

# Zoning Districts & Use Regulation



**Garner Forward**  
Unified Development Ordinance

UPDATE TO THE PLANNING COMMISSION & TOWN COUNCIL, 02/23/2021

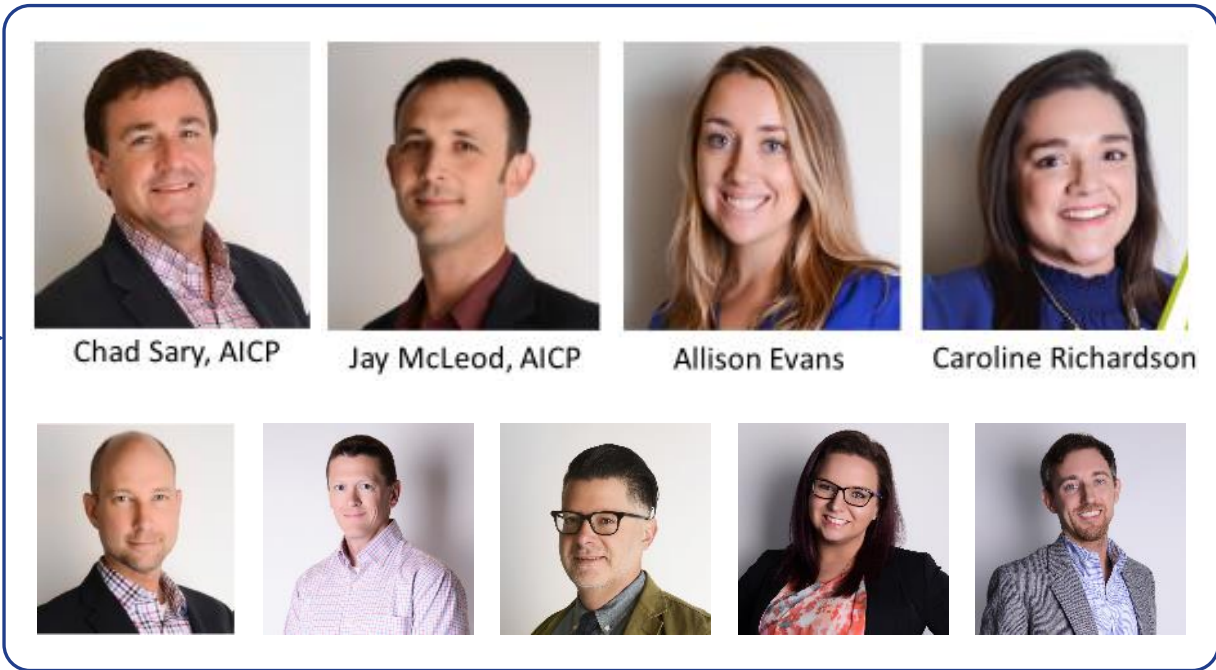
# Presentation Outline



- **Introduction**
- **UDO Status Update**
- **UDO Update Highlights**
  - Zoning
  - Use Regulation
  - Draft Zoning Map (*coming soon*)
- **Next Steps**

# Status Update

# Project Team



# Project Timeline



**Garner  
Forward**  
Unified Development  
Ordinance Update

Garner Forward Unified Development Ordinance project schedule: <i>updated 01/14/2020</i>	2020				2021			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Phase 1: Project Initiation</b>								
Existing documents and plan review								
Focus Group Interviews								
Public Open-House Style Workshop,								
<b>Phase 2: Preparation &amp; Composition</b>								
Prepare UDO Framework								
Draft UDO Articles & provide recommendations (by groupings):								
Administration, Nonconformities, Nuisance								
Development Application Procedures								
Zoning Districts, Conditional Use Districts, Use Table								
Overlay Districts, Urban Design Standards								
Signs, Affordable Housing								
Subdivision, Site Design, Street Standards								
Development Standards (Use Standards, Landscaping, Parking, Lighting, Storage, Etc.)								
Environmental Regulations, Open Space Standards, Stormwater								
Utilities & Infrastructure Details								
Definitions & Interpretations (will run concurrently throughout)								
<b>Phase 3: Remapping &amp; Zoning Map Update</b>								
<b>Phase 4: Adoption</b>								
Public Hearing & Planning Commission Meeting(s) ( <i>tentative</i> )								
Town Council adoption hearings ( <i>tentative</i> )								
<b>Coordination, Oversight, and Guidance</b>								
Steering Committee Meetings	*	*	*	*	*			
Joint Worksession: Planning Commission/Town Council		*	*	*	*			
Public Information Meetings ( <i>tentative</i> )						*		

# Progress by Article



Article (old #)	Subject	Ch160D	Garner Forward
1	General Provisions	Drafted	Drafted
2	Review Bodies	Drafted	Drafted
3	Review Procedures	Drafted	Drafted
4	Zoning	Drafted	Drafted
5	Use Regulations	Drafted	Drafted
6	District Development Standards	Drafted	Drafted (relocated)
7 (Part 1)	General Development Standards	Drafted	In-process
7 (Part 2)	Signs	Drafted	Drafted
7 (Part 3)	Lighting and Access Standards	Drafted	Drafted
8	Subdivision Standards	Drafted	In-process
9	Nonconformities	Drafted	Drafted
10	Enforcement	Drafted	Drafted
11	Definitions	Drafted	In-process

**Focus of this presentation**

Key:

**Administrative / Procedural**  
**Regulatory Standards**

# Public Engagement



Public informational presentations with facilitated Q&A

Project website

Comp Plan guidance





# Tour and Stakeholder Interviews



- Improved user-friendliness
- More predictability
- Flexibility in achieving standards
- Higher development standards
- Clear path to entitlement
- Activation of redevelopment catalyst areas (including higher allowable density)
- Alternative street cross-sections
- Recreation requirements (especially for active recreation)
- Amenities, stormwater areas, and fencing
- Signage
- Tree preservation and perimeter buffers between incompatible uses
- Landscaping regulations
- Street trees
- Transportation corridor overlays
- Sidewalks and greenways
- Parking requirements (on- and off-street)





# Guidance from Adopted Plans

- Create identity and activate downtown
- Encourage redevelopment and/or quality multi-family in catalyst sites
- Improve appearance and materials
- Promote open spaces, parks, and greenways
- Expand mixed use and encourage affordable housing
- Revise parking standards / increase walkability
- Increase connectivity and compatibility
- *And other Town plans and goals!*



# General Recommendations



**The Garner Forward Comprehensive Plan recommended changes to the Town's zoning districts.**

- Consolidating similar, overlapping zoning districts
- Increasing flexibility within each district
- Adding and modernizing zoning districts to be more responsive to market conditions and development trends

More information on existing zoning districts at:

<https://www.garnernc.gov/home/showdocument?id=6079>

## Housing character recommendations

- Support affordable housing in new, multi-family, and small-lot detached housing developments
- Promote multi-family housing
- Emphasize growth areas for new types of housing styles, especially in walkable, mixed-use locations
- Encourage shared and mixed-use developments



# UDO Update Highlights

ZONING AND USE REGULATION

# Residential Districts

# Residential Zoning Districts



Current districts

Proposed districts

R-40 → RA

R-20 → R2

R-15 → R4

R-9

New district → R8

In the new districts, the number after “R” represents gross density. For example, R2 = 2 dwelling units per acre.

This new urban/downtown residential district would allow more-dense, market-responsive housing in select locations

For reference, 1 acre = 43,560 square feet.

In new development, public streets and rights-of-way may consume approximately 25% of total acreage.



# R4 vs R8

## Residential 4 (R4)

## Residential 8 (R8)

Front Loaded



(In practice, front-loaded R8 is difficult to achieve due to driveway coverage and lot width standards)

Alley Loaded







R-4, R-8  
Duplex  
Alley  
Loaded



# Multi-family/Mobile Homes

- Multi-family zoning districts
  - MF-1: low impact, house-scale townhomes, triplex and quadplex
  - MF-2: large-scale, urban-style townhomes and apartments
- Current mobile home zoning district (RMH) remains largely intact







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R-8  
Quadplex





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R-8  
Quadplex

# Nonresidential & Mixed Use Districts

# Comp Plan Guidance



- Consolidate and simplify the 8 existing nonresidential and mixed use districts and expand the uses within each district to accommodate changing development demands
- Industrial districts are largely unchanged
- Establish a new high-intensity “Activity Center” district to encourage redevelopment at key locations



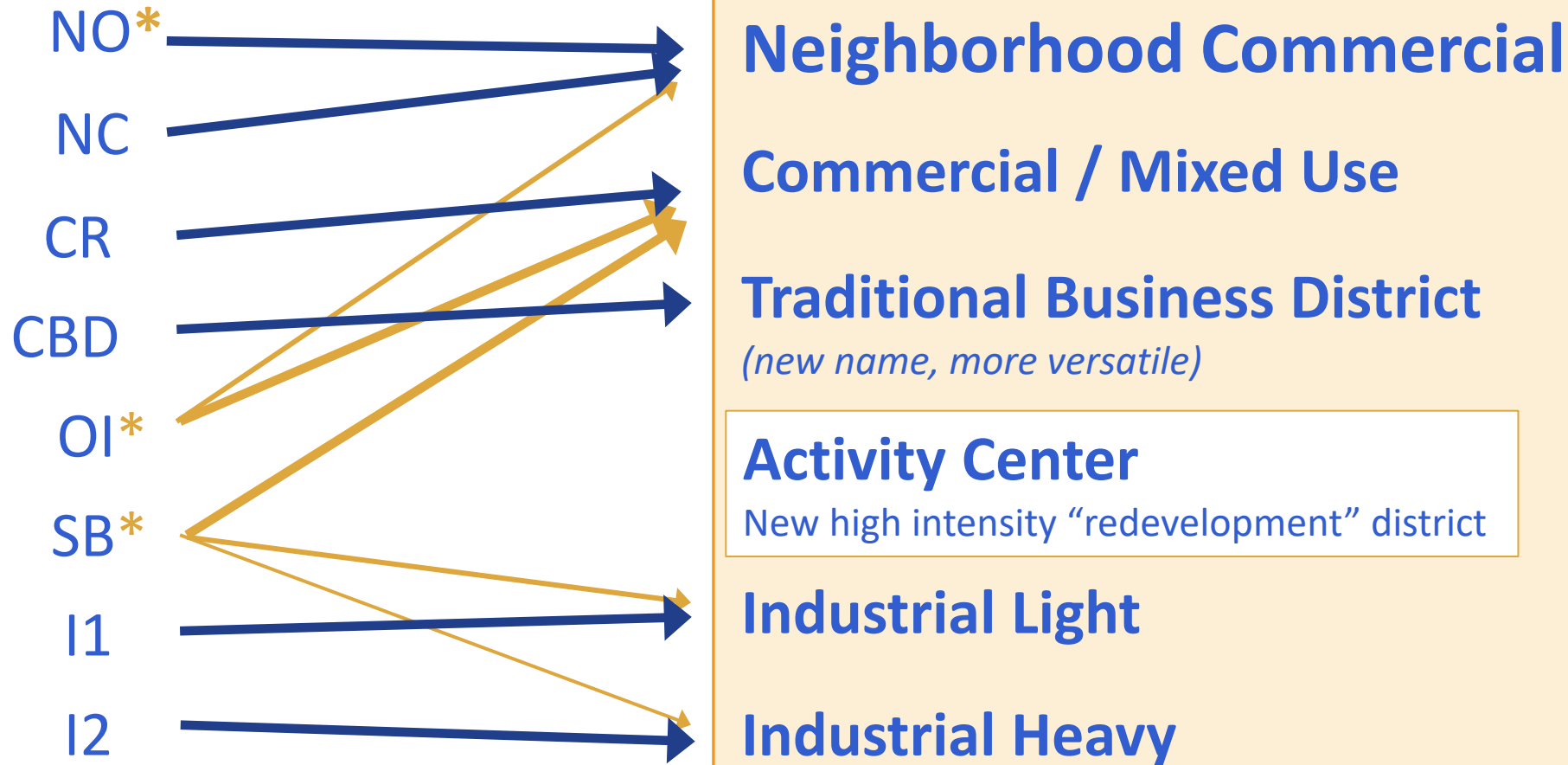


# Nonresidential Zoning District Changes



## Current Districts

## Proposed Districts



**Neighborhood Commercial**

**Commercial / Mixed Use**

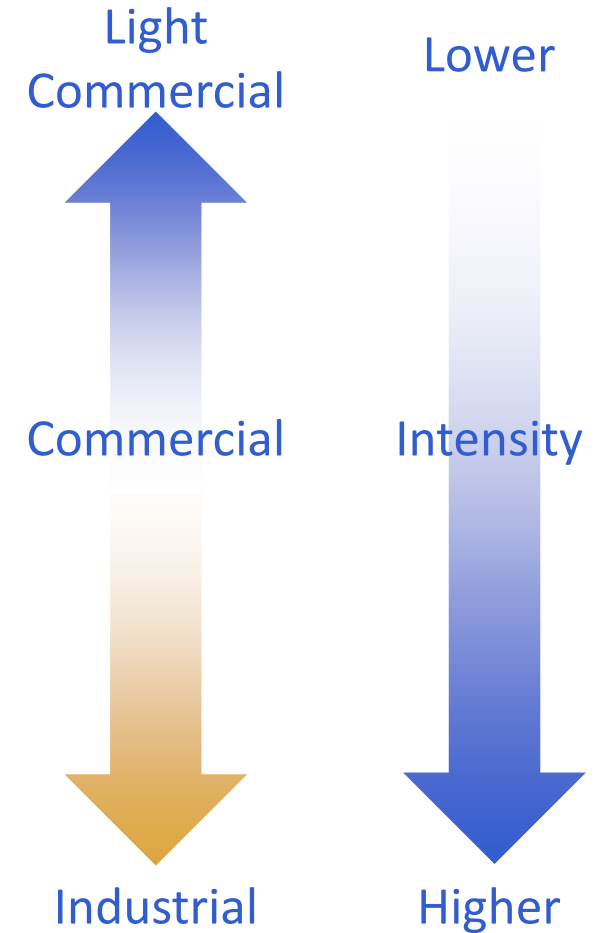
**Traditional Business District**  
*(new name, more versatile)*

**Activity Center**

New high intensity "redevelopment" district

**Industrial Light**

**Industrial Heavy**



\*current uses will be redistributed and district will be retired.



# New Commercial Zoning Districts



## Activity Center

New high intensity “redevelopment” district

## Traditional Business District (TBD)

Formerly Central Business District

## Commercial Mixed Use (CMU)

Formerly Commercial/Retail

## Neighborhood Commercial

(“Mixed Use *Lite*”)

# Neighborhood Commercial



- Combines Neighborhood Commercial and Neighborhood Office
- Neighborhood-scale, low-impact, residential-compatible, nonresidential uses (like professional offices and hair salons)



# Commercial Mixed Use

- Previously Community Retail
- Now includes services and offices, allowing more use flexibility
- Example: Aversboro Square



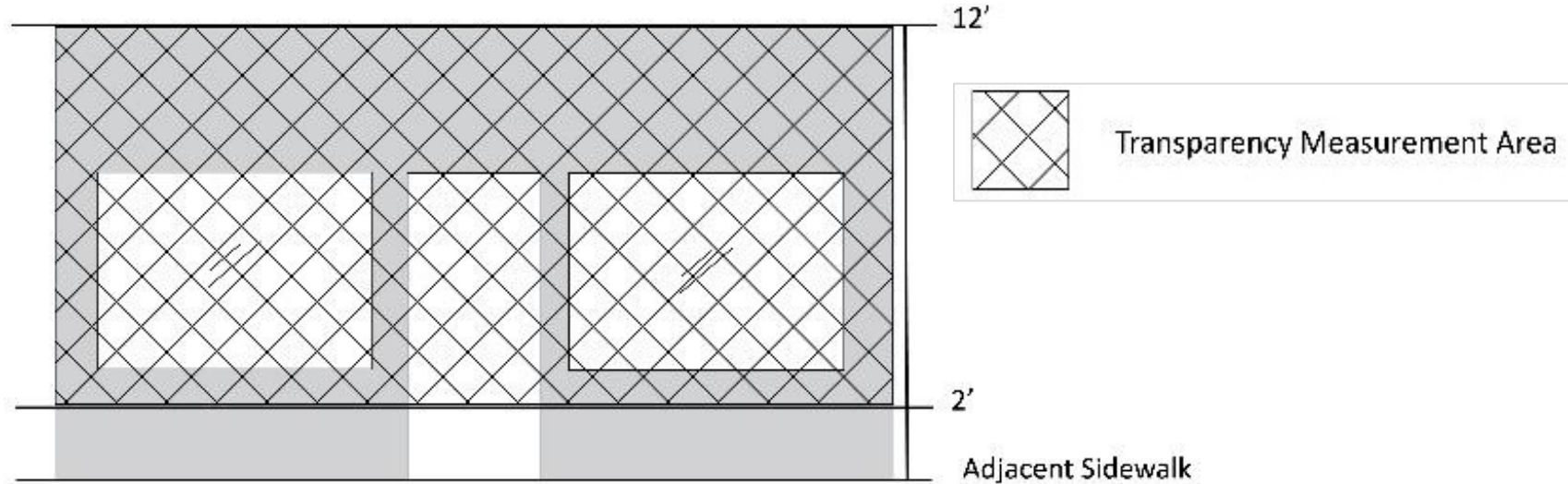


# Traditional Business District

- Previously Central Business District
- Uses and character will remain largely the same, with upper story residential added



# Façade Transparency Standards

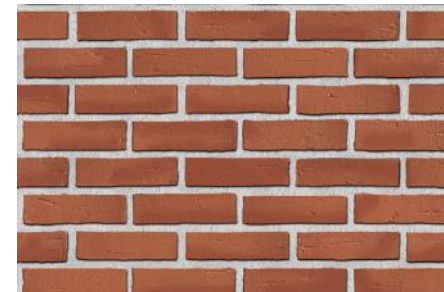


	Primary Frontage	Other frontages
NC	50%	33%
CMU	33%	33%
TBD	66%	66%
AC	66%	66%



# Material Requirements

- No metal or vinyl siding
- Building facades limited to three types of materials
  - Metal accents limited to 20% of the facade
- Minimum ~~75%~~ 50% of building shall be brick, masonry, ~~or decorated concrete~~



# Activity Center

- Most intense commercial/mixed-use district
- Intended to encourage density that would support redevelopment and transit-oriented development



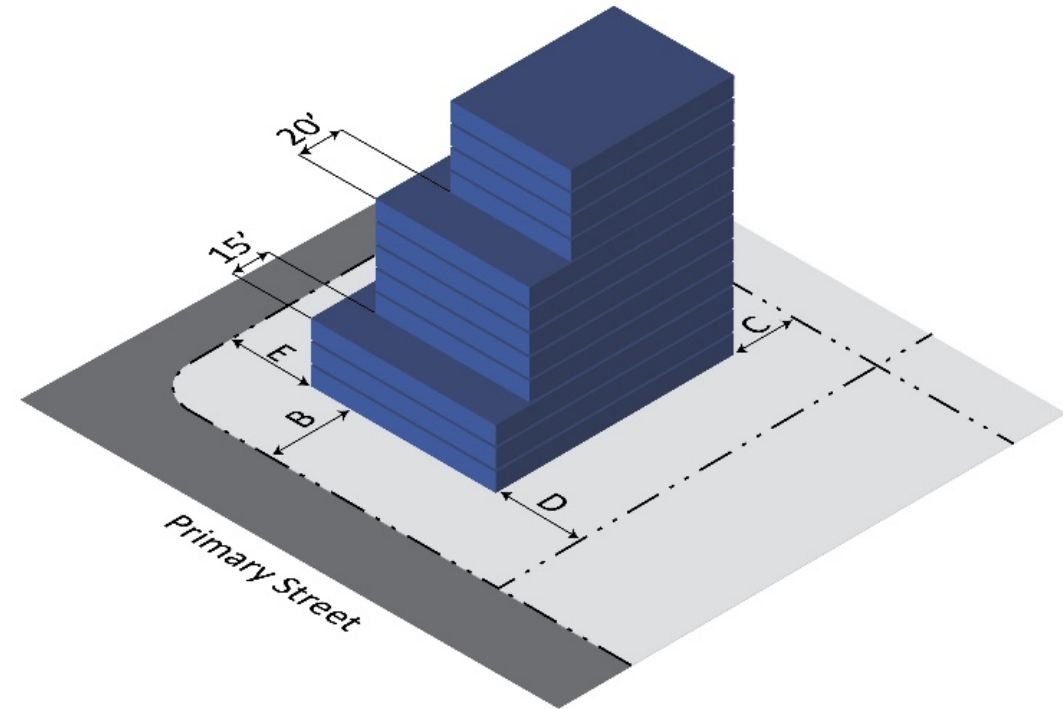


# Building Stepbacks for Towers



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- Preserves light, air circulation, and prevents crowding
- **8 stories or taller**
  - 15' stepback required somewhere between floors 3 and 6
- **12 stories or taller**
  - Additional 20' stepback between floors 8 and 12



AC district stepbacks for towers.

# Industrial Districts (I1 and I2)

- I1 (light industrial) and I2 (heavy industrial) districts remain largely unchanged
- I2 allows outdoor industrial uses



# Overlay Districts

# Current Overlays

Garner's UDO currently has **8 overlay and conservation districts**

## Conservation Districts remain

- Conservation Buffer Area
- Lake Benson Conservation
- Swift Creek

Remain with  
minor  
clarifications

## Transportation Corridor Overlays simplified

- Timber Drive
- Timber Drive East
- US 70/401
- Garner Road
- I-40 (Access-controlled highway)

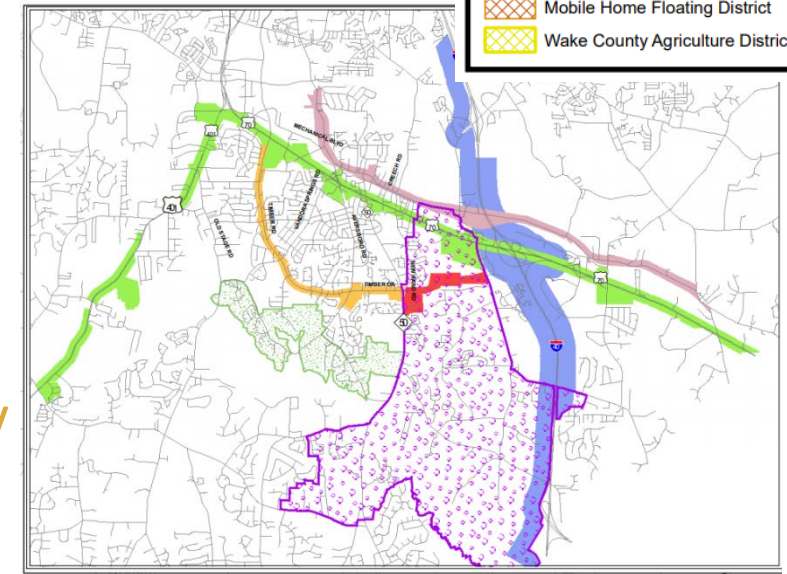
Residential Arterial Overlay

Commercial Highway Overlay

Limited Access Highway Overlay

### OVERLAY DISTRICTS

	I-40 / US 70 Special Highway Overlay
	Garner Road Overlay
	Timber Drive East Overlay
	Timber Drive Overlay
	US 70 / 401 Overlay District
	Lake Benson Conservation District
	Swift Creek Overlay District
	Mobile Home Floating District
	Wake County Agriculture District



# Non-Traditional Districts



# Planned Developments → CZ



- Currently have 4 different Planned Development types (PUD, TND, PRD, and MXD)
- Per new state statutes: all PDs converted to Conditional Zoning (CZ) with existing vested rights preserved

Required changes per state legislation Chapter 160D:



# Conditional Zoning (CZ) District



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## Options for Conditional Zoning:

~~A. Open-ended, developer proposes all conditions and provides detailed construction drawings (\$\$\$)~~

### Recommended

B. Conceptual (bubble) master plan with uses\*\* and design standards ("*Tier 2*")

C. Built CZ on a base zoning district, with uses\*\* further restricted and/or mitigation by design ("*Tier 1*")

~~D. No CZ option at all – maybe not needed after zoning district updates. Developers can still use text amendment and rezoning processes.~~

More  
private risk

More flexible or  
privately-directed



More publicly-  
guided

\*\*Special uses will still require subsequent special use review.



# Use Regulation

# Revised Table of Permitted Uses



**Table of Permitted Uses**

P = permitted by-right; see additional standards listed in Articles 5; S = Special Use Permit required.

Version: 02/11/2021

Specific Use	RESIDENTIAL DISTRICTS							NONRESIDENTIAL AND <u>MIXED USE</u> DISTRICTS						Notes
	RA	R2	R4	R8	RMH	MF1	MF2	NC	CMU	TBD	AC	I1	I2	
<b>RESIDENTIAL USE CATEGORY</b>														
Single-Family Detached	P	P	P	P	P	P								Includes Modular Home, Single Family Residential Subdivision, and Residential Cluster; 6.1 & 6.8
Two-Family Dwelling (2 dwelling units per structure, aka Duplex)		P	P	P		P								6.2
Townhouse (3 or 4 dwelling units per structure)			P	P		P	P	P	P					6.5
Townhouse (>4 dwelling units per structure)						S	P	P	P					
Multifamily (triplex or quadplex, up to 2,500 sq ft footprint)				P		P	P	P	P					6.2
Multifamily (>4 units per structure or over 2,500 sq ft footprint)							P	S	P					
Upper-Story Residential						P	P	P	P	P	P			5.3A.5
Manufactured Home (Class A Unit Only)	P													6.7.B
Manufactured Home Park					P									Includes Mobile Home Park and RV Park; 6.6

# Accessory Dwelling Units (ADUs)



- Only one ADU per lot, up to a density ceiling (by district)
- Area is less than half of primary structure, up to 800 sqft
- Two additional parking spaces
- ADU may not be sold separately
- Owner must reside on premises





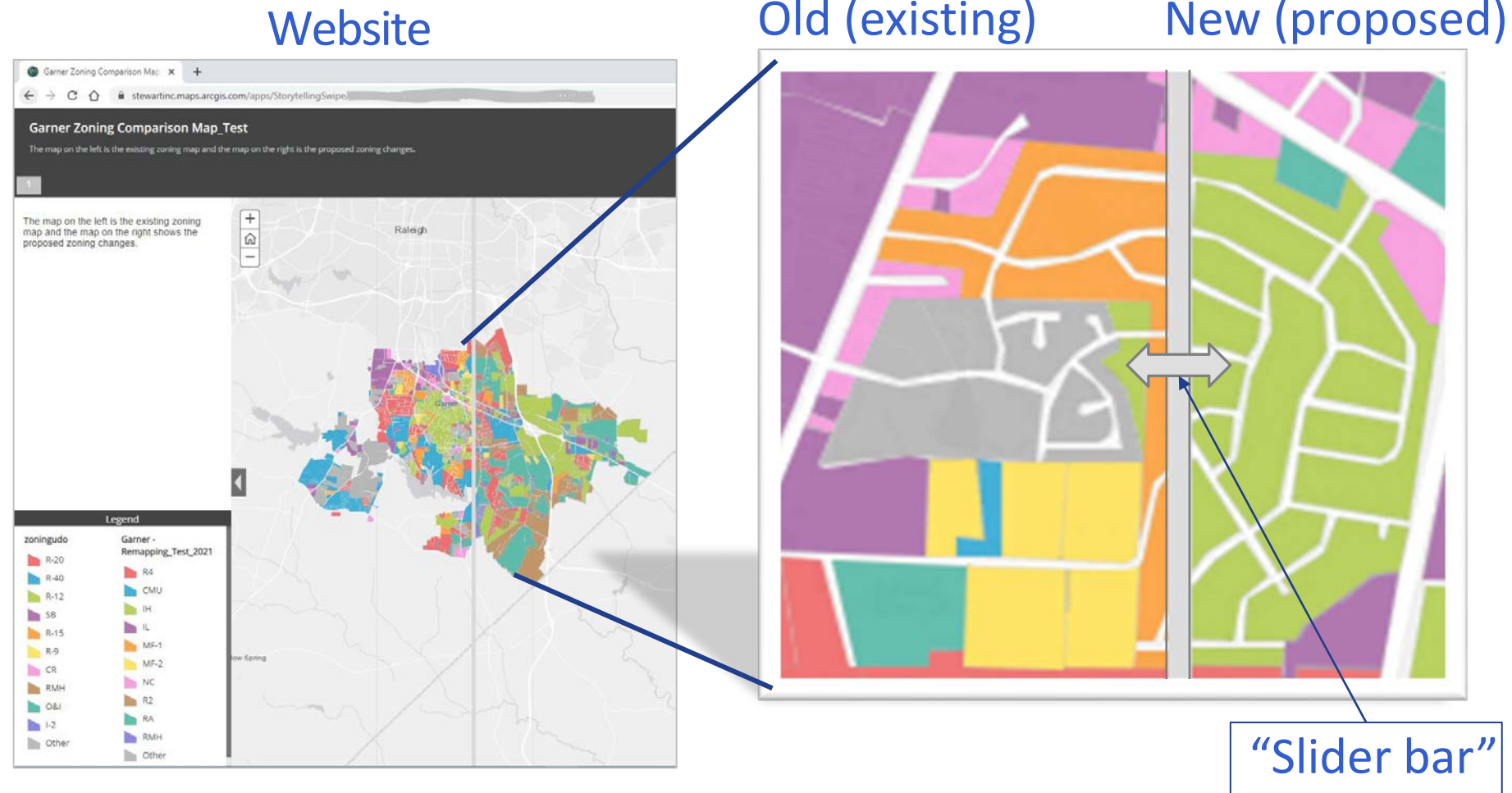
# Remapping

“WILL I BE REZONED?”

# Draft remapping is being developed for public review at the 03/04 Public Meeting

Members of the public can:

- Access the map at their leisure
- Compare their current zoning to the proposed zoning
- Contact Planning Department with questions.



Note: there will be additional, separate public outreach about the remapping.

Next Steps

# Next steps

- Public rollout of Articles 4 and 5 at public meeting (**March 4**), including draft rezoning map
- Finalize Articles 7, 8, and 11
- Renumber and reformat entire doc
- Finalize summary changes table
- Continue public outreach





# Thank you

PROJECT WEBPAGE:

[WWW.GARNERNC.GOV/DEPARTMENTS/PLANNING/GARNER-FORWARD/UDO-RE-WRITE-PROJECT](http://WWW.GARNERNC.GOV/DEPARTMENTS/PLANNING/GARNER-FORWARD/UDO-RE-WRITE-PROJECT)

OR SEARCH FOR: GARNER, NC, UDO REWRITE, IN YOUR BROWSER



STEWART