



## Certified Recommendation of the City of Raleigh Planning Commission

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**SUBJECT:** Falls North Area Plan and CP-1-18 / Amendments to the 2030 Comprehensive Plan to reflect recommendations of the study

**REQUEST:** The proposed changes would amend maps LU-3, UD-1, and AP-1 and incorporate a new area plan into the 2030 Comprehensive Plan.

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**RECOMMENDATION:** Approval of comprehensive plan amendments and adoption of project report with revisions noted in accompanying staff memo.

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**FINDINGS AND  
REASONS:**

The Falls North Area Plan is in the public interest.  
The plan recommendations reflect the outcome of a deliberative process.  
There is a need for additional development in this area to support future growth.  
With respect to the proposed changes to the plan's recommended policy at the area at Falls of Neuse Road and Raven Ridge Road, regulations currently in place are sufficient.

The Falls North Area Plan report is available online, at  
<https://www.raleighnc.gov/business/content/PlanDev/Articles/LongRange/FallsofNeuse.html>

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**To PC:** 3/27/18  
**Case History:** 3/27/18; CoW 4/26/18; CoW 5/24/18; CoW 6/28/18; 8/14/18

**To CC:** 8/21/18

**City Council Status:** \_\_\_\_\_

**Staff Coordinator:** Jason Hardin: (919) 996-2657; [Jason.Hardin@raleighnc.gov](mailto:Jason.Hardin@raleighnc.gov)

**Motion:** Lyle  
**Second:** Alcine  
**In Favor:** Alcine, Braun, Lyle, Queen, Swink, Tomasulo,  
**Opposed:** Geary, Jeffreys, Novak  
**Excused:** Hicks

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

**Signatures:** (Planning Director) (PC Chair)

\_\_\_\_\_  
Date: August 14, 2018

\_\_\_\_\_  
Date: August 14, 2018



To: Ruffin Hall

From: Jason Hardin, AICP, Department of City Planning

Date: August 14, 2018

Re: CP-1-18 Falls North (Falls of Neuse) Area Plan: Planning Commission recommendations regarding Policy FN 3 and Policy FN 11

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## Overview

At its August 14, 2018 meeting, the Planning Commission recommended approval of the Falls North (Falls of Neuse) area plan along with revisions to two plan policies.

The Commission received the plan on March 27, then referred it to the Committee of the Whole for additional input and discussion. The Committee of the Whole discussed the Falls North (Falls of Neuse) area plan update at its meetings of April 26, May 24, and June 28, 2017. At the first two of those meetings, as well as at the March 27 Planning Commission meeting, staff presented the details of the plan, and the Committee heard comments from citizens. The discussion narrowed to two specific issues: the height of buildings at the Falls of Neuse/Raven Ridge area and tree conservation throughout the study area. Comments were made both in support of the plan recommendations as presented and in support of changes to certain recommendations.

This memo describes the Planning Commission's recommendations for revisions to the two specific policies that address the issues mentioned above. The recommendations were part of the Planning Commission recommendation to City Council.

## Policy FN 11: Falls of Neuse/Raven Ridge Area

Comments were received both recommending adjustments to the height-related guidance in the policy and supporting the policy as written. The Commission voted to include revised language in its Certified Recommendation to City Council. A blackline version follows:

### **Policy FN 11: Falls of Neuse/Raven Ridge Area**

Uses within this area, shown as Office and Residential Mixed Use on the Future Land Use

Map, should be limited to only office (including medical office) and/or residential and should exclude ancillary retail.

The Apartment and Mixed Use building types should not be permitted. Height should be limited to ~~two stories and 35'~~ 40'. Office uses should be limited to the area within 150' of Falls of Neuse Road or Raven Ridge Road.

### **Policy FN 3: Falls North Forestation and Tree Conservation**

Comments were received both recommending adjustments to the policy to provide more flexibility and supporting the policy as written. The Commission voted to include revised language in its Certified Recommendation to City Council. A blackline version follows:

#### **Policy FN 3: Falls North Forestation and Tree Conservation**

Clear cutting of sites is not consistent with the existing character of the area or the values expressed by residents. ~~Wooded sites within the plan area should maintain a 40 percent tree conservation area, meaning existing trees must be preserved on at least 40 percent of the area. Where existing trees do not equal 40 percent of the site within the plan area, forestation should supplement the existing tree conservation area, for a total of 40 percent. Forty percent of a site should consist of either existing trees or replanted trees along the perimeter or in environmentally sensitive areas.~~



## **Staff Report – CP-1A-18**

### **Comprehensive Plan Amendment**

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#### **Area Plan 8: Falls North**

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate new area plan policies and actions. The proposed amendment would replace the existing area plan 8. Falls of Neuse Corridor with a new Falls North area plan. Existing policies that are still relevant are incorporated into the new plan.

Key Policies that serve as guidance for rezoning are noted by an orange dot.

The revised area plan section would read as follows:

##### **8. Falls North**

This area plan addresses the area shown in Map AP-FN-1. The plan study area extends along the Falls of Neuse Road corridor north from Durant Road to the Neuse River. The bounds of the study area were drawn to include civic and institutional uses, undeveloped lots that have frontage on major streets with the potential to be developed, and natural areas along the Neuse River. Along the corridor, extensive vegetation and natural amenities give the area a distinctive sense of place.

The policies presented in this section are intended to implement the recommendations of the Falls North Area Plan. The complete Area Plan document can be found on the City's website. The plan's recommendations are divided into three primary categories: Park-like Character, Active Living, and Recreation Hub. Each contains a set of policies and/or actions, described below.

##### **Park-like Character**

The Falls North area is defined by extensive roadside vegetation along primary corridors, natural features such as the Neuse River and Falls Lake, and significant amounts of park land. One of the primary goals of the plan is to maintain and enhance the park-like feel of the area. This goal is accomplished through a series of policies that relate to tree preservation, particularly along the edges of main corridors such as Falls of Neuse Road; lighting; signage; drive-through facilities; and the historic Falls Community.

##### **Policy FN 1: Falls North Character**

Protect the character of the corridor. Maintain the sense of place created by the extensive roadside vegetation, the Falls Lake Dam, and Falls Community.

**Policy FN 2: Falls North Frontage**

A Parkway frontage, which requires a 50' landscaped yard alongside the street, should be applied to properties being developed or redeveloped along Falls of Neuse Road and to properties being developed or redeveloped along Raven Ridge Road between Falls of Neuse Road and Moosecreek Drive. ●

**Policy FN 3: Falls North Forestation and Tree Conservation**

Clear cutting of sites is not consistent with the existing character of the area or the values expressed by residents. Wooded sites within the plan area should maintain a 40 percent tree conservation area, meaning existing trees must be preserved on at least 40 percent of the area. Where existing trees do not equal 40 percent of the site within the plan area, forestation should supplement the existing tree conservation area, for a total of 40 percent. ●

**Policy FN 4: Falls North Corridor Lighting**

Light fixtures within the plan area should be limited to 15 feet in height and should be full cutoff. ●

**Policy FN 5: Falls North Area Conservation**

Protect environmentally significant features within the plan area, including the Falls Lake watershed, the Neuse River, slopes greater than 15 percent and the 100-year floodplain along the Neuse River. Environmentally significant areas in close proximity of the Neuse River should be protected and incorporated as an amenity with development plans. ●

**Policy FN 6: Falls North Parking and Drive-Through Facilities**

Parking lots within the plan area should be located behind or beside buildings. Drive-through facilities should not be permitted. ●

**Policy FN 7: Falls North Corridor Signage**

Commercial signage within the plan area should consist of low-profile ground signs. Signage should not be internally-illuminated or digital. ●

**Policy FN 8: Falls Community**

The character and the design of new development or redevelopment in the historically-significant Falls Community should reflect in material, form, and character the unique character of existing homes in the neighborhood. ●

**Recreation Hub**

This is a collection of policies designed to add to the area's already extensive collection of public park facilities and to build on its identity as a hub of natural spaces.

**Policy FN 9: Falls Community Retail Uses**

Uses should be limited to retail and eating establishments. Existing buildings should be preserved, and any new buildings should be no taller than two stories and 35 feet. Any new building or buildings should total no more than 4,000 square feet, with new impervious surfaces minimized. Hours of operation should generally follow those of the nearby recreational facilities. ●

### **Policy FN 10: Falls Community Retail Design**

Any future restaurant or retail uses in the Falls community should be on a smaller scale appropriate to the neighborhood and users of nearby recreational amenities. Buildings should be in the style and character of the existing homes in the area and maintain the sense of place created from the old mill town and current and future outdoor recreation facilities. ●

## **Site-Specific Recommendations**

### **Policy FN 11: Falls of Neuse/Raven Ridge Area**

Uses within this area, shown as Office and Residential Mixed Use on the Future Land Use Map, should be limited to only office (including medical office) and/or residential and should exclude ancillary retail. The Apartment and Mixed Use building types should not be permitted. Height should be limited to two stories and 35'. Office uses should be limited to the area within 150' of Falls of Neuse Road or Raven Ridge Road. ●

### **Policy FN 12: Dunn Road Area**

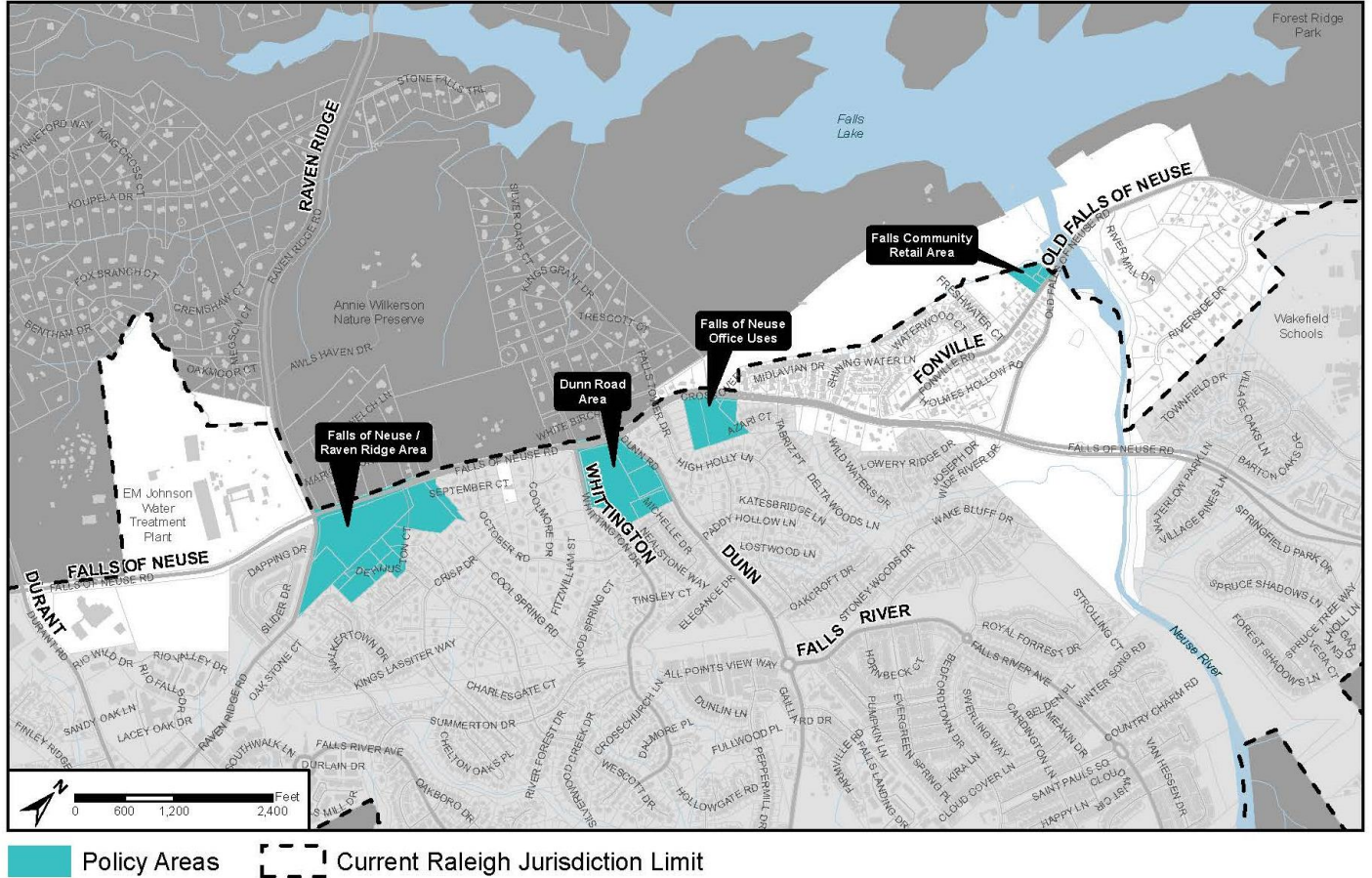
In the event of a future rezoning, the Dunn Road/Falls of Neuse Neighborhood Mixed Use Area should be developed in context with the surrounding neighborhood and with a walkable development pattern. The scale and design of buildings should reflect their surroundings. Any commercial development should include a mix of office and retail uses. ●

**Policy FN 13: Falls of Neuse Office Uses** The area along the east side of Falls of Neuse road between High Holly Lane and Tabriz Court should maintain its current designation as Office and Residential Mixed Use. Office buildings should be no more than two stories tall and should include architectural features, such as a gable roof, that blend with nearby residential structures. Facades should include materials such as wood, stone, brick, and similar. ●

## **Other Recommendations**

**Policy FN 14: Falls North Frontage Lots** Small frontage lots on Falls of Neuse Road should be recombined for development where possible rather than redeveloped individually. ●

## AP-FN1: Falls North



### 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 reflects new planning performed for the Falls North area, reflecting changes that have occurred since the original Falls of Neuse Corridor area plan was adopted in 2006.

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 amendment helps further the overall objectives of the Comprehensive Plan, including the theme of Managing Our Growth, as well as specific policies that relate to open space preservation, safety for people walking and biking, and the scale of commercial uses.

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

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

**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 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan’s text or maps should be introduced to ensure internal consistency for the areas involved.

**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 2.1 - 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 2.5 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 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 7.4 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.

**Policy LU 8.12 Infill Compatibility**

Vacant lots and infill sites within existing neighborhoods should be developed consistently with the design elements of adjacent structures, including height, setbacks, and massing through the use of zoning tools including Neighborhood Conservation Overlay Districts.

**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 5.3 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 EP 2.2 Environmentally Sensitive Development**

Ensure Raleigh’s growth and land development practices are compatible with the City’s natural form, vegetation, topography, and water bodies and streams. This will decrease erosion, reduce stormwater run-off and flooding, improve water quality, protect wildlife habitat, and provide buffers and transitions between land uses.

**Policy EP 8.4 Noise and Light Impacts**

Mitigate potential noise and light pollution impacts from new development on adjoining residential properties.

**Policy PR 1.2 Plan Currency**

Keep the Raleigh Parks Plan and other special purpose park plans current through a regular schedule of updates and re-examinations, including five-year updates to the Park Plan.

**Policy PR 3.8 Pedestrian Links to Greenways**

Improve pedestrian linkages to existing and proposed greenway corridors. Development adjacent to a greenway trail should link their internal pedestrian network to the greenway trail where appropriate.

**Policy UD 1.8 Tree Planting and Preservation**

Enhance Raleigh's image as a city of trees with a comprehensive tree planting program for every major roadway, and by protecting and preserving significant stands of existing trees along or adjacent to major roadways.

**Policy UD 3.5 Visually Cohesive Streetscapes**

Create visually cohesive streetscapes using a variety of techniques including landscaping, undergrounding of utilities, and other streetscape improvements along street frontages that reflect adjacent land uses.

**Policy HP 1.2 Cultural and Historic Resource Preservation**

Identify, preserve, and protect cultural and historic resources including buildings, neighborhoods, designed and natural landscapes, cemeteries, streetscapes, view corridors, and archaeological resources.

**Policy HP 2.5 Conserving Older Neighborhoods**

Develop plans and programs to conserve older neighborhoods that have a unique scale and identity, but are not yet protected by an overlay district.

**5. The impact the proposed amendment has with regard to:****A. Established property or proposed development in the vicinity of the proposed amendment;**

The amendment largely would not affect established developments in the area. It would have the potential to shape future development, including pending rezonings, as it occurs.

**B. Existing or future land use patterns;**

The amendment would tend to support and continue existing land use patterns in the area.

**C. Existing or planned public services and facilities;**

The amendment supports many of the goals of the 2016 BikeRaleigh plan.

**D. Existing or planned roadways;**

The amendment would improve several existing roadways by adding or improving pedestrian facilities.

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

The amendment supports the provision of increased vegetation along major corridors, including Falls of Neuse Road and Raven Ridge Road. It also seeks to provide for an alternative to vehicle trips by improving the sidewalk network. Whether

the amendment would reduce vehicle trips overall, which are a major contributor to air pollution, is not clear. While it does not expand and in fact likely slightly reduces development potential within the area, that means additional development will occur elsewhere, potentially in places where longer vehicle trips are necessary.

**F. Other policies of the Comprehensive Plan.**

**Policy H 1.8 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 amendment is inconsistent with this policy in that it would encourage a reduction in the amount and variety of housing that can be built in the area.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

Jason Hardin, [jason.hardin@raleighnc.gov](mailto:jason.hardin@raleighnc.gov), 919-996-2657

## Staff Report – CP-1B-18

### Comprehensive Plan Amendment

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#### Map LU-3 Future Land Use Amendment

This is a City-initiated amendment for 17 parcels to change designations on Map LU-3 Future Land Use to reflect recommendations of the Falls North area plan. The subject properties are located along either Falls of Neuse Road or Old Falls of Neuse Road in the area between Durant Road and the Neuse River. The following changes to MAP LU-3 Future Land Use are proposed:

1. On both sides of Falls of Neuse Road between Tabriz Point and Lowery Farm Lane, 14 parcels are proposed to be changed from Office and Residential Mixed Use to Low Density Residential.

The 2030 Comprehensive Plan describes the parcels' existing Future Land Use category of **Office and Residential Mixed Use**:

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.

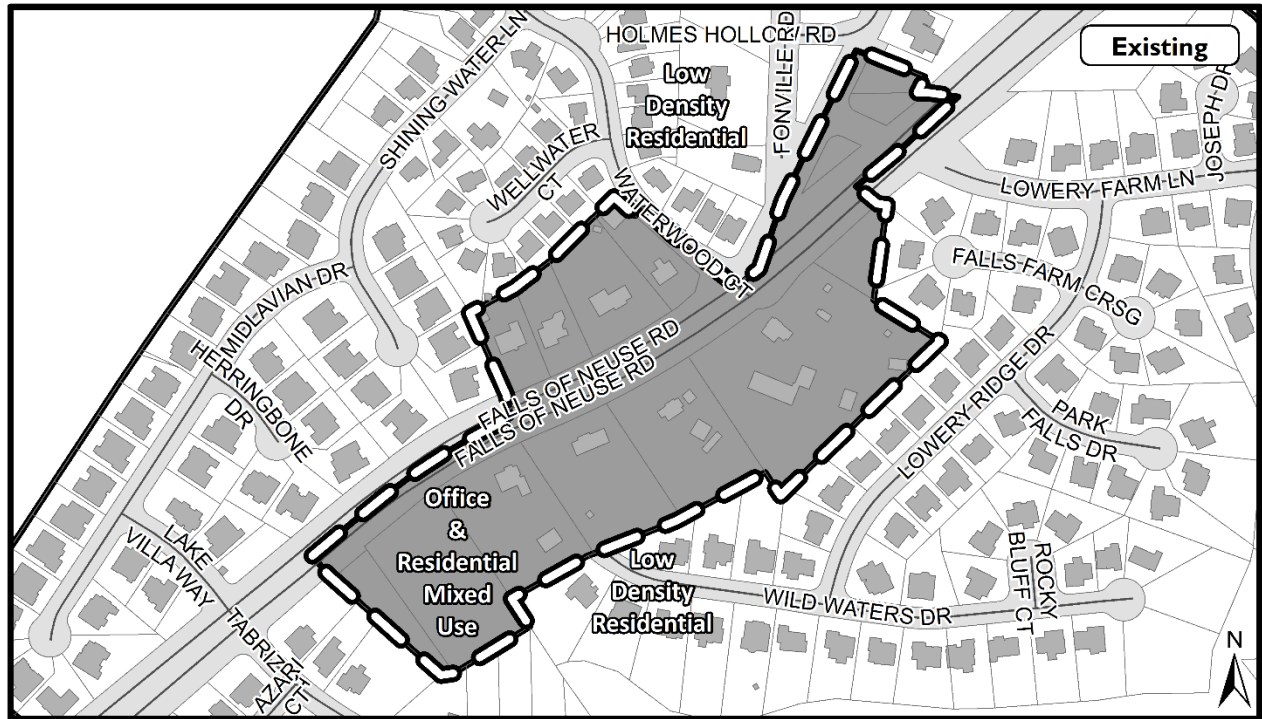
The 2030 Comprehensive Plan describes the parcels' proposed Future Land Use category of **Low Density Residential**:

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.

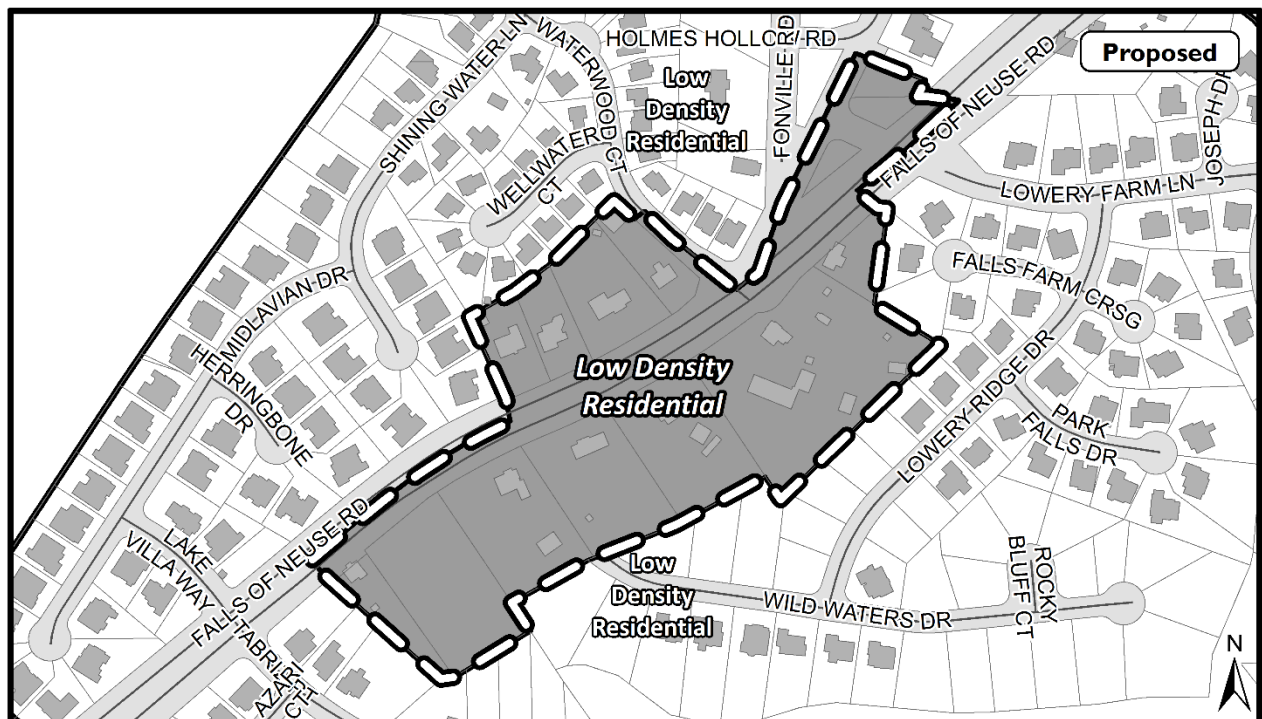
Map follows on next page.

## Proposal to Amend the Future Land Use Map

Existing Designation: Office & Residential Mixed Use



Proposed Designation: Low Density Residential



2. Near the southwest corner of Falls of Neuse Road and Wide River Drive, two parcels of city-owned property are proposed to be changed from Low Density Residential to Public Parks and Open Space.

The 2030 Comprehensive Plan describes these two parcels' existing Future Land Use category of **Low Density Residential**:

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.

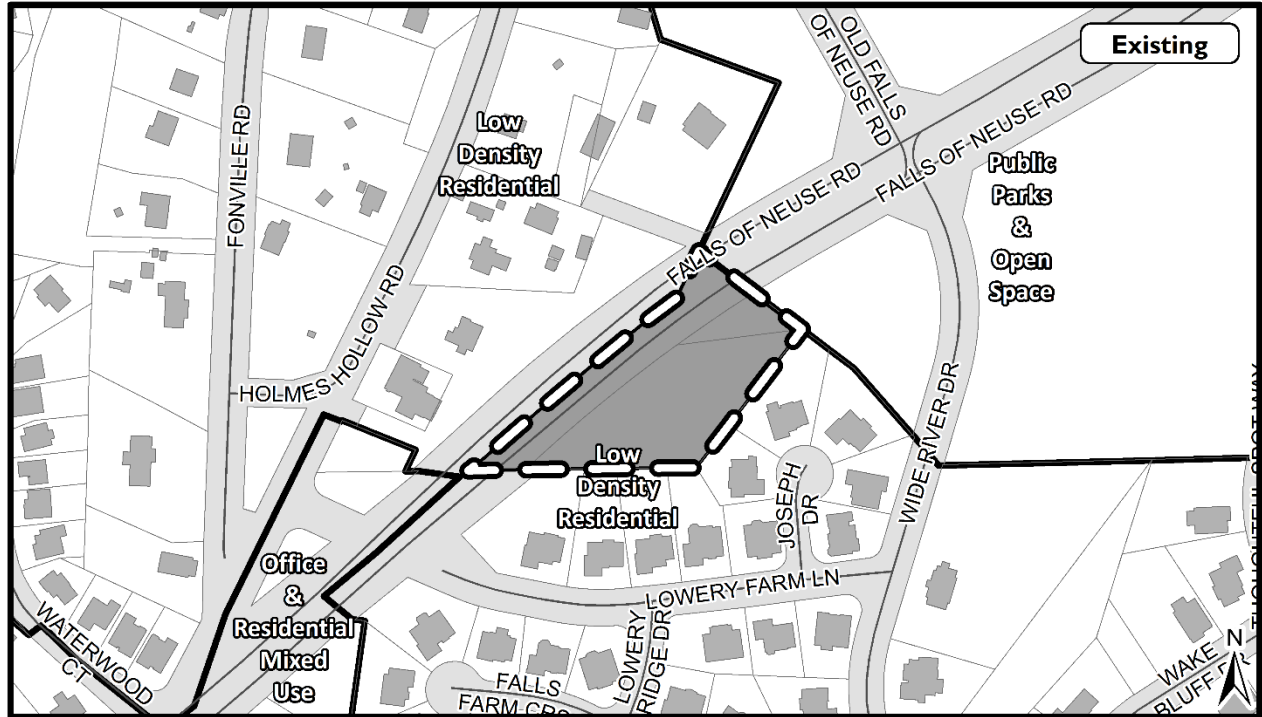
The 2030 Comprehensive Plan describes the parcel's proposed Future Land Use category of **Public Parks and Open Space**:

This category applies to permanent open space intended for recreational or resource conservation uses. Included are neighborhood, community, and regional parks and greenways. Greenways include both existing greenway property as well as potential greenway corridors designated in the Comprehensive Plan and subject to regulation under the City code. Also included are publicly owned lands that are managed for watershed protection, resource conservation, hazard prevention, and the protection of important visual resources. Land with this designation is intended to remain in open space in perpetuity. Where potential greenway corridors are mapped (typically as buffers to streams identified in the City's Greenway Master Plan), greenway dedication will be subject to the City's code requirements during the subdivision and site planning process, but shall not be a part of the rezoning process unless voluntarily offered.

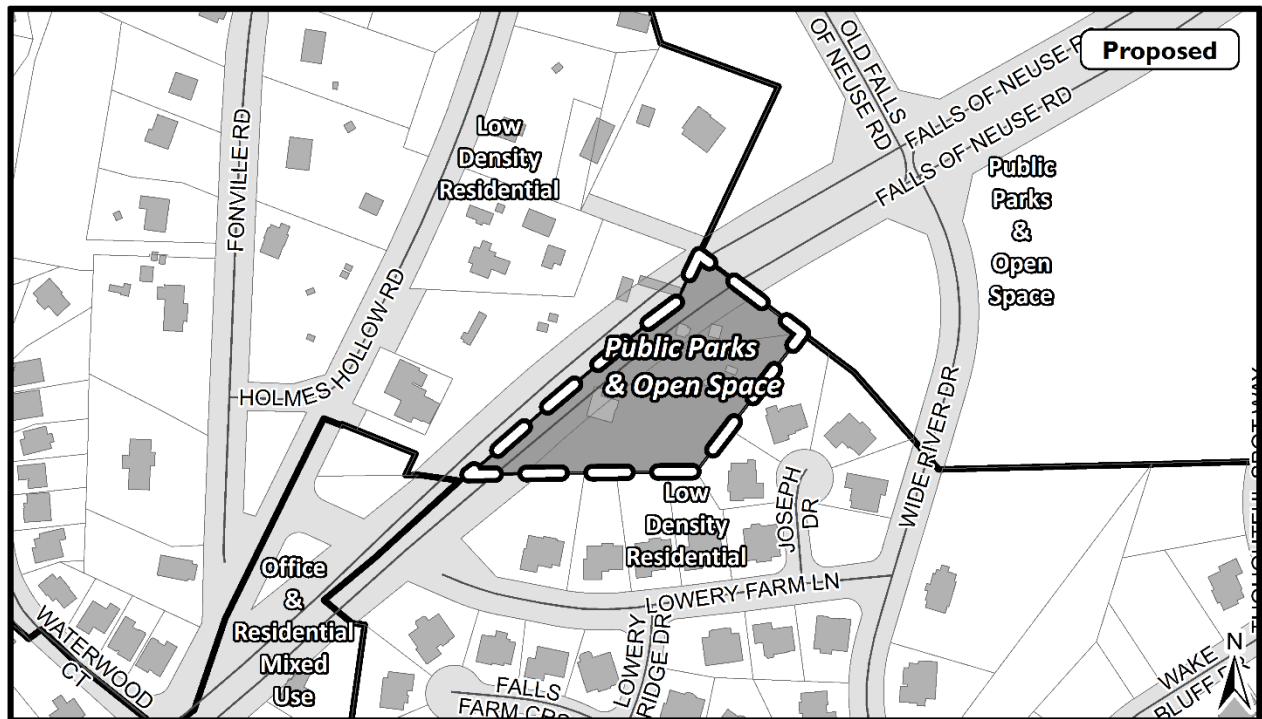
Map follows on the next page.

# Proposal to Amend the Future Land Use Map

Existing Designation: Low Density Residential



Proposed Designation: Public Parks & Open Space



3. On Fonville Road, just south of its intersection with Old Falls of Neuse Road, a portion of one parcel is proposed to be changed from Low Density Residential to Neighborhood Mixed Use.

The 2030 Comprehensive Plan describes the parcel's existing Future Land Use category of **Low Density Residential**:

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 parcel's proposed Future Land Use category of **Neighborhood Mixed Use**:

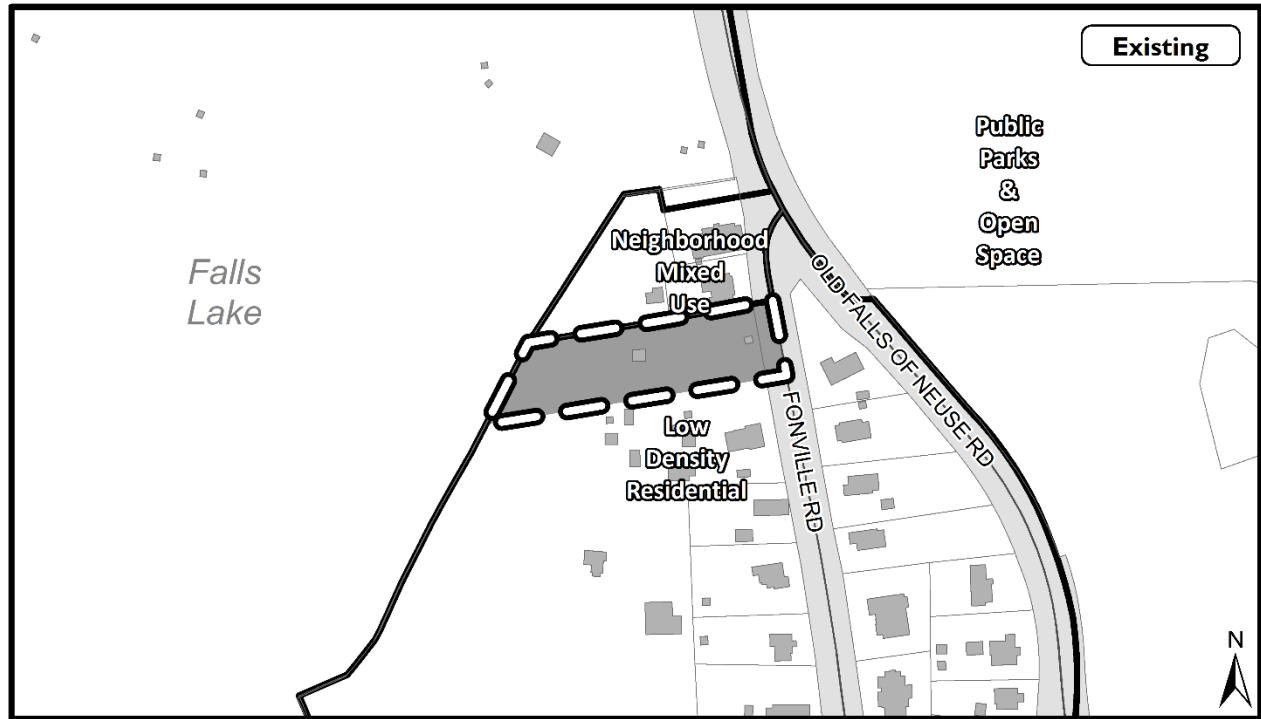
This category applies to neighborhood shopping centers and pedestrian-oriented retail districts. The service area of these districts is generally about a one mile radius or less. Typical uses would include corner stores or convenience stores, restaurants, bakeries, supermarkets (other than super-stores/centers), drug stores, dry cleaners, video stores, small professional offices, retail banking, and similar uses that serve the immediately surrounding neighborhood. Residential and mixed-use projects with upper story housing are also supported by this designation. Where residential development complements commercial uses, it would generally be in the Medium density range. 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.

Map follows on next page.

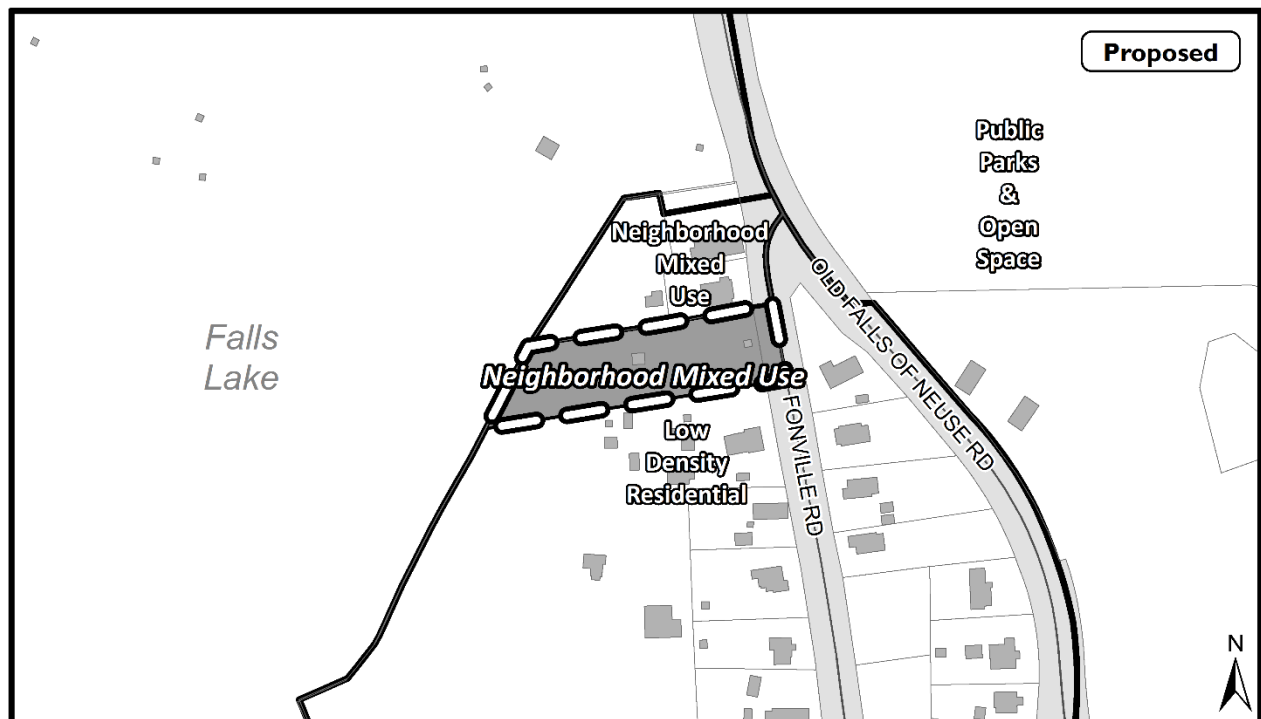


# Proposal to Amend the Future Land Use Map

Existing Designation: Low Density Residential



Proposed Designation: Neighborhood 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 Falls North Area Plan into the 2030 Comprehensive Plan.

**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 better reflects the expectations of the community and provides greater clarity and certainty about the future use of these properties.

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

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

**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 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 8.12 Infill Compatibility**

Vacant lots and infill sites within existing neighborhoods should be developed consistently with the design elements of adjacent structures, including height, setbacks, and massing through the use of zoning tools including Neighborhood Conservation Overlay Districts.

**Policy EP 2.3 Open Space Preservation**

Seek to identify all opportunities to conserve open space networks, mature existing tree stands, steep slopes, floodplains, priority wildlife habitats, and significant natural features as part of public and private development plans and targeted acquisition.

**Policy EP 2.4 Scenic Vistas and Views**

Explore options for protecting and creating scenic vistas and views of natural landscapes and features that are important in establishing, enhancing, and protecting the visual character of the City, mindful of other goals such as preserving and enhancing the City's tree canopy.

**Policy IM 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

**Policy AP-FON 1 Falls of Neuse Corridor Character**

Protect the character of the corridor. Maintain the sense of place created by the extensive roadside vegetation, the Falls Lake dam, and Falls Community.

**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 redevelopment or rezoning.

**B. Existing or future land use patterns;**

The intent is to alter existing and future land use patterns in the event of redevelopment or 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.

**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.

**F. Other policies of the Comprehensive Plan.**

**Policy H 1.8 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 amendment is inconsistent with this policy in that it would encourage a reduction in the amount and variety of housing that can be built in the area.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

Jason Hardin, [jason.hardin@raleighnc.gov](mailto:jason.hardin@raleighnc.gov)



## Staff Report – CP-1C-18

### Comprehensive Plan Amendment

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#### Map UD-1 Urban Form Map Amendment

This is a City-initiated amendment to change designations on Map Urban Design-1 to reflect recommendations of the Falls North area plan. The proposed change would affect portions of Falls of Neuse Road and Raven Ridge Road. The following changes to Map UD-1 are proposed:

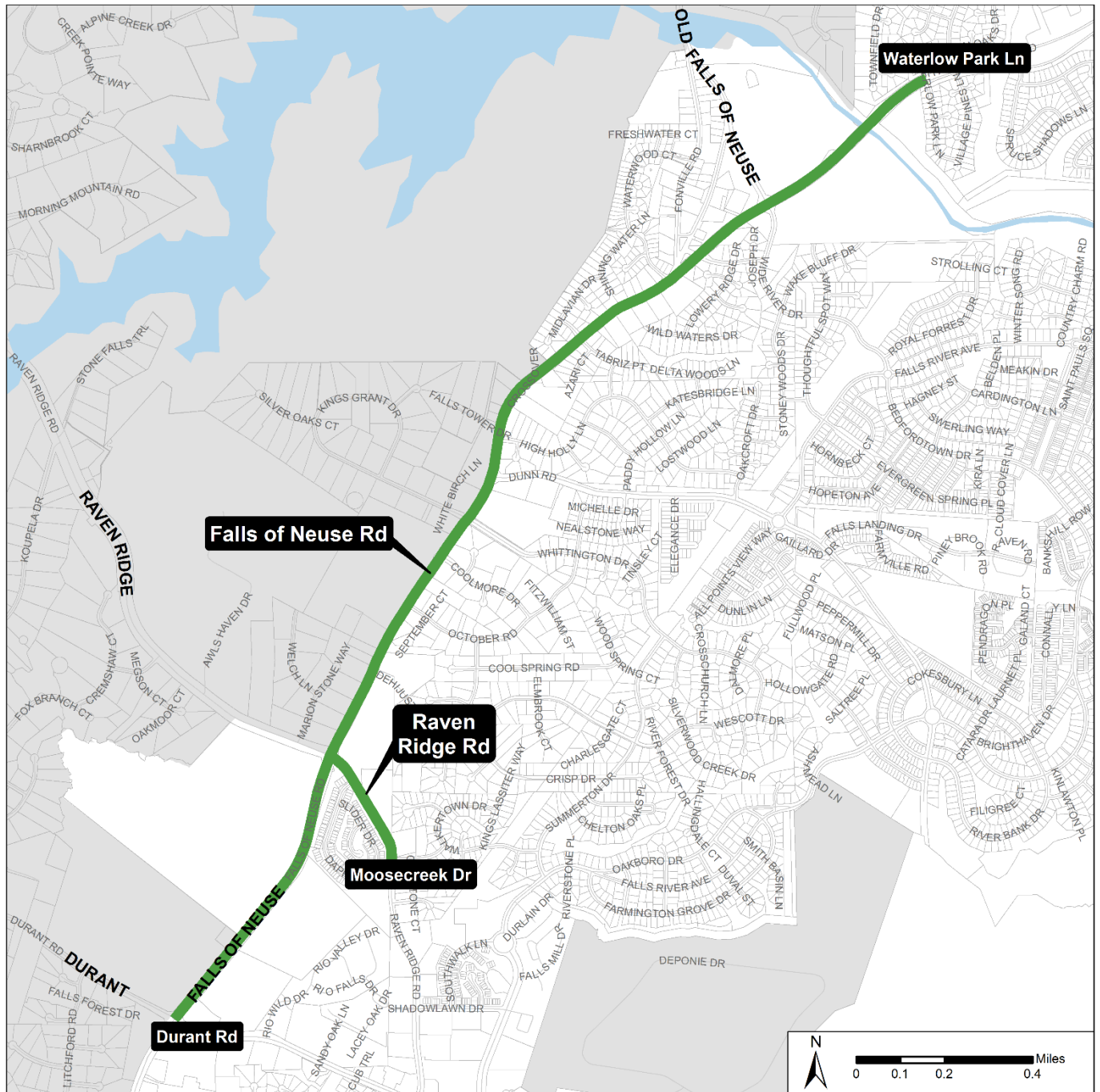
1. Falls of Neuse Road between Durant Road and Waterlow Park Lane and Raven Ridge Road between Falls of Neuse Road and Moosecreek Drive should be identified as Parkway Corridors. Neither corridor currently has a designation on the Urban Form Map.

The 2030 Comprehensive Plan describes Parkway Corridors as follows:

**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.

Map follows on next page.

## Amendment to UD-1: Urban Form



 Add Parkway Corridor

## **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 Falls North Area Plan into the 2030 Comprehensive Plan.

**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 better reflects the expectations of the community and provides greater clarity and certainty about the future use of these properties.

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

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

**Policy EP 2.4 Scenic Vistas and Views**

Explore options for protecting and creating scenic vistas and views of natural landscapes and features that are important in establishing, enhancing, and protecting the visual character of the City, mindful of other goals such as preserving and enhancing the City's tree canopy.

**Policy UD 1.6 City Gateways**

Create more distinctive and memorable gateways at points of entry to the City, and points of entry to individual neighborhoods and neighborhood centers. Gateways should provide a sense of transition and arrival, and should be designed to make a strong and positive visual impact.

**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.

**Policy UD 1.8 Tree Planting and Preservation**

Enhance Raleigh's image as a city of trees with a comprehensive tree planting program for every major roadway, and by protecting and preserving significant stands of existing trees along or adjacent to major roadways.

**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.

**Policy IM 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

**Policy AP-FON 1 Falls of Neuse Corridor Character**

Protect the character of the corridor. Maintain the sense of place created by the extensive roadside vegetation, the Falls Lake dam, and Falls Community.

**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 redevelopment or rezoning.

**B. Existing or future land use patterns;**

The intent is to alter existing and future land use patterns in the event of redevelopment or rezoning, as described in the amendment.

**C. Existing or planned public services and facilities;**

The proposed changes to the Urban Form Map take into consideration planned public services and facilities.

**D. Existing or planned roadways;**

The proposed changes to the Urban Form 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; changes proposed here are not likely to alter the existing and forecasted impacts.

**F. Other policies of the Comprehensive Plan.**

No other relevant policies were identified.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

Jason Hardin, [jason.hardin@raleighnc.gov](mailto:jason.hardin@raleighnc.gov)

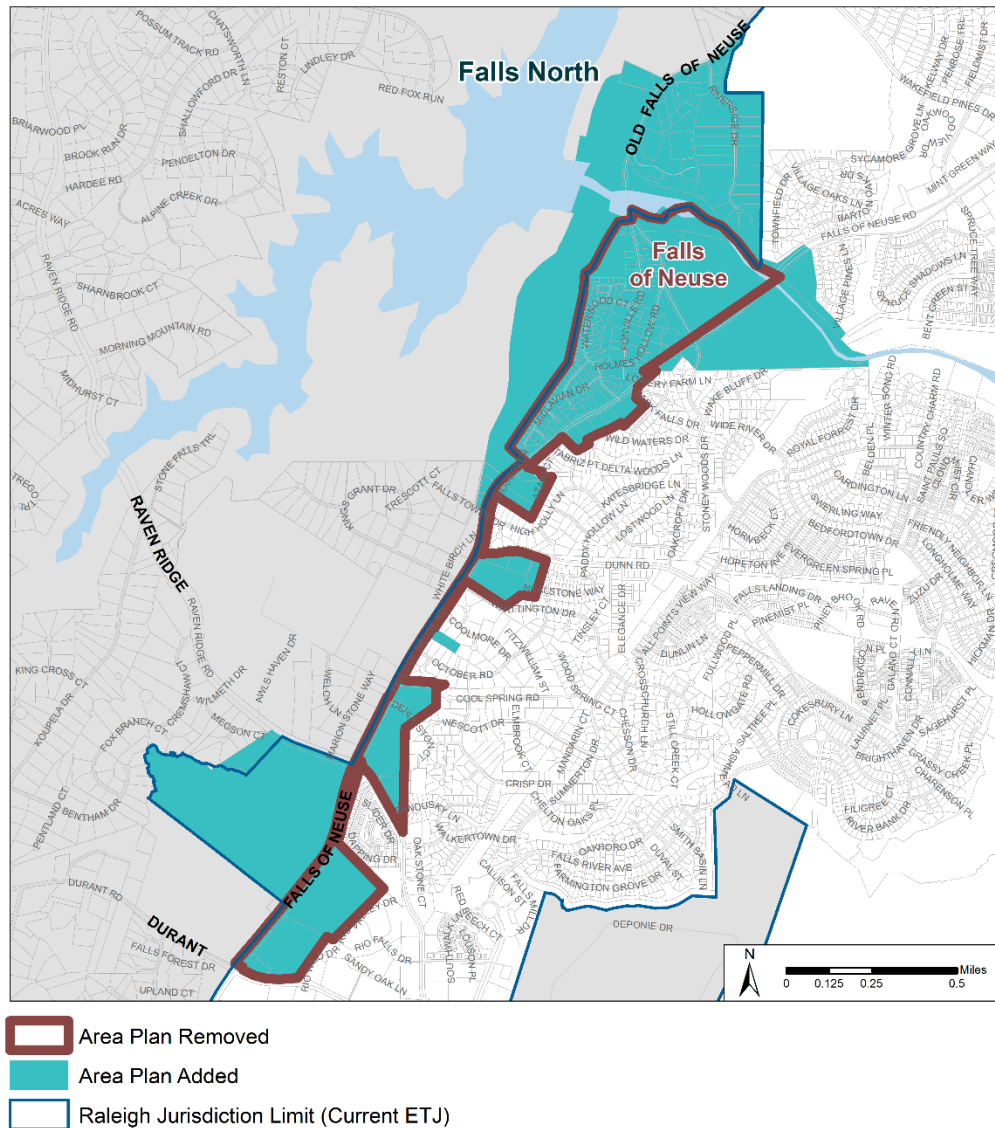
## Staff Report – CP-1D-18

### Comprehensive Plan Amendment

### Map AP-1 Area Plan Locations Amendment

This is a city-initiated amendment to the Map AP-1 Area Plans Locations, a section within the 2030 Comprehensive Plan. The proposed amendment would add the plan boundary of the new area plan AP-Falls North to Map AP-1.

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



## **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 ensures internal consistency and accuracy between all 2030 Comprehensive Plan maps.

**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 amendment followed a broad, inclusive planning process that involved more than 100 participants and that explicitly included considerations of how the plan would benefit both area residents and stakeholders and visitors from beyond the area.

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

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

**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 4.2 Area Study Content and Intent**

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the

plan's text or maps should be introduced to ensure internal consistency for the areas involved.

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

- A. Established property or proposed development in the vicinity of the proposed amendment;**
- B. Existing or future land use patterns;**
- C. Existing or planned public services and facilities;**
- D. Existing or planned roadways;**
- E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
- F. Other policies of the Comprehensive Plan.**

The proposed amendment simply serves to display the plan area in the context of the Comprehensive Plan's overall Area Plan Locations map. The area plan content is contained in a separate area of the Comprehensive Plan and is addressed in separate Plan amendments.

**STAFF RECOMMENDATION:**

Approval based on the above list of considerations for the Planning and Development Officer's review.

**STAFF COORDINATOR:**

Jason Hardin, AICP, [Jason.Hardin@raleighnc.gov](mailto:Jason.Hardin@raleighnc.gov), 919-996-2657



To: Planning Commission Committee of the Whole

From: Jason Hardin, AICP

Date: May 17, 2018

Re: Supplemental information to item CP-1-18 Falls North (Falls of Neuse) Area Plan

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## Overview

At its April 26, 2018 meeting, the Planning Commission's Committee of the Whole requested additional background information regarding the Falls North (Falls of Neuse) Area Plan and associated Comprehensive Plan amendments. Specifically, the committee requested a comparison of the Falls North plan recommendations with the existing Falls of Neuse Area Plan, which the new plan would update and supersede. The committee also requested information about the outreach and notification process used during the plan's development. Both are described below.

## Plan Comparison

The existing Falls of North area plan was completed and adopted in 2006. The plan under review by the Planning Commission was conceived as being an update to that existing plan to reflect some changing conditions in the plan area. Early public discussions confirmed that direction. Participants generally affirmed the goals and philosophy of the existing plan, while expressing a desire to refine some of its recommendations. Accordingly, the proposed plan retains many of the concepts and much of the language of the existing plan. However, it does include some revised or new guidance and actions. A side-by-side comparison follows below.

## Policies

Falls North Area Plan (Under review)	Falls of Neuse Area Plan (Existing)
<b>FN 1: Falls North Character</b> Protect the character of the corridor. Maintain the sense of place created by the extensive roadside vegetation, the Falls Lake Dam, and Falls Community.	<b>AP-FON 1 Falls of Neuse Corridor Character</b> Protect the character of the corridor. Maintain the sense of place created by the extensive roadside vegetation, the Falls Lake dam, and Falls Community.
<b>FN 2: Falls North Frontage</b> A Parkway frontage, which requires a 50' landscaped yard alongside the street, should	Not directly addressed in plan. UDO requires tree conservation where trees are present along thoroughfares.

<b>Falls North Area Plan (Under review)</b>	<b>Falls of Neuse Area Plan (Existing)</b>
be applied to properties being developed or redeveloped along Falls of Neuse Road and to properties being developed or redeveloped along Raven Ridge Road between Falls of Neuse Road and Moosecreek Drive.	
<b>FN 3 Falls North Forestation and Tree Conservation</b> Clear cutting of sites is not consistent with the existing character of the area or the values expressed by residents. Wooded sites within the plan area should maintain a 40 percent tree conservation area, meaning existing trees must be preserved on at least 40 percent of the area. Where existing trees do not equal 40 percent of the site within the plan area, forestation should supplement the existing tree conservation area, for a total of 40 percent.	Not directly addressed in plan. UDO requires 40 percent forestation in UWPOD, which covers nearly all of the plan area. The UDO also requires that at least 10 percent of existing trees be conserved.
<b>FN 4: Falls North Corridor Lighting</b> Light fixtures within the plan area should be limited to 15 feet in height and should be full cutoff.	Not directly addressed in plan
<b>FN 5: Falls North Area Conservation</b> Protect environmentally significant features within the plan area, including the Falls Lake watershed, the Neuse River, slopes greater than 15 percent and the 100-year floodplain along the Neuse River. Environmentally significant areas in close proximity of the Neuse River should be protected and incorporated as an amenity with development plans.	<b>AP-FON 5 Falls of Neuse Area Conservation</b> Protect environmentally significant areas including the Falls Lake watershed, the Neuse River, slopes greater than 15%, and the 100-year floodplain along the Neuse River. Environmentally significant areas in close proximity of the Neuse River should be protected and incorporated as an amenity with development plans.
<b>FN 6: Falls North Parking and Drive-Through Facilities</b> Parking lots within the plan area should be located behind or beside buildings. Drive-through facilities should not be permitted.	<b>Policy AP-FON 9 Falls of Neuse Corridor Parking Lots</b> Parking lots are encouraged to be located behind or beside buildings along the Falls of Neuse corridor.
<b>FN 7: Falls North Corridor Signage</b> Commercial signage within the plan area should consist of low-profile ground signs. Signage should not be internally-illuminated or digital.	Not directly addressed in plan
<b>FN 8: Falls Community</b> The character and the design of new development or redevelopment in the historically-significant Falls Community should reflect in material, form, and character the unique character of existing homes in the neighborhood.	<b>AP-FON 2 Fonville Community Conservation</b> The character and the design of new development or redevelopment in the historically-significant Falls community (Fonville Road, Area 4 on map) should reflect in material and character the unique enclave of existing homes in the neighborhood.
<b>Policy FN 9: Falls Community Retail Uses</b> Uses should be limited to retail and eating establishments. Existing buildings should be preserved, and any new buildings should be no taller than two stories and 35 feet. Any new building or buildings should total no more than	<b>AP-FON 3 Fonville Retail</b> Additional future retail catering to river activities in the Falls community (area 4 on Map AP-FON-1) should be in the style and character of the existing homes in the area and maintain the sense of place created from the old mill town and the future white water park.

<b>Falls North Area Plan (Under review)</b>	<b>Falls of Neuse Area Plan (Existing)</b>
4,000 square feet, with new impervious surfaces minimized. Hours of operation should generally follow those of the nearby recreational facilities.	
<b>Policy FN 10: Falls Community Retail Design</b> Any future restaurant or retail uses in the Falls community should be on a smaller scale appropriate to the neighborhood and users of nearby recreational amenities. Buildings should be in the style and character of the existing homes in the area and maintain the sense of place created from the old mill town and current and future outdoor recreation facilities.	<b>AP-FON 3 Fonville Retail</b> Additional future retail catering to river activities in the Falls community (area 4 on Map AP-FON-1) should be in the style and character of the existing homes in the area and maintain the sense of place created from the old mill town and the future white water park.
<b>Policy FN 11: Falls of Neuse/Raven Ridge Area</b> Uses within this area, shown as Office and Residential Mixed Use on the Future Land Use Map, should be limited to only office (including medical office) and/or residential and should exclude ancillary retail. The Apartment and Mixed Use building types should not be permitted. Height should be limited to two stories and 35'. Office uses should be limited to the area within 150' of Falls of Neuse Road or Raven Ridge Road.	Designated as "Corridor Transition Area" in plan, Office and Residential Mixed Use on Future Land Use Map.
<b>Policy FN 12: Dunn Road Area</b> In the event of a future rezoning, the Dunn Road/Falls of Neuse Neighborhood Mixed Use Area should be developed in context with the surrounding neighborhood and with a walkable development pattern. The scale and design of buildings should reflect their surroundings. Any commercial development should include a mix of office and retail uses.	<b>AP-FON 4 Dunn Road Retail Area</b> The Dunn Road/Falls of Neuse Neighborhood Retail Mixed Use Area (Area 2 on Map AP-FON-1) should be developed in context with the surrounding single-family neighborhood and with a walkable development pattern.
<b>FN 13: Falls of Neuse Office Uses</b> The area along the east side of Falls of Neuse road between High Holly Lane and Tabriz Court should maintain its current designation as Office and Residential Mixed Use. Office buildings should be no more than two stories tall and should include architectural features, such as a gable roof, that blend with nearby residential structures. Facades should include materials such as wood, stone, brick, and similar.	Designated as "Corridor Transition Area" in plan, Office and Residential Mixed Use on Future Land Use Map.
<b>Policy FN 14: Falls North Frontage Lots</b> Small frontage lots on Falls of Neuse Road should be recombined for development where possible rather than redeveloped individually.	<b>AP-FON 6 Falls of Neuse Road Residential Access</b> New detached single-family residences fronting Falls of Neuse Road are discouraged. <b>AP-FON 7 Falls of Neuse Road Frontage Lots</b> Small frontage lots on Falls of Neuse Road should be recombined for development rather than redeveloped individually.
Addressed by several plan actions.	<b>AP-FON 8 Falls/Durant Pedestrian &amp; Bicycle Facilities</b>

Falls North Area Plan (Under review)	Falls of Neuse Area Plan (Existing)
	Site designs within the Falls/Durant Neighborhood Retail Mixed-Use area should plan for and accommodate bicycle and pedestrian travel between development sites (excluding the water treatment plant).

## Actions

Falls North Area Plan (Under review)	Falls of Neuse Area Plan (Existing)
<b>FN 1: Falls Community Historic Structures</b> Inventory existing historic structures within the Falls Community. If warranted and if community interest exists, study the potential application of a Streetside Historic Overlay District in the Falls Community.	Not directly addressed
<b>FN 2: Falls of Neuse/Raven Ridge Pedestrian Improvements</b> Make pedestrian improvements at the intersection of Raven Ridge and Falls of Neuse Road to make the intersection ADA (Americans with Disabilities Act) compliant. Improvements include: <ul style="list-style-type: none"> <li>• Install pedestrian signals and buttons for the southern and western intersection crosswalks.</li> <li>• Construct wheelchair ramps in the southwest intersection quadrant.</li> </ul>	Not directly addressed
<b>FN 3: Falls of Neuse Road Sidewalk Extension</b> Explore the possibility of a sidewalk, weighing potential demand and constraints to construction such as limited space between the road and reservoir, along the west side of Falls of Neuse Road from Durant Road to Raven Ridge Road. Ultimately, a sidewalk should be extended south of Durant Road to connect to the City's sidewalk system.	Not directly addressed
<b>FN 4: Falls of Neuse/Durant Pedestrian Improvements</b> The existing intersection poses difficulties for pedestrians crossing Durant Road. This action is aimed at facilitating pedestrian activity by creating a pedestrian refuge island (see photo at top right). Specific actions include: <ul style="list-style-type: none"> <li>• Restripe the westbound Durant Road approach at Falls of Neuse Road to include dual left-turn lanes and a single shared through/right-turn lane.</li> <li>• Widen the existing concrete island on Durant Road on the east side of the intersection to create a refuge for pedestrians crossing Durant Road.</li> </ul>	Not directly addressed
<b>FN 5: Falls of Neuse Road Lighting</b> Add street lighting where missing segments exist.	Not directly addressed
<b>FN 6: Fonville Road/Falls of Neuse Pedestrian Connection</b>	Not directly addressed



<b>Falls North Area Plan (Under review)</b>	<b>Falls of Neuse Area Plan (Existing)</b>
Create a pedestrian connection from Fonville Road to Falls of Neuse Road at their former intersection. Abandon any excess right-of-way.	
<b>FN 7: Falls of Neuse Multi-Use Path Improvements</b> <ul style="list-style-type: none"> <li>• Construct a pedestrian and bicycle connection from Lowery Farm Lane to the multi-use path alongside Falls of Neuse Road.</li> <li>• Add crosswalk striping for the existing multiuse path at the Galligan Family Dentistry Driveway</li> </ul>	Not directly addressed
<b>FN 8: Falls of Neuse Multi-Use Path Study</b> Study the extension and improvement (on the east side) and creation (on the west side) of multi-use paths along Falls of Neuse Road between Durant Road and at least Watertow Park Lane. The study should take place in conjunction with the study of park facilities on the Leonard Tract (see action FN 15).	<b>AP-FON 1 Falls of Neuse Multi-Purpose Path</b> Include an eight-foot wide multi-purpose path/sidewalk and wide outside lanes in the cross-section details for the widening of Falls of Neuse Road to accommodate access to the numerous parks in the area and the high concentration of families with children in the area.
<b>FN 9: Wayfinding</b> Provide bicycle wayfinding along Lowery Farm Lane, Wide River Drive, and Wake Bluff Drive to tie into City's existing bike network. All bicycle improvements will be consistent with the City's BikeRaleigh plan.	Not directly addressed
<b>FN 10: Old Falls of Neuse Pedestrian Improvements</b> Add sidewalks where missing along Old Falls of Neuse Road between Falls of Neuse Road and Wakefield Pines Drive.	Not directly addressed
<b>FN 11: Falls of Neuse Bridge Pedestrian Improvements</b> Study the possibility of creating additional separation between the sidewalks and vehicle lanes on the bridge, possibly by installing a vertical barrier.	Not directly addressed
<b>FN 12: Raven Ridge Road Pedestrian Improvements</b> Add sidewalks along Raven Ridge Road where missing segments exist between Falls of Neuse Road and the power line easement south of Savannah Oaks Way.	Not directly addressed
<b>FN 13: Falls Community Retail</b> The Future Land Use Map's existing Neighborhood Mixed Use node at the Falls Community should be slightly expanded in order to accommodate a new restaurant or recreation-serving retail use while retaining the existing character of the area.	Not directly addressed
<b>FN 14: Leonard Tract Expansion</b> The city-owned property near the southwest corner of Falls of Neuse Road and Wide River Drive designated as Low Density Residential on the Future Land Use Map should be reclassified as	Not directly addressed

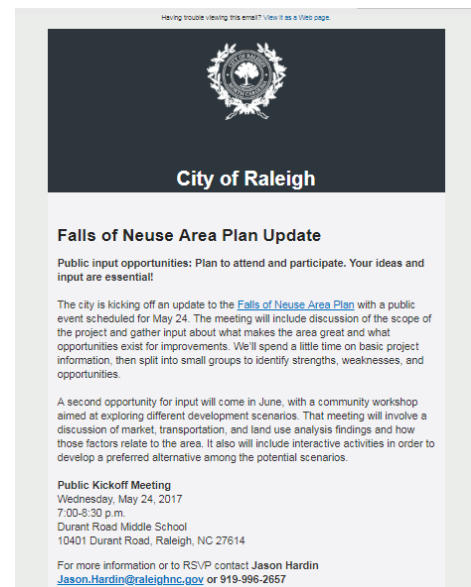
<b>Falls North Area Plan (Under review)</b>	<b>Falls of Neuse Area Plan (Existing)</b>
Public Parks and Open Space and should be considered as part of the overall Leonard Tract as part of planning for future park development.	
<b>FN 15: Future Leonard Tract Park Development</b> Develop, with public input, a plan for the creation of a city park on the Leonard Tract, either by itself or in conjunction with other city parklands and properties along the Neuse River.	Not directly addressed
<b>FN 16: Falls North Identity</b> Promote and strengthen the area's identity as a hub for recreational activity and natural scenery for the region. All relevant City maps and documents should refer to the area as Falls North.	Not directly addressed
<b>FN 17: Neuse River Greenway Access</b> Provide additional vehicle parking at or near entrances to the Neuse River Greenway.	Not directly addressed
<b>FN 18: Wilkerson Nature Preserve Pedestrian Access</b> Add a sidewalk along the north side of Raven Ridge Road from Falls of Neuse Road to the entrance to the Wilkerson Nature Preserve at Awl's Haven Drive	Not directly addressed
<b>FN 19: Falls of Neuse Residential Uses</b> The area along Falls of Neuse Road between Tabriz Point and Lowery Farm Lane should be reclassified on the Future Land Use Map to Low Density Residential from Office and Residential Mixed Use.	Not directly addressed
<b>FN 20: Dehijuston/Raven Ridge Road Connection</b> A new public street should connect Dehijuston Court with Raven Ridge Road.	<b>AP-FON 3 Dehijuston/Raven Ridge Road Connection</b> Area 1: A new-location public street should connect Dehijuston Court with Raven Ridge Road. There is an existing stream crossing shortly before the end of Dehijuston Court.
Not directly addressed. Could be implemented in future through block perimeter standards.	<b>AP-FON 2 Durant/Shadowlawn Drive Connections</b> Falls/Durant Neighborhood Retail Mixed-Use area: A new-location public street should connect Durant Road to Shadowlawn Drive and provide connectivity to Rio Springs Drive.
Not directly addressed. Evaluated as part of development plans.	<b>AP-FON 4 Dunn/Falls of Neuse Access</b> Area 2: Evaluate vehicular access options for the Dunn Road/Falls of Neuse Neighborhood Retail Mixed-Use area as part of the Falls of Neuse Road widening project or as part of a private development plan on this property.

## Input and Notification

The plan process strove to provide multiple means of public input and to inform stakeholders of the plan's events. The project's Confirmation Group, a Council-appointed body made up of area stakeholders, was charged with overseeing the planning process with the goal of ensuring that the

process included and reflected broad representation from stakeholder groups. The Group also served as a means of distributing information. Members were asked to post plan updates and notifications of upcoming meetings to neighborhood email lists, Nextdoor (more than 8,000 recipients), and other means. This supplemented other efforts to provide information about the plan process.

Ultimately, information was distributed through several means, including City of Raleigh email newsletters, Citizens Advisory Council meetings and newsletters, Confirmation Group communications, posted signs along Falls of Neuse Road and other key sites, the city's Falls of Neuse project webpage, and social media including Facebook and Twitter. Additionally, property owners in or within 100' of any areas where Future Land Use Map changes or other area-specific guidance are proposed by the plan received mailed notices prior to Planning Commission review.



**Above: Examples of notifications for plan events**

## Timeline of key plan events and notifications

**April 2017:** Confirmation Group appointed by Council.

**May 2017:** Confirmation Group held introductory meeting and second meeting/site tour (all Group meetings open to public and noticed on project web page).

**May 2017:** Public kickoff workshop. Posted signs along Falls of Neuse Road and at Neuse River Greenway trailhead/Falls Lake Dam, city email newsletters, Nextdoor, Confirmation Group mailing lists, social media, project page. News media also provided coverage in advance of meeting.

**June: 2017:** Presentation to North CAC. CAC newsletter.

**June 2017:** Third and fourth Confirmation Group meetings. Project page.

**June 2017:** Community workshop. Posted signs along Falls of Neuse Road and at Neuse River Greenway trailhead/Falls Lake Dam, city email newsletters, Nextdoor, Confirmation Group mailing lists, social media, project page.

**July 2017:** Online survey. City email newsletters, Confirmation Group mailing lists, social media, project page.

**August 2017:** Fifth Confirmation Group meeting. Project page.

**August 2017:** Presentation of draft recommendations. City email newsletters, Confirmation Group mailing lists, social media, project page.

**October 2017:** Presentation to North CAC. CAC newsletter.

**October 2017:** Publication of draft report and beginning of public comment period. City email newsletters, Confirmation Group mailing lists, project page.

**November 2017:** Publication of revised draft report and beginning of second comment period. City email newsletters, Confirmation Group mailing lists, project page.

**November 2017:** Sixth Confirmation Group meeting. Project page.

**January 2018:** Final Confirmation Group meeting. Project page.

**January 2018:** Publication of revised draft report. City email newsletters, Confirmation Group mailing lists, project page.

**March 2018:** Planning Commission review begins. City email newsletters, mailed notice to all property owners in or within 100' of any areas where Future Land Use Map changes or other area-specific guidance are proposed by the plan.

**April 2018:** Committee of the Whole review. City email newsletters, Confirmation Group mailing lists, project page.

**May 2018:** Committee of the Whole review. City email newsletters, Confirmation Group mailing lists, project page.



To: Planning Commission Committee of the Whole

From: Jason Hardin, AICP

Date: June 21, 2018

Re: Supplemental information to item CP-1-18 Falls North (Falls of Neuse) Area Plan

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## Overview

At its May 24, 2018 meeting, the Planning Commission's Committee of the Whole discussed the Falls North (Falls of Neuse) area plan project report and associated Comprehensive Plan amendments. The discussion at that meeting narrowed to two specific issues: the height of buildings at the Falls of Neuse/Raven Ridge intersection and language used to achieve tree conservation goals throughout the plan area. This memo briefly provides additional information about public input on each of these topics.

## Building Height at Falls of Neuse/Raven Ridge

This area was the focus of much of the public input received during the process. The primary question posed involved identifying uses on the parcel that would be both viable in the market and in line with broader community objectives. Participants in the plan's primary workshop, held in June 2017, and related online survey were asked to choose between two broad concepts for the area. One included a small amount (5,000-10,000 square feet) of retail, while the other envisioned only office and residential uses. Both included extensive tree conservation. Both also envisioned heights of two/three stories and did not specify whether multifamily residential uses would include apartments, although townhouses were labeled separately than multifamily. The version without retail uses received significantly stronger support in both the workshop and survey results. Approximately 40 participants took part in the workshop, and more than 100 responded to the survey.

Following the compilation of input from the workshop and survey, some community members stated that they understood the concepts to not include apartments and that heights should be limited to two stories. Some previous comments received during the process involved concerns about privacy of nearby residents if three-story buildings were constructed on the property. To further refine plan guidance for the area, additional input was gathered in August 2017 during a presentation of draft plan recommendations. At that meeting, attended by approximately 35 people, participants were asked to express a preference between two options, neither of which envisioned retail use and both of which

envisioned office uses limited to the area closer to Falls of Neuse and Raven Ridge roads. One option envisioned a mix of office and retail with height limited to three stories and apartments potentially located above offices. The second envisioned limiting residential to a mix of townhouses, duplexes, and detached houses and limiting height to two stories. The two questions (whether apartments should be allowed, and the height of buildings) were not separated. The second option was the preference of nearly all attendees.

Following the above input, the final project report included a height recommendation of two stories and 35'. As input was not directly sought on whether preferences were based on the height in feet or in stories, input does not provide a clear answer to that question. The height would not affect the density allowed on the site, because if the Apartment building type is not envisioned, then units could not be stacked vertically.

## **Tree Conservation Language**

A consistent theme of input throughout the plan process involved the preservation and enhancement of natural areas, particularly the preservation of existing trees along the corridor. This emerged in multiple forms, including in-person input, survey comments, and visual preference surveys. Some noted that, while an existing watershed overlay requires 40 percent *forestation* (which can be accomplished with replanting following clearing) within much of the area, tree *conservation* requirements are lower (generally a minimum of 10 percent).

Many participants stated that replanting did not align with their vision for the area and that tree conservation expectations should be higher than required by code and potentially align with forestation requirements, so that if a site is already heavily forested, then the forestation requirement should be met by retaining existing mature trees. The project report included recommendations that followed this input. The process did not involve testing other options (varying percentages of desired tree conservation or different strengths of advisory wording), so a conclusion of the exact percentage or wording cannot reasonably be drawn, but it can be concluded that some level of tree conservation well above existing code requirements was a strong desire of plan participants.

**AGENDA ITEM (C) 1: Falls North Area Plan and CP-1-18**

The proposed changes would amend maps LU-3, UD-1, and AP-1 and incorporate a new area plan into the 2030 Comprehensive Plan.

Planner Hardin gave a brief overview of the case.

There was discussion regarding 35ft and 3 stories; tree planting and conservation.

Mr. Braun stated that in its current state he cannot support this proposal

Mr. Lyle spoke regarding being in support of the area plan but cannot support the height limitation.

Ms. Jeffreys spoke regarding supporting the 35ft height limits and the tree save portion of this proposal

Chair Swink spoke regarding believing that the 35 ft height limit is a bit restrictive.

**Mr. Geary made a motion approve the case with amendment to the language. Ms. Jeffreys seconded the motion. Opposed was Mr. Braun, Ms. Alcine, Mr. Lyle, Ms. Queen, Mr. Swink and Mr. Tomasulo. Mr. The vote was not unanimous 8-0.**

**Mr. Lyle made a counter motion to approve case with to height restriction to modify to 40 ft height limit and 10 % tree save area and replanting. Ms. Alcine seconded the motion. Opposed was Mr. Geary, Ms. Jeffreys and Mr. Novak. The vote was not unanimous 6-3.**

Date August 4, 2018

Angela A. Allen  
North Raleigh Resident  
Raleigh, North Carolina 27614

Reference: Falls of Neuse Small Area Plan

As a resident of North Raleigh, business owner, member of Mount Pleasant Baptist Church, a frequent traveler of the Falls of Neuse Road and patron of the businesses and establishments along the corridor, I strongly support managed and thoughtful planning for growth and development within the Falls of the Neuse plan.

I desire to see the character of the area maintained with green spaces, ample outdoor living areas, mixed-residential and commercial businesses. Our growth and traffic are inevitable. We won't have managed growth without a mix ***of live, work, play*** communities where retail establishments are convenient and collaborative with residents. I believe we can maintain the character of our environment and have thoughtful growth and development at the same time.

I participated in several meetings of the FoN commitment group meetings last summer. In the spirit of that commitment and my opinion, the small area plan should **give guidelines** on development that are consistent with the area's character, but *lenient enough for the* detailed specifications to be worked out by the city and developers on a case-by-case basis.

For example, the term to have "40% tree save" on the property should allow leniency for the developer and the city to determine the the percentage of tree saves versus replanting /reforestation within a specific development plan. It some cases, old trees may be too old, dying, and falling. In one case it may make sense to replant more and in another save more is the answer. My point is our small area plan should not be so restrictive that it is out-of-date for changing circumstances or stagnates progress. It should serve as a general guideline, and a specific proposal should handle the detailed terms while operating under consistent standards.

Another example is a term which limits the height or stories of building from to two versus three or higher. Again, this seems overly restrictive *when* the intent, design, and construction of a building should determine whether it fits the character of the area versus story limits. A good example of this is the Carolinian apartments that sit behind the Carolina Golf Course off Glenwood Ave. It is new, modern and needed, but it doesn't upset the character of this well-established area. As the age of communities' change, the needs change. With rapid growth, circumstances change faster than the city or the citizens can develop policies and plans.

I use these examples to say, I, as an individual resident, don't have the expertise to determine the specific-detailed terms within a small area plan. I have a little more knowledge of current terms because I did read and participated in some the early planning meetings last year. Whether it's 40 versus 20% tree save or two versus three stories, these become the deviled details that the experts should handle. I expect the city planners to have expertise and knowledge to help guide thoughtful and managed development around the city. ***I support development with a mix of residential, natural spaces, retail, and commercial businesses which are useful for the residents and travelers of the Falls of the Neuse corridor.***

Sincerely,  
Original signed by  
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