RESOLUTION NO. 2019 – 943A

A RESOLUTION TO AMEND THE 2030 COMPREHENSIVE PLAN

CP-1A-19 AMENDMENT

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 amendment reflects the community's vision to guide future improvements and redevelopment along the corridor; and

WHEREAS, the Area Plan Locations Map AP-1 recognizes the Avent Ferry Corridor Plan as having area-specific policy guidance; and

WHEREAS, the new Avent Ferry Corridor Plan section in the 2030 Comprehensive Plan provides policy guidance for land use and development decisions envisioned by the Avent Ferry Corridor Study; and

WHEREAS, the amendment supports the goals of the Avent Ferry Corridor Plans and serve the larger public interest by enhancing and supporting reasonable redevelopment opportunities in the area; and

WHEREAS, the amendments would be compatible with the surrounding land uses and existing land use on the subject parcels; and

WHEREAS, the amendment is consistent with several Comprehensive Plan policies that encourage placemaking, pedestrian friendly development, and conserving neighborhoods; and

WHEREAS, these amendments were reviewed and discussed with extensive public input.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF RALEIGH, NORTH CAROLINA,

Section 1. That the 2030 Comprehensive Plan be amended to include the edits identified as CP-1A-19 as shown on Attachment A and in Planning Commission's Certified Recommendation #11921.

Section 2. That Policy AP-AF 11 Pedestrian Oriented Building Frontage be amended to include the following statement: However, exceptions should

apply to specific sites where existing trees and landscaping, including berms, are well established along the frontage. In such cases, the existing context should be reserved through the conditional zoning process. Streetyards and building placement should obscure the visibility of parking areas from Avent Ferry road.

Section 3. That Action AP-AF 3 Future Land Use at Avent Ferry Road and Tryon Road be amended to read the following: A future study should be conducted to evaluate a Future Land Use Map amendment for properties north of Tryon Road between Avent Ferry and Dillard Drive, generally south of Smith Drive.

Adopted: September 17, 2019

Distribution: Planning – Bowers, Crane, Walter, Sandeep, Klem

AMENDMENTS RELATED TO MAP AP-1 Area Plans Locations Map

AF Avent Ferry Corridor Plan

This plan addresses the area shown in Map AF-1. The plan area extends from Western Boulevard to Tryon Road along Avent Ferry Road and encompasses retail and recreational destinations such as the Mission Valley Shopping Center and Lake Johnson Park. The vision for the Avent Ferry Road Corridor was developed with community input received over a multi-year planning process and represents policy solutions to community concerns regarding current transportation infrastructure, pedestrian and bicycle safety, and perceived redevelopment pressures.

A critical component of this plan is the streetscape design recommendations. The design incorporates enhanced pedestrian and bicycle infrastructure and maintains efficient travel for transit users and motorists. User safety is at the core of these recommendations. The design of the streetscape is intended to inform city's Streetscape Capital Program which identifies Avent Ferry Road among a prioritized list of streetscape improvement projects. Alternatively, portions of the recommended streetscape improvements may also be implemented through the development of private property.

The northern end of the plan area abuts Western Boulevard, a corridor identified in the Wake County Transit Plan as the western route for Bus Rapid Transit (BRT). Properties in this area, specifically those closest to a potential future BRT Station, should be considered for application of Transit Overlay District (-TOD) zoning.

Policy AP-AF 1 **Guide Future Zoning**

Rezoning petitions should be evaluated for consistency with the policy guidance of this area plan.

Policy AP-AF 2 **Pedestrian Crossings**

Signalized pedestrian crossings should be deployed in accordance with Map AP-AF-1 to ensure the highest level of safety for users of the corridor.

Policy AP-AF 3 **Greenway Connections**

The greenway connections identified in Map AP-AF-1 should be provided in any redevelopment scenario. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

Policy AP-AF 4 **Streetscape Improvement**

Establish "Complete Streets" that accommodate pedestrians, cyclists, transit riders, and motorists to provide multimodal transportation options to the corridor's many users. The recommended streetscape design should be used to guide a streetscape improvement plan.

Policy AP-AF 5 **Network Connectivity**

Support transportation network modifications that enhance connectivity, including new public streets at Mission Valley Shopping Center, Avent Ferry Road Shopping Center, and throughout the multifamily developments along the corridor between Chappell Drive and Gorman Street.

Policy AP-AF 6 **Mission Valley Building Frontages**

The Mission Valley Shopping Center should be rezoned to have an Urban Limited Frontage. Suburban and auto-oriented frontage types, such as Parking Limited, should not be considered.

Policy AP-AF 7 **Mission Valley Building Height and Open Space**

Building height at the Mission Valley Shopping Center should not exceed seven stories along Avent Ferry Road and Centennial Parkway. Taller buildings should be considered internally to the shopping center in exchange for public amenities, such as parks, plazas, or pedestrian promenades. Rezoning requests that exceed the recommendations of Table LU-2 Recommended Height Designations should only be considered in exchange for the highest quality of public amenities. Reference Figure AP-AF-1, Figure AP-AF-2, Figure AP-AF-3, for appropriate design concepts to achieve the intended level of public amenities that warrant increased building height. Rezoning requests that deliver high quality public amenities as intended in this policy shall not be considered inconsistent with the recommendations of Table LU-2. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

Policy AP-AF 8 **Avent Ferry Shopping Center Building Frontages**

The Avent Ferry Shopping Center should be rezoned to have a Green Frontage.

Policy AP-AF 9 **Avent Ferry Shopping Center Building Height**

Building height at the Avent Ferry Shopping Center should not exceed three stories along Avent Ferry Road. Building heights of up to five stories should be considered on portions of the property that do not abut Avent Ferry Road. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

Policy AP-AF 10 **Transit Overlay District**

Properties at the northern end of the plan area, specifically those at the intersection of Avent Ferry Road and Western Boulevard and those closest to a future Bus Rapid Transit Station, should be rezoned for application of Transit Overlay District (-TOD). The mapping of this overlay should be coordinated with the implementation of the Wake County Transit Plan.

Action AP-AF 1 **Streetscape Improvement Plan**

Adopt the recommendations of the Avent Ferry Corridor Study as a streetscape improvement plan in accordance with Resolution No. 2013-851.

Action AP-AF 2 **Pedestrian Crossings**

The pedestrian crossings identified in Map AP-AF-1 should be individually analyzed for enhanced safety improvements.

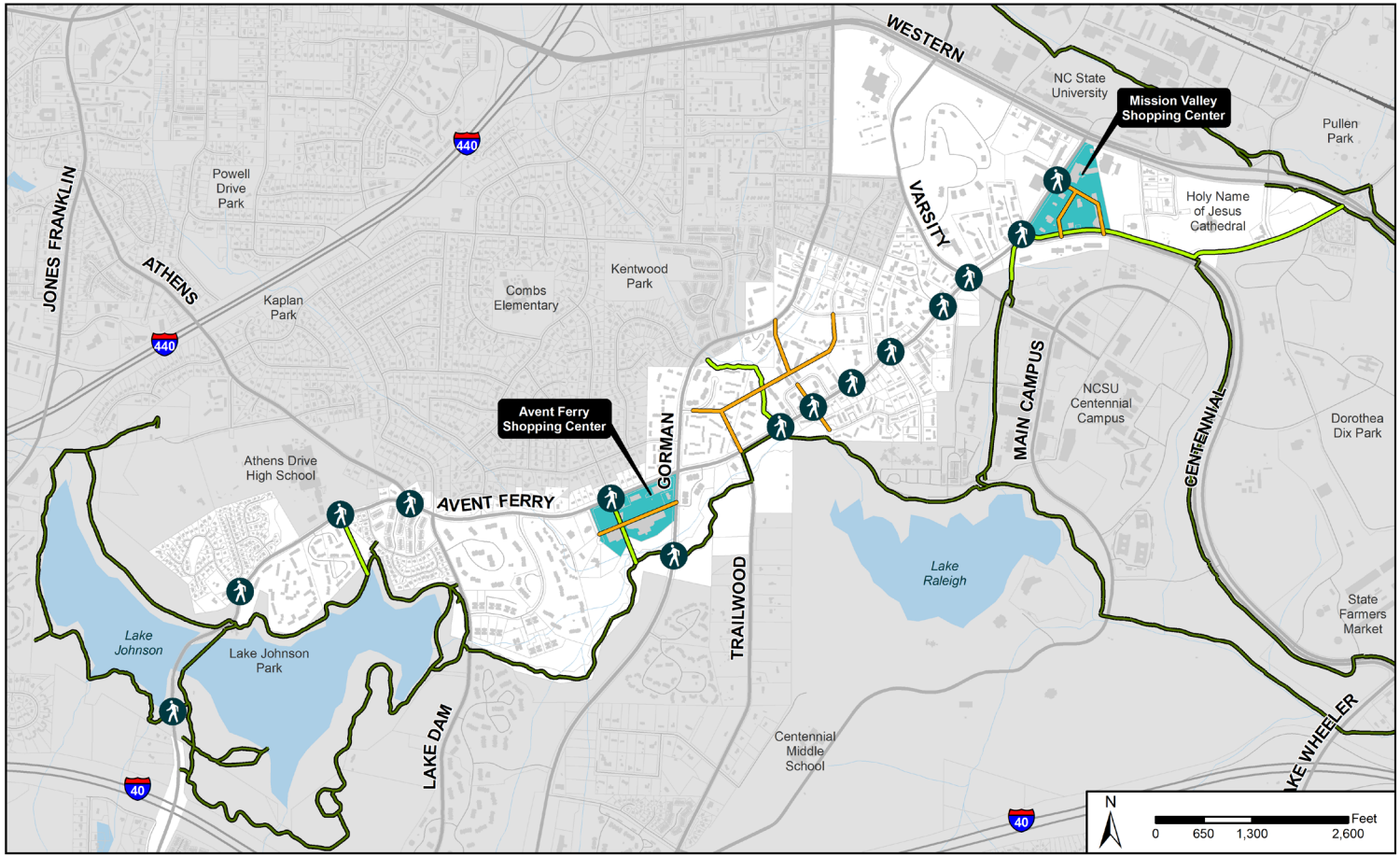
Figure AP-AF-1 Low Density Massing

Figure AP-AF-2 Medium Density Massing

Figure AP-AF-1 High Density Massing

Map AP-AF1: **Avent Ferry**

Adopted: TBD



Pedestrian Crossing

Policy Area

Proposed Street

Proposed Greenway Trail

Existing Greenway Trail

Map created 2/1/2019 by the Raleigh Department of City Planning

CERTIFIED RECOMMENDATION

OF THE CITY OF RALEIGH PLANNING COMMISSION

SUBJECT: **Avent Ferry Corridor Study**

REQUEST: **The proposed set of Comprehensive Plan amendments reflect the outcomes and final recommendations of the Avent Ferry Road Corridor Study.**

RECOMMENDATION: **Adopt the Study Report and approve the Streetscape Plan and Comprehensive Plan amendments CP-1A-19, CP-1B-19, CP-1C-19, and CP-1D-19. This recommendation includes the following changes:**

1. Amend the Urban Form Map to classify Avent Ferry Road as an Urban Thoroughfare from Western Boulevard to Gorman Street.
2. Add policy to CP-1A-19:
   Policy AP-AF 11 Pedestrian Oriented Building Frontage
   Suburban and auto-oriented frontage types, such as Parking Limited, should not be considered along Avent Ferry Road between Western Boulevard and Gorman Street.
3. Add action to CP-1A-19:
   Action AP-AF 3 Future Land Use at Avent Ferry Road and Tryon Road
   A future study should be conducted to consider a Future Land Use Map amendment in the Low-Density Residential area along Avent Ferry Road between I-40 and Tryon Road.
4. Amend Policy AP-AF-7 Mission Valley Building Height and Open Space to read:

   Policy AP-AF-7 Mission Valley Building Height and Open Space
   Building height at the Mission Valley Shopping Center should not exceed seven stories along Avent Ferry Road and Centennial Parkway. Taller buildings should be considered internally to the shopping center in exchange for public amenities, such as parks, plazas, or pedestrian promenades. Rezoning requests that exceed the recommendations of Table LU-2 Recommended Height Designations should only be considered in exchange for the highest quality of public amenities. Reference Figure AP-AF-1, Figure AP-AF-2, Figure AP-AF-3, for appropriate design concepts to achieve the intended level of public amenities <u>and street connectivity</u> that warrant increased building height. Rezoning requests that deliver high quality public amenities as intended in this policy shall not be considered inconsistent with the recommendations of Table LU-2. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

5. Remove the proposed streets identified within the Mission Valley Shopping Center from CP-1C-19 Street Plan.

FINDINGS AND REASONS:

The coordination of streetscape and land use planning proposed in this set of recommendations are reasonable and in the public interest because they provide policy guidance for incremental increases to land use intensity in an already urbanized area of the city and provides improved transportation infrastructure to support anticipated growth.

Staff Coordinator: Matthew Klem: (919) 996-4637; matthew.klem@raleighnc.gov

Motion: **Geary**
Second: **Jeffreys**
In Favor: **Geary, Hicks, Jeffreys, Lyle, Mann, McIntosh, Novak, Swink, Tomasulo, and Winters**
Opposed: **N/A**
Excused: **N/a**

This document is a true and accurate statement of the findings and recommendations of the Planning Commission.

Signatures:

6/25/19

STAFF REPORT – CASE CP-1A-19

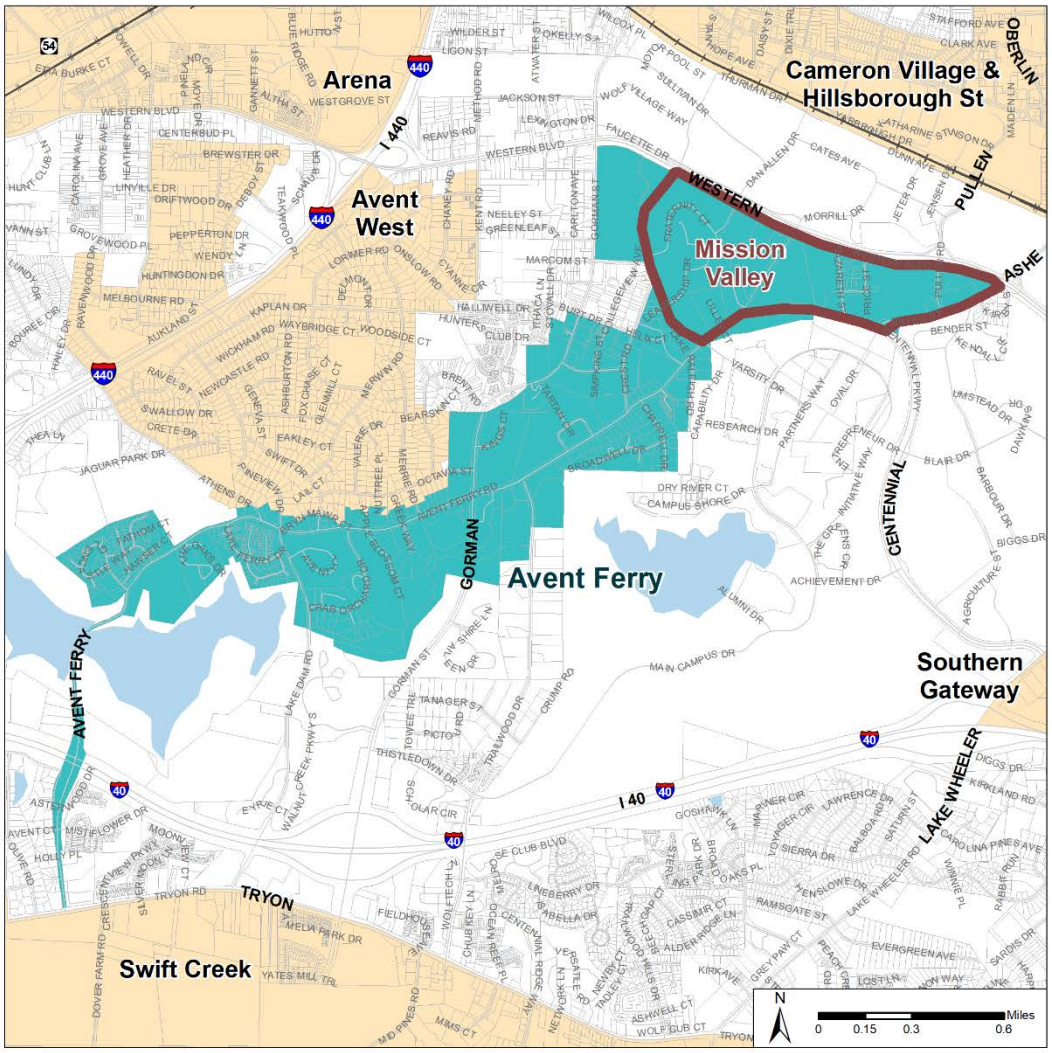
Avent Ferry Corridor Plan
Comprehensive Plan Amendment
Area Specific Guidance and Streetscape
Improvement Plan

OVERVIEW

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate new area specific guidance. The proposed amendment creates a new section called AF Avent Ferry Corridor Plan which incorporates the recommendations of the Avent Ferry Corridor Study. The amendment will add the Avent Ferry Corridor Plan to Map AP-1 Area Plan Locations and remove the Mission Valley Small Area Plan. The relevant policy guidance regarding urban form and focused growth from the Mission Valley Small Area Plan have been maintained in the Avent Ferry Corridor Plan. The existing Avent West Area Plan will remain unchanged.

The policies in the Avent Ferry Corridor Plan are intended to provide guidance for rezoning and redevelopment. The plan also includes streetscape design recommendations that are intended to inform the Streetscape Capital Program. The project priority list for the program ranks Avent Ferry Road as number 10 out of 36 projects.

Amendment to **AP-1: Area Plan Locations**



Area Plan Removed

Area Plan Added

Other Area Plans

Map created 2/1/2019 by the
Raleigh Department of City Planning

The new area plan section would read as follows:

AF Avent Ferry Corridor Plan

This plan addresses the area shown in Map AF-1. The plan area extends from Western Boulevard to Tryon Road along Avent Ferry Road and encompasses retail and recreational destinations such as the Mission Valley Shopping Center and Lake Johnson Park. The vision for the Avent Ferry Road Corridor was developed with community input received over a multi-year planning process and represents policy solutions to community concerns regarding current transportation infrastructure, pedestrian and bicycle safety, and perceived redevelopment pressures.

A critical component of this plan is the streetscape design recommendations. The design incorporates enhanced pedestrian and bicycle infrastructure and maintains efficient travel for transit users and motorists. User safety is at the core of these recommendations. The design of the streetscape is intended to inform city's Streetscape Capital Program which identifies Avent Ferry Road among a prioritized list of streetscape improvement projects. Alternatively, portions of the recommended streetscape improvements may also be implemented through the development of private property.

The northern end of the plan area abuts Western Boulevard, a corridor identified in the Wake County Transit Plan as the western route for Bus Rapid Transit (BRT). Properties in this area, specifically those closest to a potential future BRT Station, should be considered for application of Transit Overlay District (-TOD) zoning.

Policy AP-AF-1 Future Zoning
Rezoning petitions should be evaluated for consistency with the policy guidance of this area plan.

Policy AP-AF-2 Pedestrian Crossings
Where warranted, signalized pedestrian crossings should be deployed in accordance with Map AP-AF-1 to ensure the highest level of safety for users of the corridor.

Policy AP-AF-3 Greenway Connections
The greenway connections identified in Map AP-AF-1 should be provided in any redevelopment scenario and should include easement dedication and trail construction. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

Policy AP-AF-4 Streetscape Improvement
Establish "Complete Streets" that accommodate pedestrians, cyclists, transit riders, and motorists to provide multimodal transportation options to the corridor's many users. The recommended streetscape design should be used to guide a streetscape improvement plan.

Policy AP-AF-5 Network Connectivity
Support transportation network modifications that enhance connectivity, including new public streets at Mission Valley Shopping Center, Avent Ferry Road Shopping Center, and throughout the multifamily developments along the corridor between Chappell Drive and Gorman Street.

Policy AP-AF-6 Mission Valley Building Frontages
The Mission Valley Shopping Center should be rezoned to have an Urban Limited Frontage. Suburban and auto-oriented frontage types, such as Parking Limited, should not be considered.

Policy AP-AF-7 Mission Valley Building Height and Open Space
Building height at the Mission Valley Shopping Center should not exceed seven stories along Avent Ferry Road and Centennial Parkway. Taller buildings should be considered internally to the shopping center in exchange for public amenities, such as parks, plazas, or pedestrian promenades. Rezoning requests that exceed the recommendations of Table LU-2 Recommended Height Designations should only be considered in exchange for the highest quality of public amenities. Reference Figure AP-AF-1, Figure AP-AF-2, Figure AP-AF-3, for appropriate design concepts to achieve the intended level of public amenities that warrant increased building height. Rezoning requests that deliver high quality public amenities as intended in this policy shall not be considered inconsistent with the recommendations of Table LU-2. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

Policy AP-AF-8 Avent Ferry Shopping Center Building Frontages
The Avent Ferry Shopping Center should be rezoned to have a Green Frontage.

Policy AP-AF-9 Avent Ferry Shopping Center Building Height
Building height at the Avent Ferry Shopping Center should not exceed three stories along Avent Ferry Road. Building heights of up to five stories should be considered on portions of the property that do not abut Avent Ferry Road. This guidance should be used to inform conditional use rezoning requests and Planned Development (PD) rezonings.

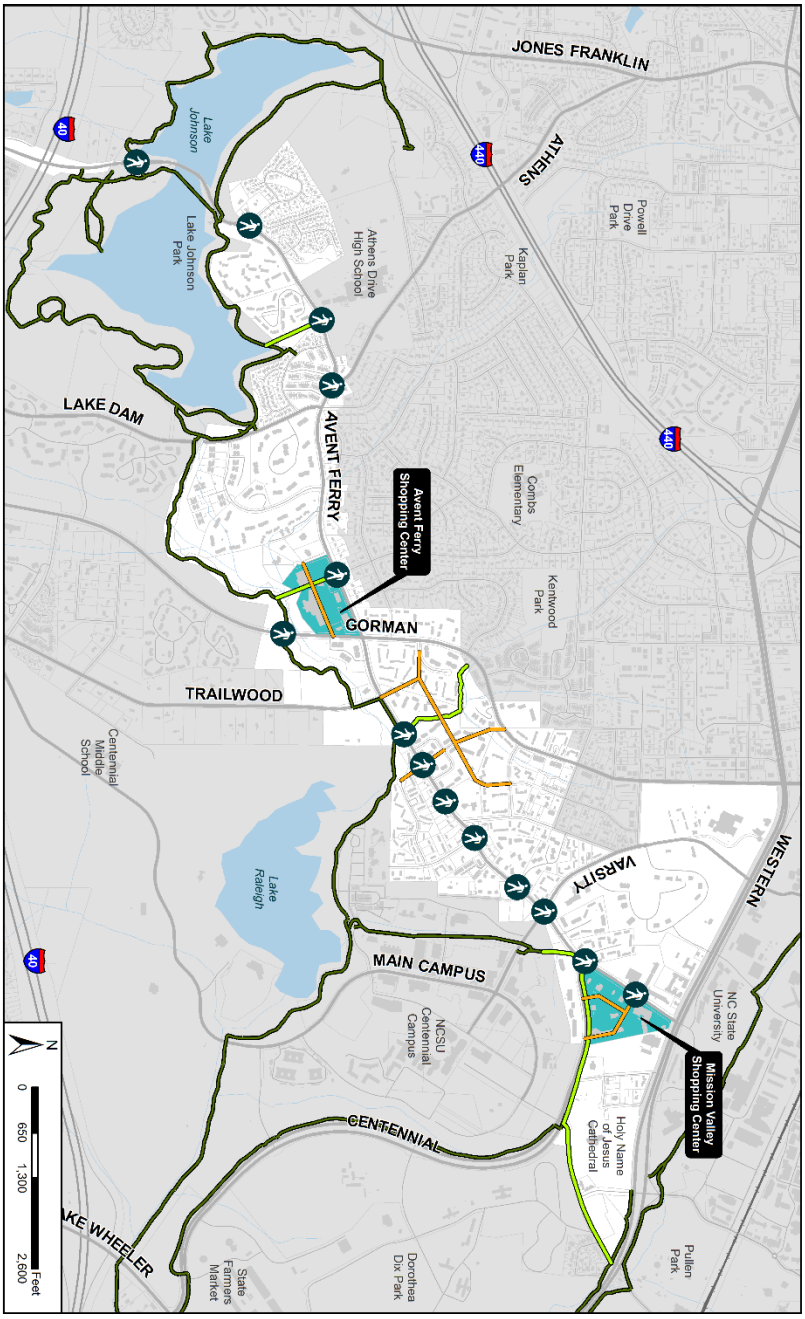
Policy AP-AF-10 Transit Overlay District
Properties at the northern end of the plan area, specifically those at the intersection of Avent Ferry Road and Western Boulevard and those closest to a future Bus Rapid Transit Station, should be rezoned for application of Transit Overlay District (-TOD). The mapping of this overlay should be coordinated with the implementation of the Wake County Transit Plan.

Action AP-AF-1 Streetscape Improvement Plan
Adopt the recommendations of the Avent Ferry Corridor Study as a streetscape improvement plan in accordance with Resolution No. 2013-851.

Action AP-AF-1 Pedestrian Crossings
The pedestrian crossings identified in Map AP-AF1 should be individually analyzed for enhanced safety improvements.

Map AP-AF1: **Avent Ferry**

Adopted: TBD



Pedestrian Crossing

Policy Area

Proposed Street

Proposed Greenway Trail

Existing Greenway Trail

Map created 2/1/2019 by the Raleigh Department of City Planning

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. **The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

   The proposed amendment incorporates the recommendations of the Avent Ferry Road Corridor Study into the 2030 Comprehensive Plan. The corridor study was undertaken in anticipation of the growing development pressures along the corridor and in response to citywide growth trends.

2. **The proposed amendment is in response to changes in state law;**

   N/A

3. **The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

   The proposed amendment provides policy guidance to an area in the city that is anticipated for increased redevelopment pressure. These recommendations represent community generated policy solutions for the perceived impacts of redevelopment and provide predictability in the rezoning process to the neighborhoods closest to the study area and to the city at large.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

A. Area Specific Zoning Guidance

This section of the staff report analyzes 2030 Comprehensive Plan policies relevant to proposed area specific guidance section AF Avent Ferry Corridor.

Policy IM 4.1 Area Planning Studies

Prepare area-specific planning studies for parts of the City where detailed direction or standards are needed to guide land use, economic development, transportation, urban design, and other future physical planning and public investment decisions. The focus should be on areas or corridors that offer opportunities for revitalization or new residential, commercial, and mixed-use development and redevelopment, areas with challenges or characteristics requiring place-specific planning actions and public interventions, and areas designated "special study area" on the Future Land Use Map.

Policy IM 4.3 Existing Area Plans

As part of the update and re-examination process, remove existing, adopted Area Plans from the Comprehensive Plan as they become fully implemented, or if they are superseded by future area planning studies.

Policy LU 2.7 Future Studies in High Density Areas

As necessary, undertake detailed studies and plans for growth centers, mixed-use centers, and transit station areas (rail or bus transfer nodes) to identify areas appropriate for higher-density mixed-use development

- This amendment incorporates a community generated vision resulting from a multi-year planning process for the Avent Ferry Corridor. The study was initiated anticipating increased development pressures and represents area specific policy solutions to guide the redevelopment of mixed-use and neighborhood centers and multifamily developments along the corridor. The policies included in this amendment provide land use, urban design, and transportation guidance that are intended to address unique challenges and preserve the character of the Avent Ferry Corridor. The adoption of this amendment will also remove the Mission Valley Area Plan, while maintaining its recommendations for targeted growth and urban design at the shopping.

Policy LU 2.1 - Placemaking

Development within Raleigh's jurisdiction should strive to create places, streets, and spaces that in aggregate meet the needs of people at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character.

Policy LU 2.2 Compact Development

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity development.

Policy LU 2.5 Healthy Communities

New development, redevelopment, and infrastructure investment should strive to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access, and safety along roads near areas of employment, schools, libraries, and parks.

Policy LU 5.1 Reinforcing the Urban Pattern

New development should be visually integrated with adjacent buildings, and more generally with the surrounding area. Quality design and site planning is required so that new development opportunities within the existing urban fabric of Raleigh are implemented without adverse impacts on local character and appearance.

Policy LU 7.6 Pedestrian-Friendly Development

New commercial developments and redeveloped commercial areas should be pedestrian-friendly.

Policy LU 6.1 Composition of Mixed Use Centers

Mixed-use centers should be comprised of well-mixed and integrated developments that avoid segregated uses and have well planned public spaces that bring people together and provide opportunities for active living and interaction.

Policy LU 8.9 Open Space in New Development

New residential development should be developed with common and usable open space that preserves the natural landscape and the highest quality ecological resources on the site

- The Avent Ferry Corridor plan establishes a policy framework that is intended to produce great urban places with accessibility for all modes of travel through a more compact land use pattern. Urban form guidance for building frontages will create pedestrian-friendly urban environments. The conceptual design figures for redevelopment at the shopping centers are intended to guide the high-quality development with improved access and well-planned public spaces. The proposed streetscape plan will incorporate enhanced pedestrian and bicycle infrastructure to promote healthy and active lifestyles by improving safety and user comfort of the corridor. The plan also identifies thirteen points along the corridor for safer pedestrian and bicycle crossings that will enhance movement across Avent Ferry Road.

Policy LU 5.2 Managing Commercial Development Impacts

Manage new commercial development using zoning regulations and through the conditional use zoning and development review processes so that it does not result in unreasonable and unexpected traffic, parking, litter, shadow, view obstruction, odor, noise, and vibration impacts on surrounding residential areas.

Policy LU 7.1 Encouraging Nodal Development

Discourage auto-oriented commercial "strip" development and instead encourage pedestrian-oriented "nodes" of commercial development at key locations along major corridors. Zoning and design standards should ensure that the height, mass, and scale of development within nodes respects the integrity and character of surrounding residential areas and does not unreasonably impact them.

Policy LU 7.2 Shopping Center Reuse

Promote the redevelopment of aging and high vacancy shopping centers into mixed-use developments with housing and public recreation facilities.

Policy LU 7.4 Scale and Design of New Commercial Uses

New uses within commercial districts should be developed at a height, mass, scale, and design that is appropriate and compatible with surrounding areas.

- The new policies in this amendment are intended to promote redevelopment that allows for increased development capacity while maintaining local character and appearance. Building height recommendations for Mission Valley maintain a reasonable height at the edges of the shopping center and allow for greater internal height and recommends the shopping center be rezoned to have an Urban Limited Frontage. This will require new buildings be located closer to pedestrian and bicycle infrastructure. The guidance for Mission Valley is intended to produce greater intensity pedestrian- and transit-oriented development in an area of the corridor that is furthest from low-density residential neighborhoods. Height guidance for the Avent Ferry Shopping Center suggests a three-story limit along Avent Ferry Road and recommends a Green Frontage. This frontage type would guide future redevelopment to compliment the adjacent neighborhoods by requiring greater building setbacks and intervening landscaping. This frontage type also maintains walkability by prohibiting parking between new buildings and the street. These new policies are intended to mitigate unreasonable impacts of potential redevelopment on surrounding residential areas.

Policy LU 4.6 Transit Oriented Development

Promote transit-oriented development around planned transit stations through appropriate development regulation, education, station area planning, public-private partnerships, and regional cooperation.

Policy LU 4.9 Corridor Development

Promote pedestrian-friendly and transit supportive development patterns along multi-modal corridors designated on the Growth Framework Map, and any corridor programmed for "transit intensive" investments such as reduced headways, consolidated stops, and bus priority lanes and signals.

Policy LU 6.2 Complementary Uses and Urban Vitality

A complementary integration and mixture of land uses should be provided within all growth centers and mixed-use centers and developments to maintain the City's livability, manage future growth, and provide walkable and transit accessible destinations. Areas designated for mixed-use development in the Comprehensive Plan should be zoned consistent with this policy.

- The Wake County Transit Plan identifies Western Boulevard is as the western route of the Bus Rapid Transit (BRT) system. At the northern end of the plan area, this high frequency service will provide residents and commuters with the best transit available in the state. The policies in the plan are intended to focus the most intense and urban mixed-use development in this area and encourage pedestrian and bicycle access.

Policy LU 8.3 Conserving, Enhancing, and Revitalizing Neighborhoods

Recognize the importance of balancing the need to increase the housing supply and expand neighborhood commerce with the parallel need to protect neighborhood character, preserve historic resources, and restore the environment.

Policy LU 8.5 Conservation of Single-Family Neighborhoods

Protect and conserve the City's single-family neighborhoods and ensure that their zoning reflects their established low-density character. Carefully manage the development of vacant land and the alteration of existing structures in and adjacent to single-family neighborhoods to protect low density character, preserve open space, and maintain neighborhood scale.

- The building form and height guidance in this amendment are intended to preserve the existing character of adjacent neighborhoods. New policy guidance for the Avent Ferry Shopping Center recommends a three-story height limit and a Green Frontage, which maintain the integrity and character of adjacent neighborhoods by limiting building height and requiring generous setbacks and intervening landscaping. This policy framework will also enhance the adjacent neighborhoods by improving access and walkability with enhanced pedestrian and bicycle infrastructure and prohibiting parking between new buildings and the street. The intersection of Merrie Road and Avent Ferry Road is also identified for an improved pedestrian crossing.

B. Streetscape Plan

This section of the staff report analyzes 2030 Comprehensive Plan policies relevant to the proposed streetscape improvements as called for in the new policy *AP-AF-4 Streetscape Improvement*.

Policy AP-AF-4 Streetscape Improvement

Establish "Complete Streets" that accommodate pedestrians, cyclists, transit riders, and motorists to provide multimodal transportation options to the corridor's many users. To guide these improvements, the recommended streetscape design should be adopted as a streetscape improvement plan in accordance with Resolution No. 2013-851.

Policy T 2.1 Integration of Travel Modes

Promote and develop an integrated, multimodal transportation system that offers safe and attractive choices among modes including pedestrian walkways, bikeways, public transportation, roadways, railways, and aviation.

Policy T 2.16 Assessing Changes in Road Design

Subject all proposed changes to the treatment of existing vehicular rights-of-way, such as changes to the number and type of travel lanes, to a study prior to implementation to determine the impacts on the larger network and the level of service of all relevant modes

Policy T 3.1 Complete Street Implementation

For all street projects and improvements affecting the public right-of way, consider and incorporate Complete Street principles and design standards that provide mobility for all types of transportation modes (pedestrian, bicycle, auto, transit, freight) and support mutually-reinforcing land use and transportation decisions. Work with NCDOT to implement these design standards for state-maintained roads within the City's jurisdiction.

Policy T 3.2 Accommodating Multiple Users

Ensure that all new roadway projects and major reconstruction projects provide appropriate and adequate right-of-way for safe and convenient movement for all users including bicyclists, pedestrians, transit riders, and motorists. Manage the use of rights-of-way to best serve future travel demand (e.g., Multimodal Streets—incorporate wider sidewalks where appropriate).

- The recommended streetscape design establishes an enhanced street that accommodates pedestrians, cyclists, motorists, and transit riders. The design was the product of a multi-year planning process that incorporated community input and technical expertise to create a custom streetscape that improve pedestrian and bicycle infrastructure while maintaining an efficient level of service to motorists.

Policy T 5.1 Enhancing Bike/Pedestrian Circulation

Enhance pedestrian and bicycle circulation, access, and safety along corridors, downtown, in activity and employment centers, at densely developed areas and transit stations, and near schools, libraries, and parks.

Policy T 5.2 Incorporating Bicycle and Pedestrian Improvements

All new developments, roadway reconstruction projects, and roadway resurfacing projects in the City of Raleigh's jurisdiction should include appropriate bicycle facilities as indicated in the Recommended Bicycle Network of the 2008 City of Raleigh Bicycle Transportation Plan.

Policy T 5.3 Bicycle and Pedestrian Mobility

Maintain and construct safe and convenient pedestrian and bicycle facilities that are universally accessible, adequately illuminated, and properly designed to reduce conflicts among motor vehicles, bicycles, and pedestrians.

Policy T 5.4 Pedestrian and Bicycle Network Connectivity

Continuous pedestrian and bicycle networks should be provided within and between existing and new developments to facilitate safe and convenient pedestrian and bicycle travel free of major barriers and impediments such as cul-de-sacs and large parking lots.

Policy T 5.13 Pedestrian Infrastructure

Ensure that streets in areas with high levels of pedestrian activity (e.g., employment centers, residential areas, mixed-use areas, schools) support pedestrian travel by providing such elements as frequent and safe pedestrian crossings, large medians for pedestrian refuges, bicycle lanes, frontage roads with on-street parking, and/or grade separated crossings.

- The proposed streetscape design significantly enhances the pedestrian and cyclist experience along Avent Ferry Road. Sidewalks are recommended along the corridor from end to end, including generous fourteen-foot urban scale sidewalks from Western Boulevard to Varsity Drive, an area anticipated for the highest levels of pedestrian activity. This enhanced and continuous pedestrian infrastructure will increase mobility and connectivity and improve walkability. The streetscape design is also consistent with the adopted Bicycle Transportation Plan which recommends a *Separated Bikeway* along Avent Ferry Road between Western Boulevard to Gorman Street, and a *Bicycle Lane* from Gorman Street to Tryon Road; this guidance is reflected in the proposed streetscape.

Policy T 3.4 Pedestrian-Friendly Road Design

Design Complete Street amenities with the pedestrian in mind, avoiding the use of traffic control and safety devices that favor vehicles.

Policy T 3.5 Medians

Limit the use of undivided multi-lane streets and utilize raised or landscaped medians, where feasible, to improve safety and vehicle throughput while providing opportunities for pedestrian refuges and landscaping.

Policy T 7.1 Safety Improvements

Work with all parties necessary to improve the multi-modal transportation system so that safe routes for motorists, transit riders, bicycles, and pedestrians are provided.

Policy T 7.2 Traffic Calming

Incorporate traffic calming techniques and treatments into the design of new or retrofitted local and neighborhood streets, as well as within school, park, and pedestrian-oriented business areas, to emphasize lower auto speeds, encourage bicycling and walking, and provide pedestrians with a convenient, well-marked, and safe means to cross streets.

- The proposed streetscape design will enhance pedestrian safety and comfort by improving the sidewalk infrastructure, applying planted medians, and implementing signalized pedestrian crossings where warranted.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;
While this amendment does not change existing zoning entitlements on any property, it does establish new policy guidance in the event of future rezoning and redevelopment.

B. Existing or future land use patterns;
The intent is to alter future land use patterns and guide the form of future development.

C. Existing or planned public services and facilities;
The amendment takes into consideration planned public services and facilities. It is not anticipated that the development pattern envisioned in this plan would put undue stress on public services and facilities.

D. Existing or planned roadways;
The amendment takes into consideration existing and planned roadways and identifies new public streets.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

This area of Raleigh represents a diverse landscape from high intensity shopping centers to suburban natural refuges like Lake Johnson Park. To address this diverse character, the plan enhances the natural beauty of the corridor by providing street trees and planted medians from end to end, enhanced landscaping at the Avent Ferry Shopping Center, and well-planned public open space at Mission Valley. The streetscape improvement plan provides the opportunity to integrate enhanced stormwater management measures in planted medians. Noise from redevelopment will be mitigated by concentrating development away from low density residential areas. The policy changes proposed here are anticipated to alter the existing and forecasted impacts.

STAFF FINDING:

The request is consistent overall with identified Comprehensive Plan policies.

STAFF COORDINATOR:

Matthew Klem, matthew.klem@raleighnc.gov, 919-996-4637

STAFF REPORT – CP-1B-19

Avent Ferry Road Corridor
Comprehensive Plan Amendment
Map LU-3 Future Land Use Map

OVERVIEW

This is a City-initiated amendment to Map LU-3 Future Land Use Map (FLUM), a document within the 2030 Comprehensive Plan. The proposed amendment reflects the recommendations contained within the Avent Ferry Road Corridor Study. The proposed amendment would change approximately 38 acres of property generally located on the south side of Avent Ferry Road between its intersections with Centennial View Lane and Brigadoon Drive. The amendments are:

- Amend Map LU-3 Future Land Use to change approximately 33 acres from Low Density Residential to Office and Residential Mixed Use.

- Amend Map LU-3 Future Land Use to change approximately 5 acres from Moderate Density Residential to Office and Residential Mixed Use.

The 2030 Comprehensive Plan describes the *existing* Future Land Use Designation of **Low Density Residential** as:

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. 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.

The 2030 Comprehensive Plan describes the *existing* Future Land Use Designation of **Moderate Density Residential** as:

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 townhouses 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. Corresponding zoning districts are R-6 and R-10, or RX conditioned to limit density.

> The 2030 Comprehensive Plan describes the *proposed* Future Land Use Designation of **Office and Residential Mixed Use** as:
>
> This category is applied primarily to frontage lots along major streets 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 residential and office use. Retail not ancillary to employment and/or residential uses 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. Higher-impact uses such as hotels and hospitals 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.

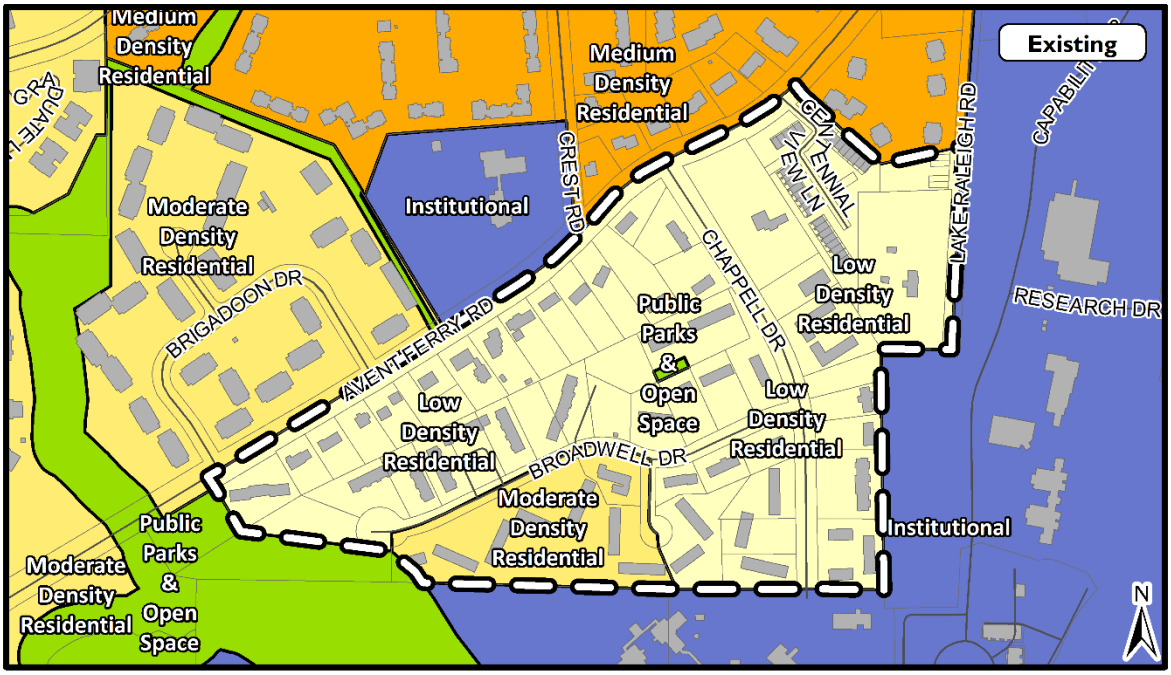
This amendment will also remove strips of land designated as Public Parks and Open Space from the Future Land Use Map. These strips were mapped with this designation to mirror the underlying zoning district boundaries. Under the old Part 10 Code, landscape buffering between properties was set aside in a *separate zoning district* called Conservation Management (CM). The UDO does not use this method for landscape buffering; instead, landscape buffering is placed within the same zoning district boundary of the development it buffers. The Public Parks and Open Space strips on the Future Land Use Map in this area were mapped over existing CM buffer zones and could result in unnecessary policy inconsistency and arbitrary landscape buffering when reviewed for rezoning. This outcome would be contrary to the intent of the 2030 Comprehensive Plan. Removing this designation will clean up the Future Land Use Map and bring it in to alignment with the current regulatory framework for landscape buffering in the UDO. Since this portion of the Comprehensive Plan Amendment is chiefly a housekeeping exercise and is not anticipated or intended to proactively guide land use policy and future development and does not reflect the intent of the 2030 Comprehensive Plan, it is not analyzed in the staff report below.

Update for Planning Commission March 12, 2019

This Comprehensive Plan Amendment was updated following the March 5, 2019 City Council meeting. The Avent Ferry Road Corridor Study originally recommended a Future Land Use Map amendment for the subject site from Low Density Residential to Medium Density Residential. At their March 5, 2019 meeting, City Council approved a motion to modify this amendment to consider a Future Land Use Map amendment from Low Density Residential to Office and Residential Mixed Use. This staff report analyzes the latter amendment.

Proposal to Amend the Future Land Use Map

Existing Designation: Low Density Residential, Moderate Density Residential, and Public Parks & Open Space



Proposed Designation: Office & Residential Mixed Use

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. **The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

   The proposed amendment incorporates the recommendations of the Avent Ferry Road Corridor Study into the 2030 Comprehensive Plan. The corridor study was undertaken in anticipation of the growing development pressures along the corridor and in response to citywide growth trends.

2. **The proposed amendment is in response to changes in state law;**

   N/A

3. **The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

   The proposed amendment constitutes a substantial benefit to the city as a whole. The Future Land Use Map is the foundation of the Land Use Element of the Comprehensive Plan and the primary means to shape the city's future growth. It sets forth the planned development pattern of the city from now until 2030. The Avent Ferry Corridor Plan represents the most current appropriate future land uses. The overwhelming majority of property within the study area boundaries have Future Land Use Map Designations that are anticipated to guide orderly growth and development through 2030. The one exception to this future development pattern is the 38-acre enclave of Low Density Residential that is nestled between Avent Ferry Road and North Carolina State University.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

Policy LU 2.2 Compact Development

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity development.

- The proposed amendment to the Future Land Use Map shifts the land use policy in the specified area to support a more compact development pattern by conceptualizing residential density by building form rather than units-per-acre. The proposed Office and Residential Mixed Use designation does not recommend a numeric maximum to density in units-per-acre. Where the Low and Moderate Density Residential Designations recommend a limit of 6 units-per-acre, the Office and Residential Mixed Use effectively limits density through guiding building height. Table LU-2 Recommended Height Designations suggests that building height in areas identified as Office and Residential Mixed Use should not exceed seven stories in height. Structuring the land use policy using a height maximum, and not a discrete unit-per-acre maximum, would represent an increase density and support a more compact development pattern. The Office and Residential Mixed Use designation also envisions office use and limited retail in a mixed use setting.

Policy LU 5.4 Density Transitions

Low- to medium-density residential development and/or low-impact office uses should serve as transitional densities between lower-density neighborhoods and more intensive commercial and residential uses. Where two areas designated for significantly different development intensity abut on the Future Land Use Map, the implementing zoning should ensure that the appropriate transition occurs on the site with the higher intensity.

- The proposed amendment to the Future Land Use Map will enhance the density transition that is currently depicted in Map LU-3 which places the subject site, mostly designated as Low Density Residential, adjacent to Institutional. Low Density Residential recommends single family residential development of up to 6 units per acre. The Institutional designation limits neither density in units-per-acre nor building height; rather, this designation recommends that properties categorized with Institutional designations be zoned Campus (CMP), which is effectively a custom zoning district that could include virtually any land use. This sudden change in potential development intensity leaves little room for transition between uses. The proposed Office and Residential Mixed Use designation would provide a less abrupt transition by recommending the subject property be limited to mixed use development consisting of building in up to 7 stories in height with no discrete limit to density in units-per-acre. A broader look at the Future Land Use Map designations in the Avent Ferry Road corridor reveals the pattern of land use following the gradient of Institutional, to Office and Residential Mixed Use, to Moderate Density Residential, and finally to Low Density Residential which provides a for a more gradual and orderly development pattern than the abrupt jump from Institutional to Low Density Residential.

Policy LU 7.3 Single Family Lots of Major Streets

No new single-family residential lots should have direct vehicular access from major streets, in an effort to minimize traffic impacts and preserve the long-term viability of these residential uses when located adjacent to major streets.

- The proposed amendment the Future Land Use Map would not support the creation of new single family lots along Avent Ferry Road, as is currently depicted with the Low Density Residential designation.

Policy LU 1.1 Future Land Use Map Purpose

The Future Land Use Map and associated Comprehensive Plan policies shall be used to guide zoning, ensure the efficient and predictable use of land capacity, guide growth and development, protect public and private property investments from incompatible land uses, and efficiently coordinate land use and infrastructure needs.

Policy H 1.6 Zoning for Housing

Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing.

- The proposed amendment to the Future Land Use Map will change the land use policy guidance in the of interest of increasing the amount residential development on the subject site. The site is currently identified as Low and Moderate Density Residential which recommend a limit of 6 and 14 units per acre, respectively. The Low Density Residential designation puts a greater emphasis on single family residential development and the Moderate Density Residential designation supports multifamily development. The recommended change to Office and Residential Mixed Use for the entire subject site would suggest mixed use development throughout. This amendment represents a policy shift that supports an increase in the number of dwelling units and the variety of housing types.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;
While changing a property's designation on the Future Land Use Map does not change existing entitlements, it does establish new policy guidance in the event of future redevelopment or rezoning.

B. Existing or future land use patterns;
The intent is to alter future land use patterns in the event of rezoning, as described in the amendment.

C. Existing or planned public services and facilities;
The proposed changes to the Future Land Use Map take into consideration planned public services and facilities. It is not anticipated that the future land use pattern recommended in this amendment would put undue stress on public services and facilities.

D. **Existing or planned roadways;**
   The proposed changes to the Future Land Use Map take into consideration existing and planned roadways.
E. **The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
   This area of Raleigh is already developed extensively; changes proposed here are not likely to alter the existing and forecasted impacts.

STAFF FINDING:

The request is consistent with 2030 Comprehensive Plan.

STAFF COORDINATOR:

Matthew Klem, matthew.klem@raleighnc.gov, 919-996-4637

STAFF REPORT –CP-1C-19

Avent Ferry Corridor
Comprehensive Plan Amendment
Map T-1 Street Plan

OVERVIEW

This is a City-initiated amendment to Map T-1 Street Plan, a document within the 2030 Comprehensive Plan. The proposed amendment reflects the recommendations contained within the Avent Ferry Road Corridor Study. The amendment to Map T-1 will require the dedication of right-of-way and the construction of new streets when and if the underlying properties are redeveloped. The proposed amendment would:

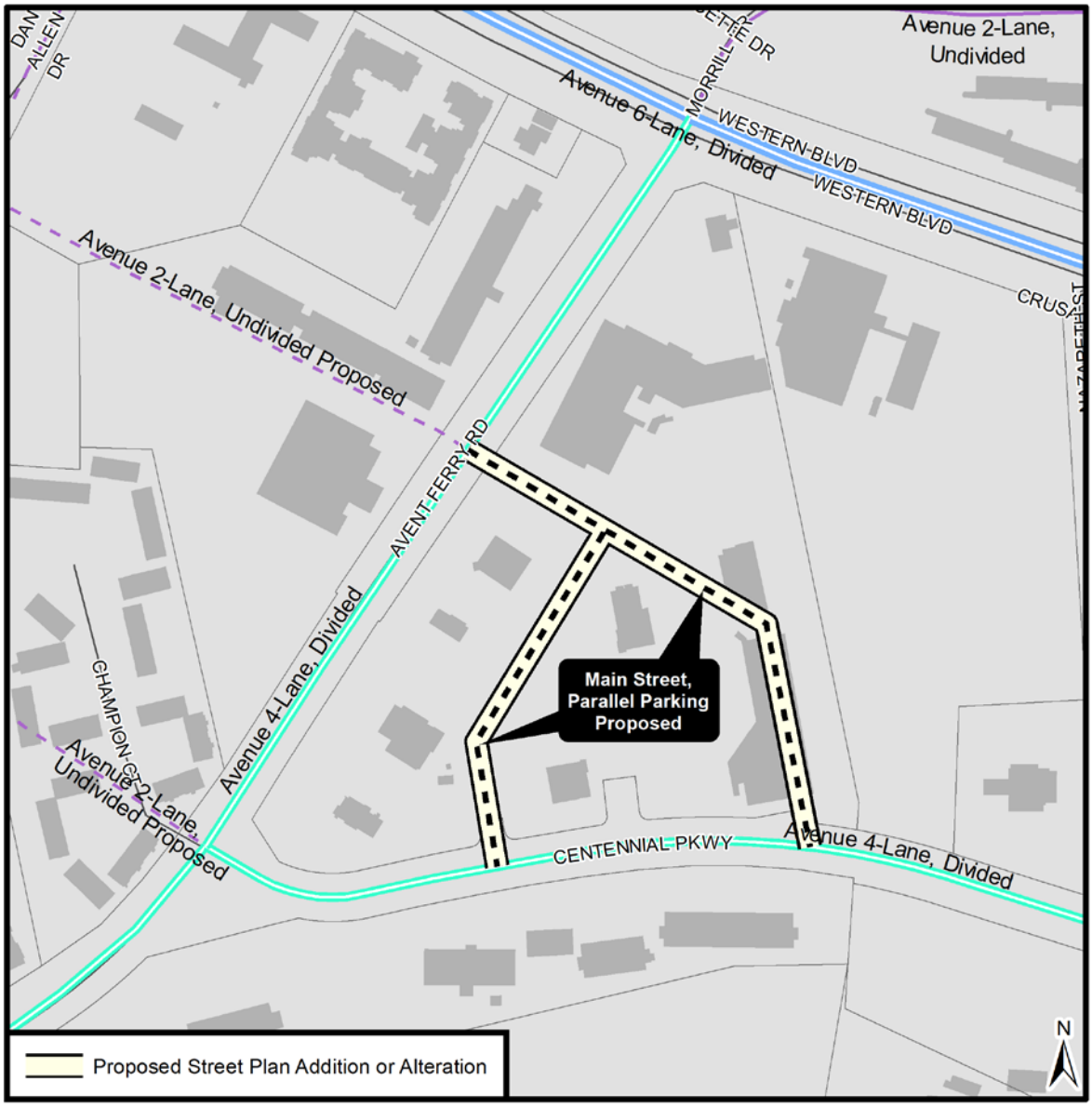
- Add proposed new streets to the properties containing the Mission Valley Shopping Center and the Avent Ferry Road Shopping Center. These streets will be classified as *Main Street, Parallel Parking*.
- Add a network of proposed streets north and south of Avent Ferry Road between Chappell Drive and Gorman Street. These streets will be classified as *Neighborhood Street*.

Main Street, Parallel Parking

This street type is recommended for the proposed streets at Mission Valley and Avent Ferry Shopping Center. Main Streets are most appropriate where buildings front on the sidewalk and active frontage and mixed uses exist. This street type is designed to keep vehicle traffic moving slowly and encourage multi-modal transportation. Bicycle lanes are not provided as cyclists are intended to use the full travel lane. Additional landscaping and traffic calming techniques that are well-suited for Main Streets include street trees in grated wells, bioretention areas, and curb bulb-outs with or without bioretention, and a high density of street furniture and public art. Main streets are also conducive to the use of permeable pavement in on-street parking areas or sidewalks. Pedestrian-scale lighting should be installed and utilities should be located underground to the greatest extent possible.

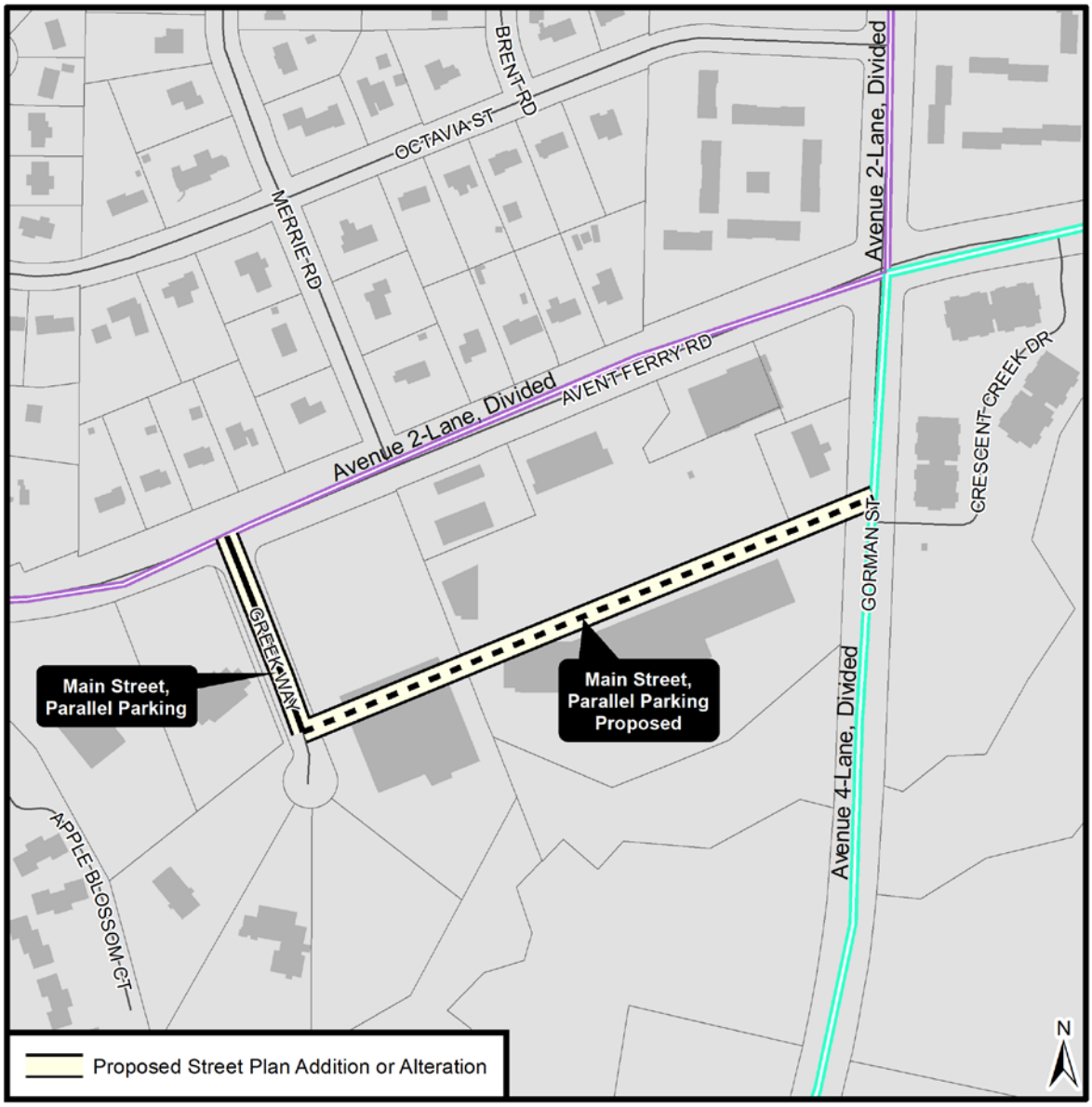
Width	
A: Right-of-way	73’
B: Back-of-curb to back-of-curb	41’
Streetscape	
C: Sidewalk (minimum)	10’
D: Planting area (minimum)	6’
Travelway	
E: Parking Lane	8.5’
F: Travel Lane	12’

Proposal to Amend the Street Plan



Map T-1: Street Plan Changes
- Add new streets between Avent Ferry Rd & Centennial Pkwy, on the current Mission Valley Shopping Center property, designated as Main Street, Parallel Parking

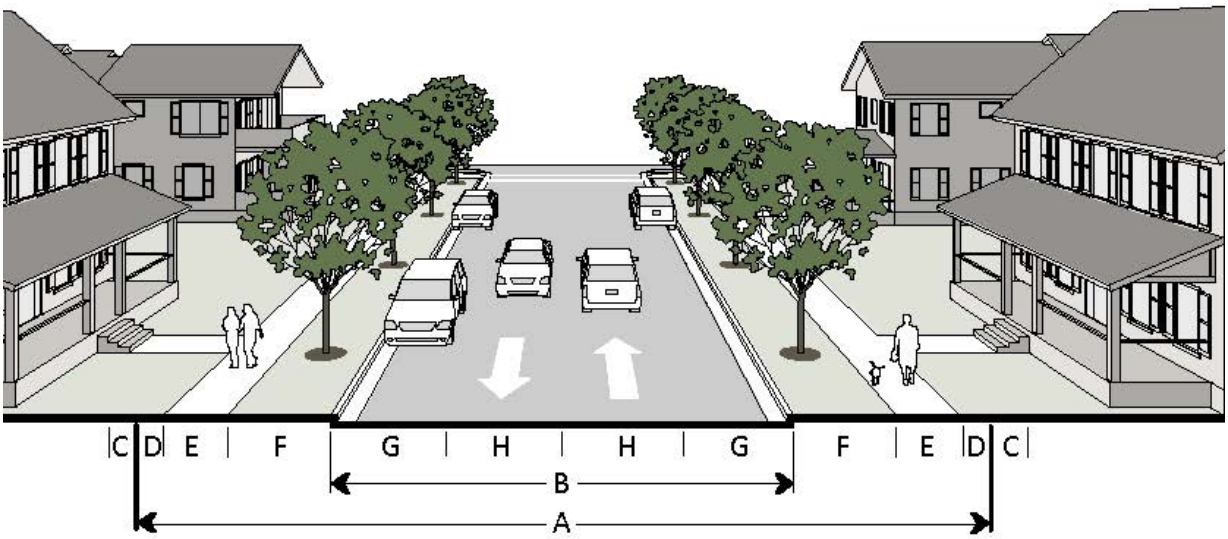
Proposal to Amend the Street Plan



Map T-1: Street Plan Changes
- Designate Greek Way as Main Street, Parallel Parking
- Add new street between Greek Way & Gorman St as Main Street, Parallel Parking Proposed

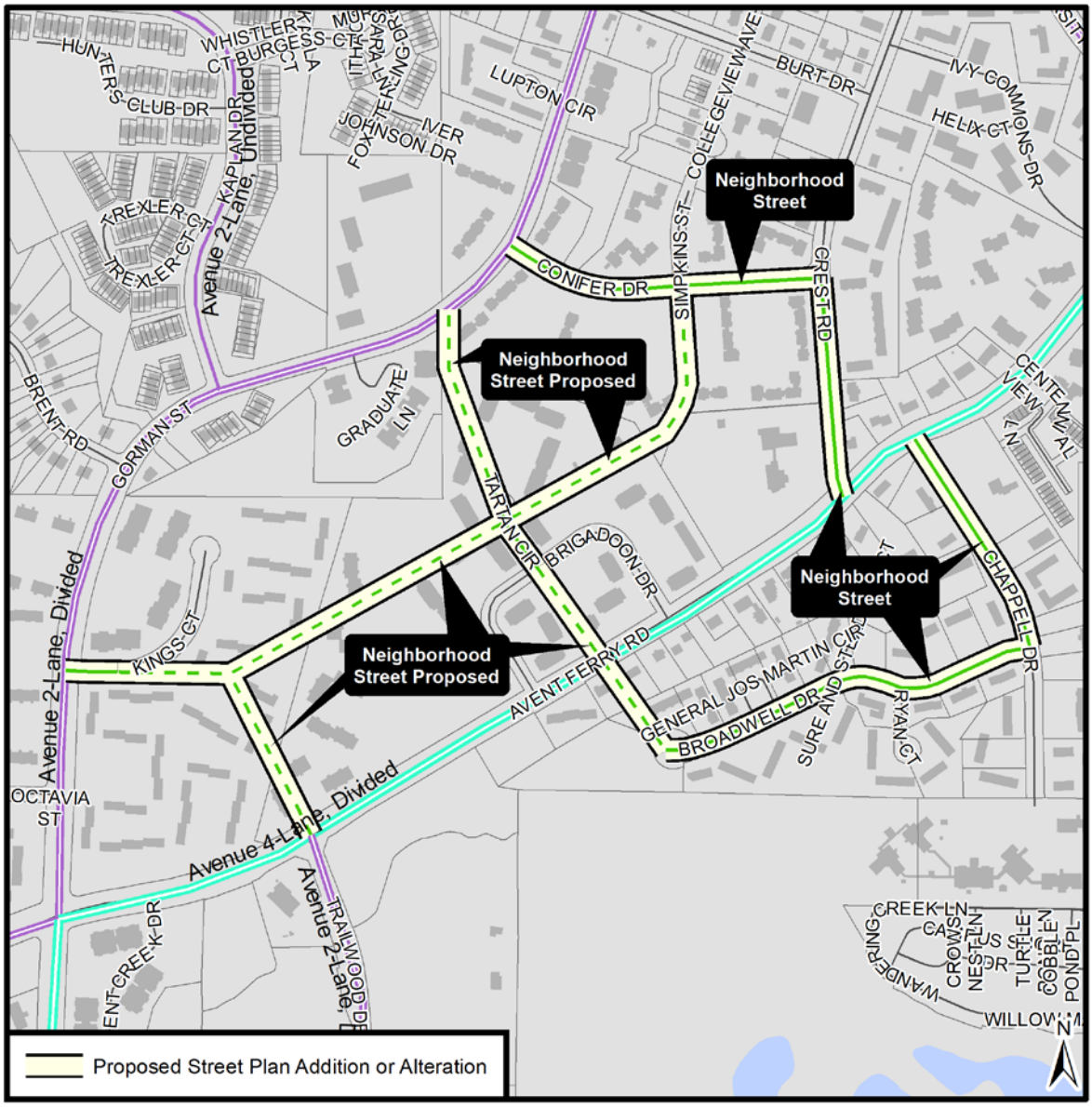
Neighborhood Street

This street type is recommended for the proposed streets north and south of Avent Ferry Road between Chappell Drive and Gorman Street. Neighborhood streets are appropriate in areas where residential uses may be compatible with non-residential uses in a mixed-use context. They accommodate on-street parallel parking on both sides and feature two general travel lanes for bicycles and automobiles. Sidewalks are required on both sides of the street. Traffic calming design elements such as intersection bulb-outs can help to moderate vehicle speeds. This street type is conducive to use of Green Stormwater Infrastructure (GSI) practices including curbside bioretention, bioretention in bulb-outs, and permeable pavement sidewalks.



Width	
A: Right-of-way	64’
B: Back-of-curb to back-of-curb	36’
Streetscape	
C: Utility placement, easement	5’
D: Maintenance strip (min)	2’
E: Sidewalk (min)	6’
F: Planting area (min)	6’
Travelway	
G: Parking Lane	8’
H: Travel Lane	10’

Proposal to Amend the Street Plan



Map T-1: Street Plan Changes

- Designate existing segments of Conifer Dr, Crest Dr, Chappell Dr, Broadwell Dr, Tartan Cir, & Kings Ct as Neighborhood Streets
- Add new Neighborhood Streets Proposed:
  - from Broadwell Dr across Avent Ferry Rd to Tartan Cir
  - from Tartan Cir north to Gorman St
  - from Kings Ct east to Tartan Cir and continuing to the intersection of Conifer Dr and Simpkins St
  - from intersection of Trailwood Dr and Avent Ferry Rd north to the Kings Ct extension

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. **The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

   The proposed amendment incorporates the recommendations of the Avent Ferry Road Corridor Study into the 2030 Comprehensive Plan. The corridor study was undertaken in anticipation of the growing development pressures along the corridor and in response to citywide growth trends. The proposed streets will help to ensure orderly development and lend predictability to future growth.

2. **The proposed amendment is in response to changes in state law;**

   N/A

3. **The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

   The Street Plan identifies the type and location of new streets throughout the city. The proposed amendment enhance street network connectivity, eliminates gaps in the roadway system, and provides a higher roadway grid density that will increase mobility options and promote the accessibility of nearby land uses.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

Policy IM 4.1 Area Planning Studies

Prepare area-specific planning studies for parts of the City where detailed direction or standards are needed to guide land use, economic development, transportation, urban design, and other future physical planning and public investment decisions. The focus should be on areas or corridors that offer opportunities for revitalization or new residential, commercial, and mixed-use development and redevelopment, areas with challenges or characteristics requiring place-specific planning actions and public interventions, and areas designated "special study area" on the Future Land Use Map.

Policy LU 4.5 - Connectivity

New development and redevelopment should provide pedestrian and vehicular connectivity between individual development sites to provide alternative means of access along corridors.

Policy T 2.4 Road Connectivity

The use of cul-de-sacs and dead-end streets should be minimized.

Policy T 5.4 Pedestrian and Bicycle Network Connectivity

Continuous pedestrian and bicycle networks should be provided within and between existing and new developments to facilitate safe and convenient pedestrian and bicycle travel free of major barriers and impediments such as cul-de-sacs and large parking lots.

- This amendment will require the dedication of right-of-way and the construction of the new streets when and if the underlying properties are redeveloped. When completely implemented the new streets will improve overall connectivity along the corridor.
- The proposed street grid north and south of Avent Ferry Road between Chappell Drive and Gorman Street will transform over three dozen disjointed surface parking lots and five cul-de-sacs into a coherent network of Neighborhood Streets with on-street parking and sidewalks on both sides. The proposed grid will reconfigure the development pattern of over 100 acers of multifamily residential development and enhance connectivity between Avent Ferry Road and Gorman Street. These streets will diffuse traffic through the new network and alleviating congestion throughout the corridor.
- The proposed streets at Mission Valley divide the property into three blocks, slightly larger than downtown city blocks. This proposed configuration will replace the disjointed collection of surface parking lots with an urban and pedestrian oriented street grid with on-street parking and generous ten-foot sidewalks on both sides.
- The street proposed through the Avent Ferry Shopping Center will improve accessibility for pedestrians, cyclists, and motorists. The Main Street treatment will include on-street parking and generous ten-foot sidewalks on both sides. The new configuration is conducive to neighborhood scale mixed-use development.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;
The proposed street plan amendments will reconfigure aging and auto-oriented development patterns with a more pedestrian-oriented and efficient network of streets.

B. Existing or future land use patterns;
The intent of the amendment is to reconfigure future land use patterns by providing a coherent street network.

C. Existing or planned public services and facilities;
The amendment takes into consideration planned public services and facilities. It is not anticipated that the development pattern envisioned in this plan would put undue stress on public services and facilities. The purpose of the amendments is to improve and alleviate street on public services and facilities.

D. Existing or planned roadways;
The amendment takes into consideration existing and planned roadways and identifies new public streets and has aligned proposed streets with existing infrastructure to maximize network efficiency.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;
This area of Raleigh represents a diverse landscape from high intensity shopping centers to suburban natural refuges like Lake Johnson Park. The streets proposed in this amendment are well suited to adapt Green Stormwater Infrastructure (GSI) that can improve upon the existing stormwater systems. The proposed streets will enhance the natural beauty of the corridor by providing planting areas on all new streets. The policy changes proposed here are anticipated to alter the existing and forecasted impacts.

STAFF FINDING:

The request is consistent overall with identified Comprehensive Plan policies.

STAFF COORDINATOR:

Matthew Klem, matthew.klem@raleighnc.gov, 919-996-4637

STAFF REPORT – CP-1D-19

Avent Ferry Road Corridor
Comprehensive Plan Amendment
Map LU-3 Future Land Use Map

OVERVIEW

This is a City-initiated amendment to Map LU-3 Future Land Use Map (FLUM), a document within the 2030 Comprehensive Plan. The proposed amendment would change approximately 60 acres of property generally located along Gorman Street and Avent Ferry Road from Moderate Density Residential to Medium Density Residential.

> The 2030 Comprehensive Plan describes the *existing* Future Land Use Designation of **Moderate Density Residential** as:
>
> 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 townhouses 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. Corresponding zoning districts are R-6 and R-10, or RX conditioned to limit density.

> The 2030 Comprehensive Plan describes the *proposed* Future Land Use Designation of **Medium Density Residential** as:
>
> This category applies to garden apartments, townhomes, condominiums, and suburban style apartment complexes. It would also apply to older neighborhoods with a mix of single-family and multi-family housing. RX zoning with a three or four-story height limit is appropriate for these areas.

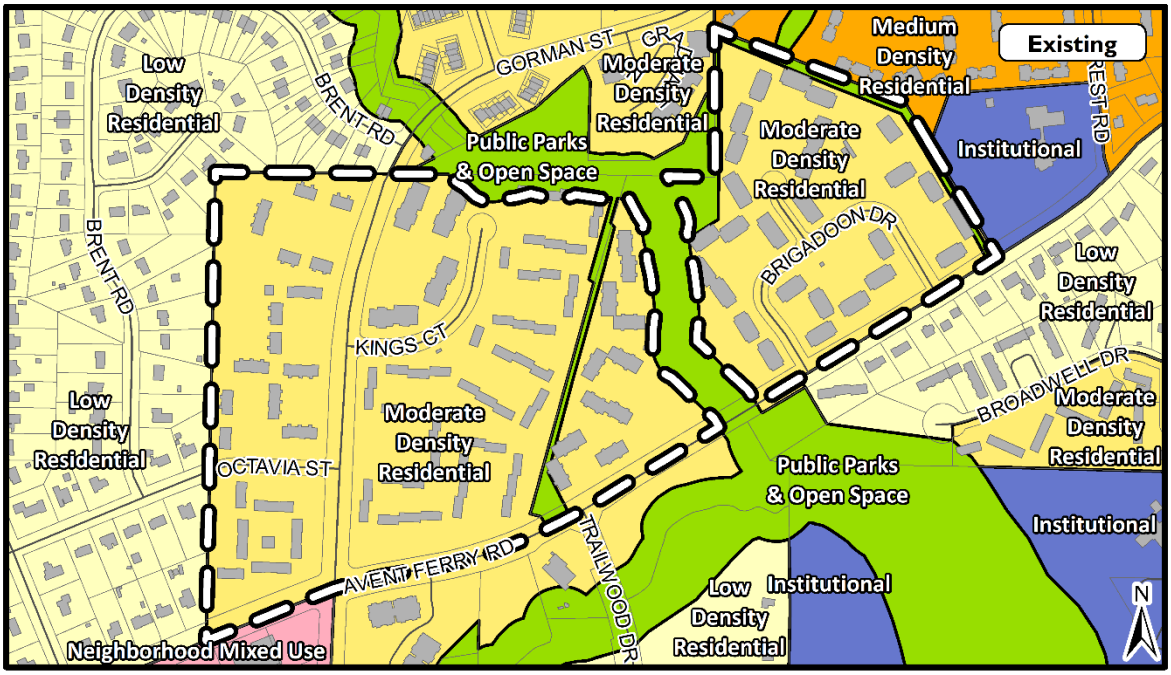
This amendment will also remove a block of land designated as Public Parks and Open Space from the Future Land Use Map. This area was mapped with this designation to mirror the underlying zoning district boundaries. Under the old Part 10 Code, landscape buffering between properties was set aside in a *separate zoning district* called Conservation Management (CM). The UDO does not use this method for landscape buffering; instead, landscape buffering is placed within the same zoning district boundary of the development it buffers. The Public Parks and Open Space block on the Future Land Use Map in this area was mapped over an existing CM buffer zone and could result in unnecessary policy inconsistency and arbitrary landscape buffering when reviewed for rezoning. This outcome would be contrary to the intent of the 2030 Comprehensive Plan. Removing the designations will clean up the Future Land Use Map and bring it in to alignment with the current regulatory framework for landscape buffering in the UDO. Since this portion of the Comprehensive Plan Amendment is chiefly a housekeeping exercise and is not anticipated or intended to proactively guide land use policy and future development and does not reflect the intent of the 2030 Comprehensive Plan, it is not analyzed in the staff report below.

Update for Planning Commission March 12, 2019

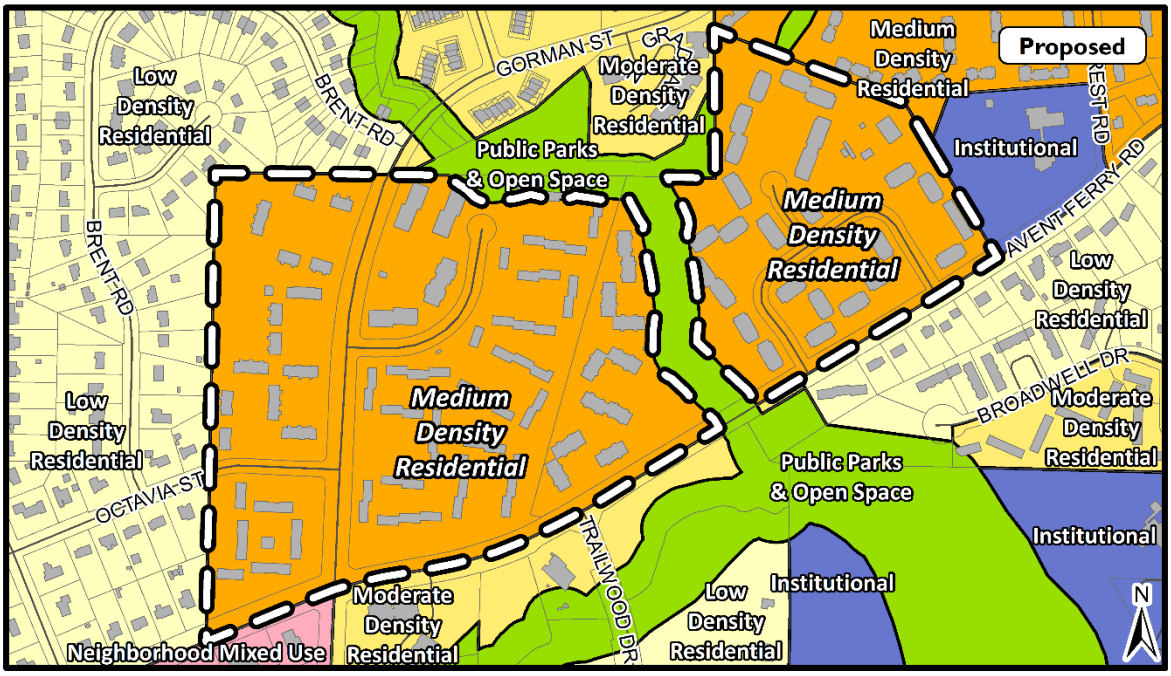
This Comprehensive Plan Amendment was generated following the March 5, 2019 City Council meeting. At that meeting, City Council approved a motion to include this amendment in the Planning Commission's review of the Avent Ferry Road Corridor Study.

Proposal to Amend the Future Land Use Map

Existing Designation: Moderate Density Residential and Public Parks & Open Space



Proposed Designation: Medium Density Residential



CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. **The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;**

   The proposed amendment seeks to expand the recommendations of the Avent Ferry Road Corridor Study into the 2030 Comprehensive Plan. The corridor study was undertaken in anticipation of the growing development pressures along the corridor and in response to citywide growth trends.

2. **The proposed amendment is in response to changes in state law;**

   N/A

3. **The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;**

   The proposed amendment constitutes a substantial benefit to the city as a whole. This change to the Future Land Use Map will facilitate the creation of more dense housing in an area with good transit service and near North Carolina State University on a corridor that will have improved multimodal transportation infrastructure. This amendment is compatible with the remainder of the Avent Ferry Corridor Study's other recommendations, and the mutual reinforcement between them will increase the overall chance of success of plan implementation.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

Policy LU 2.2 Compact Development

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity development.

- The proposed amendment to the Future Land Use Map shifts the land use policy in the specified area to support a more compact development pattern by conceptualizing residential density by building form rather than units-per-acre. The proposed Medium Density Residential designation differs from the Moderate Density Residential Designations in that it does not recommend a numeric maximum to density in units-per-acre. Where the Moderate Density Residential Designation recommend a limit of 14 units-per-acre the Medium Density Residential Designation effectively limits density through guiding building height. Table LU-2 Recommended Height Designations suggests that building height in areas identified as Medium Density Residential should not exceed five stories in height. Structuring the land use policy using a height maximum, and not a discrete unit-per-acre maximum, would represent an increase density and support a more compact development pattern.

Policy LU 1.1 Future Land Use Map Purpose

The Future Land Use Map and associated Comprehensive Plan policies shall be used to guide zoning, ensure the efficient and predictable use of land capacity, guide growth and development, protect public and private property investments from incompatible land uses, and efficiently coordinate land use and infrastructure needs.

Policy H 1.6 Zoning for Housing

Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing.

- The proposed amendment to the Future Land Use Map will change the land use policy guidance in the interest of increasing the amount residential development on the subject site. The site is currently identified as Moderate Density Residential which recommend a limit of 14 units per acre. The recommended change to Medium Density Residential for the subject site would suggest multifamily development of up to five stories in height with no numeric limit to density in units per acre. This amendment represents a policy shift that supports an increase in the number of dwelling units and the variety of housing types.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;
While changing a property's designation on the Future Land Use Map does not change existing entitlements, it does establish new policy guidance in the event of future redevelopment or rezoning.

B. Existing or future land use patterns;
The intent is to alter future land use patterns in the event of rezoning, as described in the amendment.

C. Existing or planned public services and facilities;
The proposed changes to the Future Land Use Map take into consideration planned public services and facilities. It is not anticipated that the future land use pattern recommended in this amendment would put undue stress on public services and facilities.

D. Existing or planned roadways;
The proposed changes to the Future Land Use Map take into consideration existing and planned roadways.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;
This area of Raleigh is already developed extensively; changes proposed here are not likely to alter the existing and forecasted impacts.

STAFF FINDING:

The request is consistent with 2030 Comprehensive Plan.

STAFF COORDINATOR:

Matthew Klem, matthew.klem@raleighnc.gov, 919-996-4637