built to the front lot line to provide a sense of enclosure and improve pedestrian comfort.

Item 2.14: Urban Form Element – Appearance and Function of Raleigh's Corridors
The request would alter Policy UD 3.7 on page 240 of the document.

Policy UD 3.7 – Parking Lot Placement
New parking lots on designated ~~Urban or Multi-Modal~~ **Main Street and Transit Emphasis** corridors on the Growth Framework Map should be ~~generally~~ located at the side or rear of buildings **when on-street parking is available, with only limited front door parking provided elsewhere.** Where feasible, ~~existing~~ parking lots **abutting these** ~~on such~~ corridors should be landscaped to create a pedestrian-friendly streetscape with business visibility. (1, 4, 5, 6) See also B.6 'Parking Management' in Element B: 'Transportation' for additional policies and actions.

Item 2.15: Urban Form Element – Appearance and Function of Raleigh's Corridors
The request would create new Policy 3.12. This policy was recommended by the Planning Commission during the review of the UDO. The policy would provide guidance when mapping urban frontages when a conflict arises with heritage and champion trees.

Policy UD 3.12 – Heritage and Champion Trees
When either heritage or champion trees are located adjacent to Urban Thoroughfares or Main Streets, the application of frontage which would encourage the removal or destruction of the tree is discouraged.

Item 2.16: Urban Form Element – Creating Inviting Public Spaces
The request would alter Policy UD 4.2 on page 242 of the document.

Policy UD 4.2 – Streets as Public Spaces
Design streets as the main public spaces scaled for pedestrian use within City Growth, **TOD** ~~Regional~~, and Mixed-use Centers as designated on the **Urban Form** ~~Growth Framework~~ Map. (6)*Item 2.17: Urban Form Element – Pedestrian-Friendly Design*
The request would alter the introductory text for the Pedestrian-Friendly Design section on page 245 of the document.

Pedestrian-Friendly Design

Raleigh's pedestrian network is strongest within downtown, Planned Development Districts, pedestrian business ~~Overlay~~ districts/**Main Streets**, and mixed-use centers. In other parts of the

City, pedestrian connections are often missing. While the development code provides for the dedication of adequate open space, sidewalks, tree conservation, and connectivity, these issues are addressed on a site-by-site basis rather than in a comprehensive network-based approach. In some cases, the development code actually impedes connectivity by requiring separation of uses and transitional protective yards.

Item 2.18: Urban Form Element – Pedestrian-Friendly Design
The request would alter Policy UD 6.1 on page 245 of the document.

Policy UD 6.1 – Encouraging Pedestrian-Oriented Uses
New development, streetscape, and building improvements in Downtown, ~~pedestrian business districts~~ **Main Streets** and TOD areas should promote high intensity, pedestrian-oriented use and discourage automobile-oriented uses and drive-through uses. (4, 6)

Item 2.19: Urban Form Element – Pedestrian-Friendly Design
The request would alter Policy UD 6.2 on page 245 of the document.

Policy UD 6.2 – Ensuring Pedestrian Comfort and Convenience
Promote a comfortable and convenient pedestrian environment by requiring that buildings face the sidewalk and street area, **avoid excessive setbacks, and provide direct pedestrian connections.** On-street parking should be provided along ~~the~~ pedestrian**-oriented** streets and surface parking should be **to the side or** in the rear. This should be applied in new development, wherever feasible, especially on Transit **Emphasis** and **Main Street** ~~urban~~ corridors and in mixed-use centers. (4, 6)

Design Guidelines

Item 2.20: Urban Form Element – Design Guidelines
The request would alter Policy UD 7.3 on page 248 of the document. This policy statement relates to the application of the urban design guidelines. The amendment would remove language related to the Pedestrian Business Overlay District. The guidance would alert the reader that the Urban Design Guidelines would be analyzed during in conjunction with information contained on the Urban Form Map.

Policy UD 7.3 – Design Guidelines
The Design Guidelines in **Table UD-1** shall be used to review rezoning petitions and development applications for mixed-use developments; or rezoning petitions and development applications **along Main Street and Transit emphasis corridors or in City Growth, TOD and Mixed-Use centers** ~~in mixed-use areas such as Pedestrian Business Overlay Districts and mixed-use designations on the Future Land Use Map~~, including preliminary site plans and development plans, petitions for the application of the Pedestrian Business or Downtown Overlay Districts, Planned Development Districts, and Conditional Use zoning petitions. (4, 6)