



TOWN OF CARRBORO

NORTH CAROLINA

TRANSMITTAL PLANNING DEPARTMENT

DELIVERED VIA: HAND MAIL FAX EMAIL

To: David Andrews, Town Manager
Mayor & Board of Aldermen

From: Tina Moon, Planning Administrator

Date: June 6, 2014

Subject: Input toward Potential new Mixed-Use District

During the January 2014 work session, staff provided the Board of Aldermen with a brief summary of analysis from the 2011 design workshops. Participants in the design workshops identified specific criteria for inclusion in the new district with an emphasis on the following six: 40% open space, OWASA service, a traffic study requirement for all projects, street shade trees, parking lot shade trees, and approval subject to a conditional use permit with phasing such that residential and non-residential development would occur at a controlled rate and in tandem with one another. An important component of any new district from the property owner's perspective was to establish a general zoning district, not as a conditional use district. Recommendations from the NSAPIRC, likewise, encouraged the Town to create an appropriate district and rezone suitable properties to the new classification.

The Board's initial discussion of a possible new mixed-use zoning classification, entitled Mixed Use Rural-Transition (MURT) focused on the overall framework of establishing a new district using the Office-Residential Mixed Use (OR-MU) District as a model. Provisions relating to the OR-MU District, found in Section 15-140.1 of the Land Use Ordinance include a general purpose statement and a series of eight subsections which speak to the ratio of residential and non-residential uses, residential density, permissible uses in the non-residential portion of the district, phasing, etc.

To assist with the discussion, staff provided the Board an outline of similar requirements for the potential MURT District based on criteria and performance standards developed during the design workshops and correspondence from Omar Zinn, the first property owner to consider the new district for a development proposal. Board members expressed support for the overall framework but requested an opportunity to talk through the various uses in more detail. The following

sections explore different options for some of the key components of a potential new district. Recommendations from the design workshop participants and Mr. Zinn are provided at the beginning of each section.

Land Uses

The following have been identified as potential land uses for the MURT District:

Residential Uses

- 1.110 Single Family Detached
- 1.220 Primary Residence with Accessory Apartment
- 1.320 Multi-Family Townhouses
- 1.330 Multi-Family Apartments
- 1.480 Nursing Care Home
- 1.630 Senior Citizen Residential Complex
- 2.110 High Volume Sales and Retail

Non-residential Uses

- 2.112 Specialty High Volume Retail
- 2.120 Display of Goods Outside Fully Enclosed Building - Retail Low-volume Traffic Generation
- 3.110 Office, Clerical, Research and Services designed to attract and serve customers on the premises, such as the office of attorneys, physicians, insurance and stock brokers, etc.) operations
- 3.120 Office, Clerical, Research and Services designed to attract little or no customer or client traffic
- 3.130 Office or clinics of physicians or dentists with not more than 10,000 square feet o gross floor area
- 5.200 Churches, synagogues and temples (including associated residential structures for religious personnel and associated buildings but not including elementary school buildings) school or secondary
- 8.100 Restaurants
- 8.200 Restaurants Outside Service and Consumption
- 8.700 Mobile Prepared Food Venders
- 10.100 Independent automobile parking lots or garages
- 22.100 Child Day Care-Home
- 22.200 Child Day Care Facility

Residential Density

The design workshop participants identified a potential residential zoning density based on R-7.5 to R-15. The study property contains approximately 27 acres; which if calculating density based on the total acreage without any constraints could yield 156 dwelling units. With natural constraints factored in the yield would be somewhat less. The design workshop participants considered density based on approximately 15 acres, and calculated reductions for open space requirements and environmentally sensitive site features. The resulting dwelling unit yield: approximately 21 units under the existing RR zoning classification, 84 units under R-7.5 and 121 units under R-10. An important question to consider is how many dwelling units is appropriate for this location, and what type of ratio between residential and non-residential uses strikes the right balance.

Non-Residential Zoning Classification

The design workshop analysis considered the B-4, B-3 and possibly O/A zoning districts as models for the non-residential portions of the new zoning district. Most of the proposed uses listed above are allowed in the three districts. However, high volume sales and retail use, which might include a book store, is not allowed in any of the three. Restaurants are not permitted in B-3. Independent parking lots, (a staff suggestion to allow for future park-and-ride lots) is only allowed in the B-4 district. A description of each of these districts is provided below.

■ **B-4 Outlying Concentrated Business.**

This zone is designed to accommodate a variety of commercial enterprises that provide goods and services to a larger market area than those businesses permitted in the neighborhood business district. Development regulations also permit higher buildings and increased density over that allowed in the B-3 zone. This zone is intended to create an attractive, concentrated business district in areas that are outside the town's central business district but that are served by the town's major thoroughfares. Examples of permitted uses include shopping centers, professional offices and motels. Uses that are not permitted include outside storage and drive-in theaters.

■ **B-3 Neighborhood Business.** This district is designed to accommodate commercial needs arising at the neighborhood level, such as grocery stores, branch banks, gas sales, and the like, as well as other commercial and office uses that are of such size and scale that they can compatibly coexist with adjoining residential neighborhoods. To insure compatibility between B-3 areas and the neighborhoods, no B-3 district shall be greater than five acres, and no areas shall be zoned B-3 if any portion of a pre-existing business district lies within one-half mile in any direction. **(AMENDED 3/7/2006)**

■ **O/A Office/Assembly.** This district is intended to provide for office, administrative, professional, research, and specialized manufacturing (such as light assembly and processing) activities in close proximity to an arterial street. This district is intended to provide employment near residential areas; therefore, the required development standards are intended to be compatible to adjacent residential uses and provide a park-like setting for employment. It is strongly encouraged that development in the Office/Assembly zoning district be designed so that employees may easily utilize alternative forms of transportation (such riding buses, cycling or walking) to commute to their place of employment.

Building Height

Board members also expressed concern over the potential for excessively tall buildings in the potential MURT district. The residential districts identified as possible have building height limits of 35 feet. The B-3 district has a maximum height limit of 28 feet and the B-4 district has a height limit of 50 feet. The O/A district is also limited to 35 feet.

Open Space

All of the workshop designs recommended a 40 percent open space requirement, which considering the residential component and rural location seems appropriate. The Board may wish to consider an increase in open space as a potential requirement for a residential density increase. In addition to open space, the Board may wish to consider additional open space or screening requirements to help soften the visual effect of this type of more intensive development in areas

that are still transitioning from rural to more urban. There may be interest in applying the current 100 foot setback requirement R-R properties in Transition Area II, to the MURT as a boundary setback as well.

Staff anticipates that further refinement will be needed, but wanted to receive Board feedback, particularly with regard to potential land uses, before getting into too much more detail. The new district should respond to the varying interests in the transition area including but not limited to the NSAPIRC's recommendation for mixed-use development, traffic and visibility concerns along the Old NC 86 and Eubanks Road, and the need to balance the protection of rural character while providing for more urban growth in the future.