

The Park at Garner Station

Planned Development District Conditional Rezoning CZ-PD-22-04

Town Council Public Hearing
November 21, 2023

General Case Information

Applicant:	Laura Holloman, McAdams
Owners:	East Garner Holding LLC
Location:	E Garner Rd
Tract Size:	96.73 +/- acres
Request:	Planned Unit Development District (PUD Book + written conditions)

As of July 5, 2022, the Town Council approved ZTA-22-01 and CZ-22-01, adopting a new Unified Development Ordinance and establishing new zoning districts. The request is now amended to be rezoned from Multifamily A (MF-A), Residential (R-4), and Rural Agricultural (RA) – allowing up to 1,397 dwelling units by right – to Commercial Mixed Use (CMX C281) Conditional allowing up to 1,050 dwelling units and up to 20,000 square feet of commercial space. However, due to permit choice rules, the request is to be considered according to the rules of the former UDO which was in effect at the time of application (June 2022) governing the Planned Unit Development (PUD) district.

Site Location (Aerial)

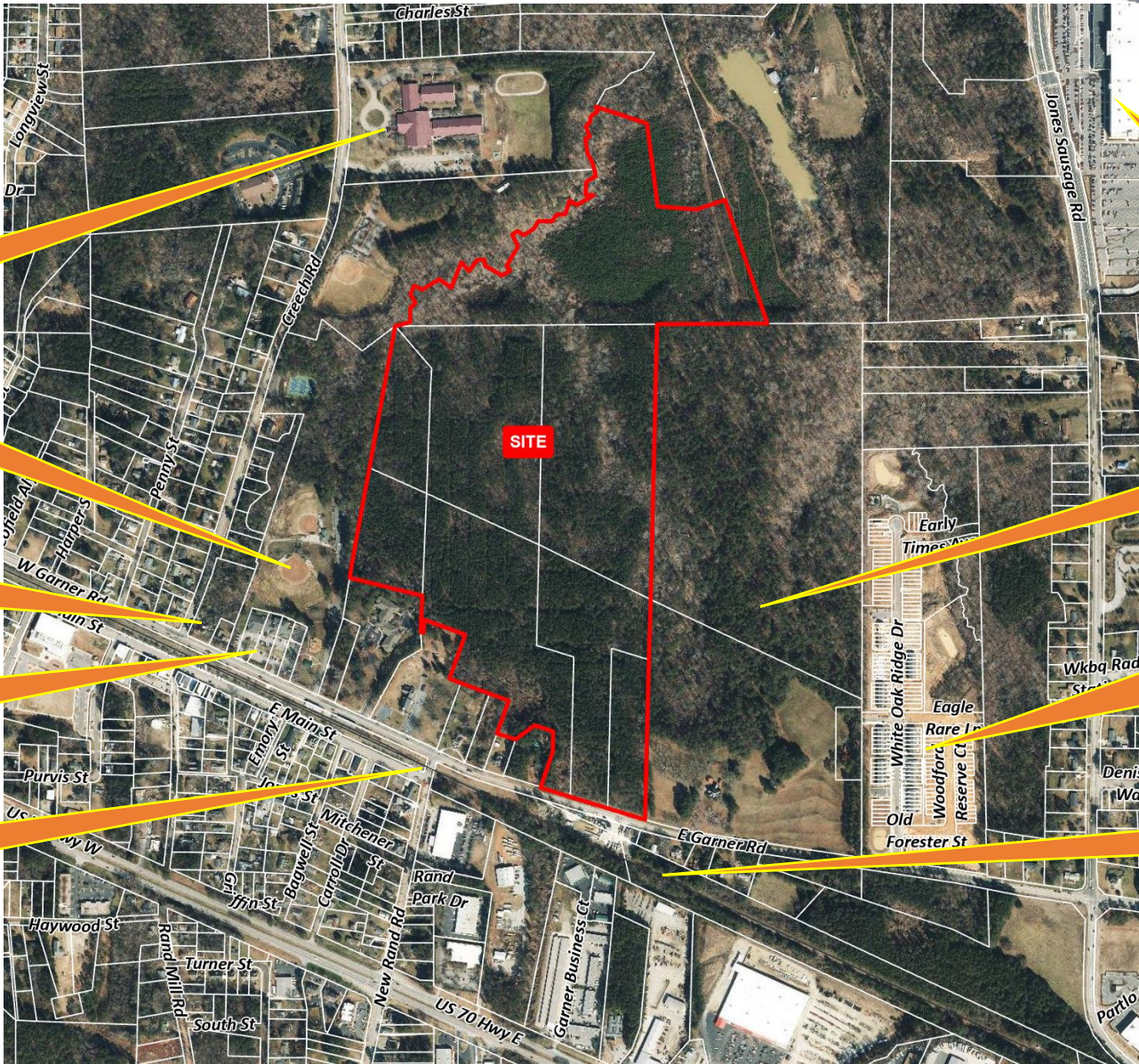
Creech Road Elementary

Garner Recreation Park

Banks House B&B

Senior Center

New Rand RR Crossing



Amazon

Town Park Property

The Avenue at White Oak Subdivision

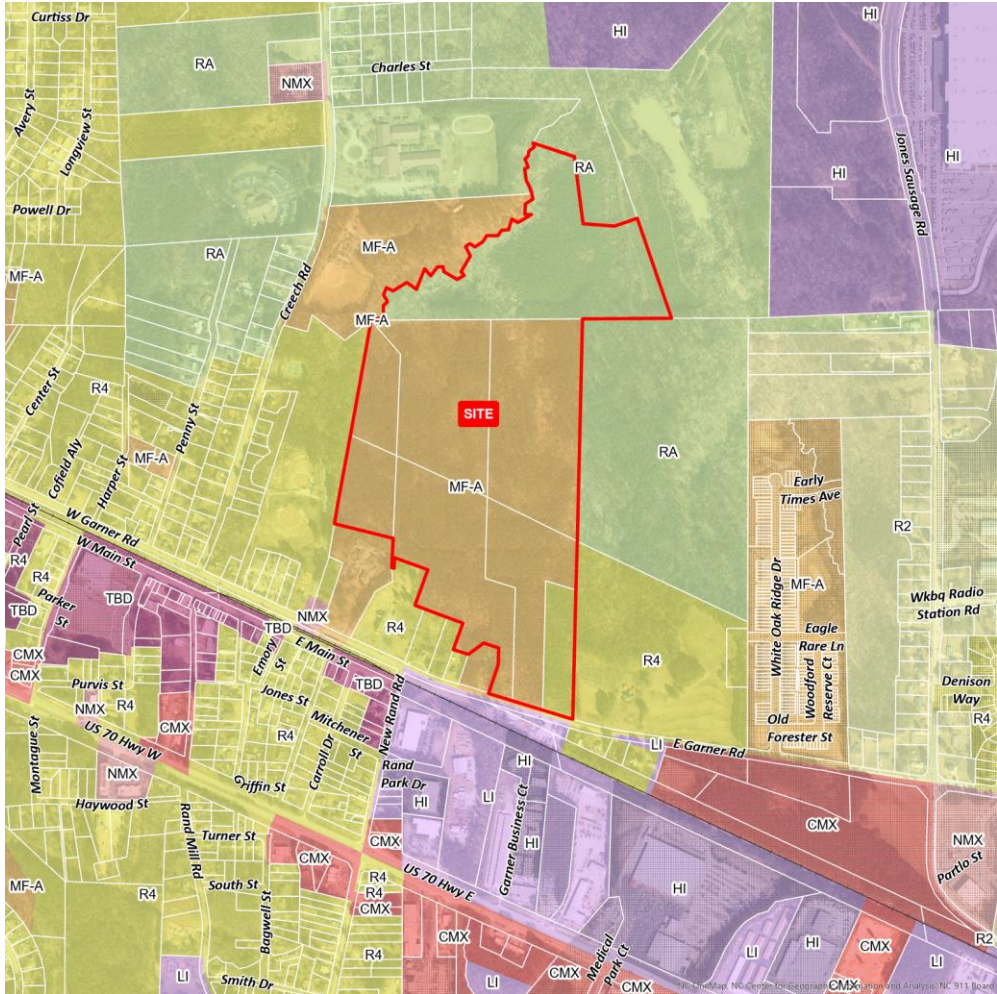
Railroad

Site Location (Street View – E Garner Rd)



Adjacent Zoning & Land Use

- North:** MF-A/RA Creech Road Elementary School
Vacant
- South:** NMX/R4/LI/MF-A
Hayes Chapel Christian Church
Chadwick Apartments
Residential
Railroad Corridor
- East:** RA/R4
Future Yeargan Park
- West:** R4
Garner Recreation Park



Zoning History

Case	Applicant	Location	Zoning Change
CUD-Z-97-09	S. T. Wooten	E Garner Road	SB to I-2 C73
CUD-Z-03-01	Jones & Crossen Engineering, PLLC	Ashlyn Subdivision	R-20 to R-9 C118
CUD-Z-05-05	CLH Design PA	East Garner Elementary	RCD-3 C107 to R-20 C134
CUD-Z-14-02	Bass, Nixon & Kennedy, Inc.	E Garner Road	I-1 to I-2 C173
CUD-Z-16-12	East Garner LLC	Direct Distributors	O&I C158 to O&I C192
CUD-Z-18-04	Garner Road Partners, LLC	E Garner Road	R-20 to MF-2 C203

Existing Zoning Summary

The site is currently zoned Multifamily A (MF-A), Single Family Residential (R-4), and Rural Agricultural (RA), allowing up to 1,397 dwelling units by right among other uses.

The RA District (currently 25 +/- acres) primarily accommodates agriculture, silviculture, and rural residential (aka large-lot single-family residential) use.

The R4 district accommodates suburban residential development at a moderate density. These neighborhoods primarily consist of detached single-family structures or duplexes.

The MF-A district is intended to primarily accommodate neighborhood scale multifamily dwellings, including duplexes, lower-unit count townhomes, and other housing-scale multifamily products.

Proposed Conditions

1. The following is a list of permitted uses:

Use Category	Specific Use	
Household Living*	Townhouse	P
	Condominium	P
	Multifamily (triplex and higher including apartment)	P
	Residential Cluster	P
	Two-Family Dwelling	P
Day Care	Adult Daycare	P
	Day Care Center	P
Entertainment	Bar, Nightclub, Tavern	P
	Indoor Entertainment Facility	P
	Gym, Spa, Indoor Tennis Court or Pool, Private	P
	Outdoor athletic or Entertainment Facility, Public or Private	P
Parks and Open Space	Public Park Swimming pool, Tennis Court, Golf Course	P

Proposed Conditions

1. The following is a list of permitted uses (cont.):

Use Category	Specific Use	
Restaurant	Restaurant Take-Out only (Drive Through or Walk UP) maximum indoor area of 3000sf)	P
Retail Sales and Service	Convenience Store without Fuel Sales	P
	Personal Service- Oriented Uses (excludes commercial greenhouses or any use with outdoor operations)	P
	Hair salons Barbershops Beauty Shops	P
	Banks or Financial Institutions	P
	Sales Oriented Use (no outdoor operations)	P
	Veterinarian/ Kennel, Indoor	P
Office	Medical Office, Individual	P
Healthcare	Medical Clinic	P

Proposed Conditions

2. Townhomes shall follow the architectural guidelines below:

Proposed Materials	Townhome Residential Design Guidelines
Cementitious lap siding	Townhomes shall have a minimum of 1,350 heated square feet
Board and batten siding	Vinyl siding is not permitted
Shake and shingle siding	Garage doors of front-loaded townhomes shall have windows
Wood siding	All units shall have at least a two-car garage
Stone or synthetic stone	All end units shall utilize a different roofline than the interior units, this may be done through a through a partial hip roof, dormer or reverse gable
Brick	Townhomes shall have turn down slab with 12" exposed on front - front and sides shall be covered - rear slab shall have paint to cover exposed concrete
Stucco	Townhomes shall have articulation in the side elevations, including two of the following: side entry, windows (two or more), 18" brick or stone water table partial masonry, two types of finishes (i.e. horizontal siding with board and batten or shakes in gables).
Vinyl (windows, soffit, trim - inside and outside corners, and decorative elements)	All individual units shall feature a covered front stoop.
	All individual units shall have a private patio or deck.

Proposed Conditions

3. Multifamily buildings shall follow the architectural guidelines below:

Proposed Materials
Cementitious siding
Board and batten siding
Brick
Stone
Shake siding
Prohibited Materials
Vinyl Siding

Multifamily Residential Design Guidelines
Vinyl siding is not permitted
Siding shall vary in color
Masonry components shall be a minimum of thirty percent (30%) per building
Other accessory buildings may only have a masonry wainscot
Apartments shall have either masonry embellishment or 1x4 casing on all windows
Apartments shall have slab on grade foundations with masonry covering any exposed slab
Apartments shall have offsets on the plane of each facade so as not to allow continuous runs over 24' with a minimum of 1' of depth
Apartments shall have fenestration or openings along each floor with no runs of continuous siding over 20'
All buildings shall have interior corridors and elevators
All projecting eaves/rakes shall have a minimum 8" depth on all sides
Apartment buildings will be 4-5 story structures with basements allowed

Proposed Conditions

4. Non- Residential buildings shall follow the architectural guidelines below:

Proposed Materials
Brick and/or stone masonry
Decorative concrete block (integral color or textured)
Stone accents
Aluminum storefronts with anodized or pre-finished colors
EIFS cornices, and parapet trim
EIFS/ synthetic stucco shall not be used in the first four feet above grade and limited to only 35%
Precast concrete
Soffit/fascia materials to be considered include EIFS with crown trim elements
Cementitious siding
Rear elevations of buildings may incorporate decorative concrete masonry, metal coping, or EIFS trim.

Non-residential Design Guidelines
Architectural treatments such as varying roof forms, façade articulation, breaks in roofs, walls with texture materials and ornamental details shall be incorporated to add visual interest.
Large expanses of blank walls, greater than 25’ in length or height, shall be broken up with windows or other architectural features to reduce visual impacts.
Roof features may include flat roofs with parapet, hip roofs or awnings with metal or canvas material.
Windows and storefront glazing shall be divided to be either square or vertical in proportion so that each section is taller than it is wide

Proposed Conditions

5. If a parking garage is provided it shall follow the architectural guidelines below:

Proposed Materials
Concrete
Masonry
Brick
Stone (cultured stone or veneer)
Metal
Prohibited Materials
Vinyl siding

Parking Garage Design Guidelines
Parking structure shall consist of a maximum of 5 levels or 60' in height
The facade of the structure shall be wrapped with multi-family units on at least 2 sides
Ground level is to be screened using landscape and/or combination of landscape and fencing or screen wall.
Horizontal planes will be broken up through variation in color and texture. This may include integrated color, textures, use of screening materials like trellis and ornamental metal panels.
Vertical circulation elements will be articulated to provide variation in the building mass.
Within 100ft from adjacent property line, those areas of structure are to be treated to mitigate visual impact from adjacent residential uses.
Entry points and vertical circulation elements to be articulated to provide wayfinding
All lights shall be dark-sky compliant

Proposed Conditions

Multi-family Conditions:

6. Internal bike parking storage room(s) will be provided at a rate of 1 space per 10 bedrooms.
7. Parking lot lighting shall use full cut off fixtures and have 0.5 FC at the buffer line along all southern border parcels identified by PINs: 1711910952, 1711818993, 1711828026, 1711826180.
8. Apartments will be parked at 1.5 spaces per unit.
9. Four (4) EV charging spaces shall be provided, and single-story garage structures shall be provided with conduit and through wall connections for future EV installations. 2 EV charging Stations shall be installed prior to issuance of a 25th Certificate of Occupancy. The 2nd pair shall be installed prior to the 400th Certificate of Occupancy
10. Multifamily amenities shall include:
 - i. A minimum 1,500 sf clubhouse
 - ii. A minimum 1,000 sf swimming pool
 - iii. A minimum 500 sf dog park

Proposed Conditions

Townhome Conditions

11. Each rear loaded townhouse shall have a 8'x 20' deck and each front loaded townhouse shall have a 8'x10' rear patio.
12. The restrictive covenants will require that waste receptacles are screened from view.
13. Townhome amenity area shall include:
 - i. A minimum 200 sf shade structure
 - ii. A minimum 1,500 sf dog park

Retail Conditions:

14. Two (2) EV charging spaces shall be provided. EV Stations shall be provided prior to issuance of a Certificate of Occupancy that exceeds 15,000 sf of commercial space.

Proposed Conditions

Project Wide Conditions:

15. Development shall include min 1,500 sf co-working space. This may be located in apartment development or commercial area.
16. All site lighting for parking and private internal drives shall be installed on round, black poles at a height no greater than twenty-five feet (25') above the ground.
17. Fences facing or backing up to common open spaces or surrounding stormwater ponds shall be powder-coated aluminum picket type or vinyl fencing. Wood fencing shall not be permitted in the development.
18. Prior to the issuance of the 1st apartment Certificate of Occupancy, a 50' perimeter buffer shall be provided along adjacent properties with residential/single family uses along E. Garner Road identified by PIN 1711826180.
19. 100% native plantings will be utilized within the 4.85 acres of natural area highlighted on page 27 [of the PUD book].

Proposed Conditions

Project Wide Conditions:

20. Prior to the acceptance of SCM #1 as built by the Town of Garner, SCM #1 shall be amenitized with plantings along upland slopes.
21. Prior to issuance of the 1st townhome Certificate of Occupancy, the developer shall dedicate a variable width greenway easement to the north of the proposed major collector road to the Town of Garner to encompass existing natural trails (not to exceed 100') for future extension. Alternatively, some or all of this area may be subdivided to be owned by the Town of Garner to support park land conversion.
22. Prior to issuance of the 1st certificate of Occupancy, a 30' access easement shall be provided from the Major Collector Public Right-of-Way to the Yeargan Park boundary. Location to be coordinated with Parks and Recreation Staff at time of Site Plan Approval.

Proposed Conditions

Transportation Conditions:

23. Prior to the issuance of the 76th building permit, the developer shall construct the collector road and multi-use path to Creech Road with associated turn lanes. The developer shall construct a new Creech Road tennis court vehicular driveway connection to the new major collector road and abandon the existing connection to Creech Road. The Developer shall be permitted to proceed with rezoning, Preliminary Subdivision Plan, Preliminary Site Plan and be issued all construction permits prior to securing applicable Land and Water Conservation Fund Grant approvals.
24. Provide 15' wide (measured at back of curb) divided median to be provided at to be provided at the entrance drive located at E. Garner Rd to obstruct left turn movements for min 150'. This median shall be maintained through a maintenance agreement with the Town of Garner.

Proposed Conditions

Transportation Conditions:

25. Prior to the issuance of a Certificate of Occupancy for townhomes adjacent to alleys that intersect with the major collector street, additional plantings shall be provided at the intersections of the alleyways at a rate of 3 evergreen shrubs with a maximum height of 24 inches, 2 evergreen trees, and 2 understory trees to screen the alleys from view.
26. Prior to the issuance of the 1st apartment Certificate of Occupancy a 50' Future ROW reservation shall be provided for a future connection to Rand Road.
27. Street trees along Major Collector Street shall be planted within the public right-of-way. The developer will enter into a perpetual maintenance agreement with the Town of Garner. The agreement shall be transferable to the Townhome HOA, multi-family, and retail owners.

Proposed Conditions

Transportation Conditions:

28. The following traffic improvements shall be committed to:

East Garner Road and New Rand Road

- Extend the westbound left-turn lane to at least 350 feet of storage (300-foot extension) and appropriate deceleration and taper length.
- Provide an eastbound right-turn lane with at least 100 feet of storage and appropriate deceleration and taper length.
- Monitor intersection for signalization and install once warranted and approved by NCDOT.

East Garner Road and Site Access 1

- Construct the southbound approach with one ingress lane and two egress lanes striped as one left-turn lane and one right-turn lane.
- Provide stop-control for the southbound approach.
- Provide an eastbound right-turn lane with at least 50 feet of storage and appropriate deceleration and taper length.
- Provide a westbound left-turn lane with at least 50 feet of storage and appropriate deceleration and taper length.

East Garner Road and Jones Sausage Road

- Provide an eastbound right-turn lane with at least 200 feet of storage and appropriate deceleration and taper length.

Creech Road and Site Access 3

- Construct the westbound approach with one ingress lane and two egress lanes striped as one left-turn lane and one right-turn lane.
- Provide stop-control for the westbound approach.

Community Information

Overall Neighborhood Character: This area along Garner Road contains large tracts of undeveloped vacant/wooded lands. The zoning in this area is a mix of residential and mixed-use districts, with industrial zoning and land uses south of the railroad corridor. The area to the west of the site, along Creech Road is mainly residential, and is heavily characterized by the presence of Garner Recreation Park and Creech Road Elementary School.

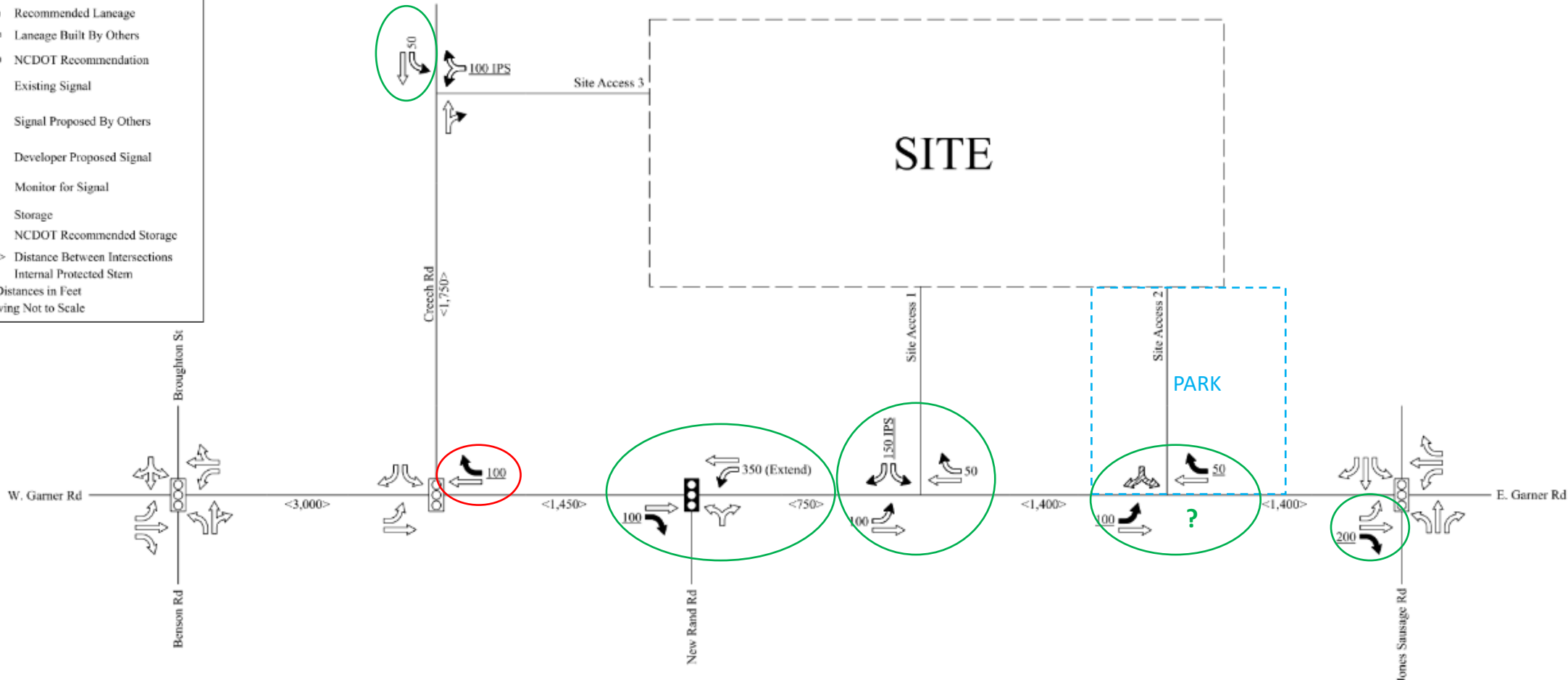
Traffic: The project will have approximately 600 feet of frontage along E Garner Rd. As general background information only, the NCDOT average daily traffic count history in this area is as follows:

- Year 2011 – 9,200
- Year 2013 – 9,000
- Year 2015 – 11,000
- Year 2017 – 12,000
- Year 2019 – 10,500
- Year 2021 – 11,500

Traffic Impact Analysis Results

East Garner Road Assemblage
Garner, Wake County
SC-2022-205

- ← Existing Laneage
- ⇨ Recommended Laneage
- ⇨⇨ Laneage Built By Others
- ⇨ NCDOT Recommendation
- ⊠ Existing Signal
- ⊠ Signal Proposed By Others
- ⊠ Developer Proposed Signal
- ⊠ Monitor for Signal
- XXX Storage
- XXX NCDOT Recommended Storage
- <XXX> Distance Between Intersections
- IPS Internal Protected Stem
- All Distances in Feet
- Drawing Not to Scale



Community Information

Neighborhood Meeting: A neighborhood meeting was held on June 1, 2022, at 6:00 PM in the Avery Street Recreation Center. There were approximately 5 people in attendance.

Neighborhood Meeting Summary: Questions centered around the existing trails, proposed buffers, maximum unit counts, site access, stormwater, projected price points, building heights, traffic, and more.

Additional Neighborhood Meeting: While not required by UDO, a second neighborhood meeting was held on October 9, 2023, at 7:00 PM in the Garner Senior Center. The applicant agreed to notify both landowners and occupants within 800 feet of the site. There were approximately 17 people in attendance.

Neighborhood Meeting Summary: Questions centered around proposed unit counts, proposed building heights, price range of rent for the apartments, buffers tree canopy cover, the existing trails, wildlife present on site, connections to the future park property, stormwater, grading, and more.

Master Plan General Information

Area: 96.73 +/- acres total

- 350 max. townhomes
- 700 max. apartment units
- Commercial: 20,000 sq ft max

The Park at Garner Station > Land Use & Percentages

Land Use	Maximum Percentage
Townhomes	40%
Commercial, Office & Retail	15%
Multi-Family	24%
Open Space	34%

Lots and Setbacks

Perimeter setback: A minimum 25-foot setback along the entire development perimeter is required, except where single-family residential lots of the standard required square footage of the district in which they are located abut similar single-family development.

The setback from any street bordering the PUD tract is 35 feet unless a greater setback is required by the UDO.

**A 50-foot perimeter buffer will be provided where the project borders single family homes fronting East Garner Road*

Building separation: A minimum separation between single-family and multifamily buildings of 60 feet is required.

Transportation/Access

The project will have one point of access on E Garner Road and one point of access on Creech Road with future emergency access via Yeargan Park. Additional pavement, curb, gutter, and sidewalks/side paths will also be installed along existing road frontages as required. Public greenway easements will also be provided for future connections to the North.

Project Master Plan



Precedent Building Elevations



REAR LOADED



Landscape/Buffer Requirements

Tree Canopy Cover:

- Residential: Sliding scale from 18-20% to be met
- Commercial: Sliding scale from 12-14% to be met

Perimeter Buffers:

- A 25' perimeter buffer required
- Various sizes of perimeter buffers from 15' up to possibly 55' will be required between PUD uses and existing adjacent uses. The applicant has illustrated 25' and 50' perimeter buffers which should satisfy most requirements but may need to be adjusted at site/subdivision plan.

Landscape/Buffer Requirements

Street Buffers:

- A 15' street buffer required along E. Garner Road to separate future on-site commercial from existing industrial uses across the road.
- Other street buffer requirements will be required depending on final layout of internal streets where those streets abut adjacent property lines. Street buffers provide horizontal space separation requirements only, but those areas are typically used to plant required street trees and vegetative screening.

Screening and Internal Buffering: Screening and buffering between uses within the PUD shall be in conformance with Article 7.

Street Trees: Must be provided approximately every 40 feet along all roadways.

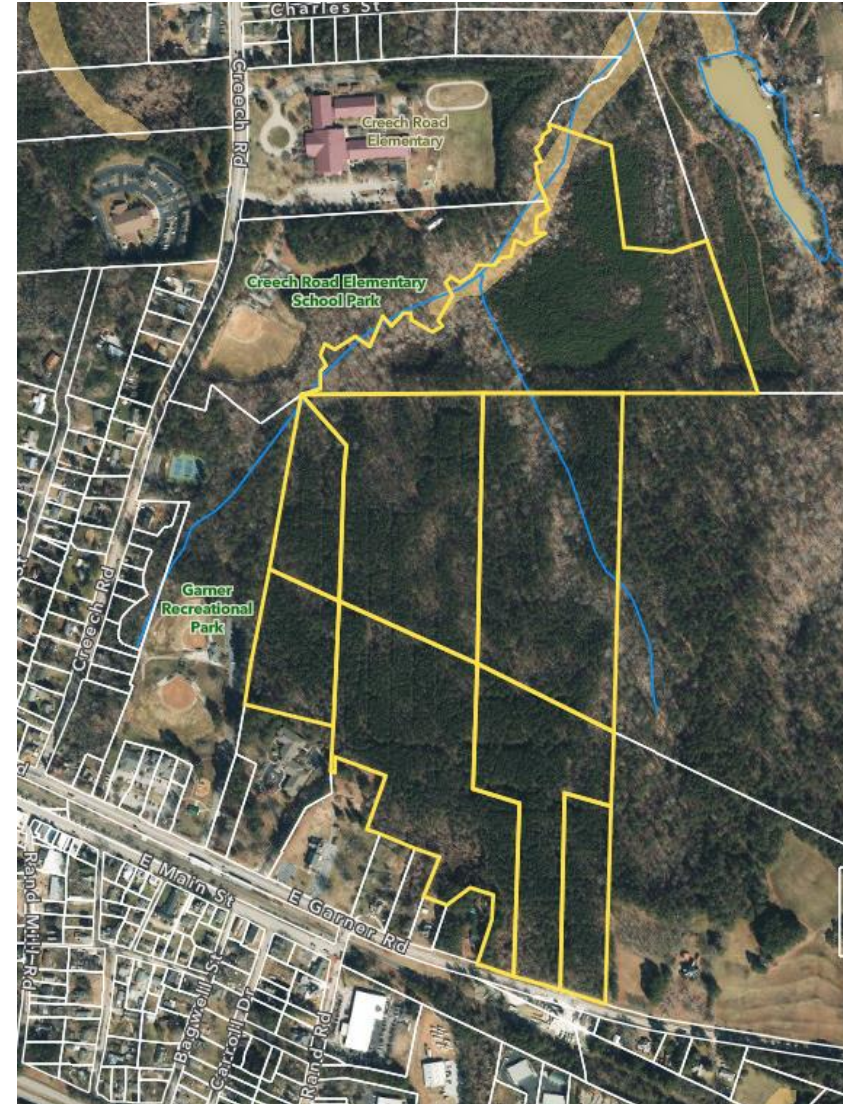
Open Space

- Required: 25%
- Anticipated: >33% including preserved wetlands, preserved tree canopy, active recreation center w/ clubhouse, dog park, and private trails.

Open space areas will be owned and maintained by a HOA. The required open space will be met with a combination of qualifying conservation areas and recreation space.

Environment & Floodplain

There are no FEMA designated floodplains; however, there is a buffered stream along the northern margin of the site and extending south-eastern toward future Yeargan Park, as partially illustrated by the blue lines seen in the image to the right.



Infrastructure: Stormwater Management

This project is a planned residential development that is not located within the watershed protection area. This site is subject to stormwater water quality requirements for nitrogen as well as water quantity requirements for the 1-, 10-, and 25-year storm events. This development master plan proposes three stormwater control measures (SCMs). These SCMs shall satisfy all water quality and water quantity requirements at this site for nitrogen and will be required to detain the 1-, 10-, and 25-year storm events.

Infrastructure: Water/Sewer

The site will be served by City of Raleigh water and sewer infrastructure. Water will connect to existing service in Creech Road and E Garner Road. Sewer service will be routed northward to existing outfalls (exact route to be determined at site/subdivision approval) and will be extended to adjacent and upstream properties per the Raleigh Water policy.



Infrastructure at Preliminary Plat Review

- Lighting for streets and common areas required to meet UDO regulations.
- Stormwater management devices to meet UDO regulations.
- Water lines and hydrant spacing required to meet Garner Fire and Raleigh Water rules and regulations.
- All landscaping and parking will also be re-verified.

Plan Consistency (PC Meeting)

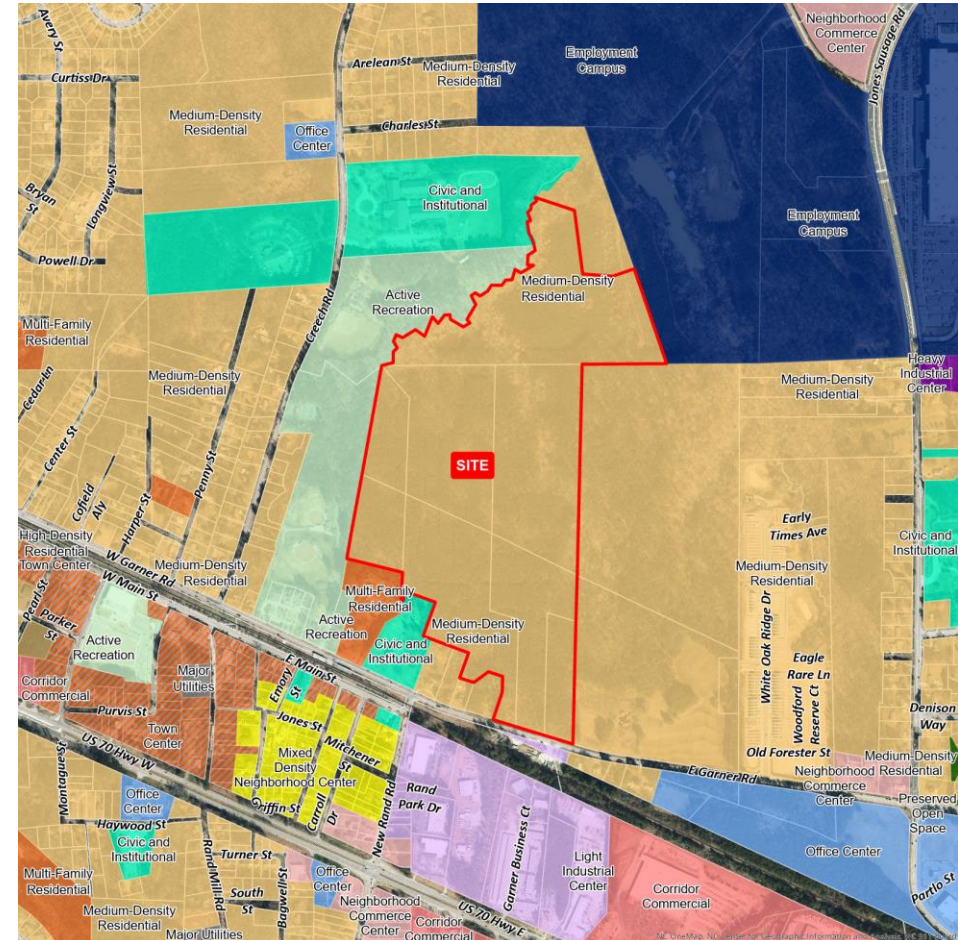
When considering a rezoning request, the Planning Commission is required by state statute to make a written recommendation regarding the consistency of the zoning proposal with the Town's current Comprehensive Plan and other applicable adopted plans. These plans include:

- 2018 Garner Forward Comprehensive Plan
- 2010/18 Garner Transportation Plan
- Parks, Recreation, Greenways and Cultural Resources Master Plan

Plan Consistency (PC Meeting)

Preview: Site is currently designated as Medium Density Residential [orange].

The MDR designation includes single-family, duplex, triplex, quadplex, and townhome-style residences with no less than two and a half (2.5) nor more than five (5) units per acre. Medium-Density Residential structures may also include auxiliary units detached from the primary house. The MDR district encourages context-sensitive residential uses that preserve and enhance the culture of adjacent residential communities.



Reasonableness (TC Action Meeting)

In addition to approving a statement regarding plan consistency upon the advice of the Planning Commission, the Town Council must also approve a statement of reasonableness when making their decision. Sources of reasonableness may include other sections of the 2018 *Garner Forward Comprehensive Plan* providing guidance on keeping the Town's character, living spaces, working places, recreation opportunities and transportation. Other adopted Town plans and policies providing guidance on parks, greenways, cultural resources and more may serve as sources as well.

Public Hearing Recommendation

Staff recommends that once the Town Council has heard comments, concerns and questions from the public that Conditional Zoning request CZ-PD-22-04 be referred to the Planning Commission for their review and recommendation regarding plan consistency.

Project Master Plan

