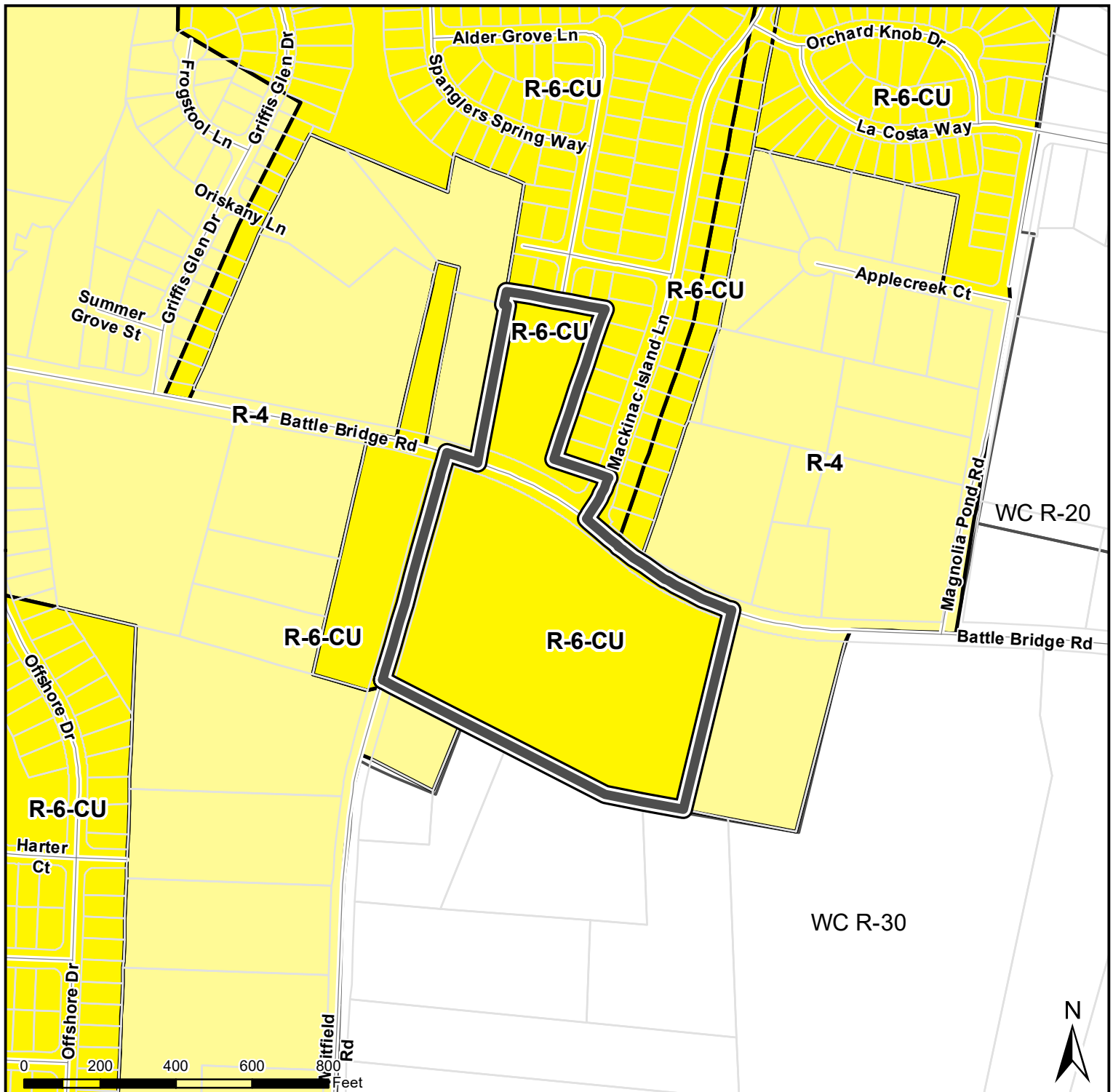
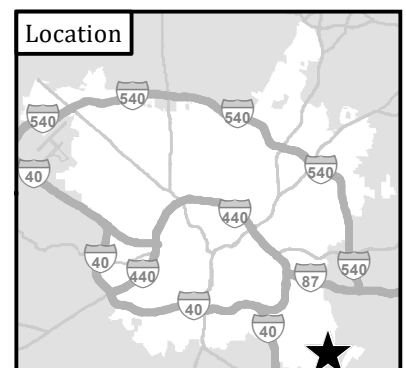


# Existing Zoning

# Z-39-2021



<b>Property</b>	4104 Alder Grove Ln & 0 Whitfield Rd
<b>Size</b>	13.29 acres
<b>Existing Zoning</b>	R-6-CU
<b>Requested Zoning</b>	R-10-CU





Raleigh

## MEMO

TO: Marchell Adams-David, City Manager

THRU: Ken Bowers, AICP, Deputy Director

FROM: Ira Mabel, AICP, Senior Planner

DEPARTMENT: Planning and Development

DATE: November 23, 2021

**SUBJECT: City Council agenda item for December 7, 2021 – Z-39-21**

---

On November 2, 2021 City Council authorized the public hearing for the following item:

**Z-39-21 Whitfield Road**, approximately 10.9 acres located at [0 Whitfield Road](#).

Signed zoning conditions provided on October 15, 2021 limit permitted uses to residential and day care; prohibit the apartment building type; require three various buffer treatments along the southern property line; limit residential units to 85; and preserve the existing cemetery.

**Current zoning:** Residential-6-Conditional Use (R-6-CU)

**Requested zoning:** Residential-10-Conditional Use (R-10-CU)

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

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

The Planning Commission recommends approval of the request (6 - 1).

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

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)



# RALEIGH PLANNING COMMISSION CERTIFIED RECOMMENDATION

CR# 13072

## CASE INFORMATION: Z-39-21 WHITFIELD ROAD

Location	At the intersection of Whitfield Road and Battle Bridge Road, less than 1 mile from Battle Bridge Road's intersection with Rock Quarry Road  Address: 0 Whitfield Road  PINs: 1731872621  <a href="#">iMaps</a> , <a href="#">Google Maps</a> , <a href="#">Directions from City Hall</a>
Current Zoning	R-6-CU
Requested Zoning	R-10-CU
Area of Request	10.9 acres
Corporate Limits	The site is within Raleigh's corporate limits
Property Owner	Jerry Gower Construction Co., Inc
Applicant	Laura Goode, ParkerPoe
Council District	C
PC Recommendation Deadline	December 11, 2021

## SUMMARY OF PROPOSED CONDITIONS

1. Uses shall be limited to single-unit living, two-unit living, multi-unit living, and day care.
2. Apartment building types shall be prohibited.
3. A 10' wide landscape buffer shall be installed adjacent to 4301 Whitfield Road.
4. A 20' wide landscape buffer shall be installed adjacent to 7017 Lady Myrtle Lane.
5. A 6' tall fence shall be installed adjacent to 0 Lady Myrtle Lane.
6. The total number of residential units shall not exceed 85.
7. The existing cemetery must be mapped and protected by a fence.

## COMPREHENSIVE PLAN GUIDANCE

Future Land Use	Low Density Residential	
Urban Form	N/A	
<b>Consistent Policies</b> <i>Key policies are marked with a dot (●)</i>	●	LU 1.2—Future Land Use Map and Zoning Consistency
	●	LU 2.2—Compact Development
	●	H 1.8—Zoning for Housing
	●	LU 8.10—Infill Development
	●	LU 8.12—Infill Compatibility
Inconsistent Policies	None	

## 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
6/3/2021 30 attendees	8/11/2021 20 attendees	10/12/2021 10/26/2021	11/2/2021

## REZONING ENGAGEMENT PORTAL RESULTS

Views	Participants	Responses	Comments
38	0	0	0
Summary of Comments: N/A			

## PLANNING COMMISSION RECOMMENDATION

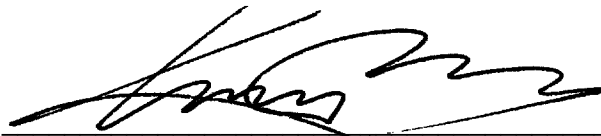
The rezoning case is **Consistent** with the Future Land Use Map and **Consistent** with the relevant policies in the Comprehensive Plan, furthermore **Approval** is reasonable and in the public interest because:

Reasonableness and Public Interest	Approval of the request is reasonable and in the public interest because it will add only a marginal amount of density and will protect the existing cemetery.
Change(s) in Circumstances	N/A
Amendments to the Comprehensive Plan	N/A
Recommendation	Approve
Motion and Vote	Motion: Rains; Second: Lampman In Favor: Dautel, Fox, Lampman, Miller, O'Haver, and Rains Opposed: Bennett
Reason for Opposed Vote(s)	Discussion focused on the exemption for right-of-way expansion/improvement in the zoning condition preserving the cemetery.

## ATTACHMENTS

1. Staff Report
2. Original Conditions
3. TIA Summary Memo
4. Rezoning Application

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

Date: 10/26/2021

Staff Coordinator: Ira Mabel: (919) 996-2652; [Ira.Mabel@raleighnc.gov](mailto:Ira.Mabel@raleighnc.gov)



# ZONING STAFF REPORT – CASE Z-39-21

## Conditional Use District

### OVERVIEW

This request is to rezone approximately 10.9 acres from Residential-6-Conditional Use (R-6-CU) to Residential-10-Conditional Use (R-10-CU). Proposed zoning conditions limit permitted uses to residential and day care; prohibit the apartment building type; require three various buffer treatments along the southern property line; limit residential units to 85; and preserve the existing cemetery.

The subject site consists of one parcel at the southeast corner of the intersection of Whitfield Road and Battle Bridge Road, approximately 0.85 miles from Battle Bridge Road's intersection with Rock Quarry Road. The site is relatively flat with a gradual slope from the southwest corner to the northeast.

To the north of the site are the Battle Bridge (1997) and Griffis Glen (2005) subdivisions within Raleigh's corporate limits, plus rural residential within the city's ETJ. To the east and west is additional rural residential in the ETJ. To the south is also rural residential, but within Wake County's jurisdiction. This area more generally marks the southeastern edge of Raleigh's jurisdiction.

The larger area is residentially zoned, with a mix of R-4, R-6, and Wake County R-30 and R-20 districts. Correspondingly, the development within Raleigh's jurisdiction is typically suburban, while that in Wake County is rural. The nearest commercial zoning is the shopping center at the intersection of Rock Quarry Road and Battle Bridge Road, plus a gas station at Battle Bridge Road and Auburn Knightdale Road.

The rezoning site is designated as Low Density Residential on the Future Land Use Map, as is most of the land nearby. There is a Special Study Area on the FLUM to the south adjacent to the site. The Special Study Area corresponds to the ongoing Southeast Special Area Study, the final report of which is expected to be presented to City Council in October of 2021.

There is no Urban Form Map guidance in the area.

Although not required, the applicant submitted a Traffic Impact Analysis (TIA) for an earlier iteration of this rezoning; the boundaries of and entitlement requested by this rezoning have been reduced since the TIA was originally scoped. The TIA recommended a left-turn lane on Whitfield Road at Rock Quarry Road, specific site access design on Whitfield Road, and a pedestrian refuge on Battle Bridge Road at Whitfield Road.

Existing zoning conditions on the site limit uses to detached dwellings, daycare, and senior living; require a fence along the southern property line in certain circumstances; limit driveway access; and set building design standards for congregate care. A condition also requires the preservation of an existing cemetery on the site.

## Update for October 26, 2021 Planning Commission

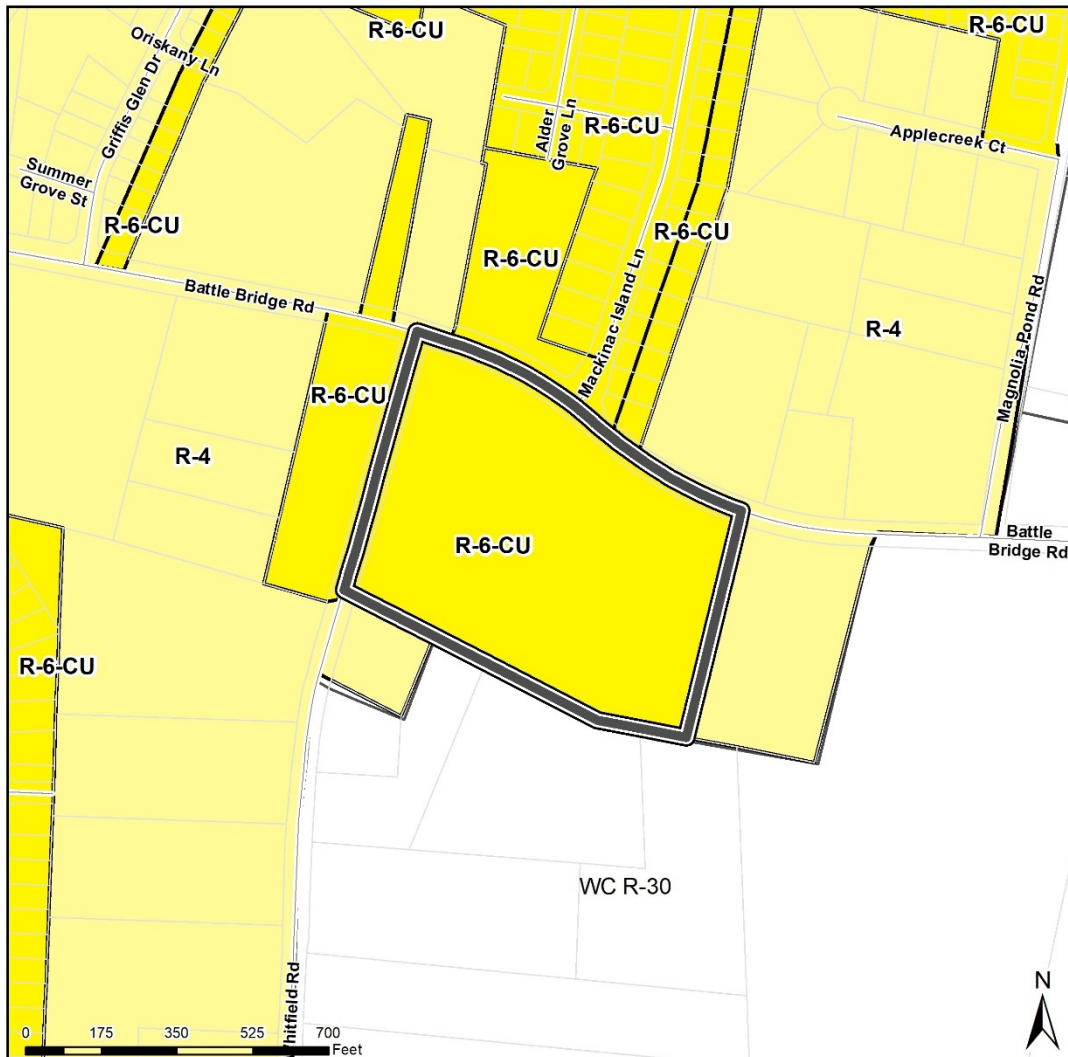
Following the Planning Commission's discussion on October 12, 2021, the applicant submitted a new condition that requires preservation of the existing cemetery on the site, including a report submitted to the state and the construction of a protective fence.

### **OUTSTANDING ISSUES**

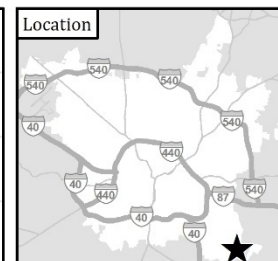
<b>Outstanding Issues</b>	<b>1. None.</b>	<b>Suggested Mitigation</b>	<b>1. None.</b>
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# Existing Zoning

Z-39-2021



Property	0 Whitfield Rd
Size	10.93 acres
Existing Zoning	R-6-CU
Requested Zoning	R-10-CU

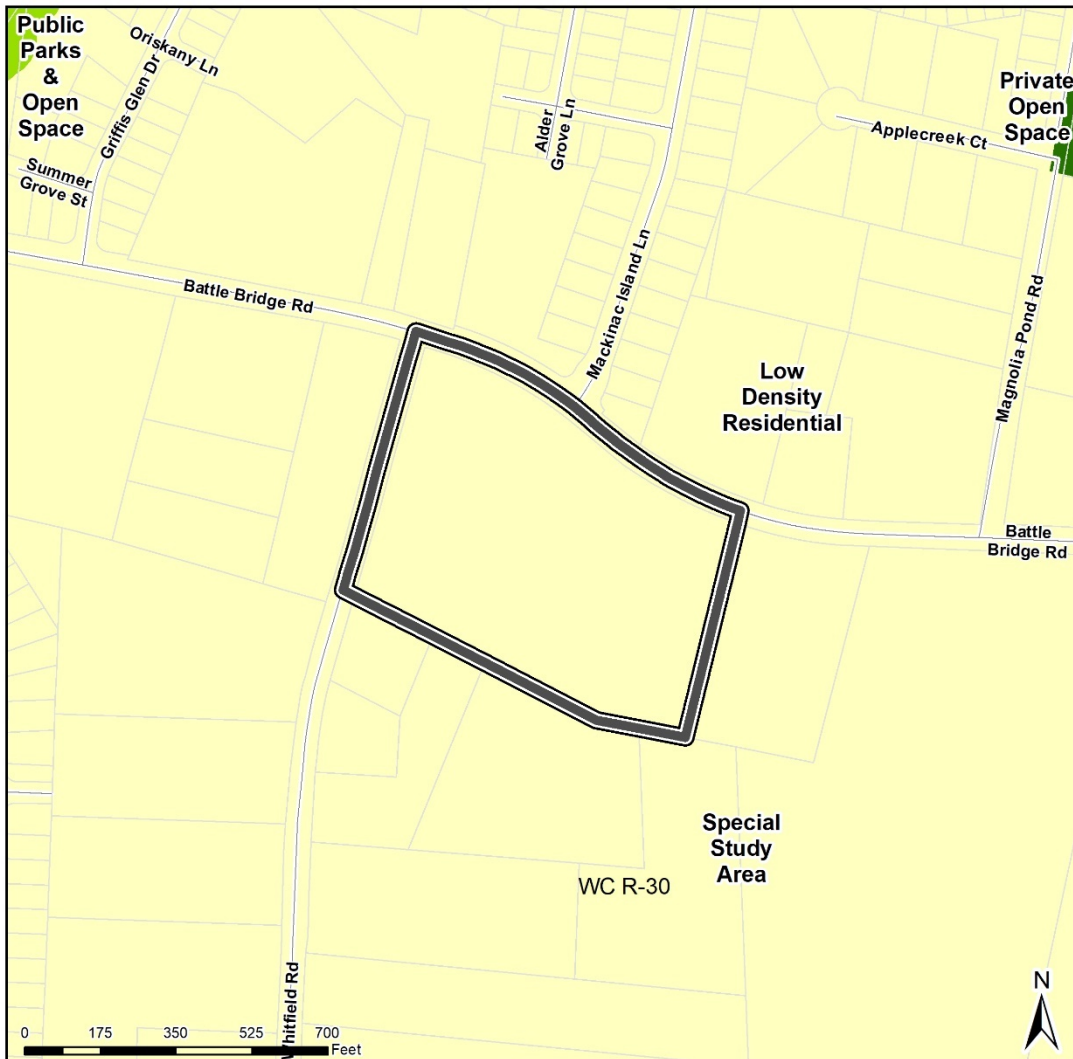


Map by Raleigh Department of Planning and Development (kuanc): 8/24/2021



# Future Land Use Map

Z-39-2021



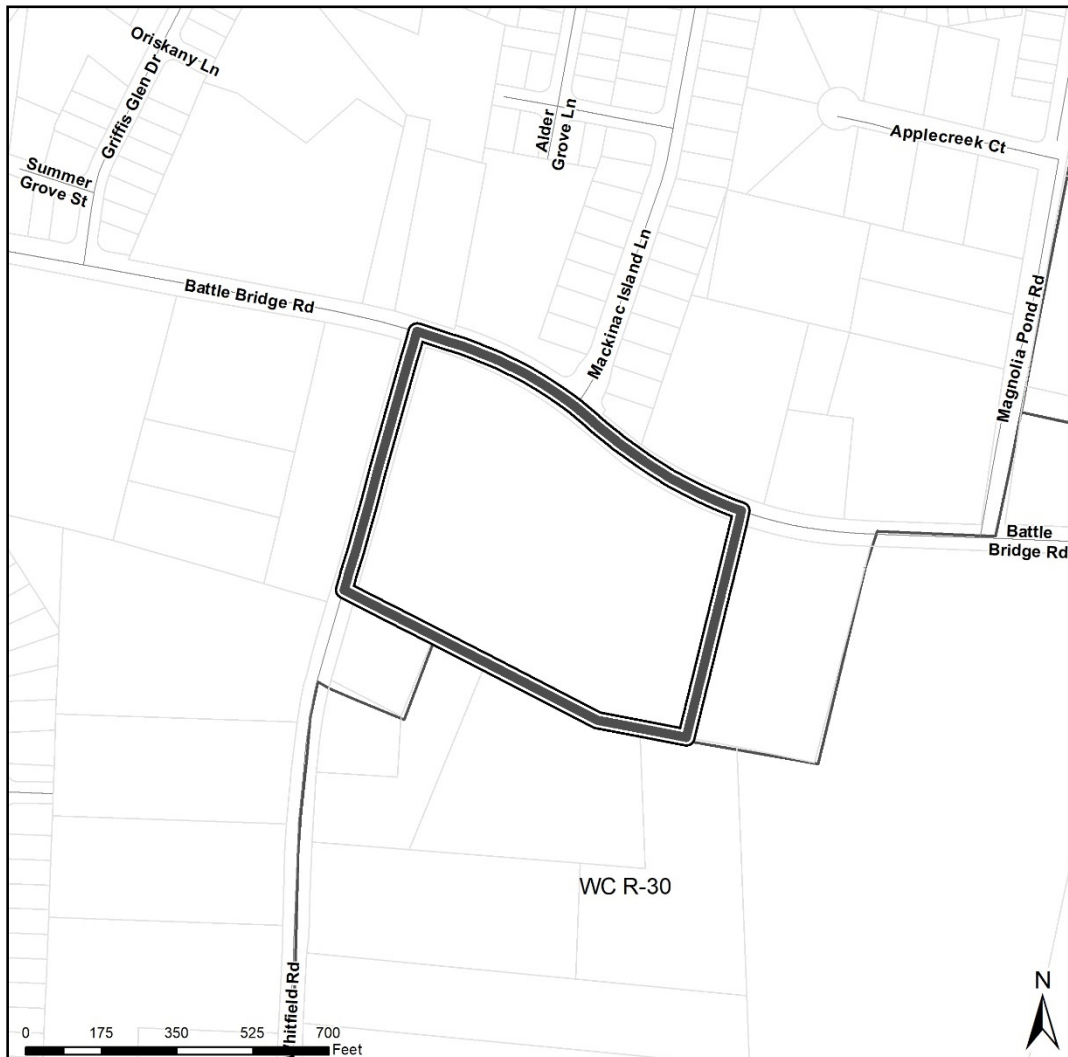
Property	0 Whitfield Rd
Size	10.93 acres
Existing Zoning	R-6-CU
Requested Zoning	R-10-CU



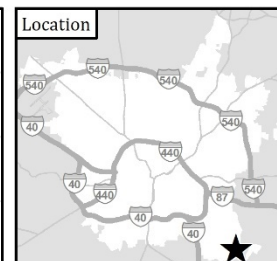
Map by Raleigh Department of Planning and Development (kuanc): 8/24/2021

# Urban Form

# Z-39-2021



<b>Property</b>	0 Whitfield Rd
<b>Size</b>	10.93 acres
<b>Existing Zoning</b>	R-6-CU
<b>Requested Zoning</b>	R-10-CU



Map by Raleigh Department of Planning and Development (kuanc): 8/24/2021

# 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 request is consistent with the vision and themes in the Comprehensive Plan.

The request is consistent with the **Expanding Housing Choices** vision theme, which encourages expanding the supply of affordable housing. The request would permit up to 85 units, which is an increase over the 79 units permitted under the current zoning. It would also permit attached and townhouse building types, which are generally more affordable housing options than single-family homes, increasing the choice of housing types and prices in the area.

The request is consistent with the **Growing Successful Neighborhoods and Communities** vision theme, which encourages careful infill that complements the existing character of the area and responds to natural features. If approved, the subject site could accommodate 7.8 dwelling units per acre, which is comparable to the density present in the nearby Battle Bridge and Griffis Glen detached subdivisions.

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

Yes. The subject site is identified as Low Density Residential, which suggests R-6 as one of the corresponding zoning districts. Taking the recent "Missing Middle" text change (TC-5-20) into account, an R-6 zoning district on this site could accommodate approximately 105 townhouse units. The requested R-10 district with an 85-unit cap is consistent with this outcome.

- 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?

N/A

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

Yes. Community facilities and streets appear to be sufficient to serve the proposed use. A TIA for a more intense version of this request recommends minimal improvements to the surrounding street network.

## Future Land Use

**Future Land Use designation:** Low Density Residential

**The rezoning request is**

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

☐ **Inconsistent**

The subject site is identified as Low Density Residential, which suggests R-6 as the closest corresponding zoning district. Taking the recent "Missing Middle" text change (TC-5-20) into account, an R-6 zoning district on this site could accommodate approximately 105 townhouse units. The requested R-10 district with an 85-unit cap is consistent with this outcome.

## Urban Form

**Urban Form designation:** None

**The rezoning request is**

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

☐ **Inconsistent**

☒ **Other** (no Urban Form designation)

## Compatibility

**The proposed rezoning is**

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

☐ **Incompatible.**

The request is compatible with the property and the surrounding area and can be established without adversely impacting neighboring properties. Nearby zoning districts are almost entirely residential, ranging from R-4 to R-10. The rezoning would only permit residential development at less than 8 dwelling units per acre, plus day care.

## Public Benefits of the Proposed Rezoning

- The request would provide greater housing choice and, by increasing supply, improve housing affordability.

## Detriments of the Proposed Rezoning

- None.

## Policy Guidance

Key policies are directly related to changes in zoning and are used to evaluate rezoning request consistency. They are marked with an orange dot (●).

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

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● **LU 1.2—Future Land Use Map and Zoning Consistency**

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

- The request is consistent with the recommendations of the Future Land Use Map of Low Density Residential, which suggests R-6 as the closest corresponding zoning district. Taking the recent “Missing Middle” text change (TC-5-20) into account, the requested R-10 district with an 85-unit cap is consistent with the outcome of a general use R-6 district.

● **LU 2.2—Compact Development**

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

- The proposed development will permit a higher intensity residential use than what is currently allowed, and also a more compact building type. This will allow the development of the site at a scale and form still envisioned by the FLUM.

● **H 1.8—Zoning for Housing**

*Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing. In areas characterized by detached houses, accommodations should be made for additional housing types while maintaining a form and scale similar to existing housing.*

- Permission of housing types beyond single-family development on the site would increase the variety of housing stock in the area.

● **LU 8.10—Infill Development**

*Encourage infill development on vacant land within the city, particularly in areas where there are vacant lots that create “gaps” in the urban fabric and detract from the character of a commercial or residential street. Such development should complement the established character of the area and should not create sharp changes in the physical development pattern.*

● **LU 8.12—Infill Compatibility**

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

- The site is currently vacant and creates a gap in the built environment. The request to permit residential uses on the subject site is in keeping with the character of the nearby area, which is entirely residential zoning districts.

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

---

None.

# EQUITY AND CLIMATE CHANGE ANALYSIS

## Transportation Cost and Energy Analysis

	City Average	Site (tracts) 528.07 / 528.06	Notes
Walk Score	31	4	Most trips will require a car.
Transit Score	30	19	
Bike Score	41	10	
HUD Low Transportation Cost Index	[N/A, index is expressed as a percentile.]	58 / 59	
HUD Jobs Proximity Index	[N/A, index is expressed as a percentile.]	40 / 23	

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	Yes
Townhouse	56.5	Yes
Small Apartment (2-4 units)	42.1	No
Larger Apartment	34.0	No

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	The potential number of units on the site would increase from 79 to 85, and townhouses would be permitted.
Is naturally occurring affordable housing present on the site?	No	There are no units currently on the site.
Does it include any subsidized units?	No	

Does it permit a variety of housing types beyond detached houses?	Yes	Townhouses would be permitted, but not apartments.
If not a mixed-use district, does it permit smaller lots than the average? *	N/A	
Is it within walking distance of transit?	No	

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

## Demographic Indicators from EJSCREEN\*

Indicator	Site Area (tracts) 528.07 / 528.06	Raleigh
Demographic Index** (%)	56 / 64	36
People of Color Population (%)	74 / 87	46
Low Income Population (%)	39 / 41	30
Linguistically Isolated Population (%)	5 / 2	3
Population with Less Than High School Education (%)	7 / 12	9
Population under Age 5 (%)	10 / 9	6
Population over Age 64 (%)	7 / 4	11
% change in median rent since 2015	4.9 / 24.6	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 tract? Is it higher or lower than the City average*?	74.3 (yrs)	This value is lower than the city and county average.
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?	No	
Is this area considered a food desert by the USDA?	No	Although the Census tract on the north side of Battle Bridge Road is



		considered a food desert, there is a Food Lion less than 1 mile from the site.
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\*Raleigh average = 79.9; Wake County average = 80.3

## Land Use History

When the property was annexed into the City or originally developed, was government sanctioned racial segregation in housing prevalent?*	No	The site was annexed in 2019 (AX-22-19). The subdivisions to the north were annexed in 2005 and 2009.
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	None found.
Are there known restrictive covenants on the property or nearby properties that restrict development beyond what the UDO otherwise requires?*	Yes.	The Battle Bridge subdivision is subject to restrictive covenants.

\*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?

*Response: The rezoning request would slightly increase potential housing supply but increase the options for types of housing that could be built, namely duplexes and townhouses. The nearest transit stop is at the shopping center at battle Bridge Road and Rock Quarry Road, approximately 0.8 miles away, which is beyond what is usually considered "reasonable" walking distance.*

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?

*Response: Because the site is on the border of two relatively large Census tract, both were considered in this analysis. The existing residents of the area display a higher degree of economic vulnerability than the average Raleigh resident, according*

*to the gathered demographic data. Specifically, the percentage of non-white and low income households is higher than the citywide rate. This indicates that the area would benefit from additional, more affordable housing as this request would facilitate.*

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

*Response: Housing costs in the census tract north of Battle Bridge Road rose somewhat more quickly between 2015 and 2019 than they have in Raleigh as a whole, with median rent increasing 24.6% between 2015 and 2019, compared to 20.3% for the city. Median rent in the census tract south of Battle Bridge Road, however, show little change over the past five year.*

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?

*Response: No specific instances of discriminatory practices have been identified for this site. The site was annexed in 2019 and has always been vacant. The nearby residential subdivisions were developed primarily in the late-1990s / early-2000s.*

5. Do residents of the area have disproportionately low life expectancy, 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?

*Response: The collected indicators suggest nearby residents have similar opportunities for healthy lifestyles and exposure to hazards as the average resident of Raleigh, although average life expectancy is lower.*

# 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 Barwell Rd. Park (1.5 miles) and Walnut Creek Athletic Complex (4.6 miles).
3. Nearest existing greenway trail access is provided by the Neuse River Greenway Trail (0.8 miles).
4. Current park access level of service in this area is graded a D letter grade.

**Impact Identified:** None.

## Public Utilities

1. The proposed rezoning would add 21,250 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. Offsite Sanitary Sewer Easements may be needed.
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.

**Impact Identified:** None.

## Stormwater

Floodplain	No FEMA
Drainage Basin	Neuse
Stormwater Management	Subject to stormwater regulations under Article 9 of UDO.
Overlay District	None

**Impact Identified:** None.

## Transportation

1. **Location:** The Z-39-21 site is located in southeast Raleigh at the southeast corner of the intersection of Battle Bridge Road and Whitfield Road.
2. **Area Plans:** The Z-39-21 site is not located within any area or corridor plans. It is about  $\frac{3}{4}$  mile east of the Rock Quarry – Battle Bridge area plan.
3. **Other Projects in the Area:** The City of Raleigh and NCDOT have a project to improve and widen Rock Quarry Road to a consistent five lane cross section between Sunnybrook Road and Olde Birch Drive. This project is U-6093 in the Capital Area Metropolitan Transportation Planning Organization (CAMPO) Transportation Improvement Program (TIP). It is expected to be built by NCDOT along with the current design-build project to widen I-40 between Garner and I-440 (project I-5111), which is currently under construction. A specific schedule for design and construction is not known at this time.

The City of Raleigh plans to improve Barwell Road and Pearl Road from Advantis Drive to Berkeley Lake Road. Improvements include a center turn lane, sidewalks, a shared-use-path, and a traffic signal at Rock Quarry Road. The project will realign Pearl Road so that it meets Rock Quarry Road opposite Barwell Road. The project is currently in right-of-way acquisition and permitting. Construction is planned to start in the spring of 2022.

4. **Streets:** Battle Bridge Road is designated as a two-lane divided avenue in Map T-1 of the Comprehensive Plan (Street Plan). Whitfield Road is designated as a two-lane undivided avenue. Both are maintained by NCDOT.

In accordance with UDO section 8.3.2, the maximum block perimeter for R-10 zoning districts is 2,500 feet, and the maximum length for a dead-end street is 300 feet. The current block perimeter for this site is over 20,000 feet due to the large amount of undeveloped land in the block.

5. **Pedestrian Facilities:** There are few sidewalks in the vicinity of this site. Subdivisions and tier three site plans require the addition of sidewalks on all public street frontages.

6. **Bicycle Facilities and Greenways:** There are no existing bikeways near the subject property.
7. **Transit:** GoRaleigh Route 18 serves Barwell Road; current stops are about 2/3 mile from the Z-39-21 site at the Rock Quarry-Battle Bridge Neighborhood Center. It has hourly service.
8. **Access:** Access to the subject site is Battle Bridge Road or Whitfield Road.
9. **Traffic Impact Analysis (TIA) Determination:** Based on the Envision results, approval of case Z-39-21 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-CU to R-10-CU is projected to generate 4 new trips in the AM peak hour and 6 new trips in the PM peak hour. These values do not trigger a rezoning Traffic Impact Analysis based on the trip generation thresholds in the Raleigh Street Design Manual. The applicant has submitted a TIA to support site plan review that is currently under review.

Z-39-21 Existing Land Use Vacant	Daily	AM	PM
	0	0	0
Z-39-21 Current Zoning Entitlements Residential	Daily	AM	PM
	746	58	78
Z-39-21 Proposed Zoning Maximums Residential	Daily	AM	PM
	802	63	84
Z-39-21 Trip Volume Change (Proposed Maximums minus Current Entitlements)	Daily	AM	PM
	<b>57</b>	<b>4</b>	<b>6</b>

10. **TIA Review:** A TIA was prepared by Ramey Kemp and Associates (RKA) in preparation for submittal of a subdivision application. It has been reviewed by staff. The analysis indicates that the proposed development will have impacts to the surrounding roadway network and intersections but can be mitigated with the study's recommended improvements listed below.

- Whitfield Road and Rock Quarry Road
  - Construct an exclusive westbound left-turn lane with a minimum of 150 feet of storage and appropriate taper and deceleration length.
- Whitfield Road and Site Drive 1
  - Construct westbound approach with one (1) ingress lane and one (1) egress lane.
  - Provide stop-control for westbound approach.

Refer to the attached TIA review memo dated August 25, 2021 for additional details.

**Impact Identified:** Impact can be mitigated through recommendations in the TIA during site construction.

## Urban Forestry

1. Proposed zoning and conditions offered do not alter Tree Conservation Area requirements or street tree requirements of the UDO from the existing zoning.

**Impact Identified:** None.

## Impacts Summary

1. The protection for the cemetery on site in the existing zoning conditions is being eliminated.

## Mitigation of Impacts

1. The applicant can offer a similar condition protecting the cemetery.

# CONCLUSION

This request is to rezone one parcel totaling approximately 10.9 acres from Residential-6-Conditional Use (R-6-CU) to Residential-10-Conditional Use (R-10-CU). Proposed zoning conditions limit permitted uses to residential and day care; prohibit the apartment building type; require three various buffer treatments along the southern property line; limit residential units to 85; and preserve the existing cemetery.

The request is **consistent** with Comprehensive Plan overall, and **consistent** with the Future Land Use Map. The request is **consistent** with Comprehensive Plan policies regarding compact development and infill. The request would support the Vision Theme of *Expanding Housing Choices and Growing Successful Neighborhoods and Communities*.

## CASE TIMELINE

Date	Action	Notes
6/15/2021	Submitted application	
8/20/2021	Revised application	Removed parcel from request.
10/12/2021	Planning Commission	
10/15/2021	Submitted revised zoning conditions	
10/26/2021	Planning Commission	

# APPENDIX

## SURROUNDING AREA LAND USE/ ZONING SUMMARY

SUBJECT PROPERTY		NORTH	SOUTH	EAST	WEST
Existing Zoning	R-6-CU	R-6-CU	R-30	R-4	R-6-CU
Additional Overlay	N/A	N/A	N/A	N/A	N/A
Future Land Use	Low Density Residential	Low Density Residential	Low Density Residential	Low Density Residential	Low Density Residential
Current Land Use	Vacant	Detached housing	Large lot residential	Large lot residential	Large lot residential
Urban Form	N/A	N/A	N/A	N/A	N/A

## CURRENT VS. PROPOSED ZONING SUMMARY

EXISTING ZONING		PROPOSED ZONING
Zoning	R-6-CU	R-10-CU
Total Acreage	10.93	
Setbacks:	(townhouse)	(townhouse)
Front	10'	10'
Side	10'	6'
Rear	20'	20'
Residential Density:	7.23	7.78
Max. # of Residential Units	79	85
Max. Gross Building SF	157,829	170,241
Max. Gross Office SF	-	-
Max. Gross Retail SF	-	-
Max. Gross Industrial SF	-	-
Potential F.A.R	0.33	0.36

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

**Conditional Use District Zoning Conditions**

Zoning case #: <b>Z-39-21</b>	Date submitted: <b>October 15, 2021</b>	<b>Office Use Only</b> Rezoning case # _____
Existing zoning: <b>R-6-CU</b>	Proposed zoning: <b>R-10-CU</b>	

**Narrative of Zoning Conditions Offered**

1. Principle Uses shall be limited to Single-Unit Living, Two-Unit Living, Multi-Unit Living and Day Care. All other uses shall be prohibited.
2. Apartment building types shall be prohibited.
3. If the property is developed for Single-Unit Living, Two-Unit Living, or Multi-Unit Living, a 10' landscape buffer shall be installed fifteen (15) feet north of the shared property line with 4301 Whitfield Road, PIN 1731778332, Lot 1 in Wake County Book of Maps 2013, Page 847 and 4321 Whitfield Road, PIN 1731768917, Lot 3 in Wake County book of Maps 2013, Page 847. Said buffer shall contain a six (6) foot tall, solid privacy fence (finish side facing adjacent property) and 8 evergreen trees per 100 linear feet, with a 6' minimum height at planting. If the property is developed for a Day Care, the fence will be installed in addition to the buffer required by the UDO. This condition shall not apply to those areas along the shared property line where tree conservation is proposed, environmental features such as streams, wetlands or ponds prohibit installation, or utilities, easements, driveways or street connections prohibit installation. This buffer will be required to be in place prior to a Certificate of Occupancy being issued.
4. If the property is developed for Single-Unit Living, Two-Unit Living, or Multi-Unit Living, a 20' landscape buffer shall be installed fifteen(15) feet north of the shared property line with 7017 Lady Myrtle Lane, PIN 1731872003, Lot 4 in Wake County Book of Maps 1986, Page 1319. Said buffer shall contain a six (6) foot tall, solid privacy fence (finish side facing adjacent property) and 8 evergreen trees with a 6' minimum height at planting, 4 -2" caliper canopy trees and 25 evergreen shrubs with a minimum installed height of 18" per 100 linear feet. If the property is developed for a Day Care, the fence will be installed in addition to the buffer required by the UDO. This condition shall not apply to those areas along the shared property line where tree conservation is proposed, environmental features such as streams, wetlands or ponds prohibit installation, or utilities, easements, driveways or street connections prohibit installation. This buffer will be required to be in place prior to a Certificate of Occupancy being issued.
5. A six (6) foot tall, solid privacy fence (finish side facing adjacent property) will be installed along the shared property line with 0 Lady Myrtle Lane, PIN 1731865702, Lot 5 in Wake County Book of Maps 1986, Page 1319 in a location that aligns with the fence to be installed pursuant to conditions #3 and #4 above. This condition shall not apply to those areas along the shared property line where tree conservation is proposed, environmental features such as streams, wetlands or ponds prohibit installation, or utilities, easements, driveways or street connections prohibit installation. This fence will be required to be in place prior to a Certificate of Occupancy being issued.
6. The total number of residential units shall not exceed 85 units.
7. Future development shall preserve and protect the existing cemetery on the site, subject to any impacts associated with right of way dedication and roadway improvements to Battle Bridge Road required by the City of Raleigh and/or NCDOT for the development of the property. To that end, prior to the filing of any request for site plan or subdivision approval for the subject property or any part thereof, the applicant shall engage the services of a professional archaeologist to inventory and map the cemetery, and thereby confirm its boundaries. Prior to any site development, the resulting archaeological report shall also be filed with the State Archaeology Office. Concurrent with any building permit issuance on the rezoned land, an open (non-opaque) fence (other than chain-link) shall be installed a minimum of five (5) feet outward from the confirmed cemetery boundaries, except in areas where tree conservation is proposed, environmental features such as streams, wetlands or ponds prohibit installation, or utilities, easements, or street right of way associated with required roadway improvements for Battle Bridge Road, prohibit installation. A gate will be provided to allow access to the cemetery for maintenance purposes (periodic removal of fallen limbs, brush, etc.), and visitation.

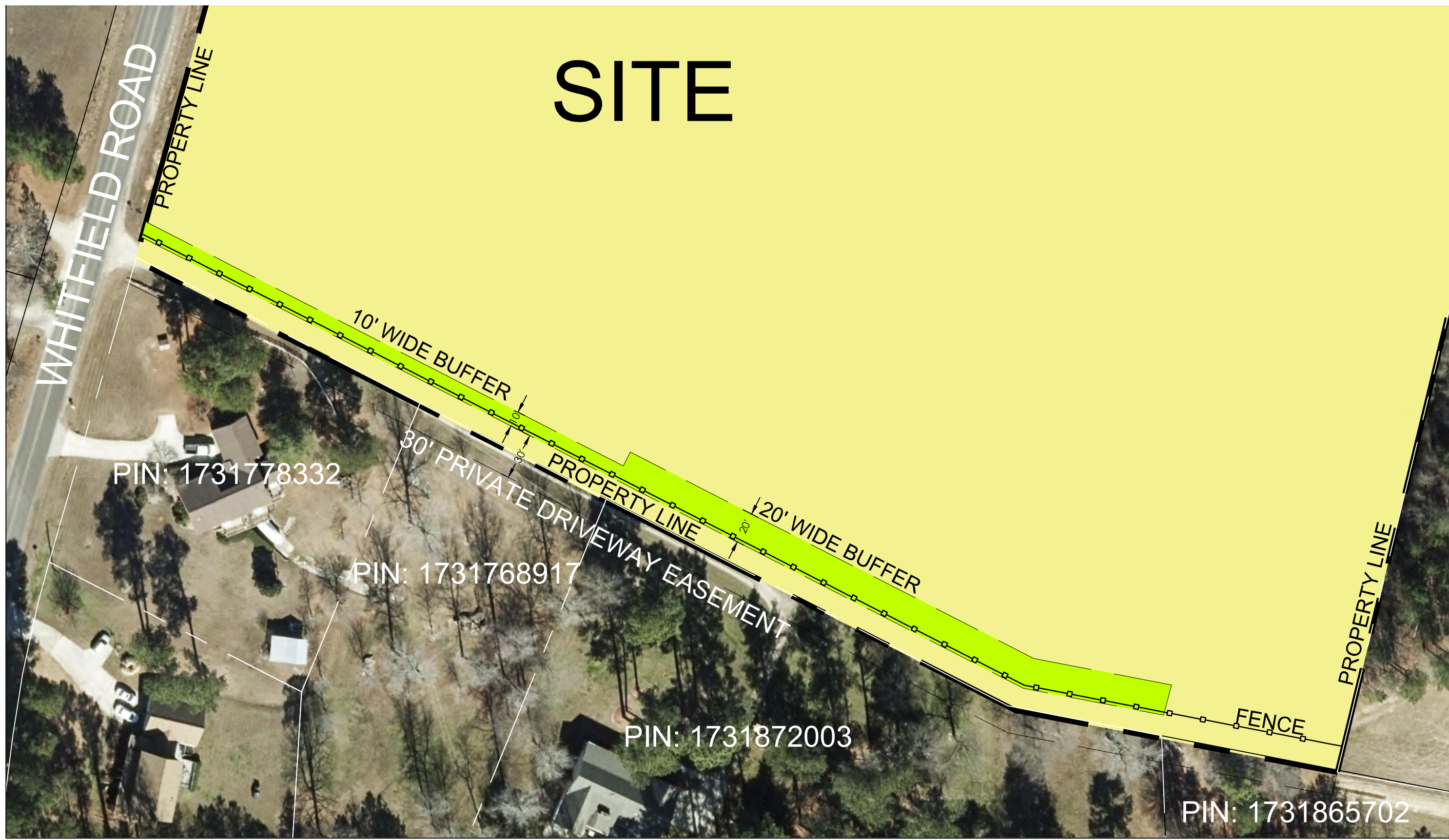
The property owner(s) hereby offers, consents to, and agrees to abide, if the rezoning request is approved, the conditions written above. All property owners must sign each condition page. This page may be photocopied if additional space is needed.

Property Owner(s) Signature: DocuSigned by: Jerry Gower  
9C91C6F826A14F6...

Printed Name(s): Jerry Gower, as President of Jerry Gower Construction Co., Inc.

**RECEIVED****By Ira Mabel at 12:41 pm, Oct 15, 2021**





# SITE

0 WHITFIELD ROAD  
BUFFER EXHIBIT



Raleigh

## MEMO

TO: Bradley Kimbrell, PE, Engineering Review Supervisor

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

DATE: August 25, 2021

SUBJECT: Traffic Impact Analysis Review for Gower Tract (upcoming subdivision)

We have reviewed the Traffic Impact Analysis (TIA) prepared by Ramey Kemp and Associates (RKA) for the Gower Tract at Whitfield Road and Battle Bridge Road, which is an upcoming subdivision case. This tract is currently under rezoning to allow the planned build scenario that was studied. A TIA was not triggered as part of the rezoning process due to the small change in entitlement. 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>	Southeast Raleigh on the east side of Whitfield Road at Battle Bridge Road
<i>Address:</i>	0 Whitfield Road, 4104 Alder Grove Lane
<i>Property PIN(s):</i>	1731872621 1731881266
<i>Existing Land Use:</i>	Vacant
<i>Proposed Land Use:</i>	100 Single Family Homes
<i>Build-out Year:</i>	2025

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:

- |  |                                  |
|--|----------------------------------|
| 1. Whitfield Road and Rock Quarry Road         | <i>(Two-Way Stop Controlled)</i> |
| 2. Whitfield Road and Battle Bridge Road       | <i>(Two-way Stop Controlled)</i> |
| 3. Battle Bridge Road and Mackinac Island Lane | <i>(Two-Way Stop Controlled)</i> |
| 4. Whitfield Road and Site Drive 1             | <i>(Two-Way Stop Controlled)</i> |

## Trip Generation

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

- 2021 traffic counts were collected and escalated by factors of 1.7 during the AM peak hour and 1.5 during the PM peak hour to account for COVID-19 impacts.
- A 3% growth rate was applied for projected volumes (2025).
- Background developments included Whitfield Road Residential, Edge of Auburn, Auburn Village, and Auburn Station.
- The 10<sup>th</sup> Edition ITE Trip Generation Manual was used to estimate site trips, as summarized in Table 1.

Table 1: Estimated Site Trip Generation

Land Use	ITE Code	Intensity	Daily Traffic (vpd)	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Single Family Detached Housing	210	100 d.u.	1,040	19	57	76	64	38	102

## 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 traffic:

- 5% to/from the west via Battle Bridge Road
- 10% to/from the west via Rock Quarry Road
- 85% to/from the east via Rock Quarry Road

## Results and Impacts

Table 2: Study Area Levels of Service

Intersection	Approach	2021 Existing Conditions		2025 No-Build Conditions		2025 Build Conditions	
		AM	PM	AM	PM	AM	PM
Whitfield Road and Rock Quarry Road	EB	C <sup>2</sup>	E <sup>2</sup>	F <sup>2</sup>	F <sup>2</sup>	F <sup>2</sup>	F <sup>2</sup>
	NB	--	--	--	--	--	--
	SB	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>
Whitfield Road and Battle Bridge Road	EB	--	--	--	--	--	--
	WB	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>
	NB	B <sup>2</sup>	C <sup>2</sup>	B <sup>2</sup>	C <sup>2</sup>	B <sup>2</sup>	C <sup>2</sup>
Battle Bridge Road and Mackinac Island Lane	EB	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>	A <sup>1</sup>
	WB	--	--	--	--	--	--
	SB	B <sup>2</sup>	C <sup>2</sup>	B <sup>2</sup>	C <sup>2</sup>	B <sup>2</sup>	C <sup>2</sup>
Whitfield Road and Site Drive 1	WB	N/A		N/A		A <sup>2</sup>	B <sup>2</sup>
	NB					--	--
	SB					A <sup>1</sup>	A <sup>1</sup>

1. Level of service for major-street left-turn movement.

2. Level of service for minor-street approach.

The summary above elicits the following comments about select intersections.

**Whitfield Road and Rock Quarry Road** – The westbound approach to this intersection is projected to operate at LOS F in 2025 with or without the development. A 150-foot exclusive westbound left turn lane is proposed at the intersection to mitigate impacts. A traffic signal was considered, and the intersection was projected to meet peak hour warrants, but it was not projected to meet 4- or 8- hour warrants so a signal was not recommended.

No notable capacity issues or impacts were projected at the other study intersections.

## Multimodal Analysis

A multimodal analysis was excluded from the scope due to the lack of signalized study intersections. Bike and pedestrian accommodations will be required with site frontage improvements.

Staff notes that the extension of Alder Grove Lane is projected to terminate in a cul-de-sac due to the proximity of the intersections of Whitfield Road and Mackinac Island Lane with Battle Bridge Road. Staff recommends a 10-foot concrete multi-use trail connection from this cul-de-sac to the sidewalk and bike lane on Battle Bridge Road that will be completed with frontage improvements to reduce pedestrian and bicycle travel times and support multimodal connectivity.

Site development on both sides of Battle Bridge Road will necessitate completion of the Street Plan street section, which is a 2-lane divided avenue. Either a median or continuation of the existing turn lane at Mackinac Island Lane will be required to extend to the east side of Whitfield Road. This will require a transition of lanes that provides room for a pedestrian refuge on the west side of Whitfield Road. Since site traffic does not support the addition of a traffic signal at Whitfield and Battle Bridge, which would provide a crossing opportunity for pedestrians and bicyclists, staff recommends a



pedestrian refuge be installed on the west side of the road to support pedestrian and bicycle access between the two sides of the development and from the development to other destinations in the area.

### Crash Analysis

NCDOT provided crash data for the five-year period between January 1, 2016 and December 31, 2020 for 2 of the 3 study intersections. RKA did not have crash data for the intersection of Battle Bridge Road and Mackinac Island Lane at the time of submittal. A review of that crash data will be submitted as an addendum when it is available. The crash data is summarized in Table 3. None of the crashes reported were fatalities.

*Table 3: Crash Analysis Summary*

Intersection	Number of Crashes					Total Crashes
	2016	2017	2018	2019	2020	
Whitfield Road and Rock Quarry Road	3	1	0	1	1	6
Whitfield Road and Battle Bridge Road	3	0	3	0	5	11
<b>Total</b>	<b>6</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>6</b>	<b>17</b>

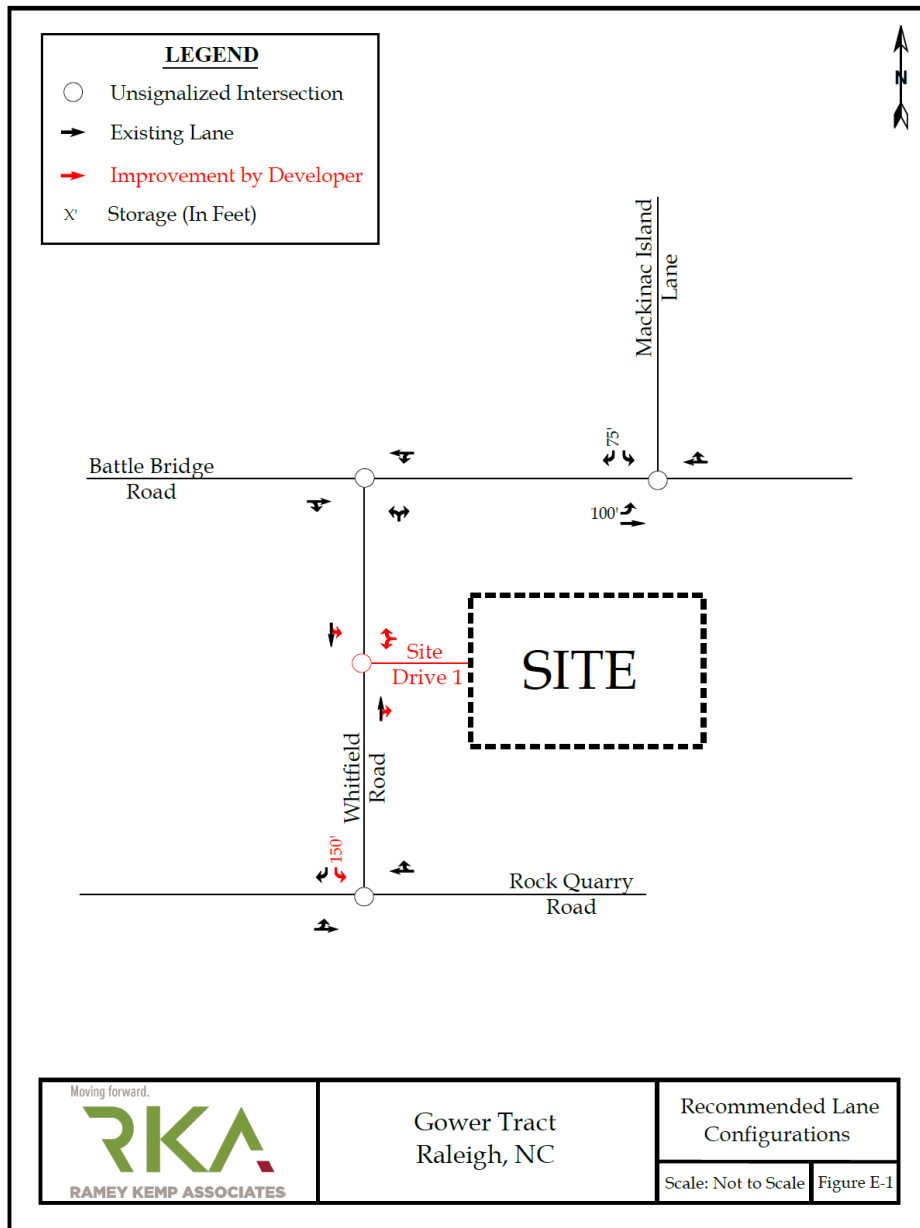
The crashes at Whitfield Road and Battle Bridge Road resulted in a severity index of 11.93. Most crashes at this location were classified as 'run off road and fixed object' crashes (9 of 11) and most crashes occurred in the dark (10 of 11). Battle Bridge Road at this location is designated as a two-lane divided avenue. The proposed development would overlap both sides of the street between Whitfield Road and Mackinac Island Lane and would therefore need to build out the full street section on this stretch. This new street configuration may change crash patterns. No other specific mitigations were recommended.

### Study Recommendations

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

- *Whitfield Road and Rock Quarry Road*
  - Construct an exclusive westbound left-turn lane with a minimum of 150 feet of storage and appropriate taper and deceleration length.
- *Whitfield Road and Site Drive 1*
  - Construct westbound approach with one (1) ingress lane and one (1) egress lane.
  - Provide stop-control for westbound approach.

Figure 1: Recommended Lane Configuration



## Conclusions

City Staff agrees with the overall analysis performed in the TIA for the Gower Tract. In addition to the improvements recommended in the study, staff recommends the following:

- Provide a 10-ft wide multi-use trail connection from the extension of Alder Grove Lane to the sidewalk along Battle Bridge Road.
- Provide a pedestrian refuge on Battle Bridge Road on the west side of its intersection with Whitfield Road.

EJL/ac

# 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](http://permitportal.raleighnc.gov)). Please see page 18 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](mailto:rezoning@raleighnc.gov).

Rezoning Request				
Rezoning Type	General Use	X Conditional Use	Master Plan	Office Use Only Rezoning case #
	Text change to zoning conditions			
Existing zoning base district: R-6-CU	Height: N/A	Frontage: N/A	Overlay(s): N/A	
Proposed zoning base district: R-10-CU	Height: N/A	Frontage: N/A	Overlay(s): N/A	
<b>Helpful Tip:</b> 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: Z-3-2010				

General Information			
Date: June 14, 2021	Date amended (1): August 20, 2021	Date amended (2):	
Property address: 0 Whitfield Road			
Property PIN: 1731872621			
Deed reference (book/page): 011119/00250			
Nearest intersection: Battle Bridge Road and Whitfield Road		Property size (acres): 10.93	
For planned development applications only	Total units: N/A		Total square footage: N/A
	Total parcels: N/A		Total buildings: N/A
Property owner name and address: Jerry Gower Construction Co., Inc., 7400 Siemans Road, Wendell, NC 27591			
Property owner email: gowerconst.jerry@yahoo.com			
Property owner phone: 919-365-9767			
Applicant name and address: Laura Goode, 301 Fayetteville Street, Suite 1400, Raleigh, NC 27601			
Applicant email: lauragoode@parkerpoe.com			
Applicant phone: 919-365-1642			
DocuSigned by: Applicant signature(s) <i>Jerry Gower</i>			
Additional email(s): 9C91C8F828A14F6...			

**Rezoning Application Addendum #1****Comprehensive Plan Analysis**

The applicant is asked to analyze the impact of the rezoning request and its consistency with the Comprehensive Plan. The applicant is also asked to explain how the rezoning request is reasonable and in the public interest.

**OFFICE USE ONLY**Rezoning case #  

---

**Statement of Consistency**

Provide brief statements regarding whether the rezoning request is consistent with the future land use designation, the urban form map, and any applicable policies contained within the 2030 Comprehensive Plan.

See attached.

**Public Benefits**

Provide brief statements explaining how the rezoning request is reasonable and in the public interest.

See attached.



Rezoning Application Addendum #2	
<div style="background-color: #f5f5f5; padding: 5px; border: 1px solid black;">Impact on Historic Resources</div> <div style="padding: 5px;"> <p>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.</p> </div>	<div style="text-align: center; padding: 10px;"> <b>OFFICE USE ONLY</b>            Rezoning case #  <hr style="width: 80%; margin: 5px auto;"/> </div>
Inventory of Historic Resources	
<div style="background-color: #f5f5f5; padding: 5px; border: 1px solid black;">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.</div> <div style="height: 250px; border: 1px solid black; padding: 10px; vertical-align: top;">           N/A         </div>	
Proposed Mitigation	
<div style="background-color: #f5f5f5; padding: 5px; border: 1px solid black;">Provide brief statements describing actions that will be taken to mitigate all negative impacts listed above.</div> <div style="height: 250px; border: 1px solid black; padding: 10px; vertical-align: top;">           N/A         </div>	

### 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: N/A

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

<b>1</b>	<p>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.</p> <p><b>Response:</b> N/A</p>
<b>2</b>	<p>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.</p> <p><b>Response:</b> N/A</p>
<b>3</b>	<p>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.</p> <p><b>Response:</b> N/A</p>
<b>4</b>	<p>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.</p> <p><b>Response:</b> N/A</p>
<b>5</b>	<p>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.</p> <p><b>Response:</b> N/A</p>
<b>6</b>	<p>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.</p> <p><b>Response:</b> N/A</p>

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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</p>
13	<p>New public spaces should provide seating opportunities.</p> <p><b>Response:</b> N/A</p>

<b>14</b>	<p>Parking lots should not dominate the frontage of pedestrian-oriented streets, interrupt pedestrian routes, or negatively impact surrounding developments.</p> <p><b>Response:</b> N/A</p>
<b>15</b>	<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><b>Response:</b> N/A</p>
<b>16</b>	<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 can make a significant improvement.</p> <p><b>Response:</b> N/A</p>
<b>17</b>	<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><b>Response:</b> N/A</p>
<b>18</b>	<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><b>Response:</b> N/A</p>
<b>19</b>	<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><b>Response:</b> N/A</p>
<b>20</b>	<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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</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><b>Response:</b> N/A</p>

### Rezoning Checklist (Submittal Requirements)

To be completed by Applicant			To be completed by staff		
General Requirements – General Use or Conditional Use Rezoning	Yes	N/A	Yes	No	N/A
1. I have referenced this <b>Rezoning Checklist</b> and by using this as a guide, it will ensure that I receive a complete and thorough first review by the City of Raleigh	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Pre-application conference.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Neighborhood meeting notice and report	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Rezoning application review fee (see <a href="#">Fee Guide</a> for rates).	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Completed application submitted through Permit and Development Portal	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Completed Comprehensive Plan consistency analysis	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Completed response to the urban design guidelines	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Two sets of stamped envelopes addressed to all property owners of area to be rezoned and properties with 500 feet of area to be rezoned.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Trip generation study	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Traffic impact analysis	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>For properties requesting a Conditional Use District:</b>					
11. Completed zoning conditions, signed by property owner(s).	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>If applicable, see page 11:</b>					
12. Proof of Power of Attorney or Owner Affidavit.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>For properties requesting a Planned Development or Campus District:</b>					
13. Master plan (see Master Plan submittal requirements).	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>For properties requesting a text change to zoning conditions:</b>					
14. Redline copy of zoning conditions with proposed changes.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Proposed conditions signed by property owner(s).	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Master Plan (Submittal Requirements)					
To be completed by Applicant			To be completed by staff		
General Requirements – Master Plan	Yes	N/A	Yes	No	N/A
1. I have referenced this <b>Master Plan Checklist</b> and by using this as a guide, it will ensure that I receive a complete and thorough first review by the City of Raleigh.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Total number of units and square feet	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. 12 sets of plans	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Completed application; submitted through Permit & Development Portal	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Vicinity Map	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Existing Conditions Map	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Street and Block Layout Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. General Layout Map/Height and Frontage Map	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Description of Modification to Standards, 12 sets	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Development Plan (location of building types)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Pedestrian Circulation Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Parking Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Open Space Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. Tree Conservation Plan (if site is 2 acres or more)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Major Utilities Plan/Utilities Service Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Generalized Stormwater Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Phasing Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. Three-Dimensional Model/renderings	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19. Common Signage Plan	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Rezoning Application Addendum #1**  
**0 Whitfield Rd, Raleigh, NC 27612**  
**4104 Alder Grove Ln, Raleigh, NC 27612**  
**STATEMENT OF CONSISTENCY**

*Provide brief statements regarding whether the rezoning request is consistent with the future land use designation, the urban form map, and any applicable policies contained within the 2030 Comprehensive Plan.*

This request will allow for the development of residential uses at a higher density than currently permitted, including townhouse building types, on two tracts located at 0 Whitfield Road (PIN 1731872621) (the “Southern Parcel”) and 4104 Alder Grove Lane (PIN 1731881266) (the “Northern Parcel”) totaling approximately 13.29 acres (collectively, the “Property”). Both the Southern Parcel and the Northern Parcel are zoned R-6-CU, a residential district with a maximum density of 6 dwelling units/acre, but each have different zoning conditions. The primary goal of this rezoning is to permit the townhouse building type on the Property. The pending Missing Middle Reforms text change (TC-5-20) (the “Missing Middle TC”), if passed, will permit the townhouse building type in R-6 zoning districts. However, the zoning conditions on the Property prohibit the townhouse building type; meaning, even if the Missing Middle TC is passed, townhouses will still not be permitted on the Property. Accordingly, this rezoning request – to remove the zoning condition and permit the townhouse building type – is consistent with the goal of the Missing Middle TC to “promote housing choice options and address housing affordability.”

The Future Land Use Map (the “FLUM”) designates the Property and surrounding parcels as Low Density Residential (“LDR”). The LDR designation, according to the 2030 Comprehensive Plan (the “Comp Plan”), recommends a density of 1 to 6 units/acre. (Comp Plan p. 36) Townhouses are appropriate in this designation with significant open space set aside. (Comp Plan p. 36)

However, the adjacent parcels to the south and east area also within the Southeast Special Area Study (“SESSA”) currently being undertaken by the City of Raleigh planning department. The SESSA aims to guide development in southeast Raleigh as the southern extension of 540 is constructed over the next 10 years. The SESSA proposes an extension of the City’s extra territorial jurisdiction and certain amendments to the FLUM. The SESSA currently proposes changes to the FLUM designations for the adjacent properties to the south and east to Moderate Density Residential (“MDR”). The MDR FLUM contemplates density of 6-14 units per acre, with smaller single family lots, townhouses and multi-family residential uses, with corresponding zoning districts of R-6, R-10, and RX.

Although the requested density is higher than what is contemplated by the current Low Density Residential FLUM designation, it is consistent with the goals and policies contained in the Comp Plan. The request is consistent with the Comp Plan’s theme of Expanding Housing Choices by allowing townhouses to be built in a location where they are currently prohibited and in an area with a housing stock of predominately single family units. The request is also consistent with the Comp Plan theme of Growing Successful Neighborhoods and Communities since the proposed zoning will allow for infill development that complements the surrounding neighborhoods at a slightly greater residential density, which will provide more families the opportunity to live in an area with convenient access to shopping and employment amenities. Finally, this proposed R-10-



CU zoning is consistent with the goals of the SESSA, the proposed FLUM designation changes for adjacent property, and anticipated future growth in this area with the I-540 extension.

In addition, the request is consistent with the following Comp Plan 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 rezoning from R-6-CU to R-10-CU is consistent with the LDR FLUM designation, which contemplates townhouse building types with open space set aside.

**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 proposed conditions limiting the permitted principal uses to single-unit living, two-unit living, multi-unit living and day care, as well as prohibiting apartment building types, are consistent with multiple Comp Plan policies. Permitting multi-unit living will support Policy LU 2.2 Compact Development, Policy LU 5.1 Reinforcing the Urban Pattern, Policy LU 8.1 Housing Variety and Policy H 1.8 Zoning for Housing.

**Policy LU 2.2 Compact Development.** *New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity and non-contiguous development. (Comp Plan p. 56).*

The proposed zoning will permit the construction of townhouses and allow greater density than is permitted under the current zoning. Townhouses offer a more compact land use pattern than detached single family homes and help reduce sprawl and long vehicle trips between uses.

**Policy LU 3.2 – Location of Growth.** *The development of vacant properties should occur first within the city's limits, then within the city's planning jurisdiction, and lastly within the city's USAs to provide for more compact and orderly growth, including provision of conservation areas.*

The proposed rezoning will allow for development of vacant property within the City's corporate limits to provide for more compact and orderly growth.

**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.*

The proposed rezoning would allow residential development that is congruent with the surrounding area. The type of product and density acknowledges the existing neighborhoods in the area, and reinforces this pattern.

**Policy LU 8.1 Housing Variety.** *Accommodate growth in newly developing or redeveloping areas of the city through mixed-use neighborhoods with a variety of housing types.*

The requested zoning will permit the development of townhouses in an area currently served primarily by single family detached homes, offering citizens additional housing options in a location convenient to goods and services.

**Policy LU 8.3 – Conserving, Enhancing, and Revitalizing Neighborhoods.** *Recognize the importance of balancing the need to increase the housing supply and expand neighborhood commerce with the parallel need to protect neighborhood character, preserve historic resources, and restore the environment.*

The proposed rezoning would allow for an increase in the housing supply with densities and housing types that are consistent with the existing neighborhoods in the surrounding area, as well as the proposed MDR FLUM designation for properties to the south and east within the SESSA and in anticipation of population growth and development with the nearby I-540 extension.

**Policy LU 8.10 – Infill Development.** *Encourage infill development on vacant land within the city, particularly in areas where there are vacant lots that create “gaps” in the urban fabric and detract from the character of a commercial or residential street. Such development should complement the established character of the area and should not create sharp changes in the physical development pattern.*

The proposed rezoning will allow for infill development of a vacant property between the existing residential neighborhoods to the north and west. The proposed conditions limiting permitted principal uses and prohibiting apartment building types will ensure that the development of the Property will complement the adjacent neighborhoods in both use and building type such that there will not be a sharp change in physical development pattern.

**Policy H 1.8 Zoning for Housing.** *Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing. In areas characterized by detached houses, accommodations should be made for additional housing types while maintaining a form and scale similar to existing housing.*

The requested zoning will permit the development of additional density on the Property and will allow the development of townhouses which are generally more affordable than detached homes. Although there are several single family detached subdivision in the area, most homes are situated on small lots less than 0.20 acres. Accordingly, the proposed townhouses will offer an additional housing type while maintaining a form and scale compatible with existing residential uses.

## **PUBLIC BENEFITS**

*Provide brief statements regarding the public benefits derived as a result of the rezoning request.*

This rezoning will allow for the development of townhouses in an area primarily served by single family detached homes, offering citizens housing options at various price points. The proposed conditions, which limit permitted uses and prohibit apartments, will ensure that development of the Property is consistent in size and scale to existing adjacent residential neighborhoods. The proposed rezoning is consistent with the goals and recommendations of the Missing Middle TC and the SESSA to build additional density in a more compact and efficient land use pattern.

**May 24, 2021**

**Re: Notice of Neighborhood Meeting**

Neighboring Property Owners and Residents:

You are invited to attend a neighborhood meeting on June 3, 2021 from 6–8pm. The purpose of the meeting is to discuss an upcoming application to rezone two parcels located at 0 Whitfield Road (PIN 1731872621) and 4104 Alder Grove Lane (PIN 1731881266)(collectively, the “Property”). The Property is currently zoned R-6-CU and this proposal would rezone it to R-10-CU.

At the meeting, the applicant will describe the proposed rezoning and field any questions from the public. Enclosed are: (1) an aerial photograph of the Property (2) a vicinity map showing the location of the Property; (3) a zoning map of the Property; (4) a draft of the Rezoning Application cover page; and (5) draft conditions for the rezoning.

The meeting will be held virtually. You can participate online via Zoom or by telephone. To participate in the Zoom online meeting:

Visit:	<a href="https://zoom.us/join">https://zoom.us/join</a>
Enter the following meeting ID:	867 5690 2156
Enter the following password:	868525

To participate by telephone:

Dial:	1 929 436 2866
Enter the following meeting ID:	867 5690 2156 #
Enter the Participant ID:	#
Enter the Meeting password:	868525 #

The City of Raleigh requires a neighborhood meeting involving the residents and property owners within 500 feet of the Property prior to the submittal of any rezoning application. For this meeting, notice is being provided to all neighbors within 1000 feet of the Property. Any landowner who is interested in learning more about this project is invited to attend. Information about the rezoning process is available online; visit [www.raleighnc.gov](http://www.raleighnc.gov) and search for “Rezoning Process.” If you have further questions about the rezoning process, please contact:

Carmen Kuan  
Raleigh Planning & Development  
(919) 996-2235  
[Carmen.Kuan@raleighnc.gov](mailto:Carmen.Kuan@raleighnc.gov)

If you have any questions about this rezoning, please contact me at (919) 835-4648 or via email at [lauragoode@parkerpoe.com](mailto:lauragoode@parkerpoe.com).

Thank you,

Laura Goode

## SUMMARY OF ISSUES

A neighborhood meeting was held on 6/3/2021 (date) to discuss a potential rezoning located at 0 Whitfield Road and 4104 Alder Grove Lane (property address). The neighborhood meeting was held at virtual meeting via zoom (location). There were approximately 30 (number) neighbors in attendance. The general issues discussed were:

### Summary of Issues:

Rezoning process and opportunities for neighbor participation
What uses would be permitted with the rezoning. Neighbors voiced concerns about impacts from apartments and townhouses, including decreases to property value, trespassing, trash and increased crime
Traffic impacts including the method for evaluating traffic impacts from the proposed rezoning, obtaining accurate traffic counts during Covid-19, roadway improvements and road widening
Whether the housing proposed with the rezoning would be low-income housing and whether it would be a for sale or rental product
Who the developer is for the rezoning and whether they are affiliated with nearby developments
How sewage would be handled for a new development on the property
The amount of development in the general area and why this site was chosen for development
Questions about the exact development plan for the property

<b>ATTENDANCE ROSTER</b>	
<b>NAME</b>	<b>ADDRESS</b>
Robert and Suzette Vearnon	6401 Flanking Lane, Raleigh, NC
Lisa Gabourel	4265 Offshore Drive, Raleigh, NC 27610
Dianne Grubbs	4124 Mackinac Island Lane, Raleigh, NC 27610
Joanne Otuonye	3915 Alder Grove Lane, Raleigh, NC 27610
Blanche Clanton	7121 Orchard Knob Drive, Raleigh, NC 27610
Shimon Skinner	4038 Alder Grove Lane, Raleigh, NC 27610
Jason Patterson	6860 Harter Court, Raleigh, NC 27610
Mary F Turner	4128 Mackinac Island Lane, Raleigh, NC 27610
Donnice	Not Provided
Anne and Henry Holland	7309 Battle Bridge Road, Raleigh, NC 27610
Gwendolyn Taylor	6806 Spanglers Spring Way, Raleigh, NC 27610
Rebecca Judge	Not Provided
Cory Whitfield	4132 Mackinac Island Lane, Raleigh, NC 27610
Thomas McNamee	7001 Battle Bridge Road, Raleigh, NC 27610
Evelin Mejia	7028 Barlows Knoll Street, Raleigh, NC 27610
Joliza Williams	7020 Barlows Knoll Street, Raleigh, NC 27610
Scott and Diane McNamee	6925 Battle Bridge Road, Raleigh, NC 27610
Curtis Sapp	6921 Battle Bridge Road, Raleigh, NC 27610

## SUMMARY OF ISSUES

A neighborhood meeting was held on August 11, 2021 (date) to discuss a potential rezoning located at 0 Whitfield Road and 4104 Alder Grove Lane (property address). The neighborhood Meeting was held at Barwell Road Community Center, 5857 Barwell Park Dr, Raleigh 27610 (location). There were approximately 20 (number) neighbors in attendance. The general issues discussed were:

### Summary of Issues:

Discussed removing the 4104 Alder Grove Lane property from the rezoning request based on feedback at the first neighborhood meeting
Neighbors stated they oppose a townhouse development and requested a single family development at 6 units per acre
Neighbors expressed concerns about an increase in crime associated with a townhouse development
Neighbors expressed concerns about renter occupancy rather than owner occupancy for a townhouse development
Neighbors expressed concerns about decrease to property values associated with a townhouse development
Neighbors expressed concern about the number of other new developments planned in the general area
Discussed the traffic impact analysis performed since the first neighborhood meeting and the findings from this analysis in response to concerns about traffic impacts from the rezoning voiced at the first neighborhood meeting
Discussed the sewer connection route through the 4104 Alder Grove Lane property to connect the 0 Whitfield Road property to City sewer

## ATTENDANCE ROSTER

[illegible]