



Certified Recommendation of the City of Raleigh Planning Commission

City of Raleigh
Development Plans Review Center
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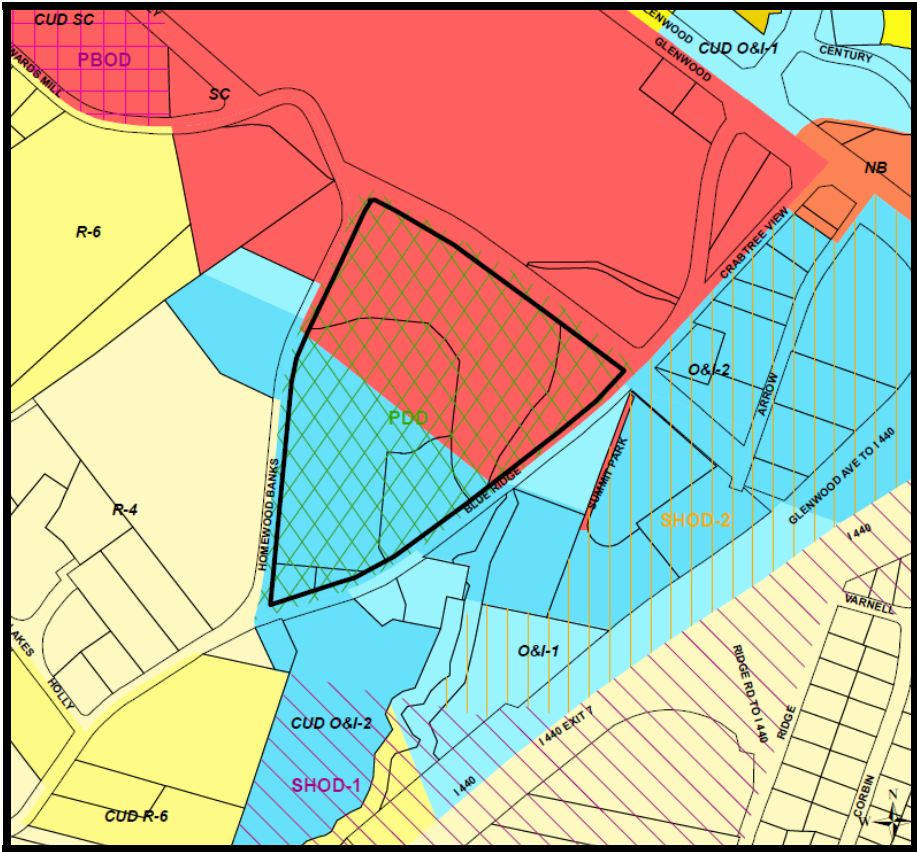
Case File / Name: MP-1-12 / Crabtree Village Master Plan

General Location: This site is the triangular tract of land bounded by Crabtree Valley Avenue, Blue Ridge Road and Homewood Banks Drive.

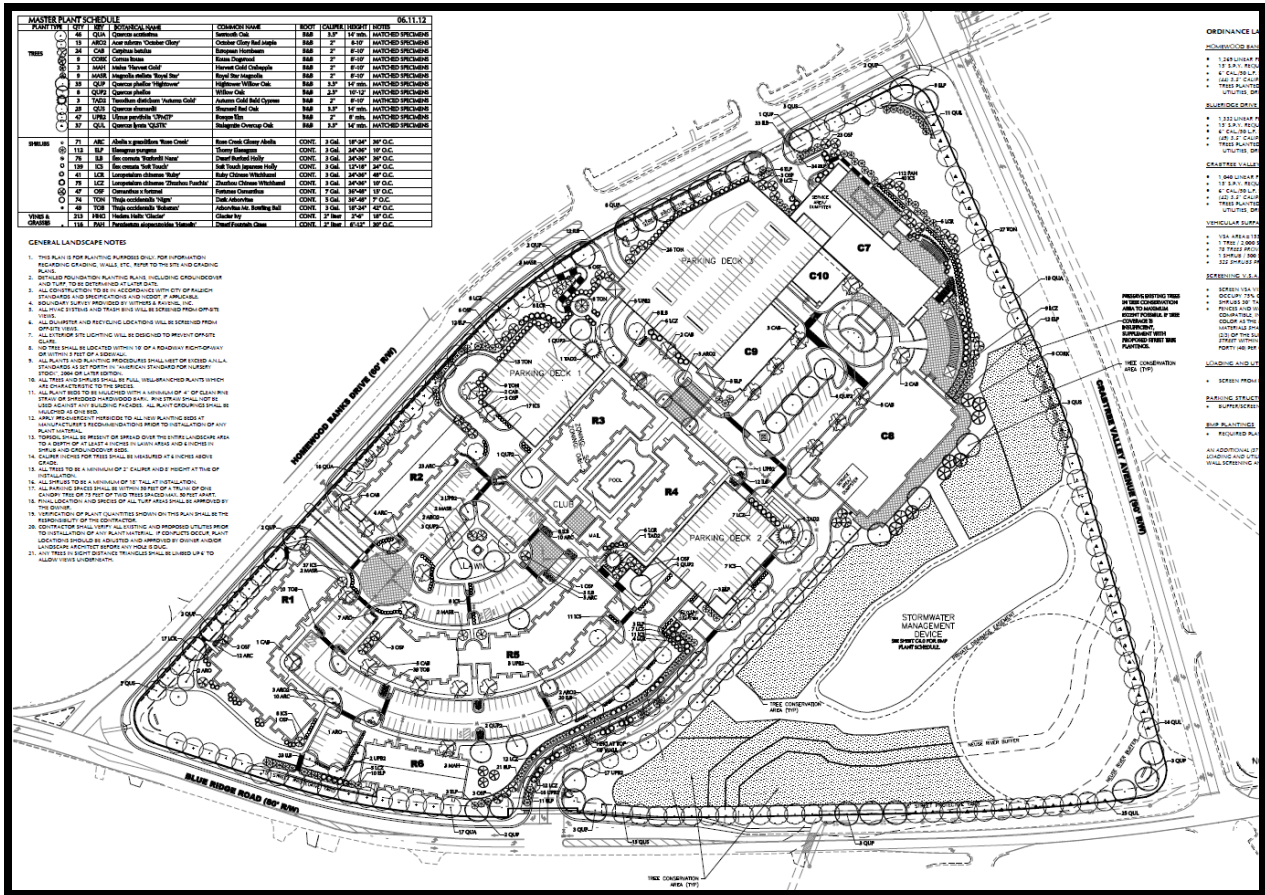
CAC: Northwest

Nature of Case: Master Plan associated with request for rezoning of a 23.73 acre property currently zoned Shopping Center (12.46 acres) and Office and Institutional-2 (11.27 acres) and Planned Development Conditional Use Overlay District to replace the existing Planned Development Conditional Use Overlay District with a new Planned Development Conditional Use Overlay District that has a new Master Plan and a new accompanying plan layout. The Master Plan allows for a maximum of 525 dwelling units, 15,000-60,000 square feet of specified retail uses (See page 5 of Master Plan for types of allowed retail), including at least one eating establishment, 250,000 square feet of office uses and a hotel with a maximum of 200 rooms.

Contact: Thomas C. Worth, Jr.



MP-1-12 Crabtree Village Master Plan – Site Location Map



MP-1-12 Crabtree Village – Master Plan

SUBJECT: MP-1-12 / CRABTREE VILLAGE MASTER PLAN

CROSS-REFERENCE: Z-68-05, MP-4-05, Z-19-12

LOCATION: This site is the triangular tract of land bounded by Crabtree Valley Avenue, Blue Ridge Road and Homewood Banks Drive.

REQUEST: This request is to consider a preliminary Master Plan request in accordance with 10-2057(f)(2)a. The Master Plan associated with request for rezoning of a 23.73 acre property currently zoned Shopping Center and Office and Institutional-2 and Planned Development Conditional Use Overlay District to create a new Planned Development Conditional Use Overlay District with a new Master Plan document and accompanying plan. The text of the Master Plan is dated June 26, 2012 and the accompanying plan is dated June 13, 2012.

The Master Plan allows for a maximum of 525 dwelling units, 15,000-60,000 square feet of specified retail uses (See page 5 of Master Plan for types of allowed retail), including at least one eating establishment, 250,000 square feet of office uses and a hotel with a maximum of 200 rooms.

**PROPOSED
ALTERNATE
STANDARDS:**

The following are a list of the known proposed alternates for this plan which must be approved by the City Council:

- **Setback Standards** - 0' internal yard setbacks within the development, 30' along Crabtree Valley Avenue and 20' along both Blue Ridge Road and Homewood Banks Drive as noted in the Master Plan documents.
- **Height Standards** - Residential & Mixed Residential (R-1 thru R-6) height maximum of 90', Retail/Mixed Use Buildings (C-9 & C-10) height maximum of 60', and the Tower/Hotel/Office/Retail/Residential Mixed Use Building (C-7 or C-8) height maximum of 135' and 200', Residential Parking Decks height maximum of 15' and Mixed Use Parking Deck maximum height of 65'.
- **Transitional Protective Yards** – In the event that the tract is subdivided, in lieu of traditional transitional protective yards the applicants request that transitions between adjoining uses shall not be provided. The proposed development would require a 20' wide Type C Transitional Protective yard between Phase and Phases 2-3 under the Code; however, due to the integration of differing yet compatible land uses, the use of traditional landscape buffers to separate land uses would not be in keeping with the Crabtree Area Plan, the 2030 Comprehensive Plan, and the City's Urban Design Guidelines. This request for an alternate means of compliance to traditional Transitional Protective yards proposes to locate alternate secondary tree conservation areas, which exceed the required 10% tree conservation areas, on steep slopes that are internal to the site and that are strategically located to provide visual buffering. The alternate to traditional Transitional Protective Yards also includes an effort to preserve environmentally sensitive land areas associated with the House Creek corridor, and a plan that provides cumulative overall open space at a rate of no less than 20% for the PDD, which exceeds the required 15% open space requirement for PDD's. The area where the Transitional Protective Yard would ordinarily be prescribed is being utilized to provide pedestrian connections and internal vehicle circulation among the various land uses and includes trees planted on both sides of the internal street/driveway that will help to provide a separation between the residential and mixed use buildings.
- **Additional Retail over 10% of gross land area** – The plan proposes that approximately 11% of the gross land area be devoted to retail uses.
- **Parking** – a 30% reduction from the requirements set forth in Code Section 10-2081. A parking study prepared by Stantec, dated June 13, 2012, has been submitted with the proposed Master Plan.
- **Tree Conservation Areas** – The plan proposes alternate locations for required tree conservation areas.

**PROPOSED
URBAN DESIGN
STANDARDS:**

Elements in the Urban Design Guidelines have been incorporated into the Master Plan documents dated June 13, 2012 & June 26, 2012.

OFFICIAL ACTION: **Approval with conditions**

CONDITIONS OF APPROVAL: As noted on the Staff Report, attached

FINDINGS: The Planning Commission finds that this request with the conditions of approval below being met, conforms to Chapter 2, Part 10, Sections 10-2057, 10-2132.2, Chapter 3, Part 10, Sections 10-3001-3059. This approval is based on Master Plan Documents dated June 13, 2012 owned by Redus NC Land LLC submitted by Withers & Ravenel and Thomas C. Worth Jr.

To PC: 5/22/12, 6/26/12

Case History:

To CC: 7/3/12

City Council Status:

Staff Coordinator: Eric Hodge, AICP

Motion: Terando
Second: Haq
In Favor: Butler, Fleming, Fluhrer, Harris Edmisten, Haq, Schuster, Sterling Lewis, Terando
Opposed:
Excused: Mattox

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 Staff Report attached.

Signatures: (Planning Dir.) (PC Chair)

date: 6/26/12

date: 6/26/12



Staff Report

**RECOMMENDED
ACTION:** Approval with conditions

**CONDITIONS OF
APPROVAL:** City Council Actions:

- (1) That the City Council approves alternate setback standards as set forth in the Master Plan;
- (2) That the City Council approves alternate height standards as set forth in the Master Plan;
- (3) That the City Council approves additional land area beyond 10% of the gross land area of the site to be devoted to retail uses as set forth in the Master Plan;
- (4) That the City Council approves a 30% reduction in required parking as set forth in the Master Plan;
- (5) That the City Council approves an alternate means of compliance for required tree conservation measures of 10-2082.14 as set forth in the Master Plan;

Administrative Actions:

Prior to issuance of a mass grading permit for the site:

- (6) That a plan showing all Tree Conservation Areas with metes and bounds and a tree cover report for all Secondary Tree Conservation Areas will be approved by the Forestry Specialist;
- (7) That only tree disturbing activities to be undertaken shall be in accordance with the approved master plan and that tree conservation areas contain fencing or appropriate measures prior to issuance of any grading permit to prevent disturbance to these areas;

Prior to issuance of a construction drawings or site review, whichever occurs first;

- (8) That riparian buffers, in accordance with the preliminary plan and the State of North Carolina regulations, shall be shown on plats for recording along with a note stating "The areas shown on the recorded plat identified as Neuse River Riparian Buffer shall be maintained in perpetuity in their natural or mitigated condition, No person or entity shall fill, grade, excavate, or perform any other land-disturbing activities; nor cut, remove, or harm any vegetation; nor construct any structures nor add any additional impervious surface, nor allow animal grazing or water or any other agricultural use on such protected areas without written authorization from

NC Division of Water Quality in accordance with the Riparian Buffer Protection Rules (15A NCAC 2B.0233 or .0259).". This covenant is to run with the land, and shall be binding on the Owner, and all parties claiming under it;

- (9) That a nitrogen offset payment must be made to a qualifying mitigation bank;
- (10) That flood prone areas, as approved by the City Stormwater Engineer, are shown on the preliminary plan and shall be shown on the recorded map;
- (11) That prior to approval of Construction Drawings or Site Review (whichever comes first) plans and calculations demonstrating the site will meet Bulk Lot Coverage requirements per 10-4008(c) of the City Code shall be submitted;
- (12) That a stormwater control plan with a stormwater operations and maintenance manual and budget shall be approved by the Stormwater Engineer in compliance with Part 10 Chapter 9, including the designation of buffer areas and open space areas for stormwater purposes prior to grading or the approval of construction drawings, whichever event comes first;

Prior to Planning Department authorization to record lots or building permit issuance in the Inspections Department, whichever occurs first:

- (13) That construction plans be approved by the Public Works Department for all infrastructure and that the sewer line/Tree Conservation Area issue be resolved and that a phasing plan for infrastructure is approved;
- (14) That unity of development guidelines and unified sign criteria that conform to Code section 10-2090 for this entire development are established and approved by the Planning Director (The unity of development standards contained in the master plan are too vague) That no building permit will be issued that is inconsistent to the approved unity of development and sign criteria;
- (15) That a map is recorded showing ½ of a 60' right-of-way along Homewood Banks Drive, ½ of an 80' right-of-way along Blue Ridge Road and ½ of an 110' right-of-way along Crabtree Valley Avenue;
- (16) That a plat is recorded with Wake County Register of Deeds showing all tree conservation areas with metes and bounds;
- (17) That the Transit Technician review and approve the location of the proposed transit easements, access paths and proposed shelter and that they are shown with metes and bounds descriptions. That the City Attorney approve the transit easement deeds prior to its recordation. A recorded copy of the map showing the transit easement must be provided to the Planning Department;
- (18) That the developer shall pay to the City a stormwater facility replacement fund payment equal to twenty-four percent (24%) of the estimated cost of constructing all stormwater control facilities shown on the development plans;

- (19) Per the sanitary sewer analysis provided by Withers and Ravenel, downstream sewer improvements may be necessary if the downstream sewer is at minimum slope. As a condition of approval, one of the following options must be incorporated in the construction plans for this project:
Option #1) Replace the identified portion of downstream sewer to 10"
Option #2) Provide additional survey showing the downstream sewer is at 1.6% slope or greater.
Option #3) Shift all of the sewer flow to the main in Blue Ridge Rd.

Prior to issuance of a Certificate of Occupancy by the Inspections Department:

- (20) That no certificate of occupancy for retail fit-ups be approved until COs are Issued for residences and offices or other non-retail uses or a letter of credit is posted with the City all in accordance with Section 10-2057;
- (21) That public and private streets and utilities are accepted by the Public Works Department. If phases are proposed, improvements are to be proportionate to each phase.
- (22) That the applicant submit as built drawings for approval by the Public Works Department for all stormwater facilities;
- (23) For non-residential developments with multiple buildings the 75% shall apply to the gross floor area permitted.
- (24) For any lots or units developed as residential, a letter of credit shall be provided when 75% of the permits have been issued and the existing and proposed infrastructure does not meet city standards.

ZONING:

ZONING DISTRICTS: The current zoning is Shopping Center (12.46 acres) and Office and Institutional -2, (11.27 acres) and Planned Development Conditional Overlay District (23.73 acres). The proposal associated with this case is to change the Master Plan associated with the Planned Development Conditional Overlay District.

SETBACKS / HEIGHT:

Setbacks

0' minimum for development interior
20' minimum for Blue Ridge Road and Homewood Banks
30' minimum for Crabtree Valley Avenue

Height Maximums

Tower/Mixed Use Building/Office Mixed Use Buildings = 135 & 200 feet
Residential or Mixed Residential = 90 feet
Retail/Mixed Use Buildings = 60 feet
Residential Parking Decks = 15 feet
Mixed Use Parking Deck = 65 feet

Height shall be measured from proposed finish grade – average of all corners of buildings. Height of Residential Parking Decks are measured from the lower level finished floor and includes the parapet. Height of Mixed Use Parking Deck

is measured from the finished floor elevation of the main level at the deck entrance near the southwest corner of the deck.

PARKING: The Master Plan notes that all proposed uses for the project shall be calculated according to the City of Raleigh parking requirements under the City Code in effect as of the date of adoption of this Master Plan. However, the Master Plan notes that the overall parking count requirement for this project may be reduced by up to 30% based on the parking study prepared by Stantec, dated June 13, 2012, submitted with the Master Plan.

LANDSCAPING: Due to the integration of differing land uses, the applicants are requesting relief from the incorporation of Transitional Protective Yards to separate the land uses. In the event that the tract is subdivided, in lieu of traditional transitional protective yards the applicants request that transitions between adjoining uses shall not be provided. The proposed development would require a 20' wide Type C Transitional Protective yard between Phase and Phases 2-3 under the Code; however, due to the integration of differing yet compatible land uses, the use of traditional landscape buffers to separate land uses would not be in keeping with the Crabtree Area Plan, the 2030 Comprehensive Plan, and the City's Urban Design Guidelines. This request for an alternate means of compliance to traditional Transitional Protective yards proposes to locate alternate secondary tree conservation areas, which exceed the required 10% tree conservation areas, on steep slopes that are internal to the site and that are strategically located to provide visual buffering. The alternate to traditional Transitional Protective Yards also includes an effort to preserve environmentally sensitive land areas associated with the House Creek corridor, and a plan that provides cumulative overall open space at a rate of no less than 20% for the PDD, which exceeds the required 15 open space requirement for PDD's. The area where the Transitional Protective Yard would ordinarily be prescribed is being utilized to provide pedestrian connections and internal vehicle circulation among the various land uses and includes trees planted on both sides of the internal street/driveway that will help to provide a separation between the residential and mixed use buildings. Streetyard plantings are proposed within a minimum of a 15' Street Protective Yard with trees meeting at least 6" of caliper per 50 linear feet of Street Protective Yard. Vehicular Surface Area landscaping will be provided at a rate of at least 1 tree per every 2,000 square feet of Vehicular Surface Area and 1 shrub per every 500 square feet of Vehicular Surface Area.

TREE CONSERVATION: The proposed tree conservation plan for MP-1-12 / Z-19-12 shows 2.62 acres or 11.04% of the site in tree conservation. The proposed tree conservation areas are made up of Primary Zone 2 of the Neuse Riparian Buffer (0.17 acres or 0.72%), Greenway tree conservation area (0.73 or 3.07%), Secondary Thoroughfare tree conservation area (0.73 or 3.07%), and Alternate Compliance Secondary tree conservation area (0.99 or 4.17%). The Alternate Compliance Secondary tree conservation area (0.99 acres or 4.17%) is given as an alternate to the Secondary Thoroughfare tree conservation area (0.88 acres or 3.37%) that is not provided. The Crabtree Small Area plan calls for the preservation of existing trees on the site. The majority of trees on this site would be removed under the proposed plan. The City Council has the approval authority to approve this Alternate Compliance Secondary tree conservation area.

DEVELOPMENT INTENSITY: Residential:

A maximum of 525 dwelling units are proposed, in keeping with the 23 units to the acre maximum stated in the Master Plan. The plan also states that a minimum of 275 dwelling units shall be provided. Residential Buildings 1 through 6 may contain 315 of the allowed dwellings. Building 7 or buildings 8 through 10 (Mixed Use Buildings) may include up to a maximum of 525 units (less the total # of dwelling units actually constructed in Buildings 1-6).

Retail:

Within a Planned Development District, no more than 10% of the gross land area shall be devoted to retail uses unless evidence is provided upon which the City Council may make a finding that additional retail use allows the development to better achieve the purposes of the Planned Development District (i.e. promote transit usage, more usable open space, affordable housing, facilitate the more economic arrangement of buildings, preserve roadway corridors from strip development, contain innovative architectural elements and design, provide for community-wide public services and amenities).

The Master Plan proposes that approximately 2.5 acres, of the total land area for the Master Plan development (23.7 acres) may be devoted to retail use. This equates to approximately 11% of the total development. The Master Plan calls for a minimum of 15,000 square feet be devoted to retail and include at least one restaurant. The maximum amount of retail which can be spread amongst buildings 7 through 10 would be 60,000 square feet total. No single retail user/tenant shall exceed 39,000 square feet of floor area.

The applicants cite the following components that are incorporated into the Crabtree Village Planned Development District to justify the overall project, especially the inclusion of retail uses:

1. Mixture of land uses on contiguous tracts of property.
2. Incorporates Transit Oriented Design; Transit Facilities (Shelters & Easements).
3. Open Space significantly exceeds the minimum requirement for non-PDD areas.
4. Economic Arrangement of Buildings
5. Incorporates parking structures to improve appearance of Crabtree Village.
6. Stream Preservation.
7. Urban form of Crabtree Village protects thoroughfare corridors from strip development.

Office:

The Master Plan proposes a maximum of 250,000 of office uses which can be spread amongst buildings 7 through 10.

Hotel:

The Master Plan proposes a maximum of 200 hotel rooms that could be spread amongst buildings 7 through 10.

PHASING: Within a Planned Development District, development of retail uses are required to be phased in such a way so that at least 25% (5.925 acres in this case) of the planned development has been constructed before building permits for any retail uses are issued. The portion of the project intended to be constructed first, is

entirely residential and comprises approximately 2/3 of the developed area of the site.

Within 90 days of the approval of this Master Plan and prior to conveyance of any parcel of the property, the applicant shall execute and record a Density allocation Declaration. This declaration must be approved by the City Attorney shall allocate maximum residential units and square footage amounts of non-residential uses and impervious surfaces to each phase of the development.

UNITY OF DEVELOPMENT:

Unity of development and sign criteria is required in this development. A unity of development plan must be approved by the Director prior to the issuance of any permits on these lots.

OPEN SPACE:

As this is a Planned Development District, it requires Planning a minimum of 15% of the land area be devoted to open space. This open space may utilize the preservation and maintenance of natural features, spaces suitable for active and passive recreation and should provide an interconnected system within reasonable proximity to all properties which allows the opportunity for alternative pedestrian access and recreation to all parts of the development.

The total amount of open space provided is 5.03 acres (22%).

COMPREHENSIVE PLAN:

GREENWAY: This property is adjacent to House Creek Greenway corridor that was recently completed by the City.

THOROUGHFARE / COLLECTOR PLAN:

Crabtree Valley Avenue is classified as a major thoroughfare and exists as a 3-lane curb and gutter section on a 90' right of way. A 10 foot multipurpose asphalt path exists along a portion of the northern right of way near Homewood Banks Drive. A sidewalk is in place along the northern right-of-way in the vicinity of Blue Ridge Road. Right-of-way is being dedicated along all three of the streets bordering the subject property. City Standards call for Crabtree Valley Avenue to provide a 65-foot back-to-back curb and gutter section on a 90' right-of-way with sidewalks on both sides. Blue Ridge Road is classified as a minor thoroughfare (2003 ADT – 6,800 vpd) and exists as a 2-lane shoulder section on a 60' right-of-way. City standards call for Blue Ridge Road to provide a 53' b/b street section on a 80' right-of-way with sidewalks on both sides. Homewood Banks Drive is classified as a commercial street (2003 ADT – 2,200 vpd) and exists as a two-lane shoulder section on 60 feet of right-of-way. Curb, gutter and sidewalk are in place along the western right-of-way near the intersection with Crabtree Valley Avenue. City standards call for Homewood Banks Drive to provide a 41' b/b street section on a 60' right-of-way with sidewalks on both sides. Neither NCDOT nor the City have any projects currently scheduled as part of their Capital Improvement Programs in the vicinity of this case.

The master plan also shows reservation of land for future right-of-way for an interchange at the intersection of Blue Ridge Road and Crabtree Valley Avenue per adopted plans for the area.

A TIA has been reviewed and approved by City Staff in conjunction with the Master Plan submittal.

TRANSIT: Prior to subdivision approval or the issuance of any building permit, whichever shall first occur, the owner of the property shall deed to the City all transit easements. A 15'X20' transit easement adjacent to Blue Ridge Road; a 15'x20' transit easement adjacent to Crabtree Valley Avenue; a 15'X20' transit easement adjacent to Homewood Banks Drive are required by the Master Plan. The final locations of the transit easements shall be approved by the Transit Division of the City and the City Attorney shall approve the transit easement deed prior to recordation. The developer shall provide a transit shelter in at least one of the easements, the specific location of which shall be determined by City Staff. The materials and design elements of the transit shelter shall be addressed in the Unity of Development Statement. The transit shelter will be installed prior to receiving a certificate for the 275th dwelling unit.

URBAN FORM: The site is located primarily within the Northwest CAC, with the area east of House Creek located within in the Glenwood CAC area. The site is primarily designated as Regional Mixed Use on the Future Land Use Map. The Regional Mixed Use category envisions a region-serving hub combining high-density housing, offices, hotels, and retail. The Future Land Use Map designates the area along and east of House Creek as Public Parks and Open Space, intended as permanent open space for recreational or resource conservation uses.

COMPREHENSIVE PLAN CONSISTENCY: The site is located in an area designated for Regional Mixed Use development by the Future Land Use Map; the proposal is consistent with that classification. Of the designation, the Comprehensive Plan states that "These areas may include high-density housing, office development, hotels, and region-serving retail uses such as department stores and specialty stores." See the accompanying analysis of applicable Comprehensive Plan Policies in the report for zoning case Z-19-12.

APPEARANCE COMMISSION: The Appearance Commission has made the following comments on May 10, 2012 regarding an earlier version of this preliminary plan. The Appearance Commission did not review the June 13, 2012 version of the plan which has addressed some of the following concerns noted on May 10, 1012.

1. The commission recommends that, at minimum, the buildings' required masonry surfaces be increased to a minimum of 50%, and that language be included in the Master Plan reflecting that percentage and binding other aspects of building design to the conceptual renderings shown to the commission at the May 10 meeting.
2. The commission appreciates the location of buildings closer to the intersection of Homewood Banks Drive and Blue Ridge Road, as shown on the Conceptual Plan shown at the May 10 meeting.
3. The parking at the intersection of Homewood Banks Drive and Crabtree Valley Avenue remains an issue. The proposed corner "monument signage and terraces" are a good first step; however, it is recommended that parking be entirely eliminated on this corner, and that a pedestrian plaza be made the focal point of this entry to the development.

4. Greater architectural detail needs to be shown to building entrances along perimeter streets (e.g., those at Building R6, along Blue Ridge Road); they should not appear to be “back doors”.

5. Placing more parking under Building R5 is a welcome move; further reducing the amount of surface lot areas would be even better. At the least, soften deck facades through increased landscaping, and add more street trees and planter islands to remaining surface lots.

Overall, the Commission recognizes the site’s physical limitations, while maintaining that further design development to achieve a high-quality, pedestrian-friendly focus seems to be within reach. We look forward to the design team’s continued efforts, particularly additional attention to public areas, and with as much emphasis placed on maximizing useable open space, creating active urban spaces and pedestrian linkages, and continuing to find innovative ways to integrate parking into buildings and structures.

**SUBDIVISION
STANDARDS:**

BLOCK LAYOUT: Block layout shall be further defined upon preliminary subdivision review.

PUBLIC UTILITIES: City water and sewer services are available. The petitioner and developer is required to provide the internal mains to serve the projected uses. The developer is responsible for installation of all lines necessary to provide service to this site.

SOLID WASTE: Private contractor service is to be provided in accordance with the Solid Waste Manual.

CIRCULATION: Any proposed street improvements shall conform to normal City construction standards. There are no stream crossings shown within the development. The residential portions of this development are subject to section 2103 (c) (2) unless an exception is granted at the time of approval of the residential development.

PEDESTRIAN: Sidewalks shall be proposed as indicated in the master plan document ranging in width from 8’ to 12’.

FLOOD HAZARD: There is a FEMA published floodway and floodplain on the site.

**STORMWATER
MANAGEMENT:**

The site is subject to Part 10, Chapter 9, Stormwater Regulations. The proposed development is claiming an exemption from runoff control requirements under 10-9023(b)(3) as detention of the 2 and 10 yr storm would result in a net increase in total flows at the confluence of Crabtree Creek and House Creek, immediately downstream of the development. The proposed development will address water quality by utilizing a wetland and a buydown to NCEEP to offset nitrogen loads. FEMA floodplain exists on the site and the proposed development will comply with the City’s floodplain regulations including Bulk Lot Coverage requirements. Any impacts to the regulatory floodway will require a CLOMR/LOMR issued by FEMA. There are Neuse River Buffers located on the site and any impacts to the Buffer will require the appropriate variance(s) from NC DWQ. In the event the property is subdivided, a stormwater covenant and City Code Covenant will be required.

**WETLANDS
/ RIPARIAN
BUFFERS:**

There are riparian buffers on the property along House Creek.

**OTHER
REGULATIONS:**

Developer shall meet all City requirements, including underground utility service (§10-3059), flood protection measures (Part 10, Chapter 4), and the soil erosion ordinance (Part 10, Chapter 5), unless specifically varied by this approval.