



Letter from the Chair of the Raleigh Planning Commission

Even in a recession growth in Raleigh never abates, and throughout the year the Planning Commission worked hard on its usual load of rezoning cases, site plan approvals and ordinance text changes. However, this year has been special because the Commission was also able to present to the Council its recommendations for the 2030 Comprehensive Plan, the Plan that will guide the City of Raleigh for the next two decades. The Planning Commission Committee of the Whole, chaired by Mr. Tom Bartholomew, devoted 14 meetings to the Comprehensive Plan in addition to conducting its ordinary business. Planning Commissioners carefully reviewed and made recommendations for text edits to the draft Comprehensive Plan and received, reviewed, and deliberated over all requests made by the public with respect to the Plan. Approximately 175 amendments were made to the draft Comprehensive Plan by the Planning Commission as a result of public input received this year. The Raleigh Department of City Planning, especially Mr. Mitchell Silver, Mr. Ken Bowers, and Mr. Travis Crane, worked tirelessly in developing the Plan details and assisting the Commission throughout this arduous process. Time will show that this was a watershed year for Raleigh, the year in which the City laid the groundwork for accommodating an expected population increase of 63% over the next 20 years while maintaining and improving the quality of life that has made Raleigh one of the top 10 fastest growing cities in the United States.

Maha Afify Chambliss, P.E. Chairman of the City Planning Commission

Raleigh Planning Commission 2008-2009

Mr. Paul Anderson
Term Expires: 1/8/10
Term Number: Second

Mr. Tom Bartholomew
(Vice Chairman)
Term Expires: 6/30/11
Term Number: Third

Mr. Marvin Butler
Term Expires: 6/30/11
Term Number: Second

Ms. Maha Chambliss
(Chairman)
Term Expires: 1/20/10
Term Number: Third

Mr. Quince Fleming
Term Expires: 3/3/11
Term Number: First

Mr. Bonner Gaylord
Term Expires: 7/10/11
Term Number: Second

Ms. Linda Harris Edmisten
Term Expires: 6/20/11
Term: Second

Mr. Waheed Haq
Term Expires: 4/17/11
Term Number: Second

Mr. Clyde Holt
Term Expires: 6/20/11
Term Number: Second

Mr. Brad Mullins
Term Expires: 12/2/10
Term Number: Third

Mr. Stephen Smith
Term Expires: 6/30/11
Term Number: Third

Ms. Heather Vance
Term Expires: 3/3/11
Term Number: First

Letter from the Director of the Department of City Planning

This has been a very busy and exciting year for the Department of City Planning and the City of Raleigh as we continue to design a 21st century city. Particularly it has been gratifying to see our work on the new Comprehensive Plan come to completion. This project began in the summer of 2007 and the Plan was adopted on October 7th, 2009. The process and Plan have achieved wide-ranging public input and support, without major controversy.

The 2030 Comprehensive Plan for the City of Raleigh was prepared through a technically rigorous and inclusive process. Extensive background studies were completed, including an audit of the more than 5,000 recommendations contained in the previous comprehensive plan. The transparent public participation component allowed over 1,400 comments on the new draft Plan to be documented, analyzed, and addressed. The result is an exemplary and timely plan for Raleigh's future.

The final two sections of the Plan are dedicated to implementation. Ongoing ties to development regulations and Capital Improvement planning are described, as are methods for periodic review and updating of the Plan and the preparation of small area studies. The Action Matrix lists all action items found in the Plan elements and identifies responsible agencies, time frame, action type, priority level and Capital Improvement implications for each action. By including these policies and actions, the Plan contains its own implementation methodology.

A major implementation item in the Plan is the overhaul of the City's development ordinance. Because of the strengthened link created in the Plan between the Plan and zoning, the Raleigh City Council has authorized and funded the zoning ordinance rewrite. The goal of the new zoning code, known as the Unified Development Ordinance (UDO) is to create development regulations that address contemporary development and zoning practices that are easily understood by administrators, the public and the development community. The new code will address all elements of the City's zoning and subdivision ordinance in addition to other regulations cross referenced in the entire development ordinance and applicable policies.

The new code is expected to take 18-24 months to complete. At major milestones the City will organize meetings for public input.

All over Raleigh we have heard the level of discussion about our future elevated. We have accomplished many of our goals for the year, and successfully dealt with a variety of issues that arose outside of our work program. This is indeed an exciting time for Raleigh and the Department of City Planning. We are building a legacy for future generations of Raleigh, with planning and zoning used to manage growth and create a city of lasting value.



Mitchell Silver, AICP
 Director, Raleigh Department of City Planning

What the Department of City Planning is, and what we do

The Department of City Planning provides research, design and advisory services related to the City's physical and economic planning and development. Planning prepares studies and recommendations related to long-range city development, administers development regulations, and oversees economic planning and development. We work to provide a variety of options for where and how people can live, work, raise families and have recreation. Public participation is very important to successful planning. The Department of City Planning gives a broad range of opportunities for people to participate in deciding what kind of city Raleigh will be in the future. The Department supports the City Council, City administration, Raleigh Planning Commission, Raleigh Historic Districts Commission, Raleigh Appearance Commission, and several other City committees and task forces.

2008-2009

Noteworthy Development Proposals

From the Raleigh Municipal Code: the City Planning Commission

Sec. 10-1011. CREATION, COMPOSITION, POWERS AND PROCEDURE.

(a) There is hereby created and designated an agency which shall be known as the "Planning Commission of the City of Raleigh," "City (of Raleigh) Planning Commission," or "Planning Commission."

(b) The Planning Commission shall consist of twelve members. Nine of the members shall reside within the corporate limits of the City of Raleigh at the time of their appointment. They shall be appointed by the Mayor and Council of the City of Raleigh for terms of no more than two years. Three of the members shall reside outside of the corporate limits of the City but within the limits of the extraterritorial jurisdiction of the City of Raleigh at the time of their appointment. They shall be appointed by the Chairman and board of commissioners of Wake County for terms of no more than two years.

(c) The Planning Commission may exercise any and all powers prescribed by general law and by special acts not in conflict therewith and shall perform duties directed by the Council which are consistent with said laws.

(d) The Planning Commission may adopt its own rules of procedure. Such rules shall be consistent with the laws of North Carolina and the ordinances and policies of the Council.



SP-12-08 / Powerhouse Plaza

The project is on the north side of West Jones Street, in between its intersections with North Harrington Street and North West Street.

The project is an 11-story, 225,687 square foot mixed use building on a 1.27 acre site zoned Industrial-2 District and Downtown Overlay District. The ground floor will contain a hotel lobby and indoor pool, 6,861 square feet of retail/restaurant/bar uses and an office lobby. Floors 2 through 6 will house 110,524 square feet of office uses, and floors 7 through 11 will contain 134 hotel rooms and a 5,440 square foot rooftop bar. The northern portion of the site will contain a separate six-level parking deck.



SP-54-08 / Edison

This project is located on the block of land surrounded by Martin Street to the North, Blount Street to the East, Davie Street to the South and Wilmington Street to the West.

The proposal is for a 1,570,900 square foot mixed-used development comprised of two 38-story and two 29-story towers rising out of a shared nine-story base. The project contains 18,000 square feet of commercial uses, 32,000 square feet of ground floor retail uses, 576,000 square feet of office uses, a maximum of 640 dwelling units and eight levels of parking deck containing 1,706 parking spaces. In lieu of building up to 320 dwelling units, the developer requested the ability to convert them into hotel units at a one-to-one ratio. The project includes a rooftop plaza on the ninth floor that would span the recently constructed parking deck in the middle of the block running from Wilmington Street to Blount Street. The northern portion and southern portions of the block would each contain one taller and one shorter tower. The larger towers would be on the western portion of the sites and front on Wilmington Street; the smaller towers would be on the eastern portion of the sites and front on Blount Street.

Photos: above, Powerhouse Plaza; below, Edison

MP-4-08 / North Hills East Revised

The applicants' request added an additional 6.89 acres to the existing Planned Development District (PDD). The overall number of dwelling units allowed on the entirety of the property increased by 405 units to a total of 2,021 dwelling units. The rezoning also added an additional 13,500 square feet of office and/or institution/civic/service uses into the PDD for an overall office and/or institution/civic/service square footage of 1,503,500. The amount of office uses allowed on the existing non-PDD portions of the subject property was reduced by 58,374 square feet. Lastly, this proposal increased the number of hotel rooms from 850 units allowed by the existing PDD to 1,975 units.

SP-12-09 / Noir Bar and Lounge

This case converted a single story 2,5000 square foot industrial building on a 0.25 acre tract to a retail use. The retail use is located within 400' of a residential zoning district and requires adherence to the Glenwood South Streetscape Plan.

Noteworthy Text Changes from the past year

TC-4-08

NCOD Process Revisions

This text change amended the process for individual neighborhoods proposing to establish a Neighborhood Conservation Overlay Zoning District (NCOD). The ordinance eliminated the lengthy Comprehensive Plan element (creation and adoption of a Neighborhood Plan) from the process and replaced this with a neighborhood built environmental characteristics analysis. The revised process is as follows:

- Submittal of a petition requesting City Council's consideration for a neighborhood analysis. The City Council determines whether to approve the request for the neighborhood analysis and determines the number of elements to be analyzed.
- The Department of City Planning prepares the analysis and proposes a regulation for each element such that greater than 75% of the existing lots would conform. The Department of City Planning notifies all persons owning property within the study area of the results of the analysis and the date of a scheduled neighborhood meeting. Following the neighborhood meeting, the analysis and summary of the neighborhood meeting are presented to the City Council.
- The City Council reviews the results of the analysis and determines whether to propose any specific neighborhood regulations into the City Code by means of a public hearing.

- Following the public hearing, if any specific neighborhood regulations are adopted, an application to zone property to a NCOD may be submitted.

Following the adoption of neighborhood regulations into the Code, any request to revise the neighborhood regulations require City Council authorization for a public hearing and notification to all neighborhood property owners of the proposed changes and the date of the scheduled public hearing

TC-11-08

Downtown Overlay District (DOD) / Pedestrian Business Overlay District (PBOD) Open Space Requirements for Residential, Commercial and Mixed-Use Developments

This text change expanded the open space requirements from high density residential developments to be applicable to all new residential, commercial and mixed-use developments within the Downtown and Pedestrian Business Overlay Districts. A development locating within the DOD or a PBOD must comply with these open space standards:

- Provide common outdoor open space in the amount of a 5% minimum of the total land area of the development.
- Provide adequate sidewalk width.
- Provide common outdoor courtyard, roof garden, dining, recreation space.

Open space greater than 5% of the total land area will not be required. Sidewalk widening located on private property is credited toward the 5% requirement. In the event that required sidewalk widening represents greater than ½ of the required open space, outdoor courtyard/garden/dining space may be reduced accordingly.

TC-20-08

Planning Commission Membership

This text change amended the City Code to increase the number of Planning Commission members from eleven to twelve; with 9 members residing within the corporate limits at the time of their appointment and three members residing outside of the corporate limits but within the Planning and Development Extraterritorial Jurisdiction at the time of their appointment.



TC-14-08

Urban Water Supply Watershed Protection Neuse River/Richland Creek

The creation of the Urban Watershed Overlay District brought the City of Raleigh into compliance with State of North Carolina Water Supply Watershed Protection regulations. The regulations help ensure appropriate quality standards for public water supply for present and future residents. The watershed area within Raleigh’s planning area is approximately 5,000 acres in size. Richland Creek on the north and several tributaries on the south side of Neuse River are included within this drainage area bounded by Durant Road, Falls of Neuse Road, future NC-98 Bypass and Capital Boulevard. With the adoption of the Watershed Overlay District, all land uses allowed by the underlying zoning remain unaffected. However, when development exceeds a certain size, restrictions may apply to the amount of impervious surface coverage along with requirements for on-site stormwater controls and increased natural buffer yards. The watershed overlay district has two specific regulatory areas:

1. Primary Water Supply Area is the land within one-half mile upstream and draining to the river intake. The text change prohibits new landfills and new sites for land application of sludge, etc. A minimum 100-foot natural resource buffer yard adjacent to peren-



Falls of Neuse Dam

ial streams is required if the property exceeds 24% impervious surface area and density is greater than 2 units/acre. There is a maximum impervious surface limitation of 24% without on-site stormwater controls and a maximum 50% limitation with on-site stormwater controls.

2. Secondary Water Supply Area is the land within ten miles upstream and draining to the river intake. There are no land use limitations. The text change requires a minimum 100-foot natural resource buffer yard adjacent to perennial streams if the property exceeds 24% impervious surface area and density is greater than 2 units/acre. There is a maximum impervious surface limitation of 24% without on-site stormwater controls and a maximum 70% limitation with on-site stormwater controls.

The new regulations only apply to new developments and expansions over a certain size.



2008-2009 Raleigh Planning Commission

top row: Brad Mullins, Bonner Gaylord, Quince Fleming, Tom Bartholomew, Clyde Holt
middle row: Heather Vance, Waheed Haq, Marvin Butler
bottom row: Linda Harris Edmisten, Stephen Smith, Maha Chambliss, Paul Anderson

Noteworthy Zoning Cases from the past year

Z-53-08 Richland Creek

This site is located on the north side of Durant Road, within the Neuse River-Richland Creek watershed area generally bounded by Durant Road, Falls of Neuse Road, the future NC-98 Bypass and Capital Boulevard.

Approximately 5,000 acres were zoned to Urban Water Supply Watershed Protection Area Overlay District.

This reclassification occurred in response to a request by the Town of Wake Forest to establish a drinking water supply intake on the Neuse River. The City of Raleigh was required to adopt and implement land use ordinances that meet the minimum requirements of the State's Water Supply Watershed Protection Rules. The Urban Water Supply Watershed Protection Area Overlay District regulations were prepared and adopted by the Raleigh City Council but were not effective until the Council adopted an Official Zoning Map amendment which establishes the Overlay District. The proposed overlay district will not affect the land uses of the underlying zoning districts. The rezoning brought the City of Raleigh into compliance with the State Watersupply Watershed Act.

Z-19-08 E. Hargett Street

The 1.9 acre site is located on the south side of Hargett Street, south side, between South Bloodworth and South East streets, extending southerly to Martin Street. The rezoning changed the property from Residential Business to Office & Institution-1 CUD with Downtown Overlay District. It was determined that development allowed by the rezoning would provide additional housing stock downtown without causing strain on the existing infrastructure. The immediate area has changed over the past 10 years and such zoning provides a buffer between ever-more-intense land uses to the west and lower density housing to the east.

Z-27-08 Glenwood Avenue

This site is located between Hillsborough Street and Peace Street, along the general corridor of Glenwood Avenue. The rezoning amended the previously adopted streetscape plan to allow commercial property owners parking exceptions similar to those in the adjacent to the University Village pedestrian business overlay district.

The Glenwood South Small Area Plan lists key objectives which include encouraging the adaptive reuse of older buildings and discouraging large surface parking lots. The request to amend the Parking Strategy for Glenwood South will help encourage the fulfillment of these objectives. Due to the large variety and mix of land uses, increased opportunities for shared parking are appropriate and in the public interest. Many of the businesses and office tenants in this area function with varying hours of operation which would further increase the potential for, and effectiveness of, shared parking.



DEPARTMENT OF CITY PLANNING Special Projects

Moore Square Design Competition

Moore Square is a historic, signature destination in Raleigh. It hosts a range of high-profile events with a citywide and regional draw including Downtown Live concerts, Farmers Market, Artsposure, SparkCon, World Beer Festival, area school activities, and summer movies, to mention a few. Moore Square was not designed as a large event venue, and increasingly heavy use has created maintenance issues and compromised the attractiveness of the Park.

The Departments of City Planning and Parks and Recreation, working with the State (who owns the land) and the Downtown Raleigh Alliance, seek to understand and balance how Moore Square will be developed and programmed within the context of new public event spaces opening across Downtown.

The project involves a Community Open Call for Ideas that will inform the follow-up Moore Square Design Competition. Its objectives are to:

- Create a unique public space and urban experience for the 21st century;
- Engage broad public participation throughout the process and in the future; and
- Establish the conditions to develop a sustainable economic development strategy for the Moore Square area.

The Community Open Call for Ideas on June 17 (Marbles Kids Museum) and June 27 (Chavis Community Center) kicked off the creative process of soliciting site

and programming ideas for Moore Square. The Open Call for Ideas was an opportunity for the public to contribute their big - and not so big - ideas for the Park. Ideas evolved from resident and visitor memories, current user experiences, and community conversations throughout the city about the square's significant history and its future as a destination. A third Open Call for Ideas was held July 22 at Marbles Kids Museum.

The Design Competition provides an opportunity for young designers and the area's local firms to engage in the momentum taking place in Raleigh and to address the City's goals to advance diversity, enhance connection between Downtown and surrounding communities, and encourage more sustainable development solutions. Following jury deliberations and decisions, the winning designs will be exhibited in a Downtown space and on the Internet. An awards ceremony to announce the winners of the design competition and present awards will take place during Raleigh Wide Open in October.

The deadline for design competitions is September 29, 2009, 5:00 p.m., EDT. The jury will deliberate and determine first-, second-, and third-place winners October 5-6, 2009. Design competition winners will be awarded during Raleigh Wide Open, October 24, 2009.

City Plaza

The Oct. 20, 2008, groundbreaking marked the beginning of the transformation of the 500 block of Fayetteville Street into the Triangle's defining cultural and social public place. When completed, at Raleigh Wide Open, October 24, the plaza will welcome concerts, markets and just about any event that celebrates life as we know it, love it and live it here in the Triangle.

Design elements of the plaza include flexible seating, an interactive water fountain, planters and trees. The design of the plaza was a collaborative effort of the City of Raleigh, the City's design consultant, Kimley-Horn and Associates; and the Project for Public Spaces, a New York-based firm specializing in the analysis and design of public gathering spaces. The design was developed with considerable input from the public and from City boards and commissions at design workshops in the fall of 2006. Kimley-Horn is an engineering and land planning firm with an office in Downtown Raleigh.

Artist Jim Galluci designed light towers that will allow for varying levels of lighting for different needs. The four 55-foot light towers will be the plaza's signature. The lower designs integrate LED lights, stainless steel oak leaves and a hidden area that will contain power/electrical panels that are to be used for various plaza events. The towers also offer a granite bumper seat to accommodate visitors to the plaza in need of a break. The project

contains bollards throughout the plaza that incorporate the Raleigh-themed oak leaf design and lights. The bollards are positioned to control vehicular traffic. The opening of City Plaza will add greatly to Fayetteville Street's claim as "North Carolina's Main Street" and further enhance Downtown Raleigh's metamorphosis into the heart of the Triangle and the hottest spot in the South.

DEPARTMENT OF CITY PLANNING Special Projects



Planning Raleigh 2030

A public hearing on the draft Comprehensive Plan was held on March 19, 2009. Over a thousand public comments on the draft have been received and addressed by the staff and Planning Commission during the public review period. A major source of discussion was the Future Land Use Map (FLUM). There were approximately 35 requests to modify the FLUM, which involved more than 400 individual changes. On July 14, after painstaking and judicious review, the Planning Commission sent to the Council a certified recommendation to approve the plan with changes. During this period the Environmental Advisory Board sent about 20 comments on the draft plan to the Council, which in turn assigned to the Planning Commission the review of these comments. This Planning Commission review resulted in a separate certified recommendation.

Unified Development Ordinance

This project, which will combine and update Raleigh's subdivision, site plan and zoning ordinances, will have its kickoff in October 2009 with a series of public meetings, stakeholder meetings, including meetings with the City Council, Planning Commission and CAC chairs.

The Unified Development Ordinance will address contemporary development and zoning practices; will be easily understood by administrators, the public, and the development community; and will support the goals and policies of the new Comprehensive Plan. Raleigh's focus is to establish clear, responsible development regulations with appropriate design criteria that will provide opportunities for innovative and creative approaches to development while supporting an economically viable and sustainable community.

Areas of key concern to be incorporated into the unified development ordinance include, but are not limited to, the following:

- Creating regulations that provide a means of implementing the policies and goals of the newly released Comprehensive Plan
- Creating regulations that address market trends, incorporate best practices and address contextual issues throughout the City
- Removing or amending outdated standards
- Consolidating uses or use groups

- Creating clear definitions and terminology
- Providing graphics and illustrations to supplement written regulations
- Crafting regulations that provide for effective enforcement by administration

The City has hired the consultant group, Code Studio, which has worked on similar projects for the cities of Denver and Memphis. The project is anticipated to run for 18 months, with completion in May of 2011. The project will progress through a series of steps, particularly:

- Kick-off meetings with stakeholders and public sessions
- An approach report
- A diagnostic report
- Presentations to and input from the Council and Planning Commission
- Preparation of a review draft
- Public review and input
- Adoption