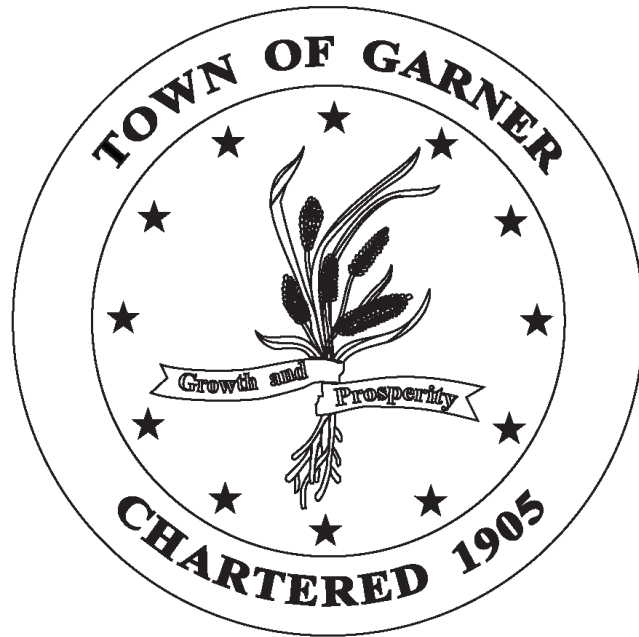


# Town of Garner



Work Session Meeting  
March 26, 2024

Garner Town Hall  
900 7<sup>th</sup> Avenue  
Garner, NC 27529

**Town of Garner  
Work Session Meeting Agenda  
March 26, 2024**

The Council will meet in a Work Session at 6:00 p.m. in the Ronnie S. Williams Council Chambers located at 900 7<sup>th</sup> Avenue, Garner, NC.

A. CALL MEETING TO ORDER/ROLL CALL: Mayor ProTem Elmo Vance

B. ADOPTION OF AGENDA

C. PRESENTATIONS

1. Dr. Robert Taylor, Wake County Schools, introduction  
Presenter: Elmo Vance, Mayor ProTem

2. Garner Fire-Rescue Annual Report  
Presenter: Matt Poole, Fire Chief

D. DISCUSSION/REPORTS

1. Zoning Text Amendment # ZTA-23-02, Garner Forward Implementation ..... Page 17  
Presenter: Jeff Triezenberg, Planning Director

Second round of discussion concerning a proposed first round of text amendments aimed at implementing the 2023 Garner Forward Comprehensive Plan. General topics include, but are not limited to: regulatory adjustments to nonconforming site elements, special use permits, transportation overlay zones, table of permitted uses, townhouse and two- to four-family dwelling unit definitions, research and development uses, open space, block faces, building materials, shared parking, and perimeter buffers on small lots.

Action: Receive as information for discussion and consider directive to set public hearing for when agenda allows.

E. MANAGER REPORTS  
- Pending Agenda Report

F. ATTORNEY REPORTS

G. COUNCIL REPORTS

H. CLOSED SESSION

I. ADJOURN

Town of Garner  
Town Council Meeting  
Agenda Form

Meeting Date: February 27, 2024		
Subject: Dr. Robert Taylor, Wake County Schools Introduction		
Location on Agenda: Presentations		
Department: Administration		
Contact: Stella Gibson, Town Clerk		
Presenter: Elmo Vance, Mayor ProTem		
Brief Summary: Dr. Taylor will introduce himself and have a general discussion with Council.		
Recommended Motion and/or Requested Action:		
Detailed Notes:		
Funding Source:		
Cost:	One Time: <input type="radio"/>	Annual: <input type="radio"/> No Cost: <input checked="" type="radio"/>
Manager's Comments and Recommendations:		
Attachments Yes: <input type="radio"/> No: <input checked="" type="radio"/>		
Agenda Form Reviewed by:	Initials:	Comments:
Department Head:		
Finance Director:		
Town Attorney:		
Town Manager:	JM	
Town Clerk:		

Town of Garner  
Town Council Meeting  
Agenda Form

Meeting Date: March 26, 2024 <span style="float: right;"><input type="button" value="v"/></span>		
Subject: 2023 GFR Annual Report		
Location on Agenda: Presentations		
Department: Garner Fire Rescue Department		
Contact: Jodi Miller, Interim Town Manager		
Presenter: Fire Chief Matt Poole		
Brief Summary: Chief Poole will present the 2023 GFR Annual Report.		
Recommended Motion and/or Requested Action: No action required		
Detailed Notes:		
Funding Source: N/A		
Cost:	One Time: <input type="radio"/>	Annual: <input type="radio"/> No Cost: <input checked="" type="radio"/>
Manager's Comments and Recommendations: The presentation provides an opportunity to learn more about fire and rescue services provided to the Town in 2023 and to ask Chief Poole any fire service related questions.		
Attachments Yes: <input checked="" type="radio"/> No: <input type="radio"/>		
Agenda Form Reviewed by:	Initials:	Comments:
Department Head:		
Finance Director:		
Town Attorney:		
Town Manager:	JM	
Town Clerk:		

2023






# GFR ANNUAL REPORT

[www.garnerfire.com](http://www.garnerfire.com)



# T A B L E O F CONTENTS

<b>03</b>	Message from the Fire Chief	ABOUT US
<b>04</b>	GFR Guiding Principles Strategic Goals & Initiatives	
<b>05</b>	GFR Organizational Structure	
<b>06</b>	GFR Fixed Facilities	
<b>07</b>	GFR Program Highlights	HIGHLIGHTS
<b>08</b>	GFR Program Highlights Cont'd	STATISTICS
<b>09</b>	GFR Response Statistics	
<b>10</b>	GFR Response Statistics Cont'd	MAPS
<b>11</b>	GFR GIS Call Locations	
<b>12</b>	GFR Response Statistics	

<b>CONTACT INFORMATION</b>		<b>SOCIAL MEDIA</b>	
Emergency	9-1-1		@Garner Fire-Rescue
Non-Emergency	919.772.1550		@garnerfire
Website	<a href="http://www.garnerfire.com">www.garnerfire.com</a>		@garnerfire85

## FIRE CHIEF MATTHEW POOLE



I am pleased to present the 2023 Annual Fire Department Report. This comprehensive report reflects our commitment to transparency and highlights the achievements, challenges, and key statistics that define our department's performance.

**Response Times** - Our team continues to try and meet response time standards, ensuring swift and efficient emergency services to the community.

**Incident Types** - The report details the types and frequency of incidents responded to by our dedicated firefighters. We continue to adapt and enhance our strategies to address emerging trends and challenges in fire safety and emergency services.

“Leading this community as your fire chief is the most challenging chapter of my professional career.”

**Training and Preparedness** - Our department invested significant resources in training programs to ensure our personnel are well-equipped to handle diverse emergencies. Preparedness initiatives contribute to the overall competency of our team.

**Community Outreach** - We actively engaged with the community through various outreach programs, educational initiatives, and collaborative efforts to enhance fire safety awareness. Together, we have made strides in creating a safer living environment for everyone.

**Equipment and Technology Upgrades** - The report highlights investments in state-of-the-art equipment and technology upgrades. These enhancements are pivotal in maintaining the highest standards of safety and efficiency in our operations.

**Staff Recognition** - I am proud of the dedication and hard work displayed by our firefighting and support staff. Their commitment to service has been instrumental in achieving the positive outcomes reflected in this report.

I encourage you to review the detailed statistics and insights presented in the report. Your ongoing support and collaboration remain crucial as we work together to ensure the safety and well-being of our community. Thank you for your continued trust in the Garner Fire-Rescue. We look forward to another year of serving and protecting our community.



Matthew R. Poole  
Fire Chief

# GFR GUIDING PRINCIPLES

## Mission

Garner Fire-Rescue is dedicated to protecting the life and property of our community by building our future on the foundation of our past.

## Values

Garner fire**FIGHT**ers possess the courage needed to save lives and make our community safe. We will be models of honesty, possess giving hearts, and be grateful for our heritage.

## Vision

To become the best possible fire service organization through well-trained and developed personnel, modern resources and equipment, and continue to be an integral part of our community.

**F**ortitude    **I**ntegrity    **G**enerosity  
**H**onor        **T**radition

## Strategic Goals & Initiatives



### GOAL 1

Commit to continuous organizational improvement.



### GOAL 2

Continue fire department merger planning with the Town of Garner.



### GOAL 3

Enhance emergency response capabilities.



### GOAL 4

Enhance departmental training and personnel development.



### GOAL 5

Enhance physical resource allocation and replacement programs.



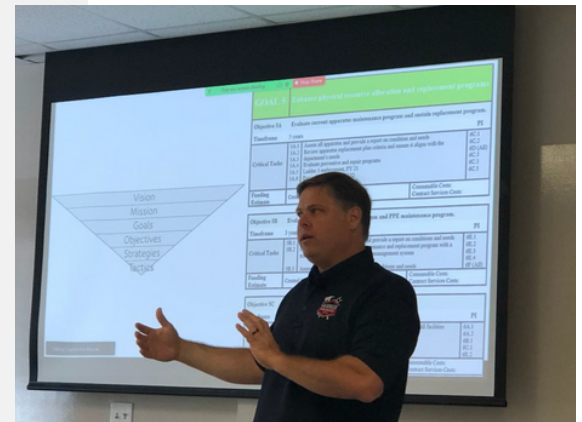
### GOAL 6

Improve community risk reduction efforts.



### GOAL 7

Improve information technology components such as policies, procedures, security, software, and hardware.





# GFR ORGANIZATIONAL STRUCTURE

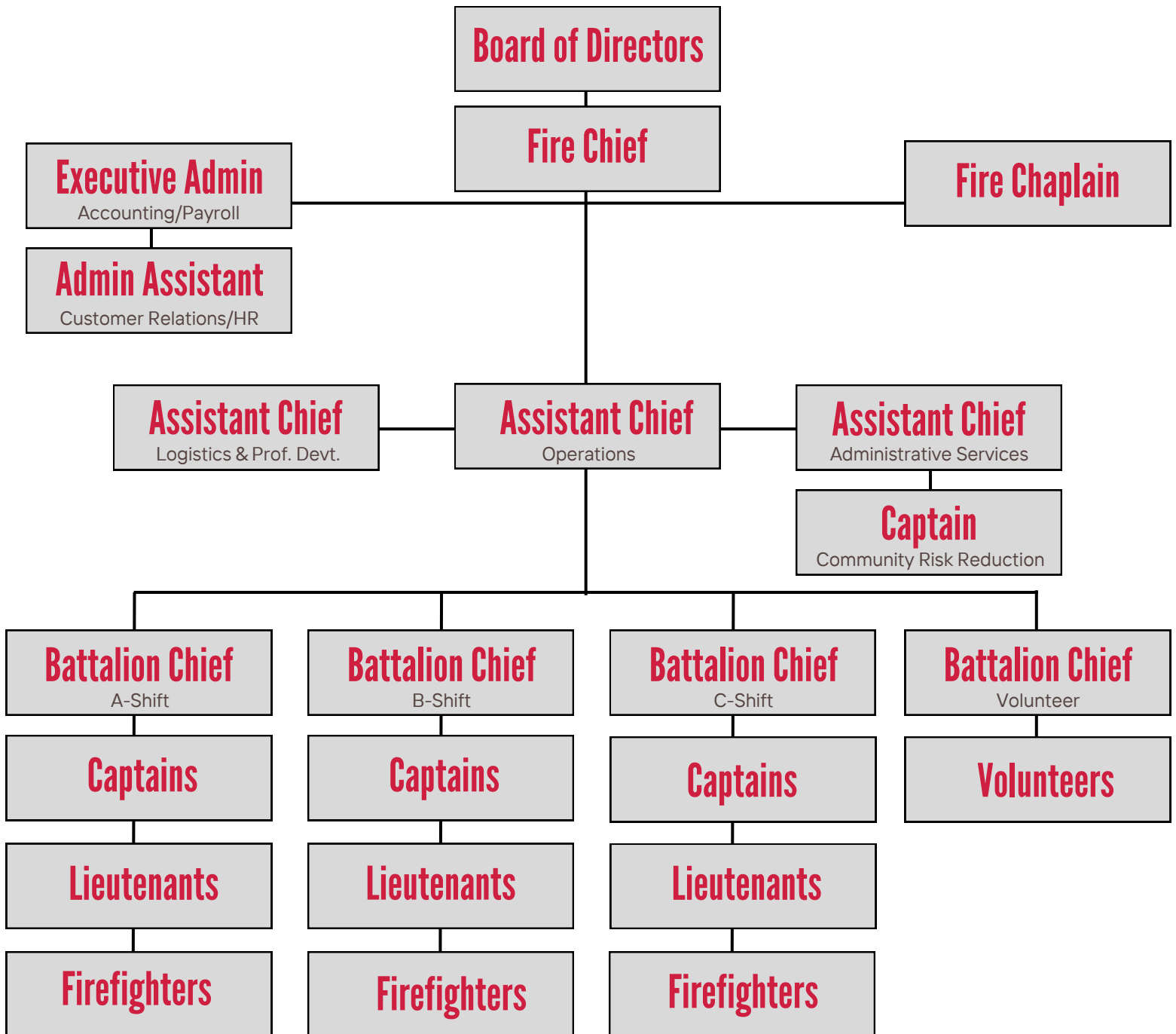
## Board of Directors

### Board Officers

**President** - Joe Sample  
**Vice President** - Mark Wilson  
**Secretary/Treasurer** - Kenny Walker

### Board Members

**Board Member** - Nancy Anderson  
**Board Member** - Stacy Kolacz  
**Board Member** - Carl Williams  
**Board Member** - Johnny Foster  
**Board Member (Alt)** - Jeffrey Gulley



# GFR FIXED FACILITIES

## Stations



**1** **Station 1**  
503 W. Main St.  
Garner, NC 27529  
2516 Call Demand  
3847 Unit Demand



**2** **Station 2**  
9115 Sauls Rd.  
Raleigh, NC 27603  
1138 Call Demand  
1379 Unit Demand



**3** **Station 3**  
1695 Timber Dr.  
Garner, NC 27529  
2269 Call Demand  
4204 Unit Responses



**4** **Station 4**  
125 Spaceway Ct.  
Garner, NC 27529  
1197 Call Demand  
1430 Unit Responses



**5** **Station 5**  
7816 Caddy Rd.  
Raleigh, NC 27603



**A  
D  
M  
I  
N** **Administration**  
914 7th Ave.  
Garner, NC 27529

## Districts

### Station 1

Urban 1A  
5.94 square miles  
12,277 population

Rural 1B  
6.13 square miles  
1,792 population

### Station 2

Urban 2A  
1.08 square miles  
3,030 population

Rural 2B  
24.07 square miles  
17,760 population

### Station 3

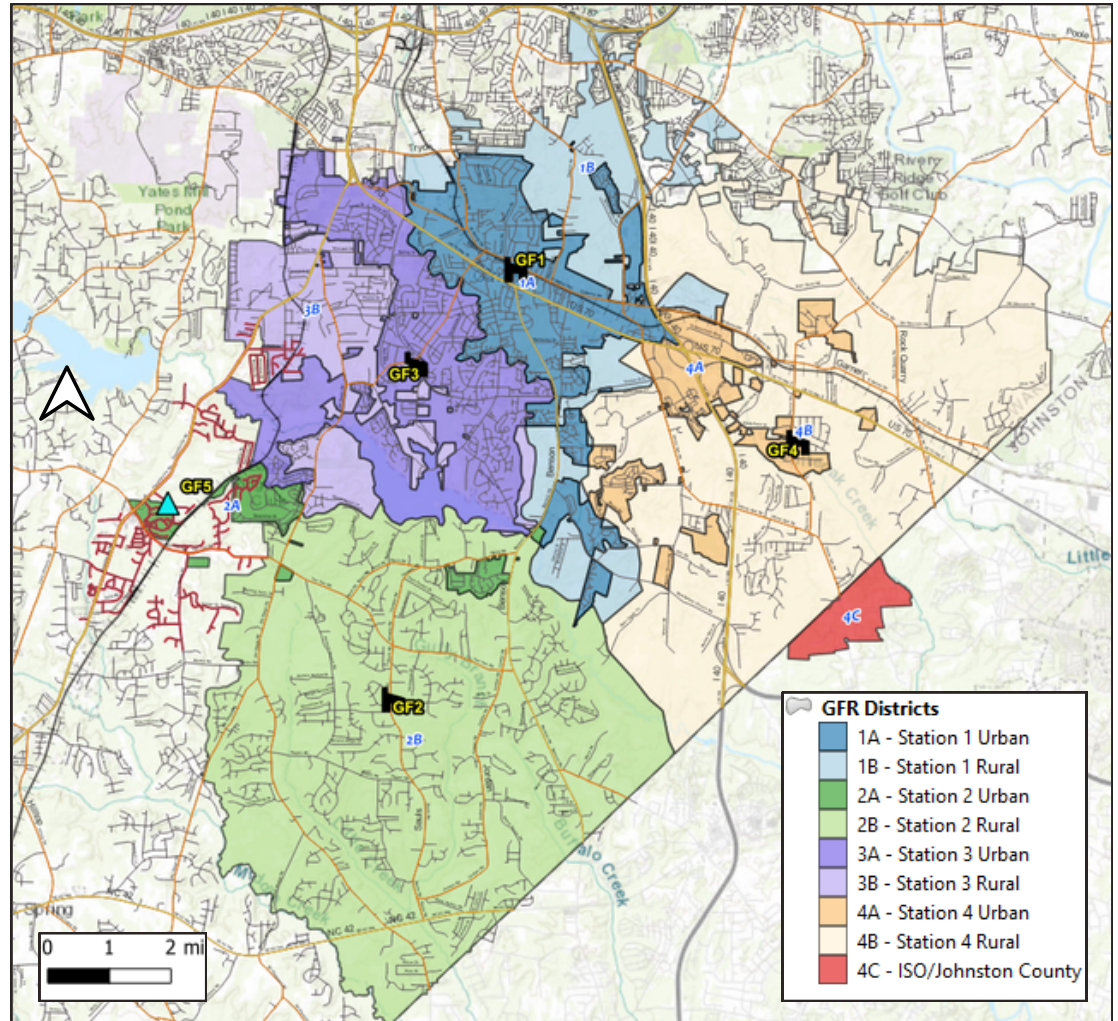
Urban 3A  
7.63 square miles  
12,928 population

Rural 3B  
5.05 square miles  
4,023 population

### Station 4

Urban 4A  
2.75 square miles  
2,949 population

Rural 4B  
21.73 square miles  
7,141 population



# GFR PROGRAM HIGHLIGHTS

## Fire Suppression

- Placed in service (2) new frontline Pierce Impel engines (dump capable & carry dump tanks)
- Reduced battalion chief dispatches
- Modified fire alarm response run card (single engine, engine/ladder)
- Upgraded working rural structure fires to include a minimum of three GFR engines
- Updated and improved After-Action Reviews (18 completed in 2023)
- Increased amount of stocked fire hose, tested and ordered Sniper attack hose
- Developed and implemented a Search Culture Manual and training
- Began the development of a Truck Company Manual

## Technical Rescue

- Responded to 189 Delta level motor vehicle collisions with a high mechanism of injury
- Responded to 35 children locked in a vehicle calls
- Performed 22 extrications from vehicles and/or machinery
- Responded to 7 elevator rescues
- Responded to 3 calls involving motor vehicle collisions with buildings
- Responded to 2 water rescues

## Logistics

- Placed new air trailer in service
- Replaced all exterior stairs at station 2
- Expanded two administrative offices
- Established a Research & Development Committee
- Worked on renovations to St. Mary's House
- Installed new HVAC system at station 1
- Upgraded/replaced 8 defibrillators
- Purchased 6 new thermal imaging cameras
- Attended the FIERRO Turnout Gear Symposium
- Upgraded daily uniforms to include better quality pants, new sweatpants, and personalized job shirts
- Issued 21 new sets of turnout gear

## Emergency Medical Services

- Temporarily implemented squad concept at Station 3 to test due to Station 5 opening delay and to alleviate resource demand on GFL3
- Verified that the most common EMD complaint was breathing difficulty
- Administered Naloxone (Narcan) 41 times
- Administered Aspirin to 40% of patients with a chief complaint of chest pain
- Responded to 57 cardiac arrest events
- Recognized 18 GFR first responders at Code Celebrate Event for five separate cardiac arrest calls in 2022 that resulted in patients being successfully discharged from the hospital. Four of the calls involved incidents with some type of bystander intervention, such as CPR or defibrillation, prior to fire department arrival

## Hazardous Materials

- Experienced an increase in hazardous condition (400 series) type calls by 27.69%
- Coded roughly 70% of hazmat calls as natural gas or LPG leaks
- Completed required annual six hour training for employees
- Participated in Senior Officials Workshop for All-Hazards Preparedness hosted on-site by Texas A&M Engineering Extension Service in conjunction with Garner Police Department, Garner Town Leadership, Wake County EMS, NC State Bureau of Investigation, and the Federal Railroad



# GFR PROGRAM HIGHLIGHTS CONT'D

## Community Risk Reduction

- Conducted 112 community events
- Hosted annual Firemen's Day Festival
- Hosted and graduated seven participants from the Citizen Fire Academy
- Partnered with Red Cross to conduct two smoke alarm canvas events impacting 323 citizens
- Provided live fire extinguisher training at six events impacting 100 citizens
- Assisted the NC Office of the State Fire Marshal with fire prevention education during the NC State Fair
- Produced a public service announcement video showcasing the dangers of turkey fryers with the NC Office of the State Fire Marshal
- Purchased enclosed trailer, generator, and fire extinguisher prop for community risk reduction

## Hiring/Professional Development

- Completed four hiring and orientation processes for 13 new firefighters
- Completed three promotional processes (FF 1st Class, lieutenant, captain)
- Created a new probationary firefighter packet
- Created a new driver/operator packet
- Hosted TR and VMR certification program
- Hosted NIMS 300 and 400 course
- Completed NFPA 1582 compliant annual member physicals
- Completed annual physical agility testing for all members

## Promotions/Advancements

- **Assistant Chief** - Jason Deitch
- **Battalion Chief** - Brandon Smith
- **Captain** - Robert Hodge, Josh Taylor
- **Lieutenant** - Brandon Holmquist, Zach Johnson
- **Firefighter 1st Class** - Hunter Byrd, Jonathan Fisher, Tyler Hutchison, Ryan Landrum, Grayson Lee, Samuel Smith

## Scholarship/Award Recipients

- **Associate's Degree** - Robbie Beasley, David Blanc, EG Burr, Daniel Pickett, Scott Rietvelt, Cody Workowski
- **Bachelor's Degree** - Grayson Lee
- **Master's Degree** - Daniel Ward
- **Chief's Award** - Aerial Smith



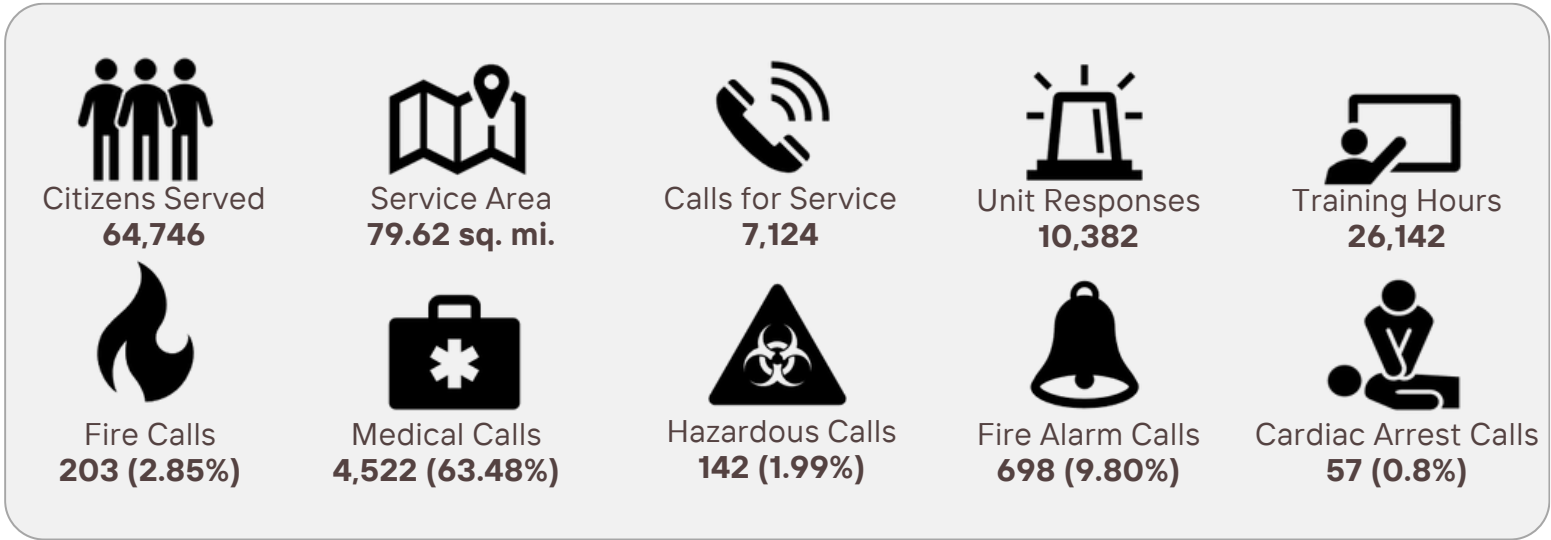
## Training

- Completed 26,142 hours of training
- Facilitated 4 new hire orientation periods (4-week orientation schedule)
- Utilized "out of district" training facility at Goldsboro Fire Department multiple times throughout the year
- Utilized "in district" training location at the City of Raleigh Wastewater Treatment Plant
- Conducted numerous vehicle extrication training evolutions at the LKQ facility
- Hosted and completed 4 quarterly water haul drills
- Utilized four acquired structures to perform engine/ladder company operations, RIT, and MAYDAY training for the entirety of the department
- Facilitated and provided NIMS 300/400 training to 13 personnel
- Hosted and facilitated the North Carolina Peer Support Course with 28 students
- Provided Driver-Operator Aerials state certification training to 11 personnel
- Sponsored 3 GFR battalion chiefs for Officer Development Program in Florida
- Sponsored 4 personnel for the North Carolina Breathing Equipment School held at Gaston College

## Accreditation/ISO

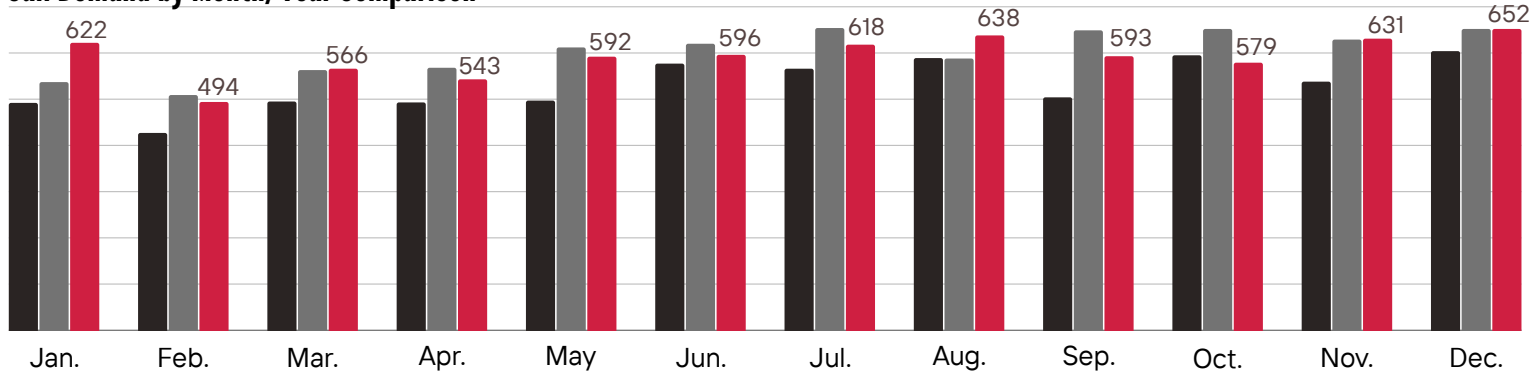
- Completed GFR Annual Report
- Completed Annual Compliance Report (ACR), approved by CPSE
- Completed 136 policy reviews with updates
- Completed and implemented two peer team recommendations for 1A.8 and Criterion 5A
- Completed all required annual program appraisals
- Created new annual program appraisal template for 2023
- Conducted annual strategic planning goals and objectives meeting
- Completed three strategic plan objectives (1D.6, 4A.9, and 4B.3)
- Finalized new community risk assessment station-based template
- Completed annual hose testing, apparatus service testing, hydrant servicing, ground ladder and ladder/aerial testing
- Improved 90th percentile turnout time for all units by 3 seconds

# GFR RESPONSE STATISTICS



■ 2021 ■ 2022 ■ 2023

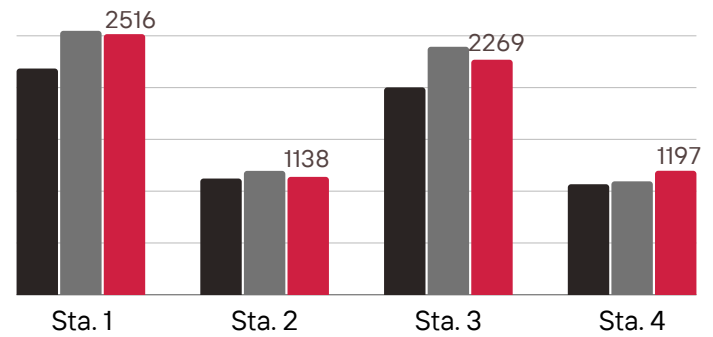
## Call Demand by Month/Year Comparison



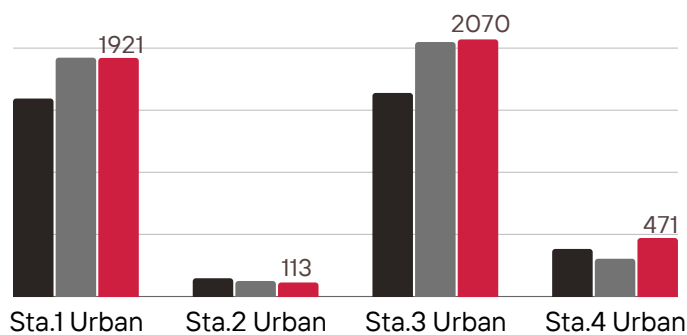
## Cost-Benefit Analysis

Cost Per Incident >> **\$1,482.87**  
 Calls per 1k Residents >> **110**  
 Fire Loss Per Resident >> **\$28.32**  
 Property & Contents Lost >> **\$1.83M**  
 Property & Contents Saved >> **\$14.18M**

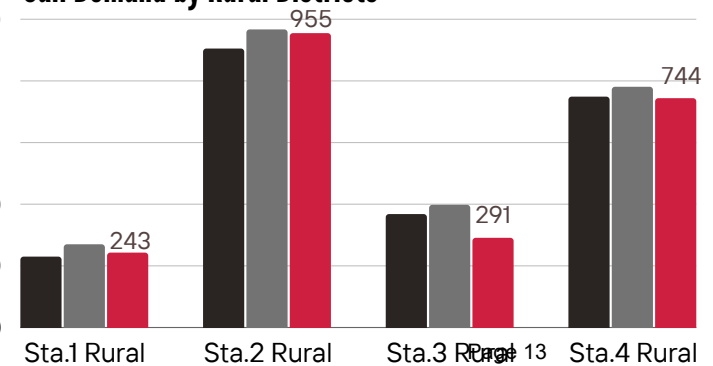
## Call Demand by Station



## Call Demand by Urban Districts

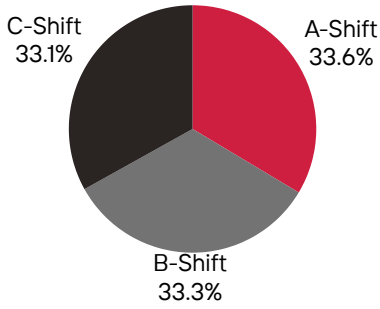


## Call Demand by Rural Districts

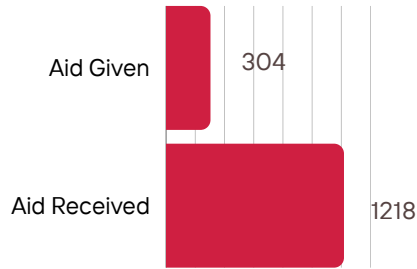


# GFR RESPONSE STATISTICS CONT'D

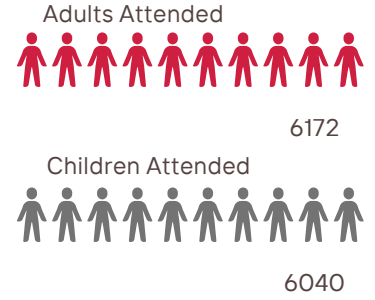
## Call Demand by Shift



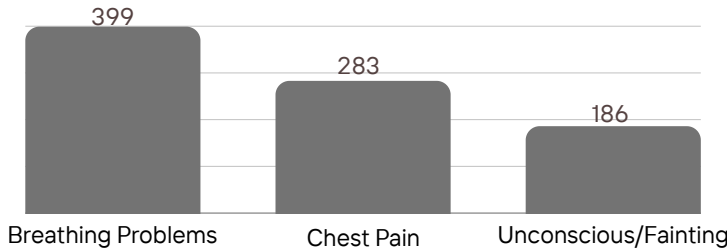
## Automatic/Mutual Aid



## Community Activities



## Top 3 Medical Dispatches



## Staffing Utilization by Unit Demand



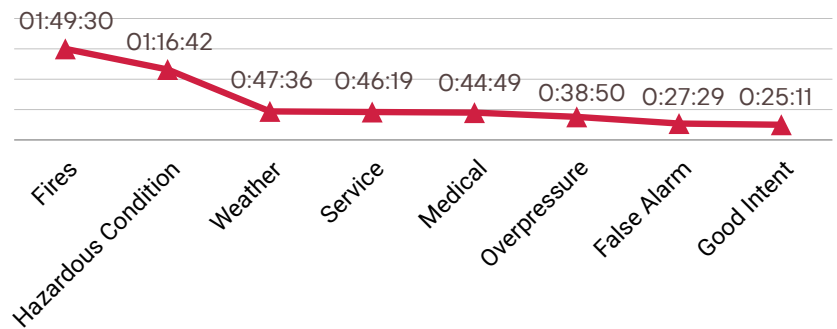
## Top Unit Responses



## Civilian/Firefighter Fire Casualties



## Unit On-Scene Time by Call Type



## 90th Percentile Turnout Times

Unit	A	B	C
GFE1	0:01:22	0:01:28	0:01:26
GFE2	0:01:30	0:01:24	0:01:31
GFL3	0:01:25	0:01:19	0:01:26
GFE4	0:01:43	0:01:34	0:01:33
GFL1	0:01:02	0:01:37	0:01:12
GFR1	0:00:51	0:01:12	0:01:50

## 90th Percentile Travel Times

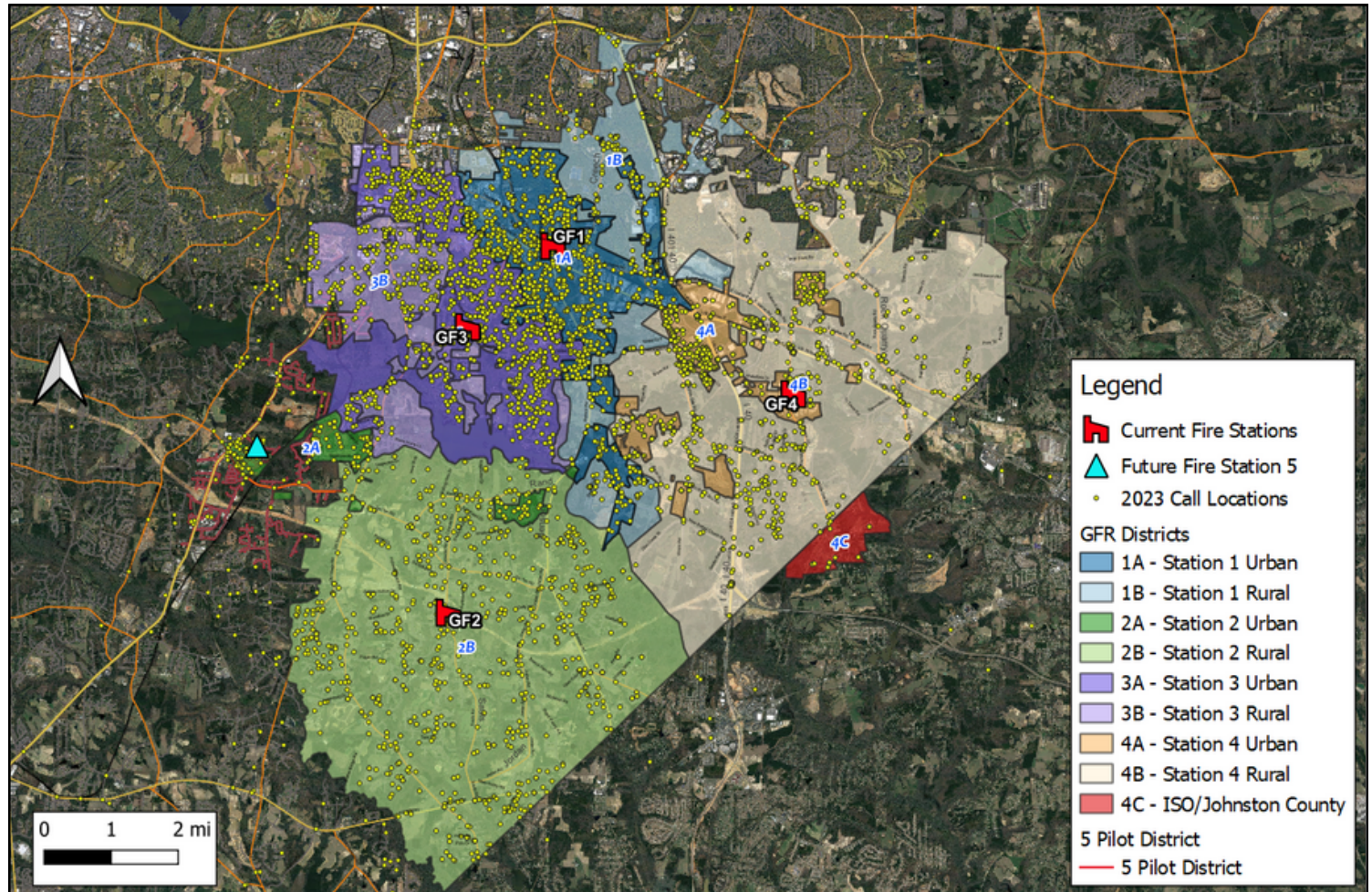
Unit	A	B	C
GFE1	0:06:49	0:06:50	0:06:40
GFE2	0:08:04	0:08:25	0:07:47
GFL3	0:07:09	0:06:41	0:07:04
GFE4	0:08:10	0:08:35	0:09:10
GFL1	0:07:05	0:07:06	0:06:09
GFR1	0:09:20	0:06:57	0:09:30

## 90th Percentile On-Scene Times

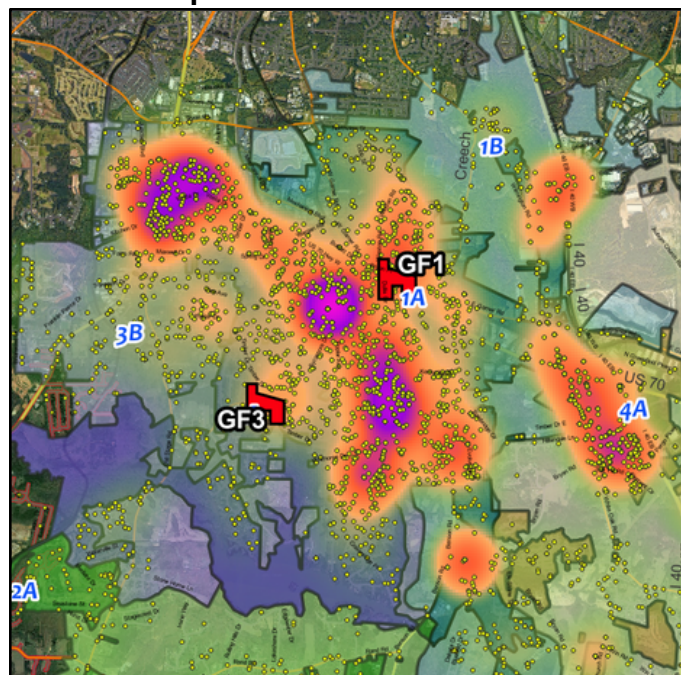
Unit	A	B	C
GFE1	0:42:55	0:40:43	0:43:41
GFE2	0:50:32	0:47:31	0:45:18
GFL3	0:35:51	0:39:16	0:40:13
GFE4	0:53:05	0:53:29	0:50:44
GFL1	0:37:59	0:38:51	0:44:29
GFR1	0:50:13	0:39:49	1:01:45

# GFR GIS CALL LOCATIONS

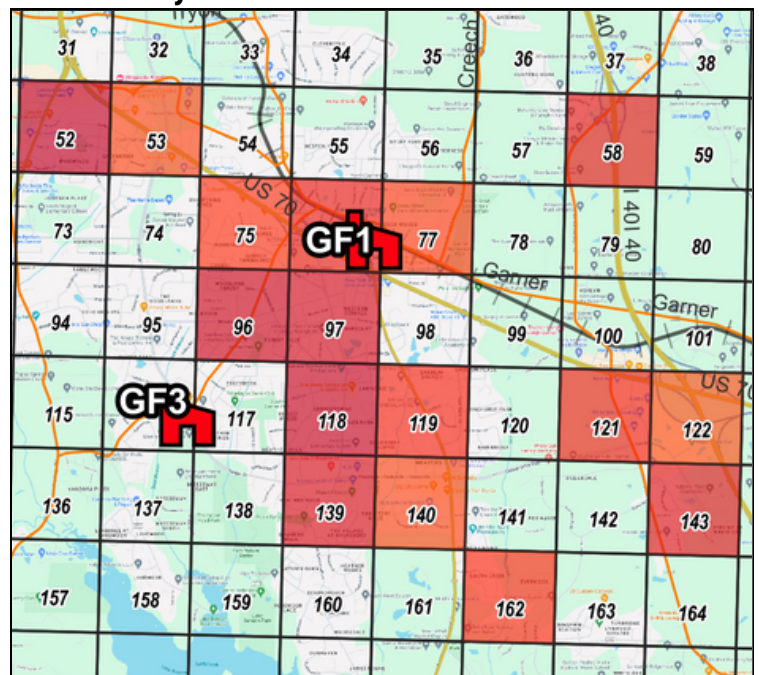
## 2023 Call Locations



## 2023 Call Hot Spots

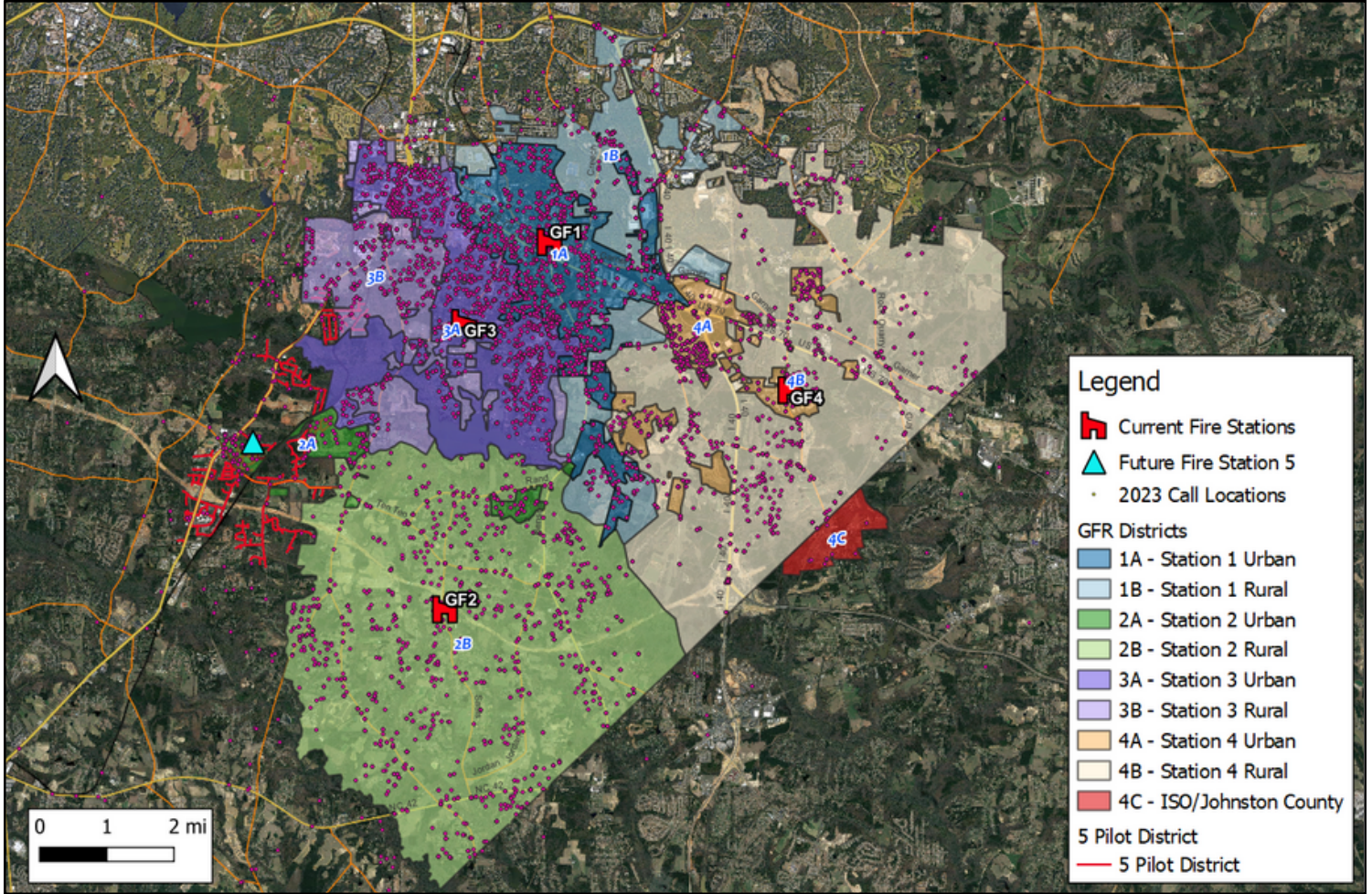


## 2023 Calls by USNG

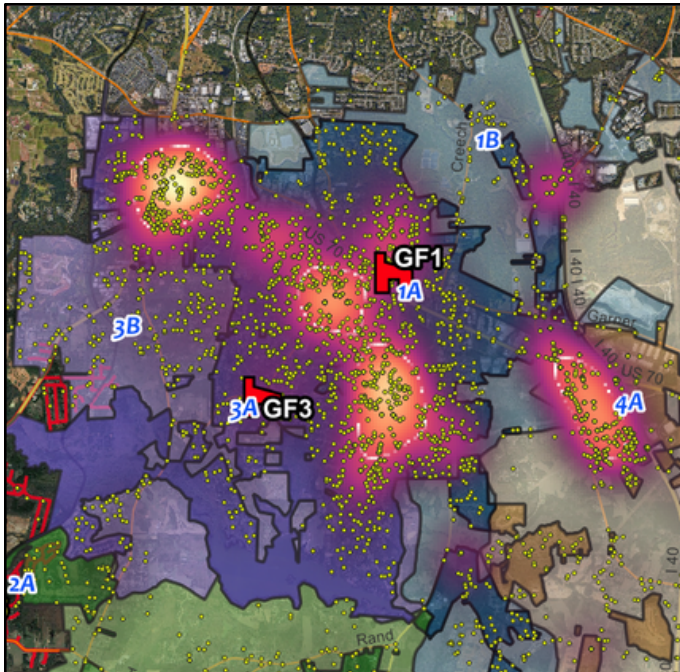


# GFR GIS UNIT RESPONSES

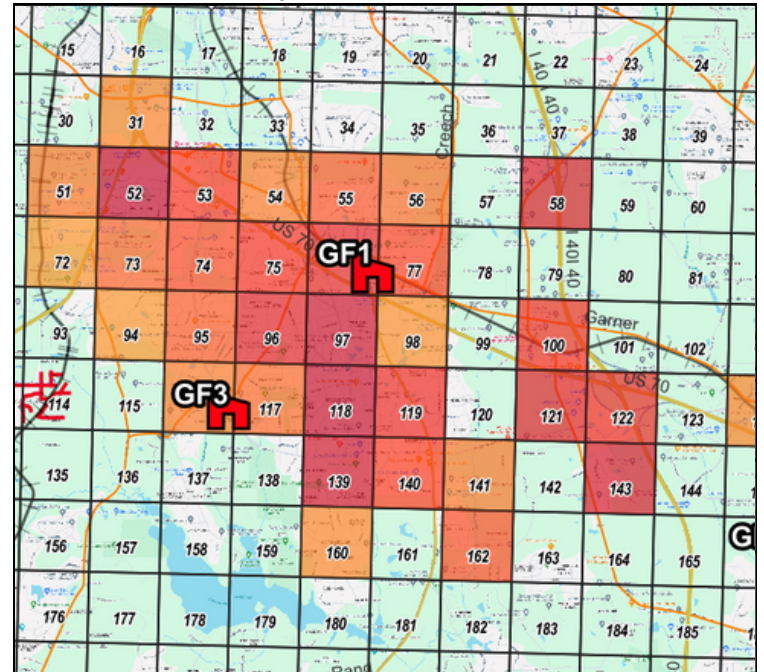
## 2023 Unit Response Locations



## 2023 Unit Response Hot Spots



## 2023 Unit Responses by USNG





Town of Garner  
Town Council Meeting  
Agenda Form

Meeting Date: March 26, 2024		
Subject: Zoning Text Amendment # ZTA-23-02, Garner Forward Implementation		
Location on Agenda: Discussion/Reports		
Department: Planning		
Contact: Jeff Triezenberg, AICP, GISP; Planning Director		
Presenter: Jeff Triezenberg, AICP, GISP; Planning Director		
<b>Brief Summary:</b>  Second round of discussion concerning a proposed first round of text amendments aimed at implementing the 2023 Garner Forward Comprehensive Plan. General topics include, but are not limited to: regulatory adjustments to nonconforming site elements, special use permits, transportation overlay zones, table of permitted uses, townhouse and two- to four-family dwelling unit definitions, research and development uses, open space, block faces, building materials, shared parking, and perimeter buffers on small lots.		
<b>Recommended Motion and/or Requested Action:</b> Receive as information for discussion and consider directive to set public hearing for when agenda allows.		
<b>Detailed Notes:</b> See attached staff report. Previous discussion of this amendment package occurred at the work session of June 27, 2023. Highlighted sections are new.		
Funding Source:		
Cost:	One Time: <input type="radio"/>	Annual: <input type="radio"/> No Cost: <input checked="" type="radio"/>
Manager's Comments and Recommendations:		
Attachments Yes: <input checked="" type="radio"/> No: <input type="radio"/>		
Agenda Form Reviewed by:	Initials:	Comments:
Department Head:	JST	
Finance Director:		
Town Attorney:		
Town Manager:		
Town Clerk:		



# PLANNING MEMORANDUM

**DATE:** March 26, 2024  
**TO:** Honorable Mayor Gupton and Town Council Members  
**FROM:** Jeff Triezenberg, AICP, GISP; Planning Director  
**SUBJECT:** Zoning Text Amendment # ZTA-23-02, Garner Forward Implementation

---

## I. BACKGROUND

This memo sets out proposals for a first round of text amendments to the UDO aimed at better implementing the goals and objectives of the 2023 Garner Forward Comprehensive Plan.

The comprehensive planning project began in earnest in July of 2022, with the contracted consulting team committing to 172 +/- hours of face-to-face engagement with the community as well as producing a project website and online engagement tools for broader outreach. A Steering Committee made up of the entire Garner Town Council and Planning Commission memberships met five (5) times over the course of the project, and select members also participated (along with interested citizens and Town staff) in more focused discussions as part of three (3) strategic advisory groups. Those groups provided specific input and assistance related to public outreach, community character and future land use scenario planning.

A draft of the full plan was first released on February 27, 2023, as the consultant's draft. During the remainder of 2023, the draft was reviewed extensively by the public, Planning Commission and the Town Council. This review culminated in a final draft being adopted on November 21, 2023, with an effective date of February 16, 2024.

## II. PROPOSED UDO TEXT CHANGES

...

### 2.7.2. Applicability Matrix

Notwithstanding other portions of this Article, the following table summarizes the minimum requirements that shall be met when there are changes of use or changes to existing nonconforming development and/or to nonconforming structures or uses. A "✓" indicates that compliance with all applicable standards of this UDO is required, unless noted otherwise.



Figure 2.7-A. Required Site Element Upfits

	DIMENSIONAL STANDARDS	BUILDING DESIGN STANDARDS	SIDEWALKS, STREET TREES, CURB & GUTTER	TREE PROTECTION & LANDSCAPING	BUFFERS & SCREENING	PARKING LOT LANDSCAPING	OUTDOOR LIGHTING
Change of use from residential to nonresidential or mixed use.	✓(d)	✓(d)	✓(d)	✓	✓(d)	✓	✓
...	...	...	...	...	...	...	...

Notes:

- (a) For expanded/reconstructed portion only. For sidewalks, curb and gutter, this includes any areas of abutting right-of-way.
- (b) Exception: Maximum front setback should be met to the extent practical as determined by the Board of Adjustment (see 2.7.3.).
- (c) For expansions, reconstruction areas and all other walls facing public streets.
- (d) Not required for change of use meeting off-street parking requirements with a shared parking agreement or approved use of public parking.

...

### 4.7.4. Special Use Permit

Special use permits, as defined in G.S. § 160D-102(30) and described in G.S. § 160D-705(c), are required for uses which in an unmitigated state may create negative impacts to neighboring properties or uses. This process allows each proposed use to be evaluated by its merits and conditions specific to each site.

A. Applicability

In addition to the other special uses listed in the use table in *Article 6. Use Regulations*, the following development types have significant city-wide impacts and require special use permits:

1. Any nonresidential or mixed-use development with an individual building(s) encompassing 100,000 or more square feet of gross floor area or more-, except that this threshold shall be 250,000 square feet of gross floor or more for:
  - a. development within the Activity Center (AC) zoning district; or
  - b. development on a tract already within the corporate limits of the Town of Garner at the time of site-specific development application.

...

### 5.14.2. Commercial Highway (CHO) Overlay District

...

F. Design Standards

1. Building Height

- a. The maximum building height for all buildings in the CHO is 70 feet, unless otherwise specified below.
- b. When a nonresidential use or mixed-use structure directly adjoins an existing residential use, the maximum building height is 24 feet unless an additional setback distance of one foot is provided for every additional foot of building height over 24 feet measured from the property line adjoining the existing residential use.
- c. These building height limitations do not apply to the property within the CHO located east of New Rand Road along U.S. 70.
- d. These building height limitations also do not apply to property within the CHO located west of McCormick Street along U.S. 70 or north of Purser Drive along U.S. 401, unless located within 300 feet of a single-family detached residential use.

...

### 5.14.3 Limited Access Highway (LHO) Overlay District

...

#### 1. Design Standards

##### 1. Lot Dimensions

All dimensional requirements, including minimum lot area and minimum lot width requirements, are established in the underlying zones, but may be enlarged based on the enhanced setback requirements herein.

##### 2. Building Height

No building shall exceed ~~150~~ 200 feet above grade; other building height restrictions are governed by *Subsection 3. Building Setbacks*, below.

##### 3. Building Setbacks

The required setback for yards not abutting the right-of-way shall be as set forth in the underlying zone. The minimum building setbacks measured from the ~~scenic corridor~~ limited access highway right-of-way, including access ramps and interchanges, shall be 65 feet. ~~as follows:~~

- a. ~~For buildings up to 35 feet above grade, there shall be a minimum setback of 50 feet from the right-of-way.~~
- b. ~~For buildings extending up to 60 feet above grade, there shall be a minimum setback of 100 feet.~~
- c. ~~For buildings exceeding 60 feet above grade, there shall be an additional setback, measured beyond the initial 100-foot setback, consisting of two feet for each additional one foot in height up to the maximum height of 150 feet.~~

...



## 6.1. USE TABLES

TABLE OF PERMITTED USES														
P = PERMITTED BY-RIGHT; SEE ADDITIONAL STANDARDS LISTED IN ARTICLE 5.; S = SPECIAL USE PERMIT														
SPECIFIC USE	RESIDENTIAL DISTRICTS							NONRESIDENTIAL AND MIXED USE DISTRICTS						NOTES
	RA	R2	R4	R8	RMH	MF-A	MF-B	NMX	CMX	TBD	AC	LI	HI	
...														
Two-Family Two- to Four-Family Dwelling (2 to 4 dwelling units per structure, aka Duplex/Triplex/Quadplex)		P	P	P		P								
Townhouse (3 or 2 to 4 dwelling units per structure)				P		P	P	P						
Townhouse (>4 dwelling units per structure)						P	P	S	P					
...														
Multifamily (>4 units per structure or over 2,500 sq ft footprint)						P	P	S	P-S					
...														

### 6.1.3. Uses not Listed

The Planning Director shall determine whether or not an unlisted use is part of an existing use category defined in or is substantially similar to an already defined use, using the criteria in Section 6.2. Use Categories.

(Table of Permitted Uses begins on next page)

TABLE OF PERMITTED USES (pages 6-2 through 6-7):

Add the following uses as “P” in the Activity Center (AC) district:

- Hospital
- Ambulatory Health & Emergency Care Facility
- Banks or Financial Institution, with Drive-thru or Vehicular ATM
- Industrial, Manufacturing, or Production, Indoor Only

Remove the following use from the “Flex Space, Other Light Industrial, Manufacturing, Warehousing, or Transportation Uses Not Listed” specific use and add as a permitted (“P”) separate and distinct specific use in the AC, LI and HI districts with a note referring users to subsection 6.9.5.O.:

- Research and Development

### 6.4.4. Specific Uses

B. ~~Two-family~~ Two- to Four-Family Dwelling Unit (Duplex/Triplex/Quadplex)

1. Defined

Two to four dwelling units in a single structure on a single lot or on two lots where the dwelling units share a wall.

2. Use Standards

(None)

C. Townhouse (Townhome, Rowhome-Rowhouse)

1. Defined

A form of single-family attached dwelling in which ~~three~~ two or more units share common side walls and are often designed in rows and have individual entrances on the ground floor. Units are purchased on a fee-simple basis on small individual parcels of land fronting on either a public or private street, and have parking located on each lot or attached to each dwelling unit, although garages may be separated from the dwelling. Yards are typically small or shared, and privacy requires careful protection. A townhouse with only two units is classified as a duplex.

...

### 6.9.5. Specific Uses

...

O. Research and Development

1. Defined

An establishment primarily engaged in nanotechnology and biotechnology research and experimental development, or in conducting research and experimental development in the physical, engineering, cognitive and life sciences, such as agriculture, electronics, ecology, biology, botany, computers, chemistry, food, fisheries, forests, geology, health, mathematics, medicine, oceanography, pharmacy, physics, veterinary and other allied subjects.

2. Use Standards

(None)

...

### 8.2.1. Purpose

- A. ~~Residential~~ All development best promotes the public health, safety, and welfare if a portion of the land remains as common open space for purposes including recreational enjoyment, exercise and relaxation, community character, environmental conservation, and aesthetics.
- B. The regulations in this Section seek to benefit the general public – which includes, but is not limited to, residents, workers and visitors – by:
  - 1. Preserving open vistas;
  - 2. Providing relief from an urban landscape;
  - 3. Preserving environmentally sensitive lands vulnerable to encroaching development;



4. Preserving wildlife habitats;
5. Preserving historically or archaeologically significant areas; and
6. Providing areas for active and passive recreation.

### 8.2.2. Applicability

- A. For purposes of this Section, “open space” refers to an area or areas that meets all of the following requirements:
  1. Is not encumbered with any substantial structure, save those structures necessary for the purposes identified herein;
  2. is not exclusively devoted to use as a roadway, parking area, or sidewalk;
  3. is not part of any privately owned lot that is used or intended for use for residential purposes, except as noted in subsection 8.2.2.C.;
  4. If private, is legally and practicably accessible to the residents of the subdivision and/or development it is designed to serve; and
  5. If publicly dedicated, is legally and practicably accessible to the general public.
- B. Narrow strips of common area that separate lots within a development from other lots, streets, or adjoining tracts shall generally not be regarded as open space, unless these areas meet one of the following requirements:
  1. Are at least 50 feet in width and are capable of functioning as a substantial visual buffer meeting or exceeding the requirements of a Type A buffer as described in *Article 10. Lighting and Landscaping*.
  2. Are configured and improved in ways conducive to actual use for passive recreational purposes (e.g., walking, jogging, gathering, pet exercise) by the residents of the development.
- C. The following areas shall be regarded as open space where such areas satisfy the criteria in this Section:
  1. Utility easements greater than 50 feet in width and located outside of street rights-of-way;
  2. Cemeteries located on a tract prior to its development;
  3. Areas used for the growing of crops and under the control of a homeowners association; and
  4. Golf courses as private open space.
  5. Indoor recreational amenities (see subsection 8.2.3.C.).
- D. The term “primary conservation areas” shall mean any of the following:
  1. Areas shown as greenways on the adopted Garner Open Space and Greenways Plan or other applicable policies or plans; or
  2. ~~Neuse River buffers; or~~
  3. ~~Areas containing slopes greater than 25 percent.~~
- E. The term “secondary conservation areas” shall mean any of the following:
  1. Lakes and ponds;
  2. Wetlands as defined pursuant to Section 404 of the Clean Water Act;
  3. Areas containing slopes greater than 15 percent but not more than 25 percent;
  4. Other areas containing unique vistas or unusual natural features (such as major rock formations); or

5. Other unique areas of documented environmental, historical, or archaeological significance.
  
- F. Except as otherwise provided herein, every proposed residential land use or development with residential uses shall be developed so that at least 10 percent of the total area of the development remains permanently as open space-, and every development composed exclusively of non-residential uses shall be developed so that at least 5 percent of the total area of the development remains permanently as passive open space. To emphasize consistency with the open and public character of certain portions of the town, wherever a proposed development boundary is within ¼ mile of a parcel boundary containing public park land or a Town operations facility, the required percentage of open space shall be increased by 50 percent.
  1. Smaller developments may need less open space. Therefore, developments of less than one acre shall be exempt from the open space provisions of this Section.
  2. For purposes of this Section, the term “development” refers to the entire project developed on a single tract or multiple, contiguous tracts under common ownership or control, regardless of whether the development is phased or subdivided.
  
- G. If a tract where a residential land use or residentially zoned development is proposed and contains any areas defined above as primary or secondary conservation areas, then such areas shall be designated as passive open space, subject to subsection 8.2.3.B. and the following:
  1. in no case shall the developer be required to set aside more than the minimum required percentage of passive open space specified herein;
  2. if the tract contains primary or secondary conservation areas, then the specific areas to be set aside as passive open space shall be determined by the permit issuing authority, with priority given to primary conservation areas over secondary conservation areas; and
  3. if the total of primary and secondary conservation areas on a development tract is less than the minimum required percentage of passive open space specified, then the choice of additional passive open space areas to be set aside to satisfy this minimum percentage shall remain with the developer, provided the location is acceptable to the permit-issuing authority-as meeting the goal of establishing a discernible center for the development in the form of a common green or public square.
  
- H. Notwithstanding the other provisions of this Section, where a developer agrees to dedicate land to the Town that is intended to be used by the Town for open space purposes such dedication shall be credited to the developer in satisfaction of the open space requirements.

### 8.2.3. Private Open Space Structure

Provided private open space shall meet the following requirements for passive and active space:

- A. Required tree preservation and/or conservation buffers area may account for up to 30 percent of a development’s required open space and shall be considered passive open space.
- B. Passive Open Space

For proposed residential land uses or development with residential uses, up to 75 percent of the required open space shall be provided for passive recreation purposes such as walking, jogging, relaxation, etc. Preservation of cultural or natural resources such as steep slopes, rock outcroppings, mature woodlands, or water resources may also be counted towards passive recreation provided there is access for the public to these resources.





C. Active Space

For proposed development with 25 dwelling units or more, at least 25 percent of the required open space shall be provided as improved park active space. Improved park active space must be centrally-located so as to establish either a vista (i.e. street terminus) within the development or to establish a discernible center for the development or phase of a development, and be primarily grassed and properly maintained, and contain the minimum amenities described below. Additionally, one-third of the required active space must be completely designed for active recreation purposes such as playgrounds, tennis courts, ball fields, volleyball courts, open play fields (minimum 50' x 100' of grass area with no more than a 2% cross slope), etc. Constructed private multi-use paths (paved and 8 feet wide) which could reasonably connect to a planned public greenway shown in an adopted plan, while passive in nature, shall be credited as active recreational open space for an area equivalent to a 20-foot corridor along the path. Indoor recreational facilities, including but not limited to indoor pools and fitness centers, as well as permitted rooftop amenities may also count towards active space requirements.

D. Supplemental active space requirements include:

1. Public Seating

Provide seating areas appropriate to the intended use of the space (e.g., park benches and durable theft/vandalism-resistant chairs in formal/active spaces and garden wall seats in informal spaces). Seating must be provided at a minimum rate of one seating area per 10,000 square feet.

3. Tree Requirement

A minimum of one tree (two-inch caliper minimum) or one preserved existing canopy tree a minimum of 12 inches DBH for every 2,500 square feet of required park space.

4. Trash Receptacles

Garbage receptacles and recycling receptacles shall be required for each park space at a minimum rate of one per 20,000 square feet of space. Receptacles shall use a metal, decorative design and shall be placed in close proximity to gathering spaces. Park spaces less than 10,000 square feet, where no more than two public seating areas are provided, are exempt from this requirement.

5. Bicycle Parking

At least two bicycle parking spaces shall be required for every one-quarter acre of park space (minimum 0.25 acre).

6. Paved Walkways

All park spaces shall incorporate hard-surface (non-gravel), 6-foot-wide walkways into the overall design so that they are accessible from adjacent sidewalks, streets, and parking areas.

### 8.2.4. Private Ownership and Maintenance

- A. Private recreational facilities or open space shall remain under the ownership and control of the developer, their successor, or a homeowners' association or similar organization.
- B. Recreational facilities and open space shall be available to all residents, workers or visitors of the development. The responsible party shall establish reasonable rules and regulations to govern the use of

facilities and open space by the residents. There shall be no separate fees or optional fees for use, other than homeowners’ association or similar organization membership fees.

- C. In residential developments, persons not residing in the development may be allowed access to the facilities and open space on a limited basis, as long as this practice does not render the facility or open space a principal use. Access fees may be instituted.
- D. Maintenance of the facilities and open space shall be the owner’s responsibility.
- E. Homeowners’ associations or similar legal entities responsible for the maintenance and control of common areas shall be established as follows:
  1. The association or similar legal entity shall be established prior to the sale or occupancy of any lot or building in the development.
  2. The association or similar legal entity shall have the authority to compel residents to contribute funds to cover their shares of costs associated with the maintenance and upkeep.
  3. The association shall establish a capital fund for the maintenance and upkeep of common areas and devise a funding method to spread maintenance and upkeep costs to the residents over a number of years.

...

### 8.3.3. Layout and Coordination Connectivity

...

#### B. Block Face Lengths

##### 1. Applicability

These regulations shall apply to any side of a local or collector street on which buildings front.

##### 2. Maximum Lengths

A block face is regularly defined as one side of a street between two intersections of other streets. For purposes of this UDO, a block face may also be defined as one side of a street between two spaces equivalent to the width of the Town’s narrowest local street right-of-way and associated building corner side setbacks. Such spaces may be used for alleyways, off-street parking, open space, greenways, etc; but should focus on increasing pedestrian connectivity throughout the development.

ZONING DISTRICT	BLOCK FACE MAXIMUM LENGTH
HI, LI, RA	n/a
R2	1,500 feet
R4, MFA, RMH, NMX	1,000 feet
R8, MF-B, CMX, TBD	800 feet
AC	600 feet

#### BC. Connectivity Index

...

### 8.3.4. Coordination with Surrounding Streets



...

D. Local Streets

1. Local streets shall be designed to provide parking unless an alley is provided. See Town’s Engineering Manual.

*Remove subsection 2.*

...

### 9.2.5. Material Requirements

- A. No metal lap siding or vinyl siding on nonresidential buildings shall be permitted.
- B. At least 50 percent of the primary building materials shall consist of brick, stone, or decorative/scored concrete masonry units.
- C. Buildings shall be limited to a maximum of three types of materials and colors. This excludes decorative and functional elements such as fastenings and trim. No more than 10 percent of the structure’s exterior materials may be metal. Metal fastenings and trim shall not count toward this standard.
- D. All primary structures on a single non-residentially zoned parcel, or within a subdivision (one and two-family structures excluded) shall feature one primary building material that is common between all structures. For purposes of this section, a primary building material shall cover at least 15 percent of the structure’s exterior on facades facing a public right-of-way, internal private drive, or parking drive aisle.

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### 9.3.5. Off-Street Parking Requirement

...

TABLE OF PARKING REQUIREMENTS	
USE	MINIMUM NUMBER OF VEHICLE SPACES
...	
<b>INDUSTRIAL, MANUFACTURING, WAREHOUSING, WASTE SERVICES, AND TRANSPORTATION USE CATEGORY</b>	
...	
<u>Research and Development</u>	<u>1.0 spaces per 1,000 square feet of gross floor area</u>
...	

...

### 9.3.8. Shared Parking Standards

...

A. Applicability

- 1. Shared parking shall be considered only for new developments or significant increases in building size or additions.
- 2. Shared parking may not include a reduction in accessible parking spaces.
- 3. Shared parking is only permitted in the NMX, TBD, AC, CMX, LI, and HI districts, as well as for any non-residential uses in residential zoning districts where the non-residential use for which an application is made for shared parking is also in a conservation overlay district.

- 4. A use for which an application is made for shared parking shall be located within 800 feet of the parking facility.

...

### 10.6.7. Design Requirements

#### A. Perimeter Buffer Widths and Types

- 1. The following tables provide requirements for perimeter buffers between zoning districts. Identify the zoning districts for the proposed use and adjacent property. The required perimeter buffer width in feet and type are listed at the intersection of the respective row and column.
- 2. For single-family residential, duplex, and townhome subdivisions of 12 lots or fewer, the maximum buffer required is 15 feet wide.
- 3. For lots in nonresidential or mixed-use zoning districts less than 2 acres in size, the required buffer width shall be half of the width specified herein.

...

### 13.2.2. B

...

Block Face. A block face is regularly defined as one side of a street between two intersections of other streets. For purposes of this UDO, a block face may also be defined as one side of a street between two spaces equivalent to the width of the Town’s narrowest local street right-of-way and associated building corner side setbacks. Such spaces may be used for alleyways, off-street parking, open space, greenways, etc; but should focus on increasing pedestrian connectivity throughout the development..

...

### 13.2.18. R

...

Rowhome or Rowhouse. See “Townhouse.”

...

### 13.2.20. T

...

Townhouse. A form of single-family attached dwelling in which ~~three~~ two or more units share common side walls and are often designed in rows and have individual entrances on the ground floor. Units are purchased on a fee-simple basis on small individual parcels of land fronting on either a public or private street, and have parking located on each lot or attached to each dwelling unit, although garages may be separated from the dwelling. Yards are typically small or shared, and privacy requires careful protection. A townhouse with only two units is classified as a duplex.

...

*Throughout the UDO – correction of any errors in cross-references, citations, etc. in sections of the original adopted UDO brought about by the amendments within this case.*

## III. PLAN CONSISTENCY

Following a public hearing and when considering a text amendment request, the Planning Commission is required by state statute to make a written recommendation regarding the consistency of the proposal with the



Town’s current Comprehensive Plan and other applicable adopted plans. Specifically, a comprehensive plan is only advisory in nature and has no independent regulatory effect; nor does it expand, diminish or alter the scope of the Town of Garner UDO. A determination of inconsistency with the Plan does not preclude a request from being found to be reasonable. In those cases where the request is deemed inconsistent yet reasonable, an amendment to the Comprehensive Plan is automatically made upon approval of the request.

Staff offers that the Planning Commission shall review consistency with the following plans:

- 2023 Garner Forward Comprehensive Plan

#### **IV. REASONABLENESS**

For zoning text amendments, § 160D-605. Governing board statement does not require the Council to make a statement on reasonableness; only a statement on plan consistency is required.

#### **V. RECOMMENDATION**

Staff would ask that the Town Council consider placing this item on the April 16 Town Council agenda for a public hearing to receive feedback and input from the public.

# PLANNING

## MEMORANDUM - ATTACHMENT

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The following notes describe the general nature of the proposed amendments with cross-references to the draft language in the planning memorandum for ZTA-23-02, Garner Forward Implementation.

### Overall

- Throughout – correction of any errors/omissions in sections of the original adopted UDO that are subject to amendment within this case.

### Adaptive Re-Use, Efficient Use and More Intensive Use of Property

- Section 2.7.2. – In support of objective on page 118 “Encourage retrofit and adaptive reuse of existing residential structures for commercial uses in some portions of the planning area”, amend Figure 2.7-A. to only require upfits to Buffers & Screening and Outdoor Lighting for changes of use where the parcel has access to shared and/or public parking. *See 2.7.2. Applicability Matrix.*
  - Section 10.6.7.A. – Add a subsection where small non-residential/mixed use lots are required to install ½ the otherwise required perimeter buffer width and quantities. 2 acres seems to be a critical lot size. Lots still need to meet canopy requirements – allows more of the landscaping to be mixed into the site to help create great commercial open spaces. Would also support challenges with residential to commercial adaptive reuse as most individual residential detached lots do not require buffers. *See 10.6.7. Design Requirements.*
- Section 5.14.2. – In support of Level 4-B on the Development Change and Intensity Map (pages 58-59), expand building height cap exemption in the CHO overlay district to include the corridor west of McCormick Street, north of Purser Drive – unless located within 300’ of single-family detached residential use – to allow for up to 10 stories of development. *See 5.14.2. Commercial Highway (CHO) Overlay District.*
- Section 5.14.3. – In support of Level 4-C on the Development Change and Intensity Map (pages 58-59), raise maximum building height in the LHO to 200 feet above grade, to allow for up to 20 stories of development and establish consistent setback from the highway right-of-way at 65’ to allow for 50’ of vegetative preservation. *See 5.14.3. Limited Access Highway (LHO) Overlay District.*
- Section 9.3.8. – In support of the objective on page 143 to “Protect natural areas and environmental assets throughout the community”, allow nonresidential uses in residential districts to be eligible for shared parking; thereby reducing required impervious surface areas overall and encouraging more efficient use of impervious spaces permitted. *See 9.3.8. Shared Parking Standards.*

### Housing and Neighborhoods

- Section 6.1. – In support of the Spotlight on: Small-Format Multifamily Housing on pages 116 and 117, adjust housing type uses and definitions and more clearly define differences between the residential zoning districts in the Use Table itself to emphasize or de-emphasize small-format multifamily housing uses as appropriate. *See 6.1. Use Tables, 6.4.4. Specific Uses, 13.2.18. R, and 13.2.20. T.*



## Pedestrian Movement

- Section 8.3.3. – In support of the objective on page 132 to “Improve street connectivity in new and existing neighborhoods, retail areas, employment areas and mixed-use areas”, and specifically to support the language included within that objective to encourage “a network of connected sidewalks, side paths and pedestrian passages...” to make “walking more convenient and enjoyable...” and increase “pedestrian access throughout the community”; adjust the regulation of maximum block lengths to specifically focus on the regulation of maximum block face lengths so that pedestrian passages between long rows of housing are more frequent and accessible. This adjustment also resolves an inherent conflict with minimum street intersection spacing standards required by standard engineering details for safe vehicle movement. *See 8.3.3. Layout and Connectivity and 13.2.2. B.*

## Economic Development / Non-Residential Development

- Section 6.1. – In support of Initiative #4 – Regional Employment Activity Centers, introduce a new research and development use that caters to “technology, creativity, and innovation”, and include associated regulations. *See 6.1.3. Uses not Listed, 6.9.5. Specific Uses and 9.3.5. Off-Street Parking Requirement.*
  - Section 4.7.4. – As well as Initiative #4, also in support of objective on page 100 “Encourage infill development and redeveloping in existing developed areas” and objective on page 101 “Build a community attractive to today’s businesses and their employees”, establish tiered non-residential or mixed-use building size threshold triggering SUP review based on zoning district to incentivize infill, as well as the existing AC district – which does not exist on the zoning map today and should be applied only in conformance with the comprehensive plan’s general framework map (Regional Employment Activity Centers or Regional Transit Activity Centers) – at 250,000 square feet in AC as well as any site already within the Town’s corporate limits. *See 4.7.4. Special Use Permit.*
  - Section 6.1 – Establish list of permitted uses based on Initiative #4 and introduce new uses where current uses are too broad. *See 6.1.3. Uses not Listed.*
    - Sections 6.4. – 6.11. – Establish definitions and use standards for any new uses. *See 6.9.5. Specific Uses.*
  - Section 9.3 – Add any parking standards for any new uses recommended for Section 6.1. *See 9.3.5. Off-Street Parking Requirement.*
- Section 9.2.5. – In support of the objective on page 116 to “Require multiple buildings on the same lot or parcel be architecturally unified”, add requirement for architectural unity within a commercial subdivision or within a parcel with multiple buildings. *See 9.2.5. Material Requirements.*

## Open Space

- Section 8.2. – In support of the objective on page 115 to “Amend the town’s UDO to strengthen design standards for non-residential development”, differentiate between residential and non-residential open space requirements in subsections 8.2.1. through 8.2.4., and set open space dedication minimums for non-residential at 5% of project acreage and specify list of acceptable improvements based on Garner Forward Comprehensive Plan definitions of Greenways, Common Greens, Public Squares and Public Plazas. *See 8.2.1. Purpose, 8.2.2. Applicability, 8.2.3. Private Open Space Structure, and 8.2.4. Private Ownership and Maintenance.*
  - Section 8.2.2. – Further, and in support of the objective on page 88 to “Emphasize the public realm as a unifying feature when contemplating new development and redevelopment projects”, increase the open space requirement by 50% for developments within ¼ mile of park

land or Town operations facility, and clarify that only utility easements greater than 50 feet wide will count as open space – currently it is all utility easements. *See 8.2.2. Applicability.*

- Section 8.2.3. – Further, and in support of the objective on page 107 that “Neighborhoods in Garner should reflect the community’s values and preferences toward housing mix, building quality, and neighborhood amenities”, and objective on page 121 “Establish a discernible structure for new neighborhoods in the town’s planning area”, add requirement for residential development to place a qualifying open space element – playground, common green or public square – in the center of the neighborhood. *See 8.2.2. Applicability, and 8.2.3. Private Open Space Structure.*
- Section 8.2.3. – Further, and in support of the objective on page 120 to “Build support in Garner to use design and development standards that enhance community appearance and maintain a unique sense of place”, and specifically to develop “open space requirements that require minimum size, location and, design qualities to integrate open spaces within a development and activate spaces with people”, add minimum sizes and maximum slopes for active open play fields. *See 8.2.3. Private Open Space Structure.*



# Reports



# MANAGER'S OFFICE

## MEMORANDUM

**DATE:** March 26, 2024  
**TO:** Mayor and Town Council  
**FROM:** Jodi Miller, Interim Town Manager  
**SUBJECT:** April Pending Agenda Items

The following items are currently planned for the April 2024 Council Meetings. These items are subject to change.

### **Tuesday, April 2 - Regular Meeting**

#### Presentations

- None at this time

#### Consent

- Forest Ridge bid award
- PRCR – NCDOT Special Event Ordinance

#### Public Hearings

- Budget Public Hearing and Portal Launch

#### Old/New Business

- CZ-23-03 309 Holman Drive
- CZ-MP-22-14 Vintage Garner
- CZ-PD-22-04, E Garner Road Assemblage (The Park at Garner Station)
- Park at Garner Station Development Agreement
- Pedestrian Plan Adoption

#### Reports

- None at this time

**Tuesday, April 16 – Regular Meeting**Presentations

- Introduction of Miss Garner and Miss Outstanding Teen (Kyle Ring, Local Director of Pageant)

Consent

- None at this time

Public Hearings

- CZ-MP-22-13 1306 Creech (continued from 2/20)
- CZ-SB-20-09 Wilmington Place (continued from 3/5)
- ZTA-23-02 Garner Forward Implementation
- SUP-SP-23-01 Burnette Farms Apartments (Requested)
- CZ-MP-23-04 Homestead at Bryan Farm (Requested)

Old/New Business

- PRCR / White Deer Park Inclusive Playground Design

Reports

- None at this time

**April 30 – Work Session**Discussion/Reports

- Economic Development Quarterly Update – With GEDC and Wake County Economic Development (Possible Special Meeting or Earlier Meeting Time)
- FY25-29 CIP
- Cost of Services Study Presentation
- Downtown Development Project Update (tentative)