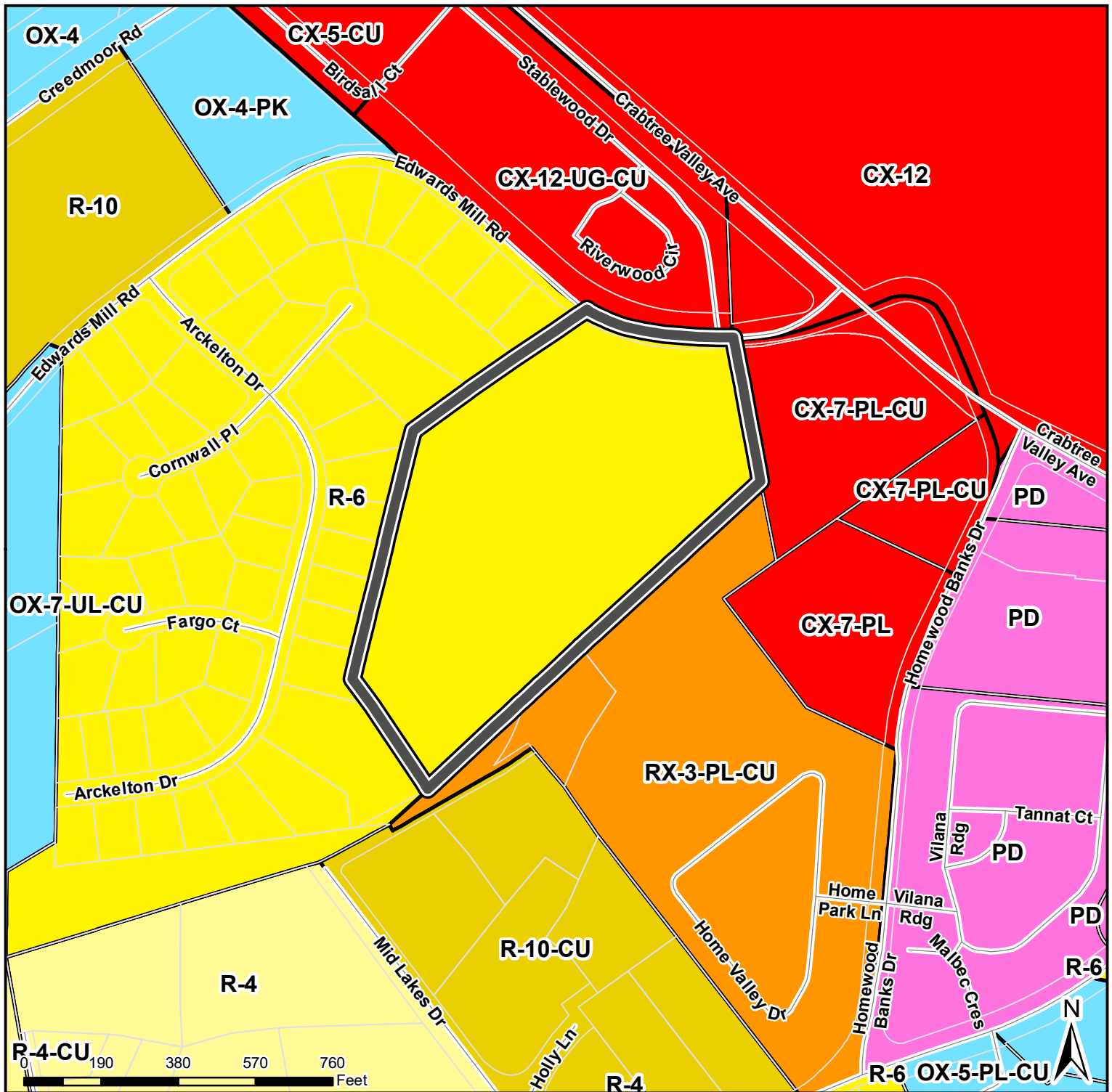
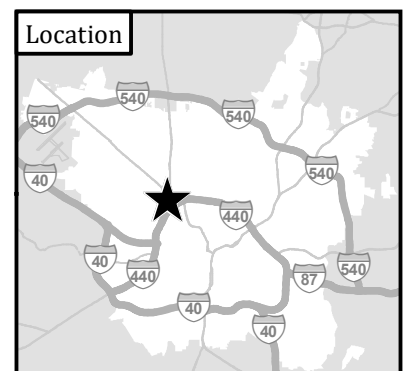


Existing Zoning

Z-1-2021



Property	5060 Edwards Mill Rd
Size	14.98 acres
Existing Zoning	R-6
Requested Zoning	CX-7-CU & CX-12-CU



To	Marchell Adams-David, City Manager
Thru	Patrick O. Young, AICP, Director
From	Donald Belk, Senior Planner
Department	Planning and Development
Date	July 26, 2021
Subject	City Council agenda item for August 17, 2021 – Z-1-21: Edwards Mill Road

On July 6, 2021, City Council authorized the public hearing for the following item:

Z-1-21 Edwards Mill Road, approximately 14.98 acres located at 5060 Edwards Mill Road, near Crabtree Valley Mall, approximately 0.6 miles east of the intersection of Edwards Mill Road and Creedmoor Road (NC-50).

Signed zoning conditions were provided on May 28, 2021 that would (1) limit residential dwellings to no more than 850 units; (2) limit eating establishments and retail sales uses to a total of 25,000 square feet; (3) limit office uses to 360,000 square feet, (4) establish a cap on total AM peak and total PM peak hour trips based on the traffic impact analysis; (5) prohibit emergency shelters A and B; cemetery, dormitory, fraternity, or sorority, adult establishment, bar, nightclub, tavern, and lounge; (6) require that at least 75% of the required parking be within a parking structure if a building exceeds five stories in height; (7) limit the height of any building in the portion of the property zoned CX-7 to no more than six (6) stories; (8) require screening of parking where upper stories of parking structures are located at the perimeter of a building; (9) permit a maximum of 2 bays of on-site parking between any building within 200' of a public street and the public street; (10) require direct pedestrian access from the public sidewalk to the main entrance of new buildings; and (11) record a restrictive covenant for the cap on total AM and PM trip generation.

Current zoning: Residential-6 (R-6)

Requested zoning: Commercial Mixed Use – 7 Stories – Conditional Use (CX-7-CU) and Commercial Mixed Use – 12 Stories – Conditional Use

The request is **consistent** with the 2030 Comprehensive Plan.

The request is **consistent** with the Future Land Use Map.

The request is **consistent** with the Urban Form Map.

The Planning Commission recommends approval of the request (8 - 0).

Attached are the Planning Commission Certified Recommendation (including Staff Report), the Petition for Rezoning, and the Neighborhood Meeting Report.

Conditional Use District Zoning Conditions		
Zoning case #: Z-1-21	Date submitted: 5-28-21	OFFICE USE ONLY Rezoning case #
Existing zoning: R-6	Proposed zoning: CX-7-CU/CX-12-CU	

Narrative of Zoning Conditions Offered
<p>For purposes of the following conditions, Wake County PIN 0795399646 (deed recorded at Book 8598, Page 1173 of the Wake County Registry) shall be referred to as the "Property."</p> <p>(1) There shall be no more than 850 residential dwelling units upon the Property.</p> <p>(2) Eating establishments and retail sales uses upon the Property shall be limited to a total of 25,000 square feet.</p> <p>(3) Office uses upon the Property shall be limited to a total of 360,000 square feet.</p> <p>(4) For the purpose of obtaining building permits, the total AM peak and total PM peak hour trips generated on the property shall be no more than the trip volume equivalent to 850 units of Mid-Rise Multifamily Housing land use and 25,000 square feet of High-Turnover (Sit-Down) Restaurant land use as determined by the ITE Trip Generation Manual (latest edition).</p> <p>(5) The following uses shall be prohibited upon the Property: Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, lounge.</p> <p>(6) If any building upon the Property exceeds five stories in height, at least 75% of the required vehicular parking spaces for that particular building shall be within a parking structure.</p> <p>(7) The height of any building within the portion of the Property zoned CX-7 shall not exceed six (6) stories.</p> <p>(8) Where upper stories of structured parking are located at the perimeter of a building, they must be screened so that cars are not visible from adjacent public streets. Sloped ramps cannot be discernible from adjacent public streets. Architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.</p> <p>(9) A maximum of 2 bays of on-site parking with a single drive aisle is permitted between any building within 200' of a public street and the public street.</p> <p>(10) New buildings within 200' of a public street shall have a street-facing entrance. Direct pedestrian access is required from the public sidewalk to the main entrance of new buildings.</p> <p>(11) Prior to recordation of a subdivision or recombination for the Property, whichever shall first occur, the Property owner shall cause to be recorded in the Wake County Registry a restrictive covenant that allocates AM and PM trip generation in peak hours upon the Property to all lots of record comprising the Property.</p>

The property owner(s) hereby offers, consents to, and agrees to abide, if the rezoning request is approved, the conditions written above. All property owners must sign each condition page. This page may be photocopied if additional space is needed.

Property Owner(s) Signature: 

Printed Name: T. Roger Edwards, Jr.



RALEIGH PLANNING COMMISSION CERTIFIED RECOMMENDATION

CR# 13031

CASE INFORMATION: Z-1-21 5060 EDWARDS MILL ROAD

Location	Central Raleigh, near Crabtree Valley Mall, approximately 0.6 miles east of the intersection of Edwards Mill Road and Creedmoor Road (NC-50) and 0.6 miles from the intersection of Creedmoor Road and Glenwood Avenue (US-70). Address: 5060 Edwards Mill Road PIN: 0795399646 iMaps , Google Maps , Directions from City Hall
Current Zoning	Residential-6 (R-6)
Requested Zoning	Commercial Mixed Use-Seven Stories-Conditional Use (CX-7-CU) and Commercial Mixed Use-Twelve Stories-Conditional Use (CX-12-CU)
Area of Request	14.98 acres
Corporate Limits	The proposed site lies within the corporate limits of Raleigh.
Property Owner	Pinnacle Apartments J. Roger Edwards, Jr. Post Office Box 6189 Raleigh, NC 27628-6189
Applicant	Tobias R. Coleman, Jr. Smith Anderson Wells Fargo Capital Center 150 Fayetteville Street, Suite 2300 Raleigh, NC 27601
Council District	E
PC Recommendation Deadline	August 23, 2021

SUMMARY OF PROPOSED CONDITIONS

- (1) There shall be no more than 850 residential dwelling units upon the Property.
- (2) Eating establishments and retail sales uses upon the Property shall be limited to a total of 25,000 square feet.
- (3) Office uses upon the Property shall be limited to a total of 360,000 square feet.
- (4) For the purpose of obtaining building permits, the total AM peak and total PM peak hour trips generated on the property shall be no more than the trip volume equivalent to 850 units of Mid-Rise Multifamily Housing land use and 25,000 square feet of High-Turnover (Sit-Down) Restaurant land use as determined by the ITE Trip Generation Manual (latest edition).

- (5) The following uses shall be prohibited upon the Property: Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, lounge.
- (6) If any building upon the Property exceeds five stories in height, at least 75% of the required vehicular parking spaces for that particular building shall be within a parking structure.
- (7) The height of any building within the portion of the Property zoned CX-7 shall not exceed six (6) stories.
- (8) Where upper stories of structured parking are located at the perimeter of a building, they must be screened so that cars are not visible from adjacent public streets. Sloped ramps cannot be discernible from adjacent public streets. Architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.
- (9) A maximum of 2 bays of on-site parking with a single drive aisle is permitted between any building within 200' of a public street.
- (10) New buildings within 200' of a public street shall have a street-facing entrance. Direct pedestrian access is required from the public sidewalk to the main entrance of new buildings.
- (11) Prior to recordation of a subdivision or recombination for the Property, whichever shall first occur, the Property owner shall cause to be recorded in the Wake County Registry a restrictive covenant that allocates AM and PM trip generation in peak hours upon the Property to all lots of record comprising the Property.

COMPREHENSIVE PLAN GUIDANCE

Future Land Use	Regional Mixed Use
Urban Form	City Growth Center Urban Thoroughfare
Consistent Policies	Policy LU 1.2 - Future Land Use Map and Zoning Consistency Policy LU 1.3 - Conditional Use District Consistency Policy LU 2.2 – Compact Development Policy LU 2.6 - Zoning and Infrastructure Impacts Policy LU 4.9 - Corridor Development Policy LU 5.1 - Reinforcing the Urban Pattern Policy LU 5.4 - Density Transitions Policy LU 5.6 - Buffering Requirements Policy LU 5.7 – Building Height Transitions Policy LU 6.2 – Complementary Land Uses and Urban Vitality Policy LU 7.4 - Scale and Design of New Commercial Uses Policy LU 10.1 – Mixed-Use Retail Policy T 1.6 - Transportation Impacts Policy AP-CR1 – Crabtree Parking Structures Policy AP-CR6 – Crabtree Area Pedestrian Circulation Plan

Inconsistent Policies	Policy AP-CR2 – Crabtree Area Hillsides Policy AP-CR3 – Crabtree Creek Policy AP-CR5 – Design Unity in the Crabtree Area
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FUTURE LAND USE MAP CONSISTENCY

The rezoning case is ☒ **Consistent** ☐ **Inconsistent** with the Future Land Use Map.

COMPREHENSIVE PLAN CONSISTENCY

The rezoning case is ☒ **Consistent** ☐ **Inconsistent** with the 2030 Comprehensive Plan.

PUBLIC MEETINGS

First Neighborhood Meeting	Second Neighborhood Meeting	Planning Commission	City Council
December 12, 2020 8 attendees	May 17, 2021 11 attendees	June 8, 2021 June 22, 2021	July 6, 2021 August 17, 2021

PLANNING COMMISSION RECOMMENDATION

The rezoning case is **Consistent/Inconsistent** with the Future Land Use Map and **Consistent/Inconsistent** with the relevant policies in the Comprehensive Plan, furthermore **Approval/Denial** is reasonable and in the public interest because:

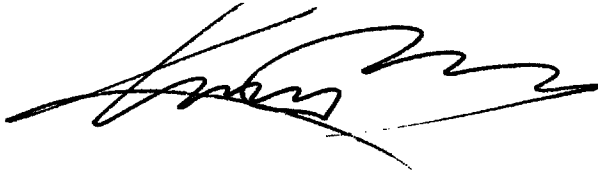
Reasonableness and Public Interest	This proposal is reasonable and in the public interest, and is supported by the following policies: LU 1.2 - Future Land Use Map and Zoning Consistency, LU 2.2 – Compact Development, LU 5.1 – Reinforcing the Urban Pattern, LU 5.4 - Density Transitions, and LU 6.2 - Complementary Land Uses and Urban Vitality.
Change(s) in Circumstances	
Amendments to the Comprehensive Plan	Not applicable.
Recommendation	Approval
Motion and Vote	Motion: O'Haver Second: Miller In Favor: Bennett, Elder, Lampman, Mann, McIntosh, Miller, O'Haver, and Rains

	Opposed: None
Reason for Opposed Vote(s)	

ATTACHMENTS

1. Staff report
2. Applicant's Addendum for 6/22/21
3. Rezoning Application
4. Zoning Exhibit
5. Drainage Area Map
6. Fascimile of signed conditions submitted 5/28/21
7. Traffic Impact Analysis Technical Review Memo

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



Ken A. Bowers, AICP
Planning and Development Deputy Director

June 22, 2021

Date:

Staff Coordinator: Don Belk: (919) 996-4641; Donald.Belk@raleighnc.gov



ZONING STAFF REPORT – CASE Z-1-21

Conditional Use District

OVERVIEW

This request is to rezone the parcel located at 5060 Edwards Mill Road from Residential-6 (R-6) to Commercial Mixed Use-7 Stories- Conditional Use (CX-7- CU) and Commercial Mixed Use-12 Stories-Conditional Use. This is a 'split zoning' request, with the CX-7 portion of the request comprising a 200'-wide swath bordering the adjoining R-6 district (see Zoning Exhibit). The applicant proposes conditions that would (1) limit the maximum number of residential units to 850; (2) limit eating establishments and retail uses to a maximum of 25,000 square feet; (3) limit office uses to a maximum of 360,000 square feet, (4) establish a trip generation budget for total AM and total PM peak trips; (5) prohibit the uses of Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, or lounge; (6) require for any building that exceeds five stories in height to have at least 75% of the required vehicular parking spaces within a parking structure; (7) limit the height of any building within the portion of the property zoned CX-7 to a maximum of six (6) stories; (8) require screening for structured parking so that cars are not visible from adjacent public streets; (9) permit a maximum of 2 bays of on-site parking with a single drive aisle between any building within 200' of a public street; (10) require that new buildings within 200' of a public street shall have a street-facing entrance, with direct pedestrian access required from the public sidewalk to the main entrance of new buildings; and (11) record a restrictive covenant that would preserve the trip generation budget in the event of subdivision of the property.

The site is situated within a larger low and medium density residential area located wholly within the corporate limits of Raleigh and within the Crabtree City Growth Center. It lies approximately 0.6 miles east of the intersection of Edwards Mill Road and Creedmoor Road (NC-50) and 0.6 miles from the intersection of Creedmoor Road and Glenwood Avenue (US-70).

The site presently consists of the Pinnacle Apartments complex, a 97-unit apartment community built in 1980. The site is bordered to the north by the Creekside at Crabtree Apartments, and to the east by a hotel and restaurant. Parcels to the south are vacant, and the Crabtree Woods residential subdivision lies to the west. This neighborhood was constructed in 1979-1981 and consists of 58 single family homes on lots averaging 0.48 acres.

The site is presently zoned R-6 and is adjacent to other R-6 parcels (Crabtree Woods) to the west and northwest. Neighborhood transition requirements per UDO Section 3.5 will apply in this location. To the north lies the Creekside Apartments; to the northeast lies a vacant parcel that is largely within the 100-year floodplain. These tracts are zoned CX-12-UG-CU and CX-7-PL-CU, respectively. Immediately adjacent to the east lies the Crabtree Lakeside apartment community, zoned RX-3-PL-CU.

The site lies within the Crabtree City Growth Center as shown on the Urban Form Map and is designated as Regional Mixed Use on the Future Land Use Map. The site is located approximately 600 feet to the south of the Crabtree Valley Mall. At present, the site has a single point of access to Edwards Mill Road. The northeast boundary of the site lies within the 100-year floodplain. The Crabtree Creek Greenway Trail lies approximately 300 feet north of the site.

Stormwater Management staff noted that drainage complaints had been received downstream from this site. The applicant subsequently provided a Drainage Area Map showing that the subject site is less than 5% of the drainage area where the complaints were noted.

Update for June 22, 2021

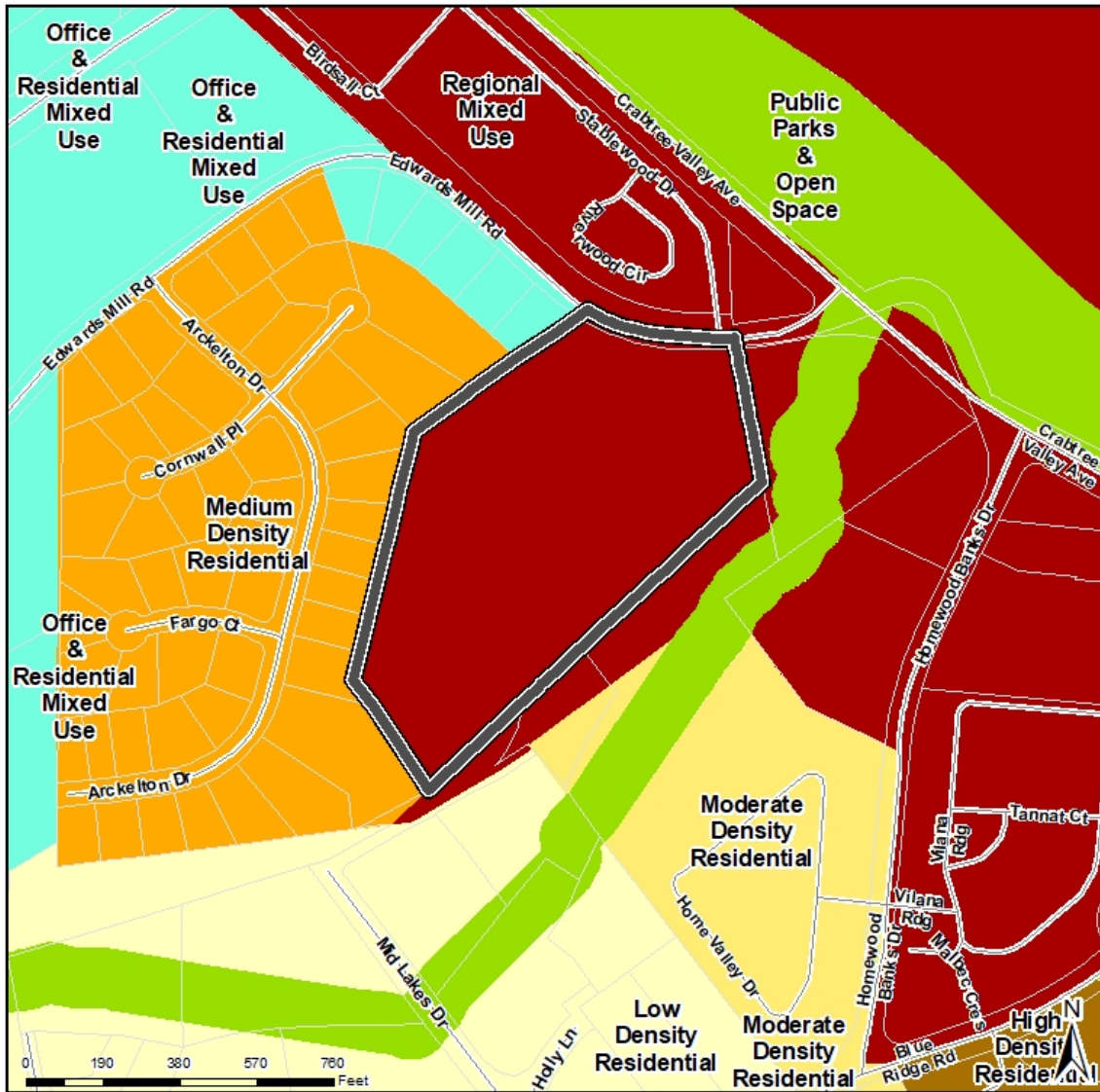
At the June 8, 2021 meeting, the Planning Commission voted to defer this case to allow for the applicant to address the inconsistencies noted in the staff report, including the inconsistencies with the Area-Specific policies of the Crabtree Area Plan (AP-CR1). An addendum has been provided by the applicant, with additional staff comments provided. As a result, the following policies have changed from inconsistent to consistent with the Comprehensive Plan: Policy LU 5-7 - Building Height Transitions, Policy LU 7.4 – Scale and Design of New Commercial Uses, and Policy AP-CR6 – Crabtree Area Pedestrian Circulation Plan. The remaining inconsistent policies noted previously still require additional information to address how this proposal will comply with those aspects of the Crabtree Area Plan: Policy AP-CR2 – Crabtree Area Hillsides, Policy AP-CR3 – Crabtree Creek, and Policy AP-CR5 – Design Unity in the Crabtree Area.

OUTSTANDING ISSUES

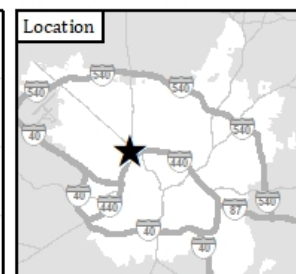
Outstanding Issues	1. The proposal requires more details on how the request is consistent with Crabtree Area-specific policies AP-CR2, AP-CR3, and AP-CR5.	Suggested Mitigation	1. Provide details to address area-specific guidance in policies AP-CR2, AP-CR3, and AP-CR5.
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Future Land Use

Z-1-2021



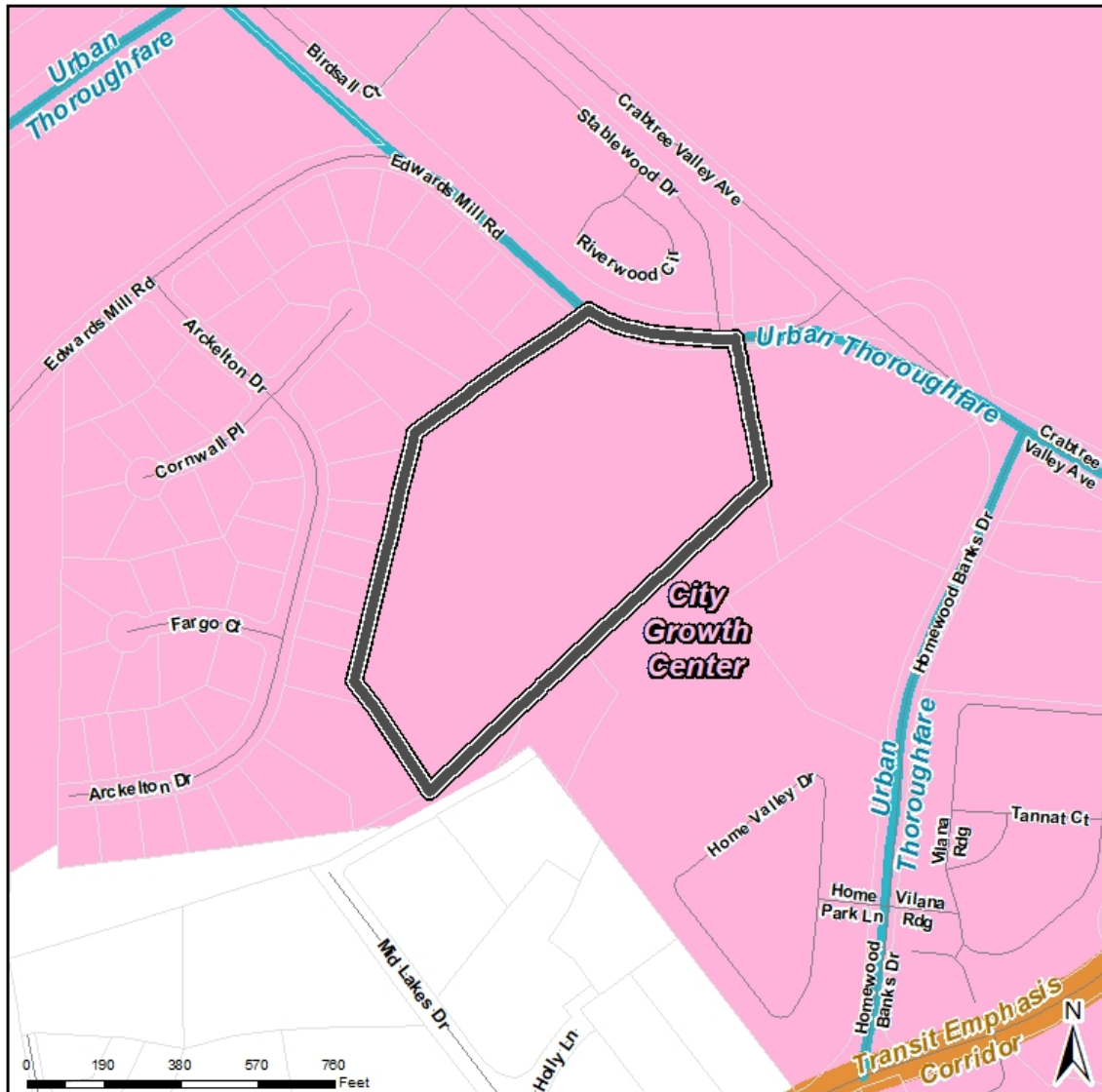
Property	5060 Edwards Mill Rd
Size	14.98 acres
Existing Zoning	R-6
Requested Zoning	CX-7-CU & CX-12-CU



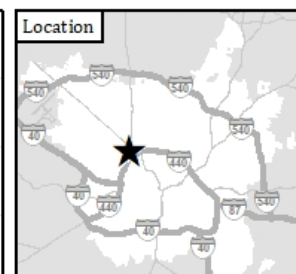
Map by Raleigh Department of City Planning (mansa@): 1/11/2021

Urban Form

Z-1-2021



Property	5060 Edwards Mill Rd
Size	14.98 acres
Existing Zoning	R-6
Requested Zoning	CX-7-CU & CX-12-CU



Map by Raleigh Department of City Planning (mansal): 1/11/2021

COMPREHENSIVE PLAN

Determination of the conformance of a proposed use or zone with the Comprehensive Plan includes consideration of the following questions:

- A. Is the proposal consistent with the vision, themes, and policies contained in the Comprehensive Plan?

Yes. The requested zoning is consistent with the Vision Theme of **Expanding Housing Choices** because it would allow more housing units and expand housing capacity to help meet growing residential demand.

The proposal is also consistent with the **Managing Our Growth** Vision Theme because it proposes additional residential density, increases office space, and provides additional retail space in an area designated as a City Growth Center. The site is well-served by existing infrastructure and transit, with many shopping and employment destinations nearby.

The request is consistent with the **Coordinating Land Use and Transportation** theme. The proposal will provide for higher density residential development and support the land use pattern needed to support local and regional transit service.

The proposal is consistent with the **Growing Successful Neighborhoods and Communities** Vision Theme. The applicant has provided zoning conditions that would set limits to the number of trips generated by the proposed uses, thus helping to mitigate the impacts of increased residential and office uses on the site. Generally, the proposal will reflect the character of this rapidly growing area, where new high-density residential housing has been built within the last five years. The proposal would be subject to neighborhood transition yard requirements along its southern and southwestern boundary adjoining the single-family residential neighborhood.

The proposed zoning is generally consistent with the 2030 Comprehensive Plan. The request will advance policies relating to transit supportive density, additional housing capacity, and appropriate infill development in a city growth center, providing opportunities for new residential and economic development.

- B. Is the use being considered specifically designated on the Future Land Use Map in the area where its location is proposed?

Yes, the Future Land Use Map designation on the rezoning site is Regional Mixed Use. This category applies to selected areas in Raleigh where major retail and service hubs, such as the Crabtree Center, are located. These areas may include high-density housing, office development, hotels, and region-serving retail uses such as department stores and specialty stores, and are typically zoned CX

- C. If the use is not specifically designated on the Future Land Use Map in the area where its location is proposed, is it needed to service such a planned use, or could it be established without adversely altering the recommended land use and character of the area?

Not applicable. The proposed use is designated on the Future Land Use Map, and the proposed use can be established without adversely altering therecommended land use and character of the area.

- D. Will community facilities and streets be available at City standards to serve the use proposed for the property?

Yes, generally in the vicinity of the proposal; however, this particular site is constrained by having only a single point of access onto Edwards Mill Road. The applicant has addressed this deficiency by capping the square footage of mixed uses and establishing a 'trip budget' for future developments on the site. Furthermore, the applicant has indicated that a new public street shall be constructed through the property prior to redevelopment of the site which would facilitate travel to the mixed-use area without traveling along a major thoroughfare.

Future Land Use

Future Land Use designation: Regional Mixed Use

The rezoning request is

☒ **Consistent** with the Future Land Use Map.

This category applies to the major retail and service hubs that draw customers from across the city, such as Triangle Town Center area, the Brier Creek area, and the North Hills/Midtown and Crabtree Centers. These areas may include high-density housing, office development, hotels, and region-serving retail uses such as department stores and specialty stores and would typically be zoned CX. In accordance with Table LU-2 Recommended Height Designations, heights could be as tall as 12 to 20 stories in core locations but should taper down to meet the context of surrounding development. As in other mixed-use areas, taller buildings should be accompanied by enhanced pedestrian amenities.

Regarding height, the site borders Crabtree Woods, an existing single-family residential area, to the west. The proposal would stipulate a maximum height of six stories (proposed zoning CX-7) within 200' of the boundary as part of its required transition to single-family residential. Also, a condition is proposed that would require new buildings within 200' of a public street to have a street-facing entrance, and to have direct pedestrian access from the public sidewalk to the main entrance of new buildings.

Urban Form

Urban Form designation: City Growth Center, Urban Thoroughfare

The rezoning request is

☒ **Consistent** with the Urban Form Map.

The proposed rezoning site is located along Edwards Mill Road, designated as an Urban Thoroughfare on the Urban Form Map. These areas recommend an urban or hybrid frontage approach, which is often applied as Parking Limited (-PL), used whenever automobile access is desired while maintaining some level of walkability. While this proposal does not specify a frontage, the applicant has proposed a condition that will specify a maximum of 2 bays of on-site parking with a single drive aisle between any building within 200' of a public street and the street itself. Another condition dictates that any building within 200' of a public street will have a street-facing entrance, with direct pedestrian access from the public sidewalk to the main entrance of new buildings. Together, these conditions would mimic the -PL frontage.

The proposal is also consistent with the City Growth Center designation, as it would provide for new residential and economic development opportunities through the redevelopment of an aging multifamily development.

Compatibility

The proposed rezoning is

☒ **Compatible** with the property and surrounding area.

The proposal is mostly compatible with the surrounding area, which has seen new multifamily residential development, a hotel, and new commercial and retail development within recent years; moreover, the site lies approximately 600' south of the Crabtree Valley Mall. However, the proposal would further impose upon the existing Crabtree Woods subdivision, zoned R-6, which is presently surrounded by properties that are zoned in categories of higher density residential and higher-intensity commercial uses. Building height and buffering are of concern, although the applicant proposes a zoning condition that would extend the City's existing neighborhood transition height restrictions so that buildings located between 101' and 200' of the Crabtree Woods neighborhood cannot exceed six stories.

Public Benefits of the Proposed Rezoning

- The request would increase the housing supply and available space for office and retail uses within a City Growth Center

- The request would provide more intensive development along an urban thoroughfare.
- The proposal would improve pedestrian connectivity in the area.

Detriments of the Proposed Rezoning

- The proposal would add substantially to trip generation in the area
- The proposal will not contribute to improved vehicular connectivity due to site constraints (single point of access).

Policy Guidance

*The rezoning request is **consistent** with the following policies:*

Policy LU 1.2 – Future Land Use Map and Zoning Consistency

The Future Land Use Map shall be used in conjunction with the Comprehensive Plan policies to evaluate zoning consistency including proposed zoning map amendments and zoning text changes.

- The proposed zoning (CX-7- CU/CX-12-CU) is consistent with the Future Land Use Map, which is designated for Regional Mixed Use. This designation applies specifically to major retail and service hubs, such as Crabtree Valley, that draw customers from throughout the city. CX zoning is typical of these areas that include high-density housing, office development, hotels, and region-service retail uses.

Policy LU 1.3—Conditional Use District Consistency

All conditions proposed as part of a conditional use district (CUD) should be consistent with the Comprehensive Plan.

- The conditions proposed in the request will set prohibit uses, set limits on exposed parking areas, reduce building height adjacent to the single-family residential area, screen parking for upper stories of structured parking, replicate the Parking Limited frontage, limit the maximum number of residential units and the square footage of retail and restaurant uses, limit the maximum square footage of office uses, and set a trip generation 'budget' based on the findings of the traffic impact analysis.

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

- Development enabled by the request will increase density in a location near major commercial and employment areas. The rezoning site is in an urbanizing area that is

served by existing City infrastructure. The proposal is consistent with its location within a city growth center.

Policy LU 2.6 – Zoning and Infrastructure Impacts

Carefully evaluate all amendments to the zoning map that significantly increase permitted density or floor area to ensure that impacts to infrastructure capacity resulting from the projected intensification of development are adequately mitigated or addressed.

- This proposal constitutes an infill redevelopment that will be supportive of transit investment. However, the site is constrained by a single point of access, and pedestrian connectivity is poor (Level of Service F) along segments of Edwards Mill Road and Crabtree Valley Avenue without sidewalks. City staff find that infrastructure is sufficient to support this rezoning but have recommended some mitigation measures for improved service.

Policy LU 4.9 – Corridor Development

Promote pedestrian-friendly and transit-supportive development patterns along multimodal 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.

- The site is located along an Urban Thoroughfare. These corridors are planned or programmed for public investments in multiple modes of transportation, and this rezoning proposal will support future investment in transit, bike lanes, and pedestrian-oriented streetscapes. The applicant has proposed a condition that would require any building within 200’ of a public street to have a street-facing entrance, with direct pedestrian access from the public sidewalk to the main entrance of new buildings. Together, these conditions would mimic the -PL frontage

Policy LU 5.1 – Reinforcing the Urban Pattern

New development should acknowledge existing buildings, and, more generally, 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.

- This proposal will reinforce the urbanization of the immediate area and is adjacent to a City Growth Center. The proposed condition mimicking the -PL frontage supports this policy.

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 rezoning request is for a district that applies to the Crabtree Valley area and other major retail and service hubs. This proposal is predominantly for residential and/or office uses, which will provide a density transition between the existing residential area to the west (Crabtree Woods) to the higher density, more intensive mixed uses to the north and east. Neighborhood transition requirements would apply to development under the proposed zoning and would require a transition area along the property boundary that abuts lots in the Crabtree Woods neighborhood.

Policy LU 5.6 – Buffering Requirements

New development adjacent to areas of lower intensity should provide effective physical buffers to avoid adverse effects. Buffers may include larger setbacks, landscaped or forested strips, transition zones, fencing, screening, height and/or density step downs, and other architectural and site planning measures that avoid potential conflicts.

- The proposal represents a sharp contrast in both density and building height compared to the existing low-density residential development to the west. To mitigate this contrast, the applicant has proposed a condition that would limit building height to six stories for any development within 200' of the Crabtree Woods neighborhood. In addition, this width would include the required neighborhood transition and provide a wooded buffer to the nearest residences, which average about 55 feet from their respective rear lot lines.

Policy LU 5.7 – Building Height Transitions.

When a mixed-use or nonresidential area contemplated for building heights in excess of seven stories abuts an area designated for low or moderate density on the future land use map, building heights should not exceed a 45-degree plane starting 10 feet from the adjoining lower-density area. When any mixed-use or non-residential area is separated from an area of low- or moderate-density by an intervening street other than a Major Street, building faces along the frontage facing the residential area should not exceed three stories.

- Building height in mixed land-use categories is guided by Table LU-2. The proposed site includes an 'Edge Area' because it is located within 150 feet of low-density residential area. The applicant has proposed a condition that would provide a 200'-wide area of CX-7 zoning (limited to six stories) as a transitional area between Crabtree Woods and the remainder of the property proposed for CX-12.

Policy LU 6.2 – Complementary Land Uses and Urban Vitality

A complementary integration and mixture of land uses should be provided within all growth centers and mixed-use centers 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 consistently with this policy.

- The proposed zoning will provide a vertical and horizontal integration of uses and will begin to address some of the deficiencies in connectivity that currently exist. It will provide connections to major, regional destinations such as the Crabtree Valley area and the Raleigh greenway system.

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 proposal is appropriate and mostly compatible with the surrounding areas. It is bordered by CX-7 and CX-12 zoning to the east and north, respectively, and is adjacent to a 7-story hotel along Homewood Banks Drive. Directly north is the 4-story Crabtree Creekside apartment community. Other multi-story, multi-family developments are nearby. However, the Crabtree Woods subdivision, consisting of 58 single family residences on lots averaging 0.48 acres is the exception. The applicant has proposed a condition that would limit height to six stories within 200' of its boundary with the subdivision.

Policy LU 10.1 – Mixed-Use Retail

Encourage new retail development in mixed-use developments.

- The proposal would entitle up to 25,000 square feet of retail and restaurant uses within a development including up to 850 dwelling units and 360,000 square feet of office development.

Policy T 1.6 – Transportation Impacts

Identify and address transportation impacts before a development is implemented.

- The applicant has prepared a traffic impact analysis (TIA) that was required for this request, which identified several infrastructure improvements to mitigate the impacts of new development and improve vehicular and pedestrian connectivity in the area. In addition, the applicant has proposed conditions establishing a 'trip budget' that will be incorporated into a restrictive covenant on the property, setting a maximum trip generation allocation for any future development on the site. The development will be required to provide an eastbound bike facility on Edwards Mill Road as part of frontage improvements. While development of the site would provide sidewalks along its frontage, significant gaps in the sidewalk network within the vicinity remain.

*The rezoning request is **inconsistent** with the following policies:*

Area Plan Policy Guidance

*The rezoning request is **consistent** with the following policies:*

Policy AP-CR 1 – Crabtree Parking Structures

New parking structures in the Crabtree area should be designed with careful attention given to their street faces.

- The applicant has proposed a condition requiring that upper stories of structured parking located at the perimeter of a building must be screened so that cars are not visible from adjacent public street. Also, sloped ramps cannot be discernible from adjacent public streets, and architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.

Policy AP-CR-6 – Crabtree Area Pedestrian Circulation Plan

The focus of the Crabtree Valley Pedestrian Circulation Plan is to create a primary loop around the mall, which is the key activity center in the area. This loop will be comprised of the Capital Area Greenway Crabtree Trail on the south and east, Glenwood Avenue on the north, and an upper level Mall connection on the west (connecting the proposed pedestrian bridge from Marriott Drive to the mall and the planned pedestrian bridge from the Promenade over Crabtree Valley Avenue and Crabtree Creek to the mall). Also identified are the key connections from the surrounding hotel/office/ residential activity centers to the primary pedestrian loop.

- The proposed rezoning site is contiguous to other CX-zoned tracts with the Crabtree Area and are subject to the area-specific guidance policies noted above. Future redevelopment of the property under the rezoning request will include extension of Stoney Crest Drive through the property. The sidewalks developed as part of the Stoney Crest Extension will provide the Pedestrian Access Point over the property consistent with Map AP-CR1, addressing a key element of the Crabtree Small Area Plan.

*The rezoning request is **inconsistent** with the following policies:*

Policy AP-CR2 – Crabtree Area Hillside

Hillside in the Crabtree area should be retained and not graded down for incongruous, large-footprint buildings. New structures on hillside and hilltops should fit into the terrain.

Policy AP-CR3 – Crabtree Creek

Crabtree Creek and its tributaries should be left in a natural state with floodways, water quality, and steep slopes protected from further environmental degradation.

- The steepest slopes on the proposed rezoning site are located in the northwesternmost portion of the property and within the 100-year floodplain. These constraints restrict the ability to locate new buildings or parking lots there; however, there are no conditions that explicitly prohibit development on the steep slopes of this parcel or on the fringes of the 100-year floodplain. A zoning condition that would stating that new development will utilize the existing building footprints to the extent possible would provide a greater measure of consistency with both policies, and help maintain these areas in their present, undisturbed state.

Policy AP-CR 5 – Design Unity in the Crabtree Area

Where possible, contiguous tracts throughout the Crabtree area should have some sense of overall design unity. In areas where upper-level pedestrian access is developed, creative structural expression of these circulation elements would serve to engage the users and give the area character. The use of glass and transparent materials should be encouraged in order to keep the area from appearing closed in, like a tunnel.

- The proposal does not specifically address design elements of new construction that would be in keeping with this guidance.

EQUITY AND CLIMATE CHANGE ANALYSIS

Transportation Cost and Energy Analysis

	City Average	Site	Notes
Transit Score	30	48	A few nearby public transportation options.
Walk Score	30	47	Most errands require a car.
Bike Score	41	47	Somewhat bikeable; good access to the Capital Area Greenway system via Crabtree Creek greenway trail.
HUD Low Transportation Cost Index	[N/A, index is expressed as a percentile.]	80	Values range from 0 to 100. The higher the transportation cost index, the lower the cost of transportation in that neighborhood.
HUD Jobs Proximity Index	[N/A, index is expressed as a percentile.]	92	Values range from 0 to 100. The higher the index value, the better the access to employment opportunities for residents in a neighborhood.

Source: [Walk Score](#) is a publicly available service that measures pedestrian friendliness by analyzing population density and road metrics such as block length and intersection density. The higher the Transit Score or Walk Score, the greater the percentage of trips that will be made on transit or by walking, and the smaller the carbon footprint. HUD index scores are percentiles indicating how well the subject tract performs compared to all other census tracts in the United States. A higher percentile for Low Transportation Cost or Jobs Proximity indicates a lower the cost of transportation and higher access to jobs in the nearby area, respectively.

Housing Energy Analysis

Housing Type	Average Annual Energy Use (million BTU)	Permitted in this project?
Detached House	82.7	No
Townhouse	56.5	No
Small Apartment (2-4 units)	42.1	Yes
Larger Apartment	34.0	Yes

Source: U.S. Energy Information Administration, 2015 survey. Statistics for residential structures in the South.

Housing Supply and Affordability

Does the proposal add or subtract from the housing supply?	Adds	Could add a maximum of 850 apartments
Is naturally occurring affordable housing present on the site?	Likely	The Pinnacle Apartments have rents ranging from \$980 to \$1,210 per month, lower than the citywide average.
Does it include any subsidized units?	No	
Does it permit a variety of housing types beyond detached houses?	Yes	The proposal would add up to 850 apartments
If not a mixed-use district, does it permit smaller lots than the average? *	N/A	N/A
Is it within walking distance of transit?	Yes	The site is directly accessible to transit service (GoRaleigh, 26 Edwards Mill

*The average lot size for detached residential homes in Raleigh is 0.28 acres.

Demographic Indicators from EJSCREEN*

Indicator	Site Area	Raleigh
Demographic Index** (%)	31	36
People of Color Population (%)	32	46
Low Income Population (%)	31	30
Linguistically Isolated Population (%)	5	3
Population with Less Than High School Education (%)	8	9
Population under Age 5 (%)	4	6
Population over Age 64 (%)	20	11
% change in median rent since 2015	20.4	20.3

*Environmental Justice Screening and Mapping Tool from the Environmental Protection Agency (<https://www.epa.gov/ejscreen>)

**The Demographic Index represents the average of the percentage of people who are low income and the percentage of people who are minorities

Health and Environmental Analysis

What is the life expectancy in this census tract? Is it higher or lower than the City average?	78.6	Slightly above the State life expectancy of 78.1; in 3 rd quintile (40-60%)
Are there known industrial uses or industrial zoning districts within 1,000 feet?	No	
Are there hazardous waste facilities are located within one kilometer?	No	
Are there known environmental hazards, such as flood-prone areas, that may directly impact the site?	Yes	Part of site lies within the 100-year floodplain of Crabtree Creek
Is this area considered a food desert by the USDA?	No	

Land Use History

When the property was annexed into the City or originally developed, was government sanctioned racial segregation in housing prevalent?*	No	Annexed in 1982
Has the area around the site ever been the subject of an urban renewal program?*	No	
Has the property or nearby properties ever been subject to restrictive covenants that excluded racial groups?*	No	
Are there known restrictive covenants on the property or nearby properties that restrict development beyond what the UDO otherwise requires?*	No	

**The response to this question is not exhaustive, and additional information may be produced by further research. Absence of information in this report is not conclusive evidence that no such information exists.*

Analysis Questions

1. Does the rezoning increase the site's potential to provide more equitable access to housing, employment, and transportation options? Does the rezoning retain or increase options for housing and transportation choices that reduce carbon emissions?

The rezoning proposal increases the site's equitable access potential by virtue of its location in the Crabtree city growth center. It will provide up to 850 apartments and has access to multiple transit routes.

2. Is the rezoning in an area where existing residents would benefit from access to lower cost housing, greater access to employment opportunities, and/or a wider variety of transportation modes? Do those benefits include reductions in energy costs or carbon emissions?

New apartment development as this proposed rezoning site will have rental rates set by the market and may not increase housing affordability options in this area. However, the site will provide access to employment opportunities in the city growth center. The site has access to several transit routes and will be connected to the Capital Area Greenway system via the Crabtree Creek greenway, affording other options for mobility within the area.

3. Have housing costs in this area increased in the last few years? If so, are housing costs increasing faster than the city average?

Housing costs in this area have increased at approximately the same rate (20.4%) as the city average (20.3%).

4. Are there historical incidences of racial or ethnic discrimination specific to this area that have deprived Black, Indigenous, and People of Color (BIPOC) of access to economic opportunity, public services, or housing? If so, does the rezoning request improve any current conditions that were caused, associated with, or exacerbated by historical discrimination?

No historical incidences noted.

5. Do residents of the area have disproportionately low life expectancy, low access to health insurance, low access to healthy lifestyle choices, or high exposure to environmental hazards and/or toxins? If so, does the rezoning create any opportunities to improve these conditions?

The life expectancy noted within this census tract is slightly above the state average. There are no known incidences of exposure to environmental hazards other than historical occurrences of flooding in the vicinity.

IMPACT ANALYSIS

Historic Resources

1. The site is not located within or adjacent to a National Register Historic District or Raleigh Historic Overlay District. It does not include nor is adjacent to any National Register individually-listed properties or Raleigh Historic Landmarks.

Impact Identified: None.

Parks and Recreation

1. This site is not directly impacted by any existing or proposed greenway trails, corridors, or connectors.
2. Nearest existing park access is provided by Lt. Col. George F. Marshall Memorial Park (0.5 miles) and Glen Eden Pilot Park (1.1 miles).
3. Nearest existing greenway trail access is provided by Crabtree Creek Greenway Trail (300 feet).
4. Current park access level of service in this area is graded a B letter grade.
5. Dedicated pedestrian access to the greenway corridor to the south would improve circulation in the area. This could be accomplished with a dedicated trail connection to the greenway easement adjacent to the southern boundary of the property, or with additional bike/pedestrian infrastructure along a future road alignment that connects with Blue Ridge Road via Holly Lane/Mid Lakes Drive.
6. Previous rezoning cases in the vicinity (Z-18-2016 and Z-01-2019) have provided conditions for greenway easement dedication along the existing public utilities sewer line immediately south of this site. The Homewood Banks apartments (Z-18-2016) have also constructed a dedicated pedestrian path terminating at this greenway easement. Rezoning of this site should consider opportunities to provide for pedestrian access to this greenway corridor and the previously dedicated greenway easements south of this site, which could eventually provide direct greenway access to Laurel Hills Park via Parklake Ave. At this time, there is no budget available and no timeframe identified for City-funded construction of a greenway trail along this corridor.

Public Utilities

	Maximum Demand (current use)	Maximum Demand (current zoning)	Maximum Demand (proposed zoning)
Water	7,028	18,750	242,463

Wastewater	7,028	18,750	242,463
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Impact Identified:

1. The proposed rezoning would add approximately 235,435 gpd to the wastewater collection and water distribution systems of the City. There are existing sanitary sewer and water mains adjacent to the proposed rezoning area.
2. At the time of development plan submittal, a Downstream Sewer Capacity Study may be required to determine adequate capacity to support the proposed development. Any improvements identified by the study would be required to be permitted prior to the issuance of Building Permit & constructed prior to release of a Certificate of Occupancy.
3. Verification of water available for fire flow is required as part of the Building Permit process. Any water system improvements recommended by the analysis to meet fire flow requirements will also be required of the Developer.

Stormwater

Floodplain	FEMA
Drainage Basin	Crabtree
Stormwater Management	UDO 9.2
Overlay District	None.

1. Site subject to Stormwater regulations under UDO 9.2 for runoff and nitrogen. FEMA floodplain exists onsite. Possible Neuse Buffers exist.

Impact Identified: Downstream flooding complaints.

Transit

1. The Unified Development Ordinance is sufficient as written to obtain the transit improvements required for this site.

Impact Identified: None.

Transportation

1. Site and Location Context

Location

The Z-1-19 site is in northwest Raleigh on Edwards Mill Road. The site is located less than one mile from the I-440 and I-70 Interchange and less than one quarter mile from Crabtree Valley Mall.

Area Plans

The Z-1-2021 site is located north of the within the Crabtree Area Plan, which includes Crabtree Valley Mall and the surrounding properties. The plan goal is for a walkable urban community with enhanced transit services and pedestrian amenities. The plan specifies that interconnectivity should be encouraged wherever feasible.

2. Existing and Planned Infrastructure

Streets

Edwards Mill Road is designated as a divided 4-lane avenue in the Raleigh Street Plan (Map T-1 in the Comprehensive Plan) and is maintained by the City of Raleigh. The street plan calls for this section of Edwards Mill Road to become a realigned Crabtree Valley Avenue. The site has a stubbed street right-of-way on the southern end of the site for an extension of Holly Lane, Mid Lakes Drive, or Stoney Crest Road (the eventual name of the street is unknown at this time). The Traffic Impact Analysis prepared for Z-1-21 assumes completion of this connection.

In accordance with UDO section 8.3.2, the maximum block perimeter for CX-7 zoning districts is 2,500 feet and the maximum dead-end street length is 300 feet. The current block, encompassed by Blue Ridge Road, Homewood Banks Drive, Edward Mills Road, Parklake Avenue, and Glen Eden Drive has a perimeter of approximately 12,600 feet. There are several stub streets that may be connected in the future to reduce the block perimeter. Holly Lane, Mid Lakes Drive and Stony Crest Road are dead ends that exceeds the 300 ft dead end maximum. A connection through the Z-1-21 site to Mid Lakes Drive would result in blocks approximately 6,000 and 11,800 feet.

Pedestrian Facilities

There are no sidewalks along the site frontages. Z-1-21 is within a half mile of the Crabtree Creek and House Creek greenway trails. A greenway trail is planned south of the site. This trail would connect the Crabtree Creek Trail to developments served by Parklake Ave and Laurel Hills Park.

Bicycle Facilities

There are no on street bikeways near the site. an existing bikeway on North Hills Drive. It is within a half mile of the Crabtree Creek and House Creek greenway trails. The Long-Term Bikeway Plan calls for bicycle lanes on Edwards Mill Road at the Z-1-21 site.

Transit

The Crabtree Valley area serves multiple GoRaleigh Bus routes. The closest stop to the subject site is for GoRaleigh Route 26, which stops at the on the site frontage on Edwards

Mill Road every 30 minutes. Nearby stops for GoRaleigh Routes 4, 6, 16, 26 and 36 with service every 30 min may also serve this development. In the Wake Transit Plan, Crabtree Valley will be a regional transit hub where several frequent transit services connect. The existing transit center is approximately ¼ mile from the site.

Access

The Z-53-20 Site is access by Edwards Mill Road and the unimproved right-of-way for Stoney Crest Road Road.

3. Other Projects in the Area

The Z-1-21 site is located near the NCDOT Project I-5870, which plans to improve the Glenwood Avenue/I-440 Interchange. The extent of changes and corresponding impact to this development are not yet defined.

4. Traffic Impact Analysis (TIA)

Determination

Based on the Envision results, approval of case Z-1-20 would increase the amount of projected vehicular peak hour trips to and from the site as indicated in the table below. The proposed rezoning from R-6 to CX-7 and CX-12 is projected to generate 1,223 new trips in the AM peak hour and 1,257 new trips in the PM peak hour. These values trigger a rezoning Traffic Impact Analysis based on the trip generation thresholds in the Raleigh Street Design Manual.

Z-1-21 Existing Land Use	Daily	AM	PM
Apartments	542	34	41
Z-1-21 Current Zoning Entitlements	Daily	AM	PM
Residential	673	53	71
Z-1-21 Proposed Zoning Maximums	Daily	AM	PM
Commercial Mixed Use	13,038	1,275	1,327
Z-1-21 Trip Volume Change (Proposed Maximums minus Current Entitlements)	Daily	AM	PM
	12,365	1,223	1,257

TIA Review

A TIA was performed by Ramey Kemp and Associates (RKA) and reviewed by City staff. The analysis indicates that the proposed development will have impacts to the surrounding roadway network and intersections that can be mitigated with infrastructure improvements. The study recommends the improvements listed below.

- Edwards Mill Road
 - Stripe a crosswalk along Edwards Mill Road.

- Blue Ridge Road and Holly Lane Road
 - Provide an exclusive southbound left-turn lane with at least 75 feet of storage and
 - appropriate deceleration and taper.
- Edwards Mill Road and The Pinnacle
 - Provide an exclusive northbound left-turn lane with at least 100 feet of storage and
 - appropriate deceleration and taper.

Staff agrees with these recommendations except for the proposed crossing of Edwards Mill Road. Staff recommends that an alternative connection to transit be provided in lieu of the proposed crosswalk of Edwards Mill Road due to safety concerns with this mid-block crossing based on site distance. An alternate proposal is requested with a site plan submittal.

Impact Identified: See the attached technical review memo for additional details regarding the TIA.

Urban Forestry

1. The proposed conditions do not impact Urban Forestry requirements; however, if a development plan is submitted for this lot, Edwards Mill Road is classified as a Thoroughfare and would therefore require a 50-foot Primary Tree Conservation - Thoroughfare Yard along the road frontage.

Impact Identified: None.

Impacts Summary

This proposal would facilitate a high-density and high-intensity development that will be constrained by a single point of access on Edwards Mill Road and floodplain in the easternmost portion of the site. The site is not directly connected to the Crabtree Creek Trail, and there are significant gaps in the sidewalk network in the area. The Crabtree Valley area has seen historical incidents of flooding, and drainage complaints have been noted downstream of this location. The site adjoins a low-density single-family neighborhood to the west.

Mitigation of Impacts

A traffic impact analysis was prepared for this rezoning proposal that recommended several mitigation measures to improve service. A drainage area map was prepared showing that the site comprises less than 5% of the drainage area where the complaints were noted. This proposal also affords an opportunity to improve pedestrian connectivity with a dedicated trail connection to the greenway easement adjacent to the southern boundary of the property, or with additional bike/pedestrian infrastructure along a future road alignment that connects with Blue Ridge Road via Holly Lane/Mid Lakes Drive. Zoning conditions should be proposed that would ensure these improvements. An improved building height transition to the Crabtree Woods can be achieved through a combination of height limits, setbacks, or step-backs.

CONCLUSION

This proposed rezoning would facilitate the redevelopment of the Pinnacle Apartments complex, which were constructed in 1980. The proposal could result in 850 apartments, 25,000 square feet of retail and restaurant uses, and up to 360,000 square feet of office space. The proposal would continue a trend of redevelopment and reinvestment in the Crabtree Valley area.

City staff find that infrastructure is sufficient to support this rezoning but have recommended some mitigation measures for improved service. Future development of the proposed rezoning site would provide some improvements to pedestrian and bicyclist mobility, but significant gaps remain.

Problematic to the site is the constraint of a single point of access from Edwards Mill Road, which will likely remain until such time the present Crabtree Woods subdivision is redeveloped in the future. To address this limitation, the proposal includes conditions that would establish a 'trip generation budget' to ensure that future uses on the site would not generate vehicular trips above the thresholds defined by the traffic impact analysis. This peak hour trip allocation would be recorded as a restrictive covenant for all future lots of records at the site, in the event of future subdivision of the property.

The proposal is consistent with policies pertaining to corridor development, reinforcing the urban pattern, and land uses that support the urban vitality expected of a city growth center. Inconsistencies are noted, particularly the stark transition in height between the proposed CX-7 zoning and the low-density, single-family development at the site's western boundary. The proposal also lacks specificity in how it will be consistent with the policies in the Crabtree Area Plan pertaining to design unity and pedestrian circulation.

It is consistent with the Future Land Use Map, the Urban Form Map, and with the 2030 Comprehensive Plan overall.

CASE TIMELINE

Date	Action	Notes
December 21, 2020	Neighborhood meeting; 8 persons in attendance	
January 6, 2021	Rezoning application submitted with conditions.	
April 16, 2021	Traffic Impact Analysis Review completed.	
May 25, 2021	Planning Commission Meeting	Placed on consent agenda to meet timing requirements.

June 8, 2021	Planning Commission Meeting	Case deferred for the applicant to provide additional information.
June 22, 2021	Planning Commission Meeting	Recommend approval, 8-0.
July 6, 2021	City Council – Report of Planning Commission	Public Hearing set for August 17, 2021
August 17, 2021	City Council Public Hearing	

APPENDIX

SURROUNDING AREA LAND USE/ ZONING SUMMARY

SUBJECT PROPERTY		NORTH	SOUTH	EAST	WEST
Existing Zoning	R-6	CX-12/CX-7	RX-3	CX-7	R-6
Additional Overlay	N/A	N/A	N/A	N/A	N/A
Future Land Use	Regional Mixed Use	Regional Mixed Use, Office & Residential Mixed Use	Regional Mixed Use	Regional Mixed Use	Medium Density Residential
Current Land Use	Multi-family residential	Multi-family residential	Multi-family residential	Vacant	Single-family residential
Urban Form	City Growth Center	City Growth Center	City Growth Center	City Growth Center	City Growth Center

CURRENT VS. PROPOSED ZONING SUMMARY

	EXISTING ZONING	PROPOSED ZONING
Zoning	R-6	CX-7-CU, CX-12-CU
Total Acreage	14.98	14.98
Setbacks:		
Front	10'	5'
Side	10'	5'
Rear	20'	0' or 6'
Residential Density:	6 du/ac	56.74
Max. # of Residential Units	75	850
Max. Gross Building SF	112,500	360,000
Max. Gross Office SF	-	360,000
Max. Gross Retail SF	-	25,000
Max. Gross Industrial SF	-	-
Potential F.A.R	0.17	0.55

*The development intensities for proposed zoning districts were estimated using an impact analysis tool. The estimates presented are only to provide guidance for analysis.

Rezoning Z-1-21 (5060 Edwards Mill Rd.)
Applicant's Supplemental Statement Regarding Consistency with Comprehensive Plan

(Case Planner Note: Staff responses follow in *italics*)

In response to the Planning Commission's request at its June 8, 2021 meeting, the property owner provides the following information regarding its rezoning request's consistency with Policies LU 5.7 and 7.4 of the Comprehensive Plan and Policies AP-CR2, AP-CR3, P-CR5 and AP-CR6 of the Crabtree Area Plan.

This statement is being provided in response to the City Staff Evaluation for the June 8 Planning Commission meeting, which questioned the rezoning request's consistency with the above-listed policies.

Policy LU 5.7-Building Height Transitions

This policy **does not apply** to this rezoning request because the building height is capped at six stories in the areas abutting the Crabtree Woods neighborhood. Under the express language of the Comprehensive Plan, this policy **does not** apply to rezoning requests that propose heights of seven stories or less in areas abutting residential neighborhoods. Specifically, Policy LU 5.7 provides:

When a mixed-use or nonresidential area contemplated for building heights in excess of seven stories abuts an area designated for low or moderate density on the future land use map, building heights should not exceed a 45-degree plane starting 10 feet from the adjoining lower density area.

Furthermore, this rezoning request is consistent with the policy even if it did apply in this case. Both this policy and the UDO's neighborhood transition requirements (Section 3.5 of the UDO) permit a buildings to be 90' tall at a distance of 100' from the property line with the Crabtree Woods neighborhood. The proposed zoning condition limiting building height to six stories within 200' of Crabtree Woods ensures that a building height transition **in excess** of what is required by this policy is provided.

Staff concurs. This policy will be removed from the Inconsistent column.

Policy LU 7.4-Scale and Design of New Commercial Uses

As the City Staff Evaluation notes, this rezoning request is "appropriate and mostly compatible with the surrounding areas."

The only concern identified by staff is the consistency of the development with the abutting Crabtree Woods neighborhood. Because the rezoning request complies with the building height transitions guidance set out in Policy LU 5.7, it is consistent with Policy LU 7.4. The City Staff Evaluation indicates support for this approach, providing that "[c]ompliance with Policy LU 5.7" could "bring this policy into consistency."

Staff concurs. This policy will be removed from the Inconsistent column.

Policy AP-CR2 Crabtree Area Hillsides

The rezoning request permits development that will fit into the terrain consistent with this policy. The limitations on the uses and density set out in the rezoning request encourages the development of buildings consistent with the surroundings.

What about the hillsides? AP-CR2 states that hillsides should be retained. Describe how new structures would fit into the terrain, or how the hillsides will be retained.

Policy AP-CR3 Crabtree Creek

The rezoning request is consistent with this policy, which provides for Crabtree Creek and its tributaries to be left in a natural state. As stated in the staff report, the portions of the property located on the 100-year floodplain will be subject to restrictions on development of buildings and parking lots, and the development of the property under this rezoning request will comply with applicable floodway regulations.

A condition is suggested that would state that no development will take place within the 100-year floodplain. Following is sample language excerpted from other recent rezoning requests: "the 100-year Floodplain shall remain undisturbed from added fill except for the installation of utilities, stormwater conveyances, greenway trails, fencing, or other public improvements."

Policy AP-CR5 Design Unity in the Crabtree Area

This policy has limited application to this redevelopment request because the Pinnacle Property is buffered and separated from adjoining properties by natural areas, creating a sense of unity and openness.

The request will be adjacent to the Creekside at Crabtree development, and near other new CX-zoned and mixed-use development (Crabtree Village PD). How would new development complement existing mixed-use development through the consistent of use materials, etc.?

Policy AP-CR6

Future redevelopment of the property under the rezoning request will include extension of Stoney Crest Drive through the property. The sidewalks developed as part of the Stoney Crest Extension will provide the Pedestrian Access Point over the property consistent with Map AP-CR1, addressing a key element of the Crabtree Small Area Plan.

This specifically addresses the inconsistency noted in the staff report and this policy will be moved to the Consistent column. However, I cannot find Stoney Crest Extension. Where is this exactly?

Rezoning Application and Checklist

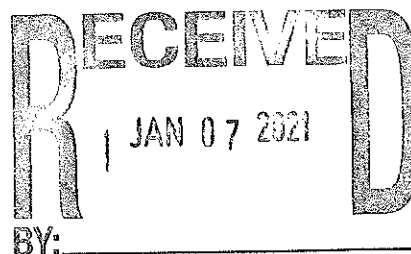
Planning and Development Customer Service Center • One Exchange Plaza, Suite 400 | Raleigh, NC 27601 | 919-996-2500



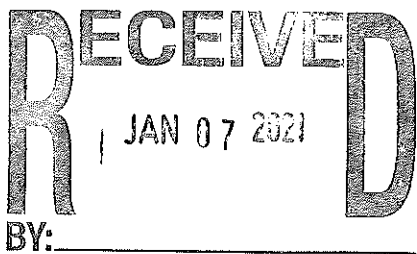
Please complete all sections of the form and upload via the Permit and Development Portal (permitportal.raleighnc.gov). Please see page 11 for information about who may submit a rezoning application. A rezoning application will not be considered complete until all required submittal components listed on the Rezoning Checklist have been received and approved. For questions email rezoning@raleighnc.gov.

Rezoning Request			
Rezoning Type	<input type="checkbox"/> General use	<input checked="" type="checkbox"/> Conditional use	<input type="checkbox"/> Master plan
	<input type="checkbox"/> Text change to zoning conditions		
Existing zoning base district: R-6		Height:	Frontage:
Proposed zoning base district: CX		Height: 7 and 12	Frontage:
		Overlay(s):	Overlay(s):
Helpful Tip: View the Zoning Map to search for the address to be rezoned, then turn on the 'Zoning' and 'Overlay' layers.			
If the property has been previously rezoned, provide the rezoning case number:			

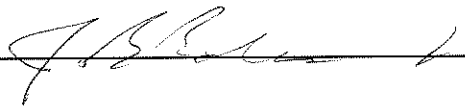
General Information		
Date:	Date amended (1):	Date amended (2):
Property address: 5060 EDWARDS MILL RD		
Property PIN: 0795399646		
Deed reference (book/page): 8598/1173		
Nearest intersection: Edwards Mill Rd/Crabtree Valley Ave.		Property size (acres): 14.98
For planned development applications only:	Total units:	Total square footage:
	Total parcels:	Total buildings:
Property owner name and address: Pinnacle Apartments LLC		
Property owner email:		
Property owner phone:		
Applicant name and address: Tobias R. Coleman		
Applicant email: tcoleman@smithlaw.com		
Applicant phone: 919-821-6778		
Applicant signature(s):		
Additional email(s):		



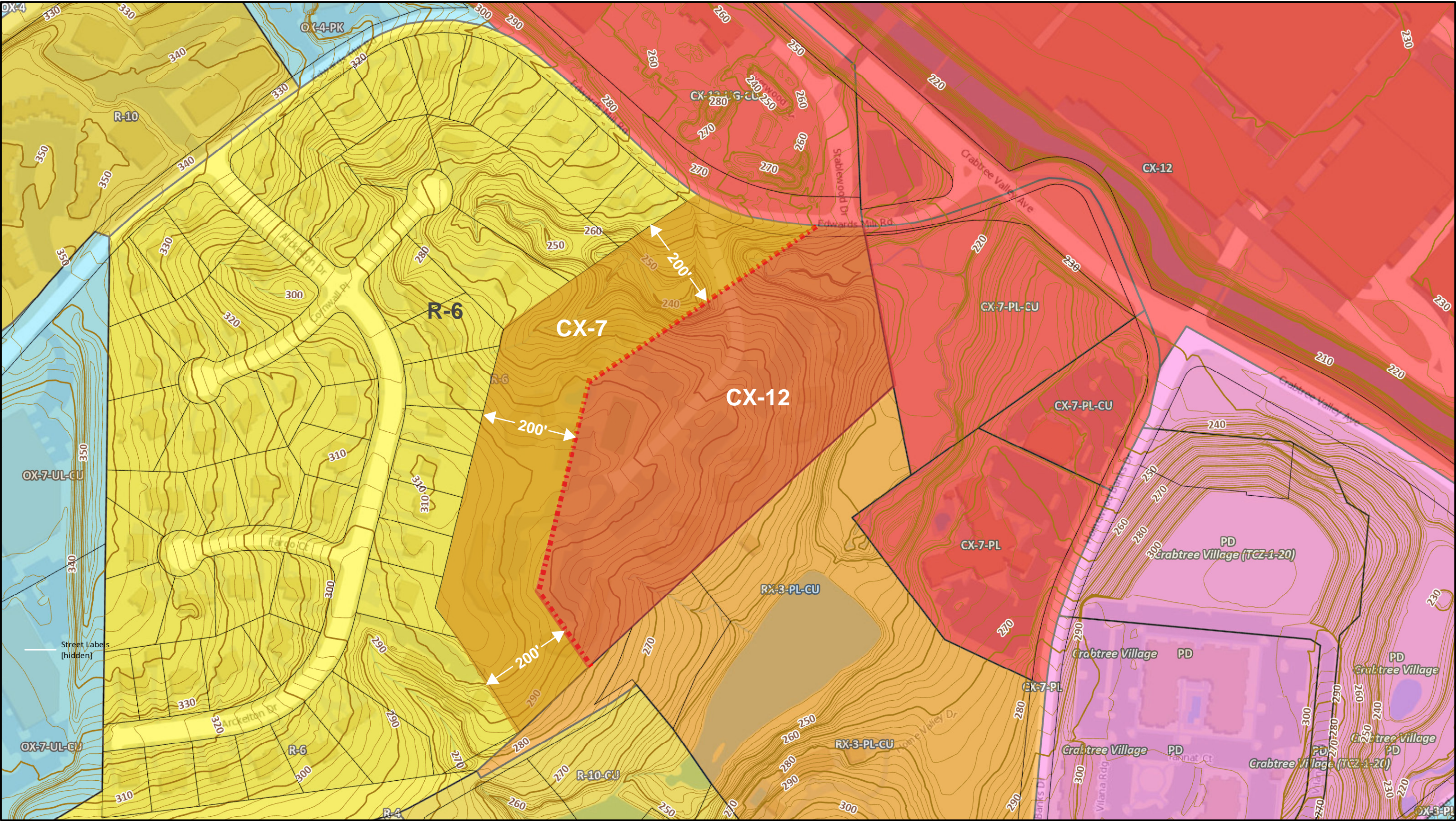
Conditional Use District Zoning Conditions		
Zoning case #:	Date submitted:	OFFICE USE ONLY Rezoning case #
Existing zoning:	Proposed zoning:	

Narrative of Zoning Conditions Offered
<p>For purposes of the following conditions, Wake County PIN 0795399646 (deed recorded at Book 8598, Page 1173 of the Wake County Registry) shall be referred to as the "Property."</p> <p>(1) There shall be no more than 850 residential dwelling units upon the Property.</p> <p>(2) Eating establishments and retail sales uses upon the Property shall be limited to a total of 25,000 square feet.</p> <p>(3) The following uses shall be prohibited upon the Property: Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, lounge.</p> <p>(4) If any building upon the Property exceeds five stories in height, at least 75% of the required vehicular parking spaces for that particular building shall be within a parking structure.</p> <p>(5) The height of any building within the portion of the Property zoned CX-7 shall not exceed six (6) stories.</p> <p>(6) Where upper stories of structured parking are located at the perimeter of a building, they must be screened so that cars are not visible from adjacent public streets. Sloped ramps cannot be discernible from adjacent public streets. Architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.</p> <p>(7) A maximum of 2 bays of on-site parking with a single drive aisle is permitted between any building within 200' of a public street and the public street.</p> <p>(8) New buildings within 200' of a public street shall have a street-facing entrance. Direct pedestrian access is required from the public sidewalk to the main entrance of new buildings.</p> <div style="text-align: right; margin-top: 20px;">  <p>BY: _____</p> </div>

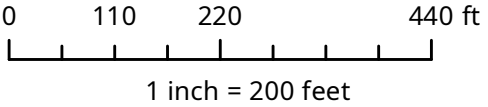
The property owner(s) hereby offers, consents to, and agrees to abide, if the rezoning request is approved, the conditions written above. All property owners must sign each condition page. This page may be photocopied if additional space is needed.

Property Owner(s) Signature: 

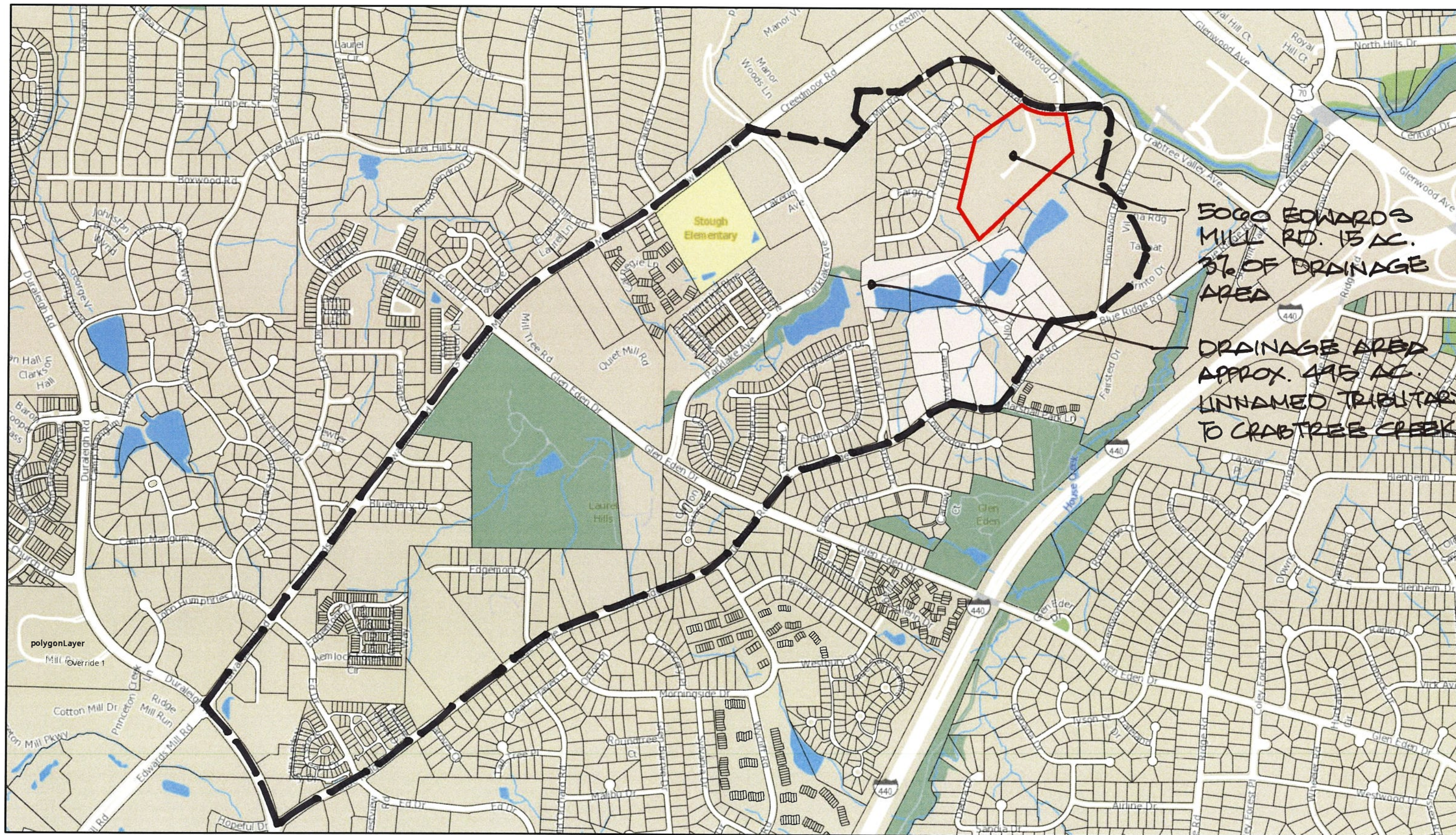
Printed Name: _____



Proposed Rezoning--5060 Edwards Mill Rd.



Disclaimer
iMaps makes every effort to produce and publish the most current and accurate information possible. However, the maps are produced for information purposes, and are **NOT** surveys. No warranties, expressed or implied, are provided for the data therein, its use, or its interpretation.



5000 EDWARDS
MILL RD. 15 AC.
3% OF DRAINAGE
AREA

DRAINAGE AREA
APPROX. 495 AC.
UNNAMED TRIBUTARY
TO CRABTREE CREEK

Z-01-21 DRAINAGE AREA EXHIBIT

PRIEST, CRAVEN & ASSOCIATES, INC.

LAND USE CONSULTANTS / PLANNERS / LANDSCAPE DESIGNERS / SURVEYORS / ENGINEERS

3803 - B. Computer Drive, Suite 104 Raleigh, N.C. 27609. Phone 919 / 781-0300. Fax 919 / 782-1288. Email PCA@PriestCraven.com / Firm # C-6488



0 435 870 1,740 ft

1 inch = 800 feet

Disclaimer

iMaps makes every effort to produce and publish the most current and accurate information possible. However, the maps are produced for information purposes, and are **NOT** surveys. No warranties, expressed or implied, are provided for the data therein, its use, or its interpretation.

Conditional Use District Zoning Conditions		
Zoning case #: Z-1-21	Date submitted: 5-28-21	OFFICE USE ONLY Rezoning case #
Existing zoning: R-6	Proposed zoning: CX-7-CU/CX-12-CU	

Narrative of Zoning Conditions Offered
<p>For purposes of the following conditions, Wake County PIN 0795399646 (deed recorded at Book 8598, Page 1173 of the Wake County Registry) shall be referred to as the "Property."</p> <p>(1) There shall be no more than 850 residential dwelling units upon the Property.</p> <p>(2) Eating establishments and retail sales uses upon the Property shall be limited to a total of 25,000 square feet.</p> <p>(3) Office uses upon the Property shall be limited to a total of 360,000 square feet.</p> <p>(4) For the purpose of obtaining building permits, the total AM peak and total PM peak hour trips generated on the property shall be no more than the trip volume equivalent to 850 units of Mid-Rise Multifamily Housing land use and 25,000 square feet of High-Turnover (Sit-Down) Restaurant land use as determined by the ITE Trip Generation Manual (latest edition).</p> <p>(5) The following uses shall be prohibited upon the Property: Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, lounge.</p> <p>(6) If any building upon the Property exceeds five stories in height, at least 75% of the required vehicular parking spaces for that particular building shall be within a parking structure.</p> <p>(7) The height of any building within the portion of the Property zoned CX-7 shall not exceed six (6) stories.</p> <p>(8) Where upper stories of structured parking are located at the perimeter of a building, they must be screened so that cars are not visible from adjacent public streets. Sloped ramps cannot be discernible from adjacent public streets. Architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.</p> <p>(9) A maximum of 2 bays of on-site parking with a single drive aisle is permitted between any building within 200' of a public street and the public street.</p> <p>(10) New buildings within 200' of a public street shall have a street-facing entrance. Direct pedestrian access is required from the public sidewalk to the main entrance of new buildings.</p> <p>(11) Prior to recordation of a subdivision or recombination for the Property, whichever shall first occur, the Property owner shall cause to be recorded in the Wake County Registry a restrictive covenant that allocates AM and PM trip generation in peak hours upon the Property to all lots of record comprising the Property.</p>

The property owner(s) hereby offers, consents to, and agrees to abide, if the rezoning request is approved, the conditions written above. All property owners must sign each condition page. This page may be photocopied if additional space is needed.

Property Owner(s) Signature: 

Printed Name: T. Roger Edwards, Jr.



Raleigh

MEMO

TO: Bynum Walter, AICP, Comprehensive Planning Supervisor

FROM: Eric J. Lamb, PE, Transportation Planning Manager

DATE: April 16, 2021

SUBJECT: Traffic Impact Analysis Review for Z-1-21 – Pinnacle Apartments

We have reviewed the Traffic Impact Analysis (TIA) prepared by Ramey Kemp & Associates (RKA) for the Pinnacle Apartments, case number Z-1-21. The following memorandum summarizes the most relevant information pertaining to the study as well as City Staff's review of the analysis and recommendations.

Development Details

<i>Site Location:</i>	Northwest Raleigh near Crabtree Valley Mall on the south side of Edwards Mill Road
<i>Address:</i>	5060 Edwards Mill Road
<i>Property PIN(s):</i>	0795399646
<i>Current Zoning:</i>	R-6
<i>Proposed Zoning:</i>	CX-7, CX-12
<i>Existing Land Use:</i>	78 low-rise apartments
<i>Allowable Land Use:</i>	Same as existing
<i>Maximum Proposed Zoning Land Use:</i>	850 mid-rise apartments 25,000 SF high-turnover sit-down restaurant
<i>Build-out Year:</i>	2024

Municipal Building
222 West Hargett Street
Raleigh, North Carolina 27601

One Exchange Plaza
1 Exchange Plaza, Suite 1020
Raleigh, North Carolina 27601

City of Raleigh
Post Office Box 590 • Raleigh
North Carolina 27602-0590
(Mailing Address)

Study Area

The following intersections were studied as part of this TIA:

- Blue Ridge Road and Crabtree Valley Avenue / Summit Park Lane (Signalized)
- Creedmoor Road and Crabtree Valley Avenue (Signalized)
- Crabtree Valley Avenue and Edwards Mill Road (Unsignalized)
- Edwards Mill Road and Parklake Avenue (Unsignalized)
- Blue Ridge Road and Holly Lane (Unsignalized)
- Edwards Mill Road and The Pinnacle (Unsignalized)
- Homewood Banks Drive and Blue Ridge Road (Unsignalized)
- Creedmoor Road / Edwards Mill Road and Parklake Avenue (Signalized)

Analysis Scenarios

The following scenarios were studied as part of this TIA:

- Existing (2020) Traffic Conditions
- No-Build / Current Zoning (2024) Traffic Conditions
- Build / Proposed Zoning (2024) Traffic Conditions

Trip Generation

RKA made the following assumptions as agreed to by City and NCDOT staff:

- The 10th Edition ITE Trip Generation Manual was used to estimate trips, as summarized in Table 1.
- Existing traffic volumes were estimated using a combination of 2017 counts with a 1% growth rate applied and 2020 counts with a COVID adjustment applied.
- A 1% growth rate was applied for projected volumes (2024)
- Background developments include Lakeside and Stoney Crest.
- The planned roundabout at the intersection of Homewood Banks Drive and Blue Ridge Road was included in the no-build and build scenarios.

Table 1: Estimated Trip Generation – Proposed Zoning Scenario

Land Use	ITE Code	Intensity	Daily Traffic (vpd)	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Mid-Rise Multifamily Housing	221	850 d.u.	4,600	73	206	279	211	135	346
High-Turnover (Sit-Down) Restaurant	932	25,000 sf	2,800	200	151	351	226	209	435
Subtotal			7,400	273	357	630	437	344	781
Internal Capture				-3	-4	-7	-52	-55	-107
Pass-By Site Trips				-	-	-	-81	-81	-162
Multimodal Reduction (5%)				-16	-16	-32	-13	-13	-26
Existing Multi-family Housing (220, 78 d.u.)				-9	-29	-38	-30	-17	-47
Net Total Trips				245	308	553	261	178	439

Site Traffic Distribution

Trips generated by the proposed development were distributed based on a review of surrounding land uses, existing traffic patterns, and engineering judgement.

The following percentages were used in the AM and PM peak hours for residential site trips:

- 30% to/from the east via Blue Ridge Road
- 30% to/from the east via Creedmoor Road
- 20% to/from the west via Edwards Mill Road
- 20% to/from the west via Blue Ridge Road

The following percentages were used in the AM and PM peak hours for commercial site trips:

- 50% to/from the east via Blue Ridge Road
- 20% to/from the east via Creedmoor Road
- 15% to/from the west via Edwards Mill Road
- 15% to/from the west via Blue Ridge Road

Results and Impacts

Table 2: Study Area Levels of Service at Select Intersections¹

Intersection	Approach	AM Peak Hour (Average Delay)			PM Peak Hour (Average Delay)		
		No-Build	Build	Build with Improvements	No-Build	Build	Build with Improvements
Blue Ridge at Crabtree Valley Avenue/Summit Park Lane (Signalized)	EB	B	D	-	B	B	-
	WB	B	C	-	B	B	-
	NB	D	D	-	E	E	-
	SB	C	C	-	E	D	-
	Overall	C	C	-	C	C	-
Creedmoor Road and Crabtree Valley Avenue (Signalized)	EB	B	B	-	C	C	-
	WB	B	B	-	C	C	-
	NB	D	D	-	F (83)	E	-
	SB	D	D	-	D	D	-
	Overall	B	B	-	C	C	-
Blue Ridge Road and Holly Lane (Unsignalized)	EB	A	A	A	A	A	A
	WB	A	A	A	A	A	A
	NB	C	D	D	D	E	E
	SB	D	F (70)	E	D	F (169)	F (92)
Creedmoor Road/Edwards Mills Road and Parklake Avenue (Signalized)	EB	B	B	-	C	C	-
	WB	B	B	-	B	B	-
	NB	D	D	-	C	D	-
	SB	E ()	D	-	D	D	-
	Overall	B	B	-	C	C	-

¹Formatting notes:

- Where the projected level of service of an approach or overall intersection is F, text is highlighted red.
- Where site traffic is projected to degrade an acceptable approach or overall intersection level of service to a level of service F, the cell is highlighted orange.
- Delay is provided where projected level of service is F.

The summary above elicits the following comments about select intersections.

Creedmoor Road and Crabtree Valley Avenue - The northbound approach is projected to operate at level of service F during the PM peak hour under the No-Build scenario, which is typical for minor street approaches to major corridors during peak hours. This approach is projected to improve to level of service E under the Build scenario because the development volumes added to this approach are estimated to turn right, which is a movement with lower delay. Additional volumes on a low-delay movement decrease the average delay of the approach.

Blue Ridge Road at Holly Lane – The southbound approach is projected to operate at level of service D during both peak hours under the No-Build scenario and projected to operate at level of service F under both peak hours under the Build scenario. Traffic simulation estimated queues of up to three cars during the AM peak hour and up to four cars during the PM peak hour. A southbound left turn lane is proposed to mitigate this impact, which improves the projected Build level of service to E on this approach during the AM peak hour. Long delays on unsignalized minor street approaches to major streets during peak hours are common.

Edwards Mill Road and The Pinnacle – All approaches are projected to operate at level of service A or B under both peak hours under all scenarios. A northbound left-turn lane is recommended in accordance with NCDOT's *Policy on Street and Driveway Access to North Carolina Highways*.

No signalized intersection operates at an overall unacceptable level in the Build with Improvements scenario.

Multimodal Analysis

RKA completed a multimodal analysis of segments in the study area, as summarized in Table 3. The analysis did not include Edwards Mill Road.

Table 3: Study Area Multimodal Analysis Results

Segment	Pedestrian Level of Service		Bicycle Level of Service		Transit Level of Service	
	No-Build	Build	No-Build	Build	No-Build	Build
Creedmoor Road, Parklake Avenue to Crabtree Valley Avenue	C	C	D	D	F	F
Crabtree Valley Avenue, Creedmoor Road to Edwards Mill Road	B	C	D	D	D	D
Crabtree Valley Avenue, Edwards Mill Road to Blue Ridge Road	B	C	D	D	F	F

Bicycle level of service is projected to be D under all scenarios with and without the development due to the lack of bicycle facilities. The development will be required to provide an eastbound bike facility on Edwards Mill Road as part of frontage improvements.

The projected transit level of service is F on Creedmoor Road due to lack of service on the segment studied. Similarly, the projected transit level of service is F on Crabtree Valley Avenue east of Edwards Mill Road due to the lack of bus stops despite the presence of transit service.

The pedestrian level of service shown on Crabtree Valley Avenue is only representative of the segments of this roadway where sidewalks are in place. Pedestrian level of service is projected to degrade from B to C with the development due to the increase in vehicular volumes. The development will be required to provide a sidewalk as part of frontage improvements. The pedestrian level of service on the segments of Edwards Mill Road and Crabtree Valley Avenue without sidewalk is expected to be F. These gaps create a barrier to transit access from the site.

RKA also completed an analysis of pedestrian level of service at all signalized crosswalks at study intersections. This analysis found that all crossings are projected to operate at level of service B or C during both peak hours under all scenarios. The proposed development is not projected to change pedestrian level of service at existing crosswalks.

Study Recommendations

The analysis performed by RKA indicates that the proposed development will have impacts to the surrounding roadway network and intersections that can be mitigated with infrastructure improvements. The study recommends the improvements listed below.

- *Edwards Mill Road*
 - Stripe a crosswalk along Edwards Mill Road.
- *Blue Ridge Road and Holly Lane Road*
 - Provide an exclusive southbound left-turn lane with at least 75 feet of storage and appropriate deceleration and taper.
- *Edwards Mill Road and The Pinnacle*
 - Provide an exclusive northbound left-turn lane with at least 100 feet of storage and appropriate deceleration and taper.

Staff agrees with these recommendations except for the proposed crossing of Edwards Mill Road. Staff recommends that an alternative connection to transit be provided in lieu of the proposed crosswalk of Edwards Mill Road due to safety concerns with this mid-block crossing based on site distance.

Conclusions

City Staff finds that infrastructure can support the proposed rezoning with reasonable mitigations by the developer. The following additional analysis is recommended during site plan review to confirm the appropriate mitigations:

- Submit an alternative proposal for a pedestrian connection between the development and the transit hub at Crabtree Valley Mall for staff review.
- Submit a safety analysis per Raleigh Street Design Manual requirements.

EJL/ac

**SMITH, ANDERSON, BLOUNT,
DORSETT, MITCHELL & JERNIGAN, L.L.P.**

LAWYERS

OFFICES

Wells Fargo Capitol Center
150 Fayetteville Street, Suite 2300
Raleigh, North Carolina 27601

TOBY R. COLEMAN

DIRECT DIAL: (919) 821-6778
E-Mail: tcoleman@smithlaw.com

May __, 2021

MAILING ADDRESS

P.O. Box 2611
Raleigh, North Carolina
27602-2611

TELEPHONE: (919) 821-1220

FACSIMILE: (919) 821-6800

Re: Notice of neighborhood meeting to discuss rezoning Z-1-21
Proposed rezoning of land located at 5060 Edwards Mill Rd., Raleigh, NC 27612
(PIN: 0795399646) (the "Property")

Dear Neighboring Property Owners:

We are writing to invite you to a Neighborhood Meeting to discuss Z-1-21, a proposed rezoning of the Property.

The neighborhood meeting will be held on May 17, 2021 at 5 p.m. The meeting will be held virtually. You can participate online or by telephone.

To participate online, please visit:

<https://attendee.gotowebinar.com/register/6252554705431609357>

OR

<http://bit.ly/Rezoning5060EdwardsMillRd>

To listen via telephone, please call:

888-363-9082

Access Code: 3204260#

The Property is currently zoned Residential-6 and is proposed to be rezoned to Commercial Mixed Use with a maximum height of 7 stories and Commercial Mixed Use with maximum height of 12 stories (CX-7 and CX-12). The enclosed map shows the location of the proposed zoning on the Property.

The rezoning is being proposed by Pinnacle Apartments, the owner of the Property. Pinnacle Apartments is owned by a group of local investors.

At the Neighborhood Meeting, we will discuss the proposed rezoning, including the potential zoning conditions for the development of the Property. Any new development would be subject to existing zoning requirements, which prohibit buildings within 50' of the Crabtree Woods neighborhood and limit height of buildings within 100' of the Crabtree Woods neighborhood. As reflected in the draft rezoning application enclosed, Pinnacle Apartments will be offering up zoning conditions that impose additional restrictions and requirements on the Property, including a provision expanding the neighborhood transition buffer by limiting the heights of buildings located within 200' of the Crabtree Woods neighborhood.

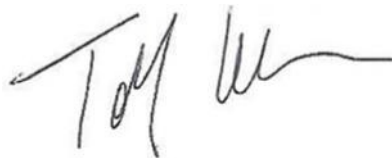
Prior to review by the Planning Commission, the City of Raleigh requires that a neighborhood meeting be held for all property owners, residents, and tenants within 1,000 feet of the property requested for rezoning. After the meeting, we will prepare a report regarding the items discussed at the meeting and submit the report to the Raleigh Planning and Development Department. Any other person attending the meeting can submit written comments about the meeting or request in general, but to be included in the Planning Commission agenda packet written comments must be received at least 10 days prior to the date of the Planning Commission meeting where the case is being considered.

Information about the rezoning process is available online; visit www.raleighnc.gov and search for "Rezoning Process." If you have further questions about the rezoning process, please contact:

Donald R. Belk
Raleigh Planning & Development
(919) 996-4641
Donald.Belk@raleighnc.gov

If you have any concerns or questions about this potential rezoning, please do not hesitate to contact me. I can be reached via my office phone at 919-821-6778 or via email at tcoleman@smithlaw.com.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Toby R. Coleman', with a stylized, flowing script.

Toby R. Coleman

enclosures

Proposed Rezoning—Z-1-21—5060 Edwards Mill Rd
Electronic Neighborhood Meeting Agenda
May 17, 2021, 5p.m.

ACCESSING THE MEETING

TO ACCESS THE MEETING: The meeting will be held on GoToWebinar.

To access the meeting, go to <https://attendee.gotowebinar.com/register/6252554705431609357> or <http://bit.ly/Rezoning5060EdwardsMillRd>. Prior to entering the meeting, you will be asked to provide your name and contact information. The City of Raleigh requires that we collect names and contact information from attendees and provide a list of attendees to the City.

Attendees may also participate exclusively by telephone by calling 888-363-9082 and entering Access Code: 3204260#.

WHAT TO EXPECT

Instead of seeing a group of speakers standing together at the front of a room, attendees will see speakers on their individual webcams. A PowerPoint presentation will be shared via the GoToWebinar platform.

Attendees will be muted during the Meeting Welcome and Project Presentation. Attendees will be able to submit questions in writing throughout the meeting.

During the Question and Answer session, the speakers will answer questions submitted in writing and respond to questions asked orally by attendees during the Question and Answer session. To ask questions “live” during the Question and Answer session, attendees logged on to GoToWebinar will need to click on the “raise hand” icon on the GoToWebinar control panel to alert the speakers that they need to be unmuted so that the rest of the attendees can hear them.

In addition to attending the meeting, you may also ask questions or request additional information from the owner, Pinnacle Apartments, by calling or e-mailing Toby Coleman at (919) 821-6778 or tcoleman@smithlaw.com.

MEETING AGENDA

1. Meeting Welcome and Introductions of Speakers.
2. Project Presentation
3. Question and Answer

EXPLANATION OF PROCESS REQUIRED BY CITY'S VIRTUAL NEIGHBORHOOD MEETING GUIDELINES

Why is this Meeting Being Held? Pinnacle Apartments is holding this neighborhood meeting to discuss its proposed rezoning of the property located at 5060 Edwards Mill Rd. Pinnacle Apartments proposes rezoning the property from its current Residential-6 (R-6) to Commercial Mixed Use with a maximum height of 7 stories and Commercial Mixed Use with a maximum height of 12 stories (CX-7 and CX-12) with a zoning condition limiting height of buildings within 200' of the Crabtree Woods neighborhood to 6 stories.

What Happens in the Rezoning Process After the Neighborhood Meeting? Pinnacle Apartments LLC is required by the UDO and the Virtual Neighborhood Meeting guidelines to provide the City with a written summary of the questions and comments received at the Virtual Neighborhood Meeting.

The application will then go before the City's Planning Commission for its review and recommendation. Once the Planning Commission makes a recommendation, the rezoning application will go to the City Council for a public hearing and further review. The City Council will make the decision on whether or not to approve the rezoning application.

EXPLANATION OF DEVELOPMENT PROPOSAL

The rezoning of 5060 Edwards Mill Road (the "Property") is proposed by Pinnacle Apartments, the owner of the Property and the apartment homes currently on the Property.

The rezoning is a necessary administrative update to the Property's zoning. The apartment homes on the Property were built 40 years ago, and much has changed in the Crabtree area since then. The Residential-6 (R-6) zoning designation does not accurately reflect or permit the current apartment homes, and is inconsistent with the development of the area as well as City land use policy. The property is currently zoned for low-density residential purposes. The City's comprehensive plan calls for a mix of uses and much higher densities.

Consistent with the built environment and City policy, Pinnacle Apartments proposes rezoning the Property from R-6 to Commercial Mixed Use. As shown on the attached map, the permitted height on the Property would taper down as it gets closer to the Crabtree Woods neighborhood. Portions of the property within 200' of the Crabtree Woods neighborhood would be zoned for a maximum of 6 stories. The southern and eastern portions of the property closer to the mall and surrounding multifamily developments would have a maximum of 12 stories.

Under the City's neighborhood transition requirements, no buildings can be located within 50' of the Crabtree Woods neighborhood. The City's neighborhood transition requirements also limit the height of buildings between 51' and 100' from the Crabtree Woods neighborhood. Pinnacle Apartments proposes a zoning condition that would extend the City's existing neighborhood transition height restrictions so that buildings located between 101' and 200' of the Crabtree Woods neighborhood cannot exceed six stories.

The rezoning would facilitate future redevelopment of the Property with a mix of residential, commercial, and retail uses. Pinnacle Apartments proposes zoning conditions requiring the construction of a new road to the south of the Property to help facilitate pedestrian and vehicle travel in the area. The new road would help facilitate travel in the area and address traffic issues in the neighborhood.

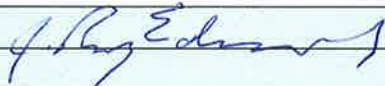
Rezoning Application and Checklist

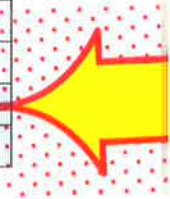
Planning and Development Customer Service Center • One Exchange Plaza, Suite 400 | Raleigh, NC 27601 | 919-996-2500



Please complete all sections of the form and upload via the Permit and Development Portal (permitportal.raleighnc.gov). Please see page 11 for information about who may submit a rezoning application. A rezoning application will not be considered complete until all required submittal components listed on the Rezoning Checklist have been received and approved. For questions email rezoning@raleighnc.gov.

Rezoning Request			
Rezoning Type	<input type="checkbox"/> General use	<input checked="" type="checkbox"/> Conditional use	<input type="checkbox"/> Master plan
	<input type="checkbox"/> Text change to zoning conditions		
Existing zoning base district: R-6	Height:	Frontage:	Overlay(s):
Proposed zoning base district: CX	Height: 7 and 12	Frontage:	Overlay(s):
Helpful Tip: View the Zoning Map to search for the address to be rezoned, then turn on the 'Zoning' and 'Overlay' layers.			
If the property has been previously rezoned, provide the rezoning case number:			

General Information		
Date: 1/5/21	Date amended (1):	Date amended (2):
Property address: 5060 EDWARDS MILL RD		
Property PIN: 0795399646		
Deed reference (book/page): 8598/1173		
Nearest intersection: Edwards Mill Rd/Crabtree Valley Ave.		Property size (acres): 14.98
For planned development applications only:	Total units:	Total square footage:
	Total parcels:	Total buildings:
Property owner name and address: Pinnacle Apartments LLC		
Property owner email:		
Property owner phone:		
Applicant name and address: Tobias R. Coleman		
Applicant email: tcoleman@smithlaw.com		
Applicant phone: 919-821-6778		
Applicant signature(s): 		
Additional email(s):		



Conditional Use District Zoning Conditions		
Zoning case #: Z-1-21	Date submitted: 4/23/21	OFFICE USE ONLY Rezoning case #
Existing zoning: R-6	Proposed zoning: CX-7-CU/CX-12-CU	

Narrative of Zoning Conditions Offered
<p>For purposes of the following conditions, Wake County PIN 0795399646 (deed recorded at Book 8598, Page 1173 of the Wake County Registry) shall be referred to as the "Property."</p> <p>(1) There shall be no more than 850 residential dwelling units upon the Property.</p> <p>(2) Eating establishments and retail sales uses upon the Property shall be limited to a total of 25,000 square feet.</p> <p>(3) Office uses upon the Property shall be limited to a total of 360,000 square feet.</p> <p>(4) The following uses shall be prohibited upon the Property: Emergency Shelter A and Emergency Shelter B; cemetery; dormitory, fraternity, or sorority; adult establishment; airfield or landing strip; bar, nightclub, tavern, lounge.</p> <p>(5) If any building upon the Property exceeds five stories in height, at least 75% of the required vehicular parking spaces for that particular building shall be within a parking structure.</p> <p>(6) The height of any building within the portion of the Property zoned CX-7 shall not exceed six (6) stories.</p> <p>(7) Where upper stories of structured parking are located at the perimeter of a building, they must be screened so that cars are not visible from adjacent public streets. Sloped ramps cannot be discernible from adjacent public streets. Architectural or vegetative screens must be used to hide parked vehicles and shield lighting from public streets.</p> <p>(8) A maximum of 2 bays of on-site parking with a single drive aisle is permitted between any building within 200' of a public street and the public street.</p> <p>(9) New buildings within 200' of a public street shall have a street-facing entrance. Direct pedestrian access is required from the public sidewalk to the main entrance of new buildings.</p>

The property owner(s) hereby offers, consents to, and agrees to abide, if the rezoning request is approved, the conditions written above. All property owners must sign each condition page. This page may be photocopied if additional space is needed.

Property Owner(s) Signature: _____

Printed Name: _____

Rezoning Application Addendum #2	
Impact on Historic Resources	OFFICE USE ONLY Rezoning case # _____
The applicant is asked to analyze the impact of the rezoning request on historic resources. For the purposes of this section, a historic resource is defined as any site, structure, sign, or other feature of the property to be rezoned that is listed in the National Register of Historic Places or designated by the City of Raleigh as a landmark or contributing to a Historic Overlay District.	
Inventory of Historic Resources	
List in the space below all historic resources located on the property to be rezoned. For each resource, indicate how the proposed zoning would impact the resource.	
There are not known historic resources on the property.	
Proposed Mitigation	
Provide brief statements describing actions that will be taken to mitigate all negative impacts listed above.	
N/A.	

Urban Design Guidelines

The applicant must respond to the Urban Design Guidelines contained in the 2030 Comprehensive Plan if:

- a) The property to be rezoned is within a "City Growth Center" or "Mixed-Use Center", OR;
- b) The property to be rezoned is located along a "Main Street" or "Transit Emphasis Corridor" as shown on the Urban Form Map in the 2030 Comprehensive Plan.

Urban form designation: **City Growth Center**

Click [here](#) to view the Urban Form Map.

1

All Mixed-Use developments should generally provide retail (such as eating establishments, food stores, and banks), and other such uses as office and residential within walking distance of each other. Mixed uses should be arranged in a compact and pedestrian friendly form.

Response:

The proposed rezoning allows, and the proposed development anticipates, a mix of office, commercial, and residential uses arranged in a compact and pedestrian friendly form that will be within walking distance of Crabtree Valley Mall and the surrounding retail, office, and residential uses.

2

Within all Mixed-Use Areas buildings that are adjacent to lower density neighborhoods should transition (height, design, distance and/or landscaping) to the lower heights or be comparable in height and massing.

Response:

The property is primarily surrounded by "RX" and "CX" to the south, east, and northeast. The Crabtree Woods neighborhood (zoned R-6) is located to the west and northwest of the property. The zoning conditions provide for a transitions to lower heights in areas with 200' of the Crabtree Woods neighborhood. The zoning conditions, along with the UDO's neighborhood transition requirements, provide for necessary transitions.

3

A mixed-use area's road network should connect directly into the neighborhood road network of the surrounding community, providing multiple paths for movement to and through the mixed-use area. In this way, trips made from the surrounding residential neighborhood(s) to the mixed-use area should be possible without requiring travel along a major thoroughfare or arterial.

Response:

The property is located along the proposed realignment of Edwards Mill Road, a major thoroughfare, and is connected directly into the surrounding road network, including Glenwood Avenue, Edwards Mill Road, and Blue Ridge Road. Zoning conditions provide that a new public street shall be constructed through the property prior to significant redevelopment of the property. That new public street will further facilitate travel to the mixed-use area without traveling along a major thoroughfare.

4

Streets should interconnect within a development and with adjoining development. Cul-de-sacs or dead-end streets are generally discouraged except where topographic conditions and/or exterior lot line configurations offer no practical alternatives for connection or through traffic. Street stubs should be provided with development adjacent to open land to provide for future connections. Streets should be planned with due regard to the designated corridors shown on the Thoroughfare Plan.

Response:

A new public street is contemplated as part of the redevelopment of this property. The new public street will create new interconnections with adjoining developments consistent with Raleigh street plans.

5

New development should be comprised of blocks of public and/or private streets (including sidewalks). Block faces should have a length generally not exceeding 660 feet. Where commercial driveways are used to create block structure, they should include the same pedestrian amenities as public or private streets.

Response:

A new public street is contemplated as part of this development. The new public street will help facilitate block structure. The rezoning will facilitate new development that can create block structure consistent with this guidance.

6

A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use. Streets should be lined by buildings rather than parking lots and should provide interest especially for pedestrians. Garage entrances and/or loading areas should be located at the side or rear of a property.

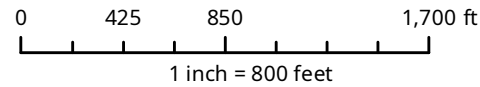
Response:

Topography and environmentally sensitive areas restrict the ability to locate new buildings or parking lots along the Property's frontage with Edwards Mill Road. The rezoning will facilitate denser, mixed-use development that can be consistent with this guideline. Zoning conditions limit parking between buildings within 200' of public streets and public streets.

7	<p>Buildings should be located close to the pedestrian-oriented street (within 25 feet of the curb), with off-street parking behind and/or beside the buildings. When a development plan is located along a high-volume corridor without on-street parking, one bay of parking separating the building frontage along the corridor is a preferred option.</p> <p>Response: Consistent with this guideline, the zoning conditions limit the amount of surface parking located between the street and buildings within 200' of a public street.</p>
8	<p>If the site is located at a street intersection, the main building or main part of the building should be placed at the corner. Parking, loading or service should not be located at an intersection.</p> <p>Response: The property is not currently located at a street intersection. The future intersection of Edwards Mill Road and a future public road may be located in or around a stream subject to stream buffer rules, thereby preventing the placement of buildings, parking, loading, or service at that future intersection.</p>
9	<p>To ensure that urban open space is well-used, it is essential to locate and design it carefully. The space should be located where it is visible and easily accessible from public areas (building entrances, sidewalks). Take views and sun exposure into account as well.</p> <p>Response: Future redevelopment will be consistent with this guideline.</p>
10	<p>New urban spaces should contain direct access from the adjacent streets. They should be open along the adjacent sidewalks and allow for multiple points of entry. They should also be visually permeable from the sidewalk, allowing passersby to see directly into the space.</p> <p>Response: Pedestrian access will be provided consistent with the UDO. Building transparency will be provided consistent with the UDO.</p>
11	<p>The perimeter of urban open spaces should consist of active uses that provide pedestrian traffic for the space including retail, cafés, and restaurants and higher-density residential.</p> <p>Response: The proposed rezoning will permit a mix of retail, cafes, and restaurants mixed with higher-density residential consistent with this guideline.</p>
12	<p>A properly defined urban open space is visually enclosed by the fronting of buildings to create an outdoor "room" that is comfortable to users.</p> <p>Response: The proposed rezoning will permit redevelopment consistent with this guideline.</p>
13	<p>New public spaces should provide seating opportunities.</p> <p>Response: Outdoor amenity areas will be provided consistent with the UDO.</p>

14	<p>Parking lots should not dominate the frontage of pedestrian-oriented streets, interrupt pedestrian routes, or negatively impact surrounding developments.</p> <p>Response: The zoning conditions will ensure that the redevelopment of the property will limit the amount of surface parking located between the street and buildings within 200' of a public stree.</p>
15	<p>Parking lots should be located behind or in the interior of a block whenever possible. Parking lots should not occupy more than 1/3 of the frontage of the adjacent building or not more than 64 feet, whichever is less.</p> <p>Response: The zoning conditions will ensure that the redevelopment of the property will limit the amount of surface parking located between the street and buildings within 200' of a public street. Zoning conditions also require the bulk of parking for new buildings in excess of 5 stories to be provided in structured parking, not parking lots.</p>
16	<p>Parking structures are clearly an important and necessary element of the overall urban infrastructure but, given their utilitarian elements, can give serious negative visual effects. New structures should merit the same level of materials and finishes as that a principal building would, care in the use of basic design elements cane make a significant improvement.</p> <p>Response: Any new parking structure will be designed consistent with the UDO. The zoning conditions will ensure that parking structures will be screened.</p>
17	<p>Higher building densities and more intensive land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.</p> <p>Response: The property is within walking distance of Crabtree Valley Mall, a major transit stop, consistent with this guideline.</p>
18	<p>Convenient, comfortable pedestrian access between the transit stop and the building entrance should be planned as part of the overall pedestrian network.</p> <p>Response: The development will provide convenient, comfortable pedestrian access between the building and transit stops, consistent with this guideline.</p>
19	<p>All development should respect natural resources as an essential component of the human environment. The most sensitive landscape areas, both environmentally and visually, are steep slopes greater than 15 percent, watercourses, and floodplains. Any development in these areas should minimize intervention and maintain the natural condition except under extreme circumstances. Where practical, these features should be conserved as open space amenities and incorporated in the overall site design.</p> <p>Response: The Property will be developed consistent with the UDO with due regard for steep slopes, watercourses, and floodplains.</p>
20	<p>It is the intent of these guidelines to build streets that are integral components of community design. Public and private streets, as well as commercial driveways that serve as primary pedestrian pathways to building entrances, should be designed as the main public spaces of the City and should be scaled for pedestrians.</p> <p>Response: Sidewalks and driveways will be provided consistent with the UDO.</p>

21	<p>Sidewalks should be 5-8 feet wide in residential areas and located on both sides of the street. Sidewalks in commercial areas and Pedestrian Business Overlays should be a minimum of 14-18 feet wide to accommodate sidewalk uses such as vendors, merchandising and outdoor seating.</p> <p>Response: Sidewalks and driveways will be provided consistent with the UDO.</p>
22	<p>Streets should be designed with street trees planted in a manner appropriate to their function. Commercial streets should have trees which complement the face of the buildings and which shade the sidewalk. Residential streets should provide for an appropriate canopy, which shadows both the street and sidewalk, and serves as a visual buffer between the street and the home. The typical width of the street landscape strip is 6-8 feet. This width ensures healthy street trees, precludes tree roots from breaking the sidewalk, and provides adequate pedestrian buffering. Street trees should be at least 6 1/4" caliper and should be consistent with the City's landscaping, lighting and street sight distance requirements.</p> <p>Response: Street trees will be provided in accordance with the UDO.</p>
23	<p>Buildings should define the streets spatially. Proper spatial definition should be achieved with buildings or other architectural elements (including certain tree plantings) that make up the street edges aligned in a disciplined manner with an appropriate ratio of height to width.</p> <p>Response: New buildings will be located on the site in accordance with the UDO. Streetscapes will be provided in accordance with the UDO.</p>
24	<p>The primary entrance should be both architecturally and functionally on the front facade of any building facing the primary public street. Such entrances shall be designed to convey their prominence on the fronting facade.</p> <p>Response: New buildings facing the primary public street will be developed with due regard for this guideline.</p>
25	<p>The ground level of the building should offer pedestrian interest along sidewalks. This includes windows entrances, and architectural details. Signage, awnings, and ornamentation are encouraged.</p> <p>Response: The proposed rezoning permits more mixed-use development that can facilitate buildings with pedestrian interest consistent with this guideline.</p>
26	<p>The sidewalks should be the principal place of pedestrian movement and casual social interaction. Designs and uses should be complementary to that function.</p> <p>Response: The proposed rezoning provide for more mixed-use development that can facilitate pedestrian movement and casual social interaction consistent with this guideline. Sidewalks will be provided consistent with the UDO.</p>



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