



# Town of Knightdale

## Staff Report

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Title: Project Hope Planned Unit Development (ZMA-4-22)

Staff: Kevin Lewis, Senior Planner

Date: November 16, 2022

Director Signature: JB

Asst. Town Manager Signature: DT

Town Manager Signature: WRS

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### **I. REQUEST:**

McAdams Co, on behalf of the Raleigh Rescue Mission and Lennar, has submitted an application requesting a Zoning Map Amendment to rezone approximately 62.19 acres at 5900 Knightdale-Eagle Rock Road, identified by Wake County PIN 1764-01-6221 from Rural Transition to Neighborhood Mixed-Use Planned Unit Development to allow for the construction of a mixed-use development consisting of 157 single-family lots, 134 multi-family units, support facilities, and 2.64 acres of future commercial development.

### **II. PROJECT PROFILE:**

PROPERTY LOCATION:	5900 Knightdale-Eagle Rock Road
WAKE COUNTY PIN:	1764-01-6221
CURRENT ZONING DISTRICT:	Rural Transition (RT)
CURRENT DENSITY ALLOWED:	0.5 units per acre
PROPOSED ZONING DISTRICT:	Neighborhood Mixed-Use Planned Unit Development (NMX-PUD)
DENSITY PERMITTED:	No maximum density
NAME OF PROJECT:	Project Hope
APPLICANT:	McAdams Co
PROPERTY OWNER:	Raleigh Rescue Mission
DEVELOPER:	Raleigh Rescue Mission and Lennar
PROPERTY SIZE:	62.19 acres
CURRENT LAND USE:	Vacant/Undeveloped
PROPOSED LAND USE:	157 single-family lots, 134 multi-family units, support facilities, and 2.64 acres of future commercial development
PROPOSED DENSITY:	4.67 units per acre
PROPOSED OPEN SPACE:	10.05 acres

### **III. BACKGROUND INFORMATION:**

The Planned Unit Development District (PUD) is a re-zoning process which is designed to encourage master planning of development and to coordinate such development so as to manage the impacts of the development on the provision of Town Services and infrastructure. The PUD encourages creativity and innovation in the design of developments, but in return for this flexibility the expectation is for communities to provide exceptional design, character, and quality; provide high quality community amenities; incorporate creative design in the layout of buildings; ensure compatibility with surrounding land uses and neighborhood character; encourage the creation of mixed density neighborhoods, neighborhood nodes, and mixed use centers; further the goals of the KnightdaleNext 2035 Comprehensive Plan including the Growth Framework and Growth & Conservation maps; and provide greater efficiency in the layout and provision of roads, utilities, and other infrastructure.



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There are several provisions which are required to be addressed by the applicant in the PUD, including, but not limited to design guidelines, proposed alternative means of compliance, dimensional standards, public facilities, recreational open space, and Comprehensive Plan consistency. The applicant's specific exceptions are detailed in **Section VI** of this staff report.

#### **IV. PROJECT SETTING – SURROUNDING ZONING DISTRICTS AND LAND USES:**

The proposed rezoning features one parcel located along Knightdale-Eagle Rock Road and Mailman Road. This parcel is located within the Town's Extra Territorial Jurisdiction and, if approved, would require annexation into Corporate Limits.

DIRECTION	LAND USE	ZONING
North	Vacant	RT
South	Residential	RT/GR8
East	Duke Energy Substation	RT/MI
West	Residential	RT/OSP/GR8

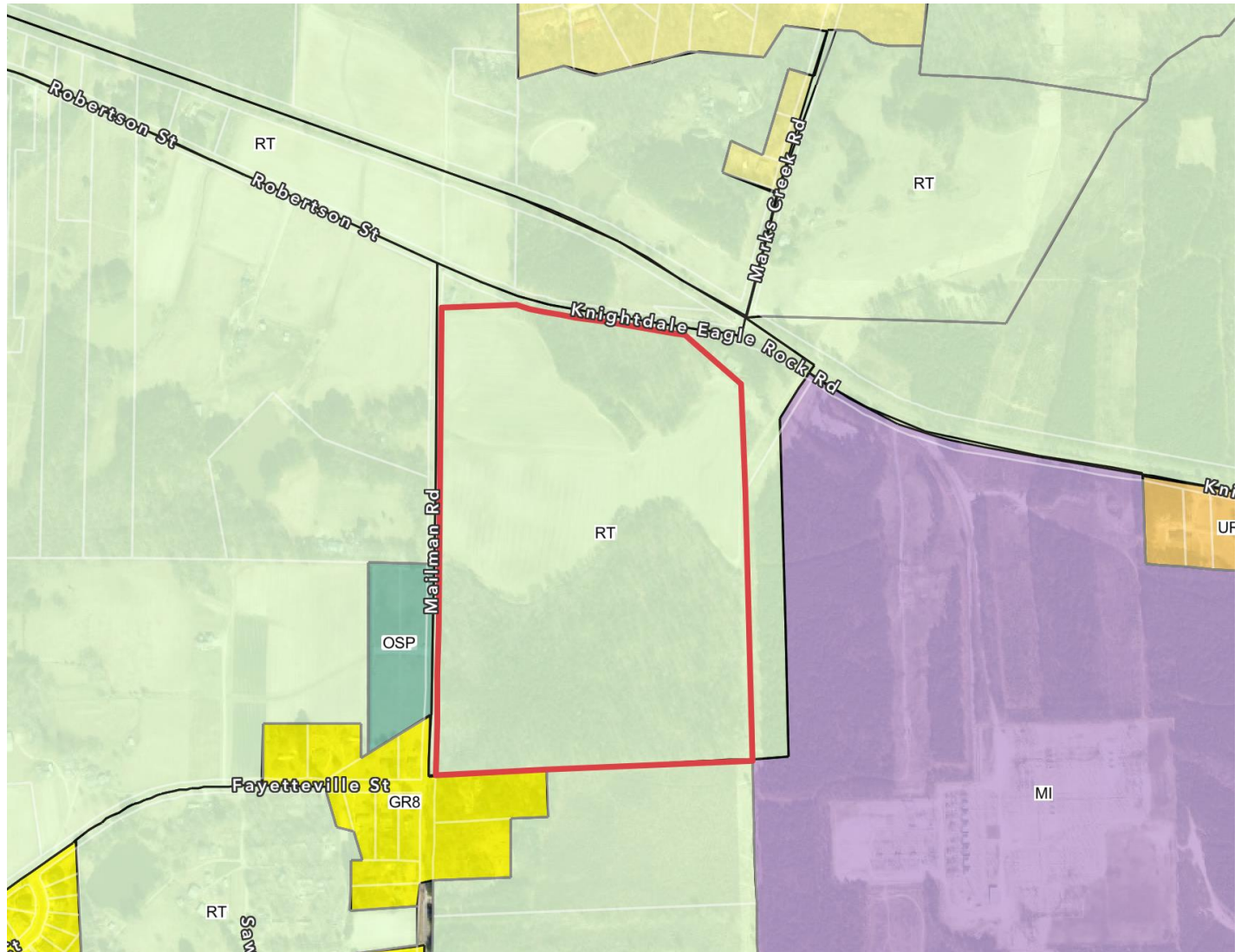




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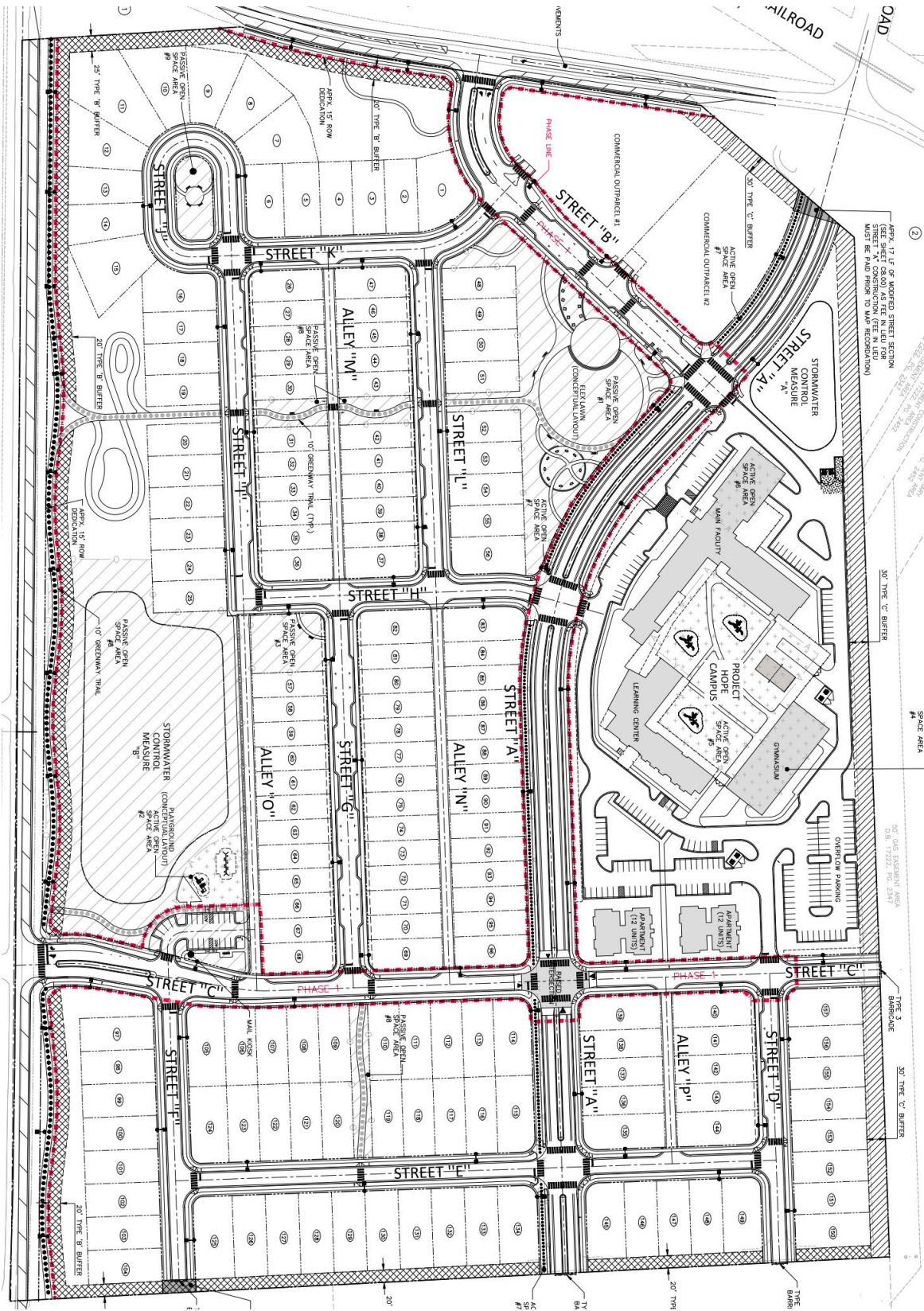
### **V. PROPOSED MASTER PLAN:**

The applicant has submitted a full Master Plan in accordance with Section 12.3.F of the UDO. The applicant is proposing a residential development totaling 291 units. Located along Knightdale-Eagle Rock Road and Mailman Road, the proposed development will feature 24 traditional two-bedroom multi-family units, 110 one-bedroom Raleigh Rescue Mission multi-family units within an 88,000 square foot support facility, an 18,500 square foot learning center, an 18,000 gymnasium, and a 2.64-acre commercial outparcel. Beyond the Raleigh Rescue Mission portion of the site, there are 72 rear-loaded homes (40-feet wide) and 85 front-loaded lots (50-feet wide) to be built by Lennar. The developer and Staff met multiple times early in the process as the plan evolved. Further analysis of the site plan is detailed below.



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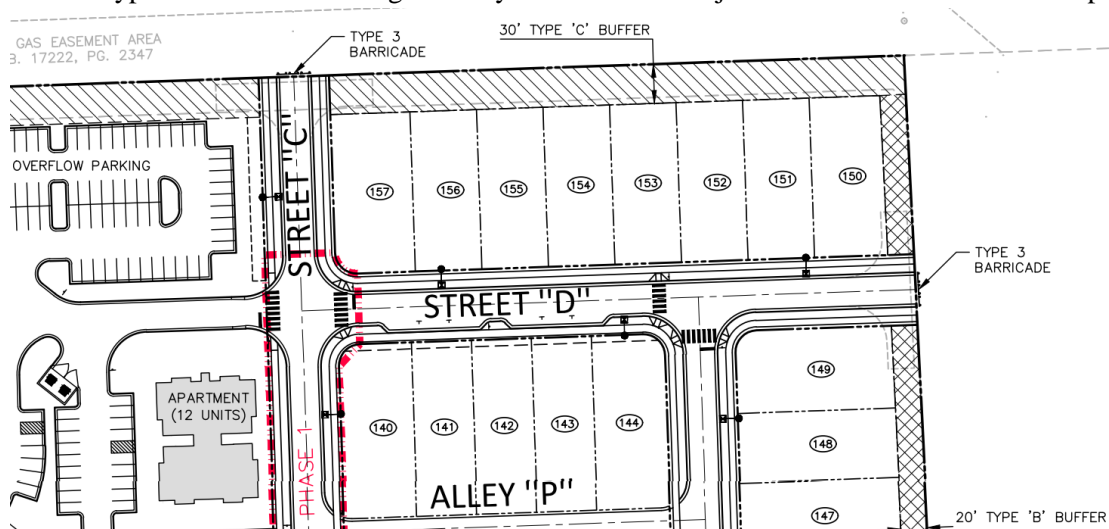
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### **STAFF SITE PLAN ANALYSIS:**

Staff has reviewed the plan for UDO consistency and found the site plan to generally be in compliance with the required provisions. The following items are being highlighted for Council review and further consideration.

#### **Landscaping & Environmental Features**

Due to the existing zoning of adjacent parcels (RT, GR8) and proposed zoning of this development (NMX), a 30-foot Type C Buffer is required on along the boundaries of this development. Along the site's eastern boundary, the 30-foot Type C buffer is shown adjacent to the Duke Energy Substation. To the south, that buffer is reduced to a 20-foot Type B Buffer where single-family homes will be adjacent to residential and vacant parcels.



This site does not feature any environmentally sensitive areas such as floodplains or wetlands where development would be limited. However, UDO regulations do require a minimum amount of tree cover to remain on-site. This proposal provides 3.80 acres of maintain tree cover, mainly within the required buffers. Additionally, mature trees removed from the site will be replaced with new canopy trees if they cannot be saved.





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### **Architectural Standards & Elevations**

The applicant has provided architectural standards and elevations for homes which will be built within this neighborhood. The standards are provided below, however additional modifications have been suggested to bring them in line with previous approvals. Upon submission of building permits, should elevations be inconsistent with previous approvals, permits may not be issued. Please see the attached PUD document for example elevations.

### **Proposed Residential Architectural Standards**

1. All Single-Family houses shall be two-stories, have a two-car garage, and be a minimum of 1,800 square feet.
2. All front entrances shall be raised from the finished grade (at the frontage line) a minimum of 18 inches in height and be wrapped in brick or stone.
3. Foundations shall be stem wall, or crawls 18 inches in height and wrapped in brick or stone on all sides.
4. Porches shall adhere to the following standards:
  - a. 75% of the front-loaded homes will have a 5-feet deep or greater porch and extend 40% or more of the front facade.
  - b. 60% of the rear-loaded homes will have a 5-feet deep porch and extend 50% or more of the front facade.
5. Wall materials shall be limited to a combination of wood clapboard, cementitious fiber board, shingle/ shake, drop siding, primed board, wood board and batten, brick and/or stone.
6. Front facades shall be comprised of a minimum of two (2) of the listed wall materials, one of which shall be brick or stone (not counting the foundation).
7. Roof Materials may be comprised of the following: standing seam metal, asphalt shingles, copper, or wood shingles.
8. No vinyl siding shall be permitted. Vinyl trim and soffit are permitted.
9. Principle roofs shall have a pitch between 6:12 and 12:12
10. Eaves shall project 8-12 inches.
11. On front-loaded units, garage doors shall not exceed 45% of the corresponding facade's total width, nor shall they extend beyond the front-plane of the porch. All front-loaded garage doors shall contain window inserts and carriage style adornments

### **Proposed Mixed-Used Building Architectural Standards**

For the proposed primary Raleigh Rescue Mission facility, the Mixed-Use Building Standards found in UDO Section 6.8 shall apply. The following proposed standards deviate from current UDO standards and are intended to serve the needs of the facility. All other UDO regulations shall apply.

1. Seventy-five square feet of non-residential space shall be provided per residential unit (UDO Section 5.2.A).
2. Sloped roofs are permitted on mixed-use and non-residential buildings. Slopes shall be less than or equal to 8:12 (UDO Sections 5.2.A, 6.4.J, 6.8).
3. The utilization of clerestory windows where the width would exceed the height to natural daylight the mixed-use or non-residential buildings (UDO Section 6.4.E).



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4. The use of Architectural Metal Wall Panel shall be permitted on mixed-use and non-residential buildings (UDO Section 6.4.F).
5. Building weather protection (awnings) directly mounted to the building may extended a maximum of 8-feet from the finished face of the façade (UDO Section 6.8).
6. There shall be no maximum windowsill height, or no minimum widow width and height (UDO Section 6.8).
7. All other UDO standards shall apply.



### Proposed Learning Center & Gymnasium Architectural Standards

For the proposed Raleigh Rescue Mission Learning Center and Gymnasium facility, the Commercial Building Standards found in UDO Section 6.9 shall apply. The following proposed standards deviate from current UDO standards and are intended to serve the needs of the facility. All other UDO regulations shall apply.

1. The utilization of clerestory windows where the width would exceed the height to natural daylight the mixed-use or non-residential buildings (UDO Section 6.4.E).
2. The use of Architectural Metal Wall Panel shall be permitted on mixed-use and non-residential buildings (UDO Section 6.4.F).
3. Sloped roofs are permitted on mixed-use and non-residential buildings. Slopes shall be less than or equal to 8:12. No parapets shall be required on sloped roofs (UDO Sections 5.2.A, 6.4.J, 6.9).
4. Roofs shall avoid long, monotonous, uninterrupted horizontal plans where possible (UDO Section 6.9).
5. No blank, uninterrupted wall shall extend for a length greater than or equal to 50-feet (UDO Section 6.9).
6. Building weather protection (awnings) directly mounted to the building may extended a maximum of 8-feet from the finished face of the façade. Building weather protection may be placed over windows or entrances, regardless of the floor level (UDO Section 6.9).



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7. The first floor primary faced shall include transparent windows and doors arranged so that uses inside are visible from and/or accessible to the street at least 20% of the length of the first-floor building elevation (UDO Section 6.9).
8. There shall be no maximum windowsill height, or no minimum window width and height (UDO Section 6.9).
9. All other UDO standards shall apply.



### Proposed Apartment Building Architectural Standards

For the proposed Raleigh Rescue Mission multi-family buildings, the Apartment Building Standards found in UDO Section 6.7 shall apply. The following proposed standards deviate from current UDO standards and are intended to serve the needs of the facility. All other UDO regulations shall apply.

1. Seventy-five square feet of non-residential space shall be provided per residential unit (UDO Section 5.2.A).
2. Sloped roofs are permitted on mixed-use and non-residential buildings. Slopes shall be less than or equal to 8:12. No parapets shall be required on sloped roofs (UDO Sections 5.2.A, 6.4.J, 6.7).
3. The utilization of clerestory windows where the width would exceed the height to natural daylight the mixed-use or non-residential buildings (UDO Section 6.4.E).
4. The use of Architectural Metal Wall Panel shall be permitted on mixed-use and non-residential buildings (UDO Section 6.4.F).

### Commercial/Mixed-Use Building Architectural Standards

For the proposed 2.64-acre commercial outparcel, all current standards shall apply when developed.

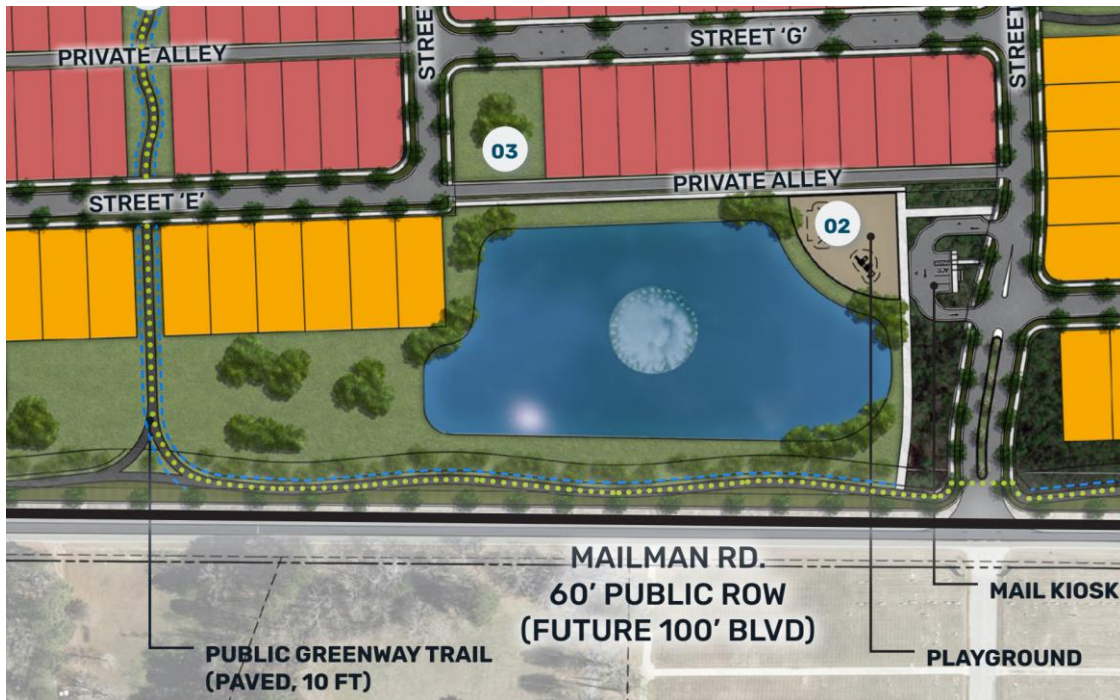


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### Open Spaces

A variety of shared recreational open space amenities are provided throughout the development, including active open spaces such as a playground, public greenway trails, and a clubhouse. Additional passive spaces include an outdoor amphitheater, seating and gathering areas. In total, more than 10 acres of active and passive open space are dedicated to recreational activities.



The draft Comprehensive Transportation Plan shows a future greenway consistent with the current Trails & Greenways Map. This proposal is consistent with the current and proposed greenway network recommendations.

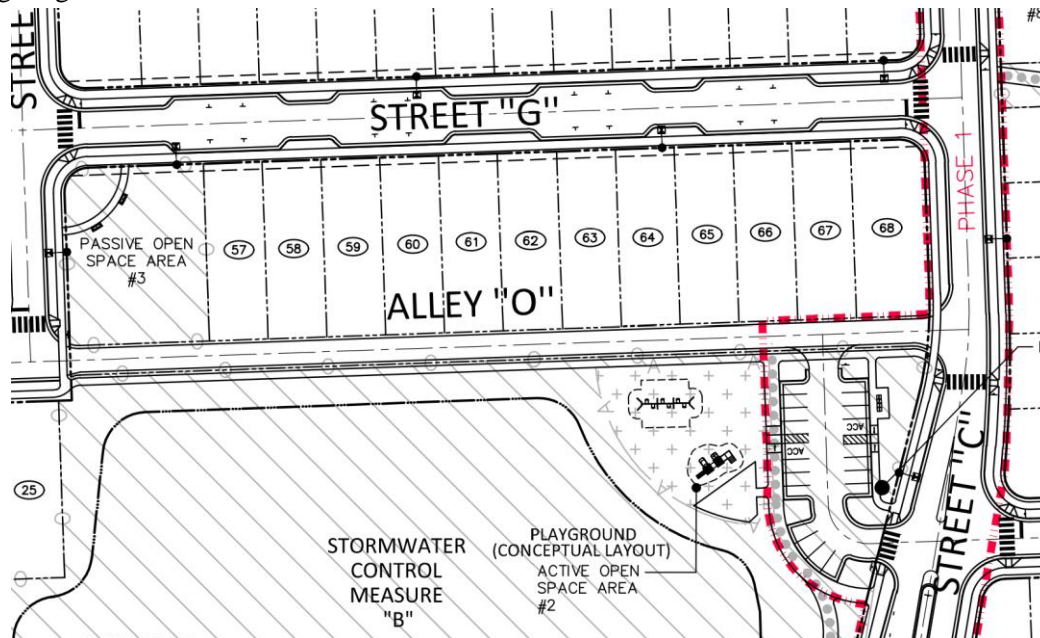


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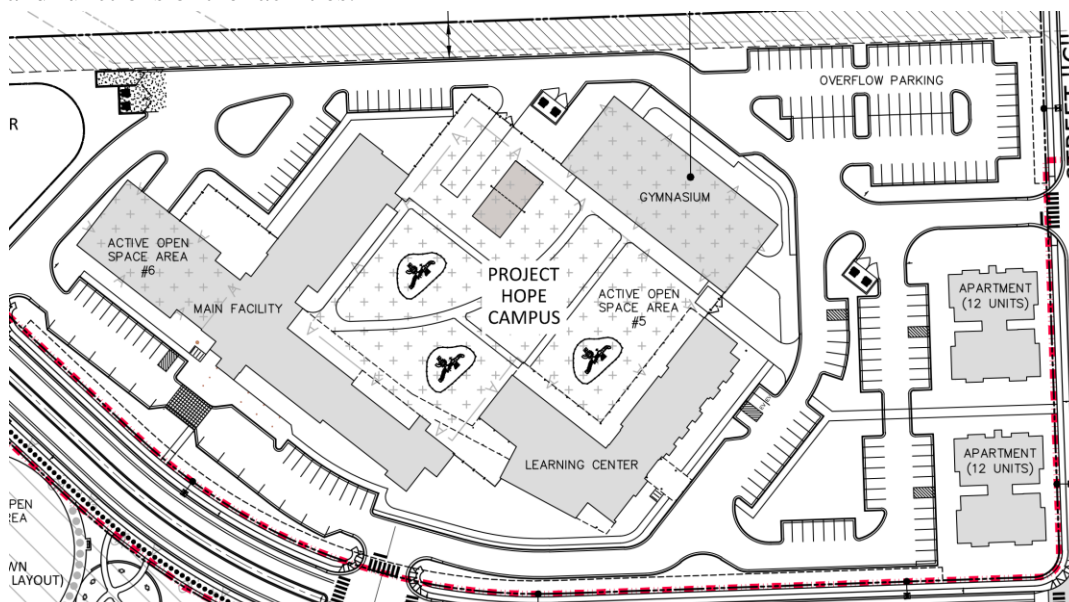
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### Parking

Approximately 88 dedicated on- and off-street parking spaces are provided throughout residential portion of the site. Staff recommend 0.5 dedicated parking spaces beyond what is provided on each lot by way of driveways and garages. Overall, this proposal is consistent with our recommendation. It is important to note that this is not a codified regulation within the UDO, rather a recommendation based on staff analysis of resident needs in existing neighborhood.



In addition, 118 off-street parking spaces are provided for the Raleigh Rescue Mission facilities to serve residents and employees. This amount of parking was determined by the applicant's engineering team based on anticipated needs and functions of the facilities.



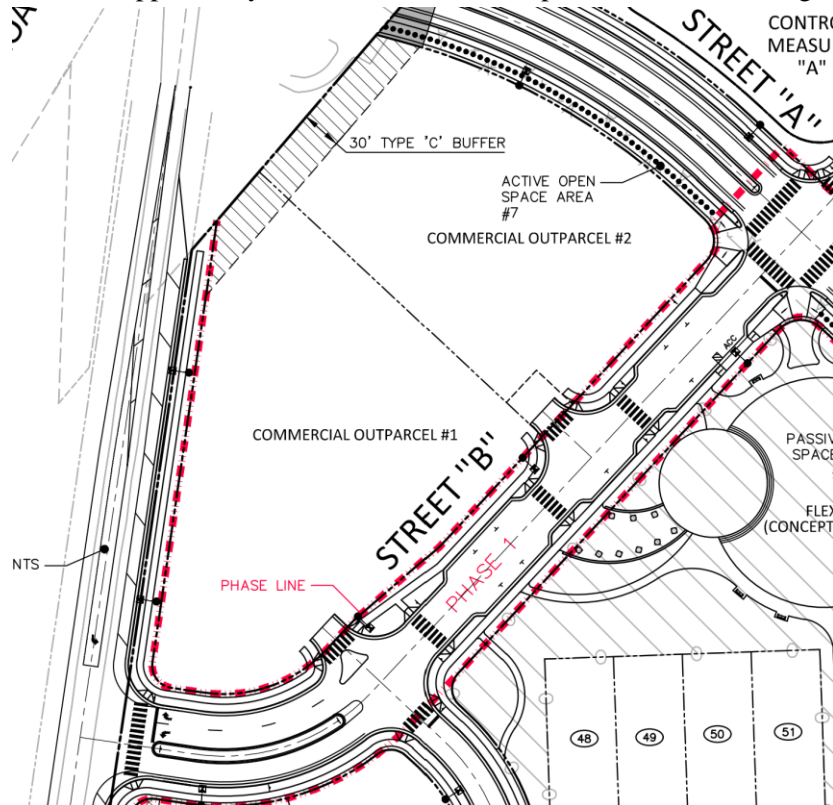


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### **Commercial Parcels**

Two parcels with frontage along Knightdale-Eagle Rock Road are proposed to house future commercial and mixed-use developments. While no development is planned at this time, the applicant has provided a specific list of permitted uses and architectural standards which will apply. All other UDO regulations regarding parking, landscaping, and stormwater management. These parcels are intended to provide space for small, locally owned businesses which will be supported by residents of this development and surrounding neighborhoods.



### **VII. LEGISLATIVE CASE PROCEDURES:**

Staff met with the development team in September 2021 to discuss the potential of a project at this location and worked with them through several preliminary sketch plan details. A Planned Unit Development rezoning is a legislative public hearing, which requires certain application procedures including having a pre-application meeting with staff and holding a neighborhood meeting with any property owners within 200 feet of the outer boundaries of the subject development. Below is a timeline of the required elements.

- Pre-application meeting: September 1, 2021
- Neighborhood Meeting: July 26, 2022

The virtual neighborhood meeting was held via Zoom on July 26, 2022. Approximately two neighbors attended the meeting. Topics discussed included buffers, extension of utilities, transportation impacts, phasing, open spaces, and stormwater controls. A copy of the mailed notice and list of recipients are attached as part of the application packet.



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Following the formal submittal and review of the proposed Master Plan and PUD document, the applicant met with the Development Review Committee (DRC) on September 8, 2022, to discuss the technical comments and details associated with the proposed plan. Staff discussed with the applicant concerns involving greenway connectivity, recreational open spaces, and infrastructure design.

The DRC voted unanimously to **continue** the proposal pending the applicant addressing the review comments and Town Council approving the Rezoning request.

Additionally, the Town of Knightdale followed public hearing notice requirements as prescribed in the North Carolina state statutes.

- First Class Letters Mailed: October 7, 2022
- Sign Posted on Property: October 7, 2022
- Legal Ad Published in Wake Weekly: October 7 & 14, 2022

### **VI. PROPOSED PLANNED UNIT DEVELOPMENT:**

In support of their Master Plan, the applicant submitted a PUD document that includes a vision for their proposed development, statements of plan consistency, architectural design standards, proposed site development allowances, and open space information.

Staff has reviewed the submittal in accordance with UDO Sections 12.2.F.3.g and 12.3.F and found that all submittal requirements have been met. Staff also reviewed the plans for conformance with the General Residential-3 zoning district and other applicable UDO sections. The applicant's requested alternative standards are listed in the section below.

**Public Utilities/Water Allocation Policy:** The applicant is proposing to connect to public water and sewer. The proposal does not easily fit within a single category of the WAP, therefore the applicant will provide multiple bonus point items in order to achieve compliance. In accordance with Section 12.3.F.16 of the UDO, the applicant is proposing to exceed the required 50 points with the following features:

	Point Total
Major Subdivision	15
<b>Bonus Point Item</b>	
Residential Architectural Standards for Single-Family and Townhouse	15
On-Street Public Parking	4
Patio – More than 3,000 Square Feet	3
Outdoor Amphitheater	5
IPEMA Certified Playground Equipment	4
Fountain within SCM Wetpond	4
<b>Total Water Allocation Policy Points</b>	<b>50</b>



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	Point Total
Raleigh Rescue Mission Site	20
<b>Bonus Point Item</b>	
Gymnasium	6
On-Street Public Parking	4
Patio – More than 3,000 Square Feet	3
Clubhouse with Full Kitchen – More than 4,000 Square Feet	10
IPEMA Certified Playground Equipment	4
Fountain within SCM Wetpond	4
<b>Total Water Allocation Policy Points</b>	<b>51</b>

**Zoning Conditions:** The following zoning conditions are proposed to apply to the nonresidential lots within the development. These conditions will limit the number of uses permitted, and all other uses otherwise permitted in UDO Section 3.1.C shall be prohibited. All other UDO regulations shall apply to these lots as well.

1. Dwelling – Multifamily above ground floor as a part of Mixed-Use
2. Dwelling – Multifamily (Required Conditional District)
3. Townhomes (Required Conditional District)
4. Live-Work Units
5. Bed and Breakfast Inns
6. Amusements (5,000 SF or less)
7. Animal Services (No outdoor boarding or outdoor Doggie Day Care shall be permitted)
8. Banks (Required Conditional District)
9. Business Support Services
10. Child/Adult Day Care Center (6 or more people)
11. Community Support Organizations
12. Cultural or Community Facility
13. General Retail (under 10,000 SF per single user)
14. Government Services
15. Medical Services
16. Personal Services
17. Professional Services
18. Public Safety Facility
19. Residential Uses
20. Studio Services (Music, Dance, Martial Arts)
21. Neighborhood Retail/Restaurants (2,000 SF or less)
22. Bar/Tavern/Microbrewery
23. General Retail – 10,000 square feet or less
24. Restaurant
25. Tasting Room
26. Meeting Facilities
27. Recreational Facilities, Indoor or Outdoor
28. Religious Institutions
29. Schools – Elementary/Secondary or Vocational/Technical (Required Conditional District)
30. All Small Wireless Telecommunication Facilities
31. Utilities – Class 1 & 2
32. Accessory Building/Structures
33. Cluster Mailbox Units
34. Drive-Thru Services, Restaurants, or Retail (Required Conditional District)
35. Home Occupation
36. Solar Energy Collections, Roof/Building Mounted



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**Site Development Allowances:** In accordance with UDO Section 12.2.F.3.g, a Planned Unit Development allows the applicant to request exceptions to certain standards identified in the base zoning district (NMX). These requests should be fair and reasonable, and the proposed alternate means of compliance should meet the spirit and intent of the UDO. The applicant's allowance requests are as follows:

1. **Dimensional Standards** (Section 3.4):

- **Required:** In accordance with UDO Section 3.4, front-loaded residential lots cannot be less than 80-feet-wide. Additionally, all driveways are required to be a minimum of 35-feet in length.
- **Requested:** The applicant proposes to build 50-foot-wide single-family front-loaded lots. The applicant proposes a minimum driveway length of 25-feet for front-loaded single-family lots and 20-feet for rear-loaded single-family lots.

2. **Single-Family House Setback Standards** (Section 6.5):

- **Required:** In accordance with UDO Section 6.5, side setbacks for single-family homes within the NMX zoning district are calculated as a percent of the overall lot width, and the minimum is 3-feet for rear-loaded homes and 5-feet for front-loaded lots. Additionally, rear setbacks shall be a minimum of 25-feet from the rear lot line.
- **Requested:** The applicant is proposing an elimination of the percentage calculation and setting the minimum side setbacks at 5-feet, and a 15-foot rear setback for all single-family lots.





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### 3. Required Distribution of Uses (Section 11.1.B):

- **Required:** In accordance with UDO 11.1.B, new subdivisions are required to provide a variety of uses as detailed in Table 11.1.B. was adopted in the new UDO to encourage more mixed-density and mixed-use neighborhoods in accordance with the recommendations found in the Comprehensive Plan.

Table 11.1(B) Required Distribution of Uses		
Use Type	Minimum Distribution	Maximum Distribution
Dwelling-Duplex/Townhouse	10%	40%
Dwelling-Multifamily	5%	40%
Dwelling-Single Family	15%	60%
Mixed Use*	10%	100%
Lodging/Office/Service/Retail/Restaurant/Entertainment/Recreation*	5%	20%
Civic/Institutional*	As determined by the Town Council	
*Minimum and maximum distribution requirements shall apply only to nonresidential subdivisions or subdivisions with both residential and non residential uses.		

- **Requested:** The applicant proposes a neighborhood featuring a distribution of uses as shown below.

Distribution of Uses			
Use Type	Min. Distribution UDO Target	Max Distribution UDO Target	Proposed Distribution
Dwelling - Duplex/Townhome	10%	50%	0%
Dwelling-Multifamily*	5%	40%	26%**
Dwelling-Single Family	15%	60%	66.5%
Mixed Use*	10%	100%	0 - 7.5%
Lodging/Office/Service/Retail/Restaurant/Entertain/Rec.*	5%	20%	0 - 7.5 %
Civic/Institutional*	TBD	TBD	0
*UDO distribution requirements for non-residential uses only apply to those projects incorporating non-residential uses. Within Project Hope, the commercial/mixed-use POD must contain a minimum of 2500 sq. ft. of commercial space, but may otherwise contain other uses as permitted in the permitted use table included within this proposal.			
**For the purpose of this distribution of use table and in order to align with staff's recommendation for the site's water allocation use classification, the Raleigh Rescue Mission facility is categorized as Multi-family. However, the facility includes many office and support service functions and could easily be classified as mixed use instead.			

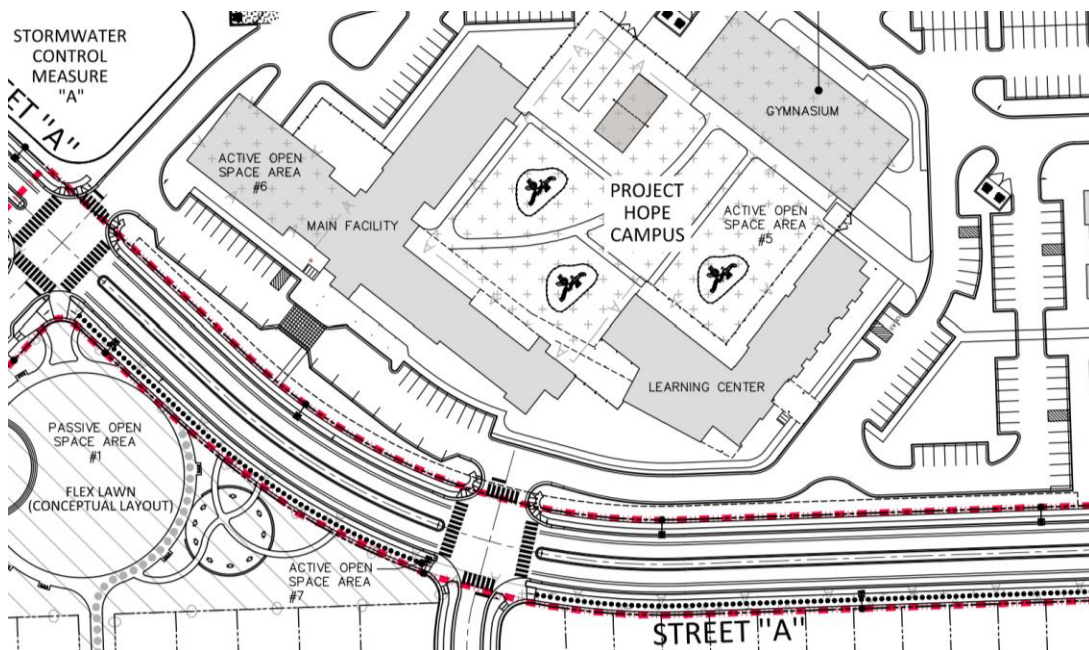
### 4. Maximum Front Setbacks & Parking Lot Locations (Sections 6.4.B, 6.7, & 6.8):

- **Required:** In accordance with UDO Sections 6.4.B, 6.7, & 6.8, apartment buildings and mixed-use buildings shall be setback no more than 10-feet front the right-of-way and share a frontage line with a public street. Additionally, parking lots are prohibited from being placed in the front yard of any mixed-use or apartment building.
- **Requested:** The site has been designed to place parking between the front façade of the main Raleigh Rescue Mission building and the right-of-way, exceeding the maximum front setback. This is intended to provide a safe and secure entrance for residents, employees, and visitors.



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### 5. Façade Articulation (Sections 6.7 & 6.8):

- **Required:** In accordance with UDO Sections 6.7 & 6.8, apartment buildings and mixed-use buildings with elevations visible from the street shall provide doors, usable porches and stoops, balconies, and/or windows. A minimum of 60% of front elevations, and a minimum of 30% of side and rear building elevations, as applicable, shall meet this standard.
- **Requested:** Balconies and porches have been excluded from the design to provide a more secure facility for residents.





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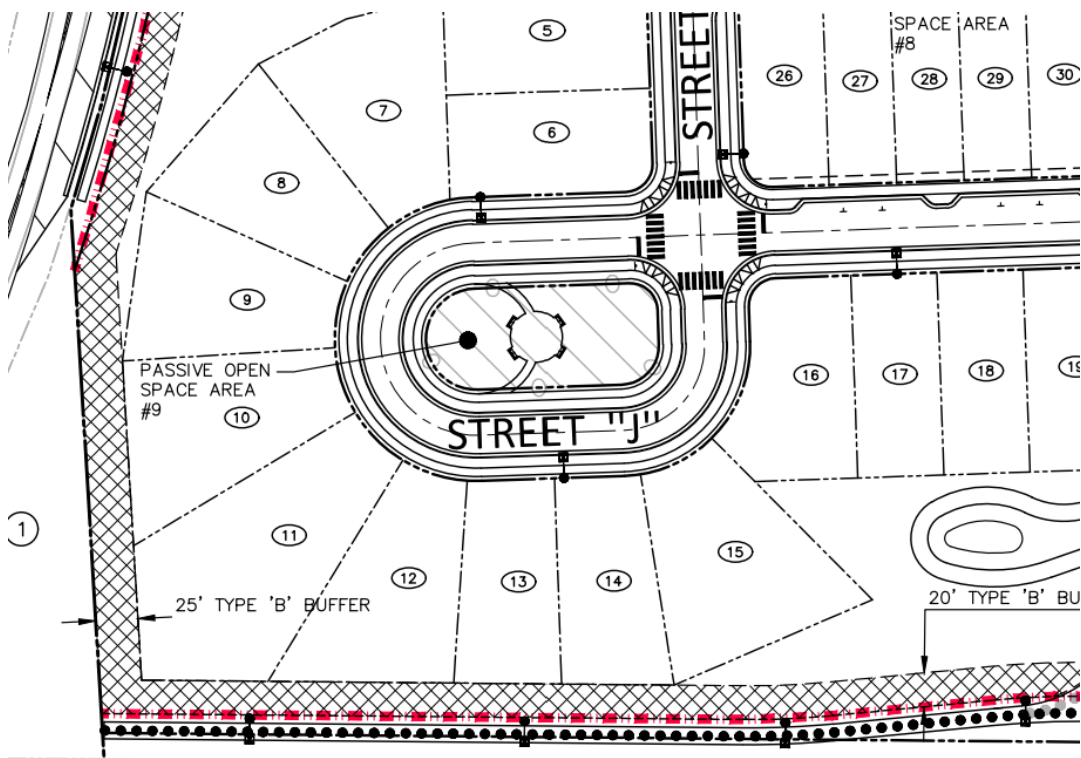
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### 6. Required Buffer Yard (Section 7.4.I.1):

- **Required:** In accordance with UDO Section 7.4.I.1, a 30-foot Type C Buffer is required adjacent to other parcels based on the proposed and existing zoning districts.
- **Requested:** The applicant proposes a 20-foot Type B Buffer on the southern side of the site, adjacent to residential or vacant parcels.

### 7. Horizontal Curve Street Design Criteria (Section 10.5.A):

- **Required:** In accordance with UDO Section 10.5.A and to create a transportation network which promotes safe vehicular travel speeds, the minimum centerline radius for local streets shall be 150-feet.
- **Requested:** Street J shall have a minimum centerline radius of 50-feet and will feature a central open space within the loop. Additionally, this is an alternative to a cul-de-sac, which is a discouraged design feature.



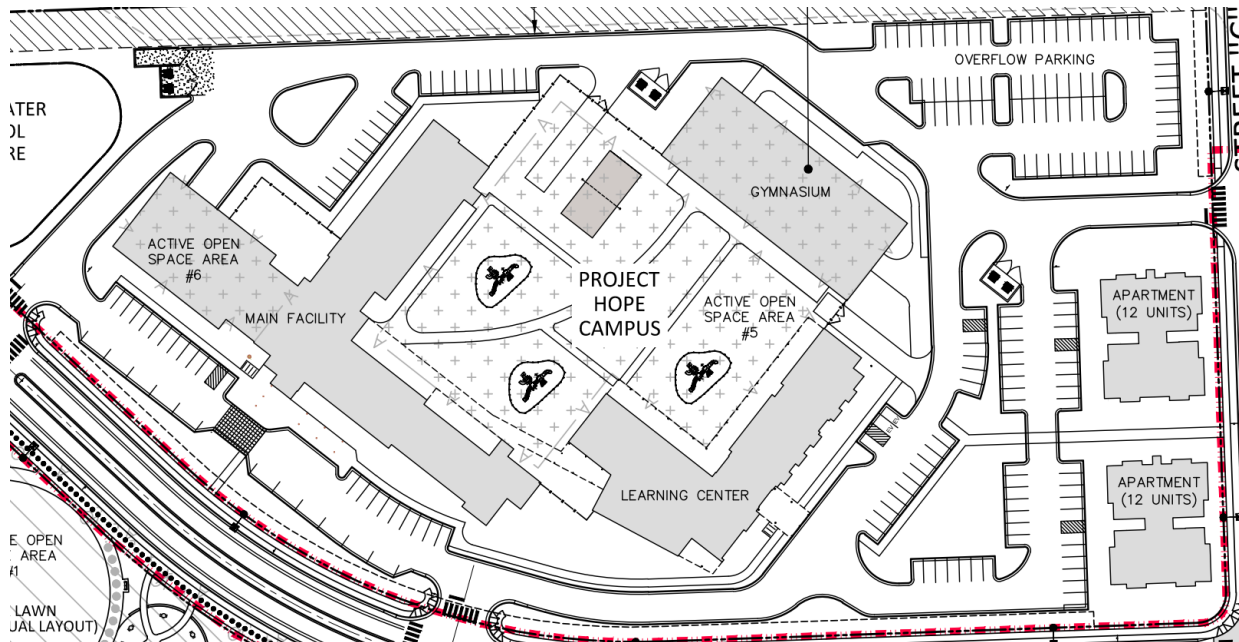
### 8. Motorized Vehicle Parking Calculations (UDO Section 7.1.G):

- **Required:** In accordance with UDO Section 7.1.G, this multi-family developments must provide 148 parking spaces.
- **Requested:** Based on the services provided by the Raleigh Rescue Mission, there is less demand for parking by residents. The applicant shall provide 118 off-street parking spaces, which should adequately serve residents and employees.



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### **VII. TRANSPORTATION ANALYSIS**

Per UDO Section 11.3.D, a Transportation Impact Analysis was conducted prior to submittal of the Master Plan. As the plan was refined, the TIA was updated to ensure it accurately analyzed the number of proposed trips being generated by the site. As shown in the table below, the number of peak hour trips generated by this site exceeds the required 150 trips prescribed by the UDO requiring a TIA.

**Table E-1: Site Trip Generation**

LAND USE (ITE Code)	INTENSITY	DAILY TRIPS (VPD)	WEEKDAY AM PEAK HOUR (VPH)		WEEKDAY PM PEAK HOUR (VPH)	
			Enter	Exit	Enter	Exit
Single-Family Detached Housing - (210)	156 units	1,520	29	83	95	56
Multifamily Housing (Low-Rise) - (220)	24 units	230	7	23	19	12
Retail - (822)	10,000 sq. ft.	652	17	12	39	39
Raleigh Rescue Mission Building	75 parking spaces	750*	66**	9**	13**	62**
<b>Total Trips</b>		<b>3,152</b>	<b>119</b>	<b>127</b>	<b>166</b>	<b>169</b>



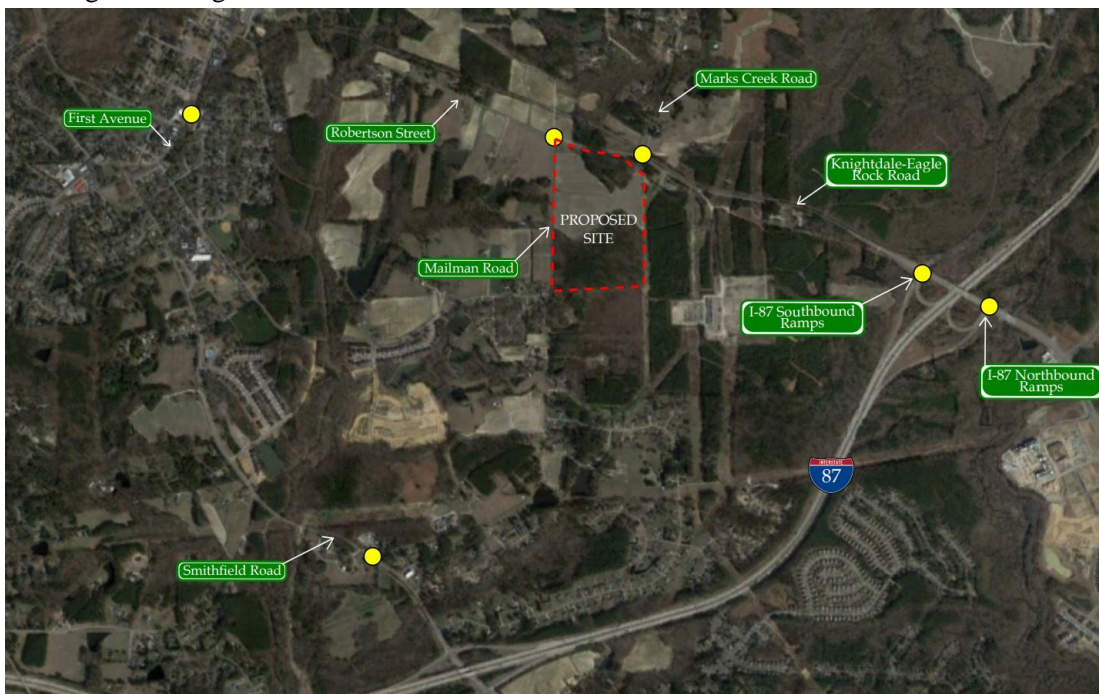
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The following intersections were identified during the scoping phase of this project as being impacted by this development. Timmons Engineering, on behalf of the development team, conducted traffic counts at these intersections during peak hours.

- Knightdale-Eagle Rock Road/Robertson Street at Mailman Road
- Robertson Street and First Avenue
- I-87 Southbound Ramp and Knightdale-Eagle Rock Road
- I-87 Northbound Ramps and Wendall Falls Parkway
- Smithfield Road and Mailman Road
- Knightdale-Eagle Rock Road and Marks Creek Road



The TIA included recently approved or under construction projects including Village Gate, The Collection, and Glenmere as background data to assume future trips. Additionally, the TIA assumed a 3% trip growth rate during the period of construction for this project.

The following improvements are recommended by Timmons, to be completed by the developer as part of the overall construction of this project.

1. Knightdale-Eagle Rock Road and Site Access A
  - Construct northbound approach with one ingress lane and one egress lane with full-movement access.
  - Provide stop control for the northbound approach.
2. Mailman Road and Site Access B
  - Construct eastbound approach with one ingress lane and one egress lane with full movement access.
  - Provide stop control for the eastbound approach.



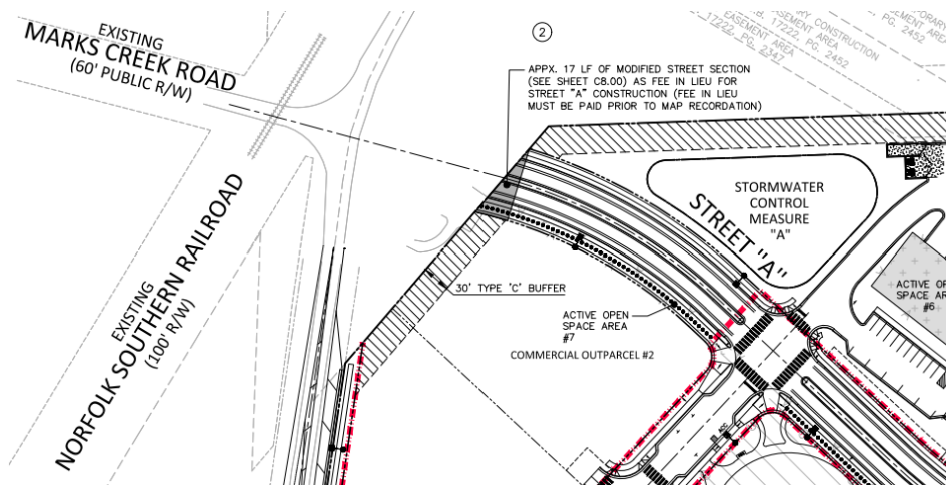
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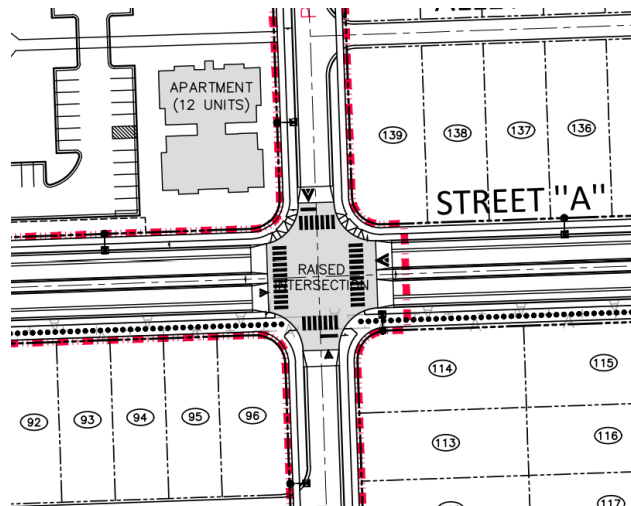
NCDOT has provided the following recommendations as well, which Staff supports.

1. Knightdale-Eagle Rock Road and Site Access A
  - Construct a westbound 100-foot-long dedicated left-turn lane with appropriate taper on Knightdale Eagle Rock Road.
2. Knightdale-Eagle Rock Road and Mailman Road
  - Construct a westbound 50-foot-long dedicated left-turn lane with appropriate taper on Knightdale-Eagle Rock Road.

The Street Network Map and draft Roadway network in the CTP contains a collector through this site which would connect Marks Creek Road to Fayetteville Street. The proposed development provides portions of this network on-site and allows for future connections as adjacent parcels are developed. Street A has been designed to align with Marks Creek Road.



The intersection of Steerts A & C, which serves as the main entracne of Mailman Road, is proposed to be raised so as to slow down incoming traffic.





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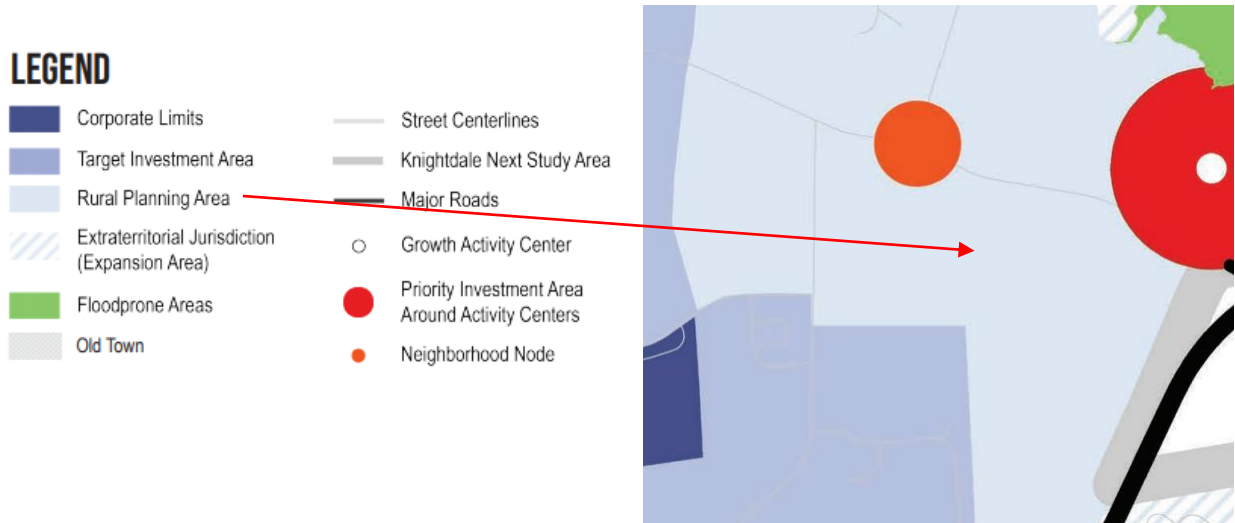
## Staff Report

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### **VIII. COMPREHENSIVE PLAN:**

#### **A. Growth Framework Map**

The Comprehensive Plan features the Growth Framework Map, a high-level tool for assisting in the decision-making process for development proposals. The intent is to prioritize development proposals based how well it fits within the surrounding area. The map designates this area as a Rural Planning Area and features a Neighborhood Node.



The Rural Planning Area is defined as:

Rural planning areas are currently unserved or underserved by municipal water and sewer utilities, and it will be expensive to expand in these directions because of topography issues and the investments needed to convey water or wastewater to nearby plant facilities. In order to maintain the rural setting appropriate to these areas, the Town should remove by-right zoning for anything other than extremely low-density residential. Development proposals can be considered in these areas but should be reviewed by Town Council and should include public input.

Neighborhood Nodes are defined as:

Neighborhood nodes identified on the Growth Framework Map locate retail destinations closer to residential neighborhoods throughout the Town. Each node should be 'neighborhood-serving' and meet several daily needs for nearby residents.

Their proximity to neighborhoods requires that operations be low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of neighborhood nodes should transition effectively between residential and non-residential uses and include safe and convenient pedestrian and bicycle access for nearby residents.

Sites should also effectively minimize the impact of cut through traffic on nearby neighborhood streets by orienting vehicle access, circulation, etc. away from residential neighborhoods. Access between residential neighborhoods and adjacent commercial uses may be limited to pedestrian facilities. Town officials should resist any future land use changes or rezoning requests for residential development within



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any of the neighborhood nodes identified on the Growth Framework Map, and new neighborhoods should be built in close proximity to existing or planned neighborhood nodes.

### B. Growth & Conservation Map

The Growth & Conservation Map designates parcels in Knightdale into different place type categories based on their current state and the anticipated pattern of development. The subject property is designated as “Rural Living” as a place type.

#### PLACETYPE CATEGORIES

Preserved Open Space	Business Office
Rural Living	Light Industrial
Recreation Open Space	Heavy Industrial
Single Family Neighborhood	Civic & Institutional
Mixed-Density Neighborhood	Old Town
Multifamily Community	Mixed-Use Center
Neighborhood Node	Mixed-Use Center (Suburban Retrofit)
Retail	Transit-Oriented Development (BRT)
	Regional Mixed-Use Center



The “Rural Living” place type is defined as:

Rural living areas are characterized by large lots, abundant open space, and a high degree of separation between buildings. Homes are scattered throughout the countryside and often integrated into the rural landscape. The lot size and distance between dwelling units decreases with greater development densities. Buildings are generally oriented toward the road and have direct access from private driveways. One or more out-buildings on a property may support farm activities.

The place type transect, seen below, builds off of the Growth & Conservation Map and helps to illustrate how developments should blend together as Knightdale grows. The “Rural Living” place type falls into the “Open Spaces” category.





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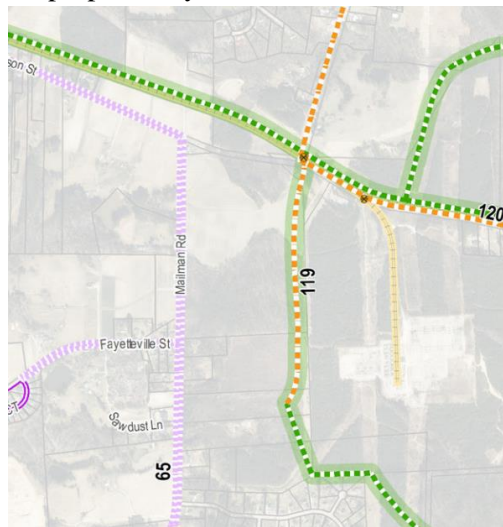
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### C. Gateway Entrances Map

Gateways help those traveling into Knightdale easily identify their entrance into Town. There are a number of different Gateway types, however none apply to this area or proposal.

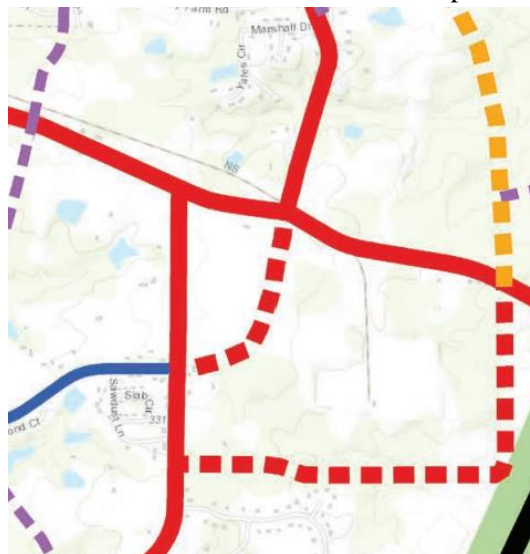
### D. Trails and Greenways Map

The Trails & Greenway Map provides the general alignment of greenways in Knightdale. These trails should connect to the existing Town infrastructure or provide new recreational opportunities for residents. While the current map does not show any greenway trails, the draft CTP recommends greenway connectivity through this site, which is being achieved with the proposed layout.



### E. Street Network Map

Development activities should assist with the construction of a comprehensive transportation network. Multiple collectors are proposed in this area to help provide better connectivity in this part of Knightdale. The alignment of this road network is generally consistent with the Street Network Map.







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### TRANSPORTATION



Provide a safe, reliable, and integrated transportation system that balances all modes of transportation, including walking, biking, public transit, and cars. Consider land use and infrastructure investments together, promoting a network of complete streets that emphasizes the quality and character of both the street and its surrounding development pattern (whether rural, suburban or urban in nature). Emphasize a safe and efficient transportation system for both destination- and recreation-focused trips, with special attention given to the mobility needs of children, seniors, runners, bikers and families.

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### COMPACT DEVELOPMENT PATTERNS



Guide future growth into more compact and efficient development patterns that will help manage the timing, location, and magnitude (length and size) of expensive infrastructure investments. Prioritize infill development and redevelopment in identified activity centers over continued green field development patterns, and use public infrastructure investments in the activity centers to encourage and leverage future private investments. Acknowledge that increased densities and intensities, and a mix of residential and nonresidential uses, will be needed in the activity centers to accommodate anticipated Town growth. Activity centers added to the Growth and Conservation Map in the future should reflect orderly and incremental growth patterns away from existing and identified activity centers in the 2035 KnightdaleNext Comprehensive Plan.

### GREAT NEIGHBORHOODS AND EXPANDED HOME CHOICES



Promote distinct, safe, and vibrant neighborhoods throughout Knightdale that provide greater access to a range of housing choices people need at different stages of their life, including young adults, families, empty-nesters, retirees, seniors, and people of different income levels. Housing opportunities should include single family homes of all sizes, townhomes, apartments, condominiums, senior living units, live-work units, and accessory dwelling units. New neighborhoods should mix two or more housing choices into one community. Strong neighborhoods and a diverse housing strategy will make Knightdale a more livable community—one where residents can live their entire lives.



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### **PLAYBOOK APPROACH**

The Comprehensive Plan, adopted in 2018, takes a “Playbook Approach” as development proposals are submitted to the Town. In particular, the Growth & Conservation Map should be evaluated as development and market conditions change. Changes to the Growth & Conservation Map can be approved if the overall proposal aligns with the community vision, guiding principles, and the Growth Framework Map designations detailed in the Comprehensive Plan. The applicant has secured a sewer easement, which would extend utilities from the Glenmere neighborhood to the west, in-lieu of a sewer pump station on-site. This will assist in the development potential of surrounding parcels as well.

## **THE PLAYBOOK**

Because the Town should be able to take advantage of opportunities when they present themselves, KnightdaleNext uses a ‘playbook approach’ to guiding future growth and development in the community.

Some parts of the document—things like the community vision, guiding principles, and *Growth Framework Map*—should remain constant and keep Knightdale on a focused path for success.

Other parts of the document—things like the general recommendations, focus area study recommendations, the *Growth and Conservation Map*, and other supporting infrastructure maps—may need to evolve over time as conditions change that were not contemplated at the time this document was adopted.

Any changes considered under the playbook mindset for the document should be evaluated against the community vision, guiding principles, and *Growth Framework Map* to determine if they are in the best long-term interests of the Town and its residents, businesses, and property owners.

Patience may be needed for some aspects of the plan to evolve, as it sets a long-term vision to guide growth over an extended period of time. Town officials should avoid ‘short-sighted’ decisions to modify the Plan as a playbook unless reasons to change it are supported by staff.



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### **X. JOINT PUBLIC HEARING SUMMARY:**

A joint public hearing with the Land Use Review Board and Town Council was held at the October 20, 2022, Town Council meeting. The following items were discussed by Council and LURB members at the meeting, and the applicant has provided additional information since.

#### **1. Raleigh Rescue Mission Uses**

- a. **Public Hearing Concern:** What would happen if the Raleigh Rescue Mission portion of the site is sold after development and a new user wishes to establish a different use on site?
- b. **Applicant Response:** The Raleigh Rescue Mission intends to utilize this site long-term.
- c. **Staff Analysis:** A new use would likely require additional review and approval from Town Staff and Town Council. Staff recommends the following condition:
  - a. Should the Raleigh Rescue Mission site be sold with the intent to establish a new use, the new use shall be subject to additional Town Council review and approval.

#### **2. Learning Center**

- a. **Public Hearing Concern:** Is the intent of the learning center to provide daily schooling for residents of the Raleigh Rescue Mission as a private or charter school?
- b. **Applicant Response:** No, the learning center will provide support services for students, including before and after school care, track out and summer camps, mental health screenings and developmental assistance, academic assessments, tutoring, family functions, and more.
- c. **Staff Analysis:** According to UDO Section 3.1.C.7, all schools require a conditional district rezoning. Should the use of the learning center shift from the proposed use to a more traditional elementary or secondary school, whether it be public or private, it would be subject to additional Town Council review and approval. To help ensure that this remains the case, Staff recommends the following condition:
  - i. A change in use for the Raleigh Rescue Mission Learning Center shall be subject to a Conditional District rezoning.

#### **3. Public Art**

- a. **Public Hearing Concern:** Will public art be included in the development?
- b. **Applicant Response:** Public art was originally included in the proposal, however none is contemplated at this stage.
- c. **Staff Analysis:** Exploring opportunities to include public art in open spaces is recommended.

#### **4. Railroad Crossing**

- a. **Public Hearing Concern:** Could Knightdale-Eagle Rock Road be shifted to the south to better accommodate the railroad crossing off-site, as traffic volumes in this area increase?
- b. **Applicant Response:** The TIA did not recommend shifting Knightdale-Eagle Rock Road, the cost of that would be prohibitive to this development and affect adjacent property owners.
- c. **Staff Analysis:** Staff will investigate the feasibility of shifting the roadway and can explore outside funding opportunities for future improvements.



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### 5. Commercial Site Preparation

- a. **Public Hearing Concern:** How will the commercial outparcels be prepared to encourage development early on in the construction process? Can they be graded to reduce the amount of work needed?
- b. **Applicant Response:** The commercial outparcels will be included as the initial phase of this development, with utilities stubbed to them and the sites cleared and graded with the initial improvements. Additionally, the proposed uses should encourage multiple parties to consider the site.
- c. **Staff Analysis:** Staff has reviewed the proposed uses extensively with the developer and feel that they will lead to new commercial uses which support the neighborhood and hopefully provide residents from the Raleigh Rescue Mission opportunities for employment.

### **XI. LAND USE REVIEW BOARD RECOMMENDATION:**

The Land Use Review Board met Monday, November 14, 2022 to consider this case. An update of that meeting and the Board recommended action will be presented at the Town Council meeting on November 16, 2022.

### **XII. STAFF RECOMMENDATION:**

It is staff's recommendation that Town Council approve the request to rezone the 62.19 acres 5900 Knightdale-Eagle Rock Road, identified by Wake County PIN 1764-01-6221 from Rural Transition to Neighborhood Mixed-Use Planned Unit Development adopts the staff recommended advisory statement regarding Comprehensive Plan consistency and conditions, and adopts Ordinance #22-11-16-008.

*The proposed Zoning Map Amendment is inconsistent with the KnightdaleNext 2035 Comprehensive Plan's Growth & Conservation Map's designation as a Rural Living Place Type, however reasonable when applying the Comprehensive Plan's Playbook Approach due to the extension of public utilities to serve the site. Additionally, the proposal addresses several of the guiding principles such as utilizing compact development patterns to provide multiple uses generally consistent with Knightdale's standards, extending the transportation network in keeping with the Street Network Map, and expanding home choices for residents in Knightdale. Further, it is consistent with the Growth & Conservation Map's designation as a "Mixed Density Neighborhood" Place Type. Additionally, the proposal is consistent with the Street Network Map, Trails & Greenway Map, and the Mixed Density Residential Focus Study Area. The request is reasonable and in the public interest as it aids in developing a vibrant, sustainable, and safe community design in which people not only desire to visit, but to also live, work, and play.*

#### **Staff Recommended Conditions:**

1. Should the Raleigh Rescue Mission site be sold with the intent to establish a new use, the new use shall be subject to additional Town Council review and approval.
2. A change in use for the Raleigh Rescue Mission Learning Center shall be subject to a Conditional District rezoning.
3. Along PIN 1754-90-9177, the proposed 20-foot Type B buffer shall include a privacy fence and incorporate native plants within the buffer plantings on the development property.