



STAFF REPORT – CP-1B-19

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

OVERVIEW

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

- Amend Map LU-3 Future Land Use to change approximately 33 acres from Low Density Residential to Office and Residential Mixed Use.
- Amend Map LU-3 Future Land Use to change approximately 5 acres from Moderate Density Residential to Office and Residential Mixed Use.

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

This category encompasses most of Raleigh’s single family detached residential neighborhoods, corresponding roughly to the R-2, R-4, and R-6 zoning districts (but excluding parks within these districts). It also identifies vacant or agricultural lands—in the city and in the county—where single family residential use is planned over the next 20 years. Smaller lots, townhouses and multifamily dwellings would only be appropriate as part of a conservation subdivision resulting in a significant open space set-aside. As defined in the zoning regulations, manufactured home parks could also be appropriate in this land use category.

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

This category applies to some of the city’s older single-family residential neighborhoods, along with newer small lot single family subdivisions and patio home developments. Other housing types including townhouses and multifamily dwellings would be consistent with this designation as long as an overall gross density not exceeding 14 units per acre was maintained. Gross density in these areas would be 6 to 14 units per acre. Corresponding zoning districts are R-6 and R-10, or RX conditioned to limit density.

The 2030 Comprehensive Plan describes the *proposed* Future Land Use Designation of **Office and Residential Mixed Use** as:

This category is applied primarily to frontage lots along major streets where low-density residential uses are no longer appropriate, as well as office parks and developments suitable for a more mixed-use development pattern. This category encourages a mix of residential and office use. Retail not ancillary to employment and/or residential uses is discouraged so that retail can be more appropriately clustered and concentrated in retail and mixed-use centers at major intersections and planned transit stations. OX is the closest corresponding zoning district. Higher-impact uses such as hotels and hospitals are not contemplated or recommended in this land use category except as limited uses in appropriate locations. Heights would generally be limited to four stories when near neighborhoods, with additional height allowed for larger sites and locations along major corridors where adjacent uses would not be adversely impacted.

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

Update for Planning Commission March 12, 2019

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

Proposal to Amend the Future Land Use Map

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



Proposed Designation: Office & Residential Mixed Use



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

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

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

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

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

N/A

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

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

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

Policy LU 2.2 Compact Development

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

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

Policy LU 5.4 Density Transitions

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

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

Policy LU 7.3 Single Family Lots of Major Streets

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

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

Policy LU 1.1 Future Land Use Map Purpose

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

Policy H 1.6 Zoning for Housing

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

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

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

A. Established property or proposed development in the vicinity of the proposed amendment;

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

B. Existing or future land use patterns;

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

C. Existing or planned public services and facilities;

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

D. Existing or planned roadways;

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

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

This area of Raleigh is already developed extensively; changes proposed here are not likely to alter the existing and forecasted impacts.

STAFF FINDING:

The request is consistent with 2030 Comprehensive Plan.

STAFF COORDINATOR:

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