



# Planning Board

## Meeting Agenda

October 17, 2017 at 7:00 PM  
Council Chambers, 201 S Main St

Meeting Called to Order, Invocation, and Overview of Board and general meeting rules

1. Approve minutes of the August 15, 2017 meeting
2. New Business
  - c. **AM1708 Overlay Access.** Request from the Planning Board to address cross-access agreements for commercial development within the Overlay Districts.
3. Old Business
  - a. **Comprehensive Plan Update.** Discussion regarding ideas. Potentially making a recommendation to City Council.
4. Public comment on non-agenda items

Adjourn

*A complete agenda packet is available at [www.cityofgraham.com](http://www.cityofgraham.com)*

## PLANNING ZONING BOARD

Tuesday, August 15, 2017

The Planning & Zoning Board held their regular meeting on Tuesday, August 15, 2017 in the Council Chambers of the Graham Municipal Building at 7:00 p.m. Board members present were Ricky Hall, Bonnie Blalock, Nate Perry, Dean Ward, Michael Benesch, Justin Moody and Eric Crissman. Staff members present were Nathan Page, Planning Director, Aaron Holland, Assistant City Manager, and Martha Johnson Zoning & Inspection Technician. Chair Hall called the meeting to order, gave the Overview of the Board, general meeting rules and gave the invocation.

1. Approval of the July 18, 2017 meeting minutes. Dean Ward made a motion for approval, second by Bonnie Blalock. All voted in favor.
2. New Business:
  - a. **RZ1702 1216 S Main St.** Request by Danny Owen to rezone property located at 1216 S Main St (GPIN 8883351628) from Medium Density Residential (R-12) to General Business (B-2). Michael Benesch made a motion to approve stating it fits the 2035 Comprehensive Plan, second by Ricky Hall, all voted aye.
  - b. **RZ1703 1218 S Main St.** Request by Patricia Allen to rezone property located at 1218 S Main St (GPIN 8883351529) from Medium Density Residential (R-12) to General Business (B-2). Eric Crissman made a motion to approve stating it agreed with the 2035 Comprehensive Plan, second by Nate Perry, all voted aye.
  - c. **AM1707 Mixed-Use Dwellings.** Request by Chuck Talley to permit more than one dwelling above a structure in Central Business District (B-1). Nathan Page stated that this text amendment is now required as of the removal of the singular is plural definition exemption from two years ago to permit more than one dwelling above the first floor per lot within the B-1 district. Mr. Page said this affects properties zoned O-I, B-1, B-2, & B-3. Ricky Hall made a motion to approve, Bonnie Blalock second, all voted aye.
3. Old Business:
  - b. **AM1706 Floodplain Regulations.** Updating the article and adopting new maps as required by the Federal Emergency Management Agency. Mr. Page stated that most changes were in the Greenway Park area. December 2013 paper mailings went to all property owners with property in the flood zone, giving them time to talk to FEMA. Mr. Page said based on the comprehensive plan, staff recommends approval of the text amendment given the requirement of the National Flood Insurance Program to adopt these new maps on or before November 17, 2017. The City of Graham must do so in order to save money for their citizens on their flood insurance premiums. Ricky Hall made a motion to approve keeping with the 2035 Comprehensive Plan but is also a health and safety issue, second by Eric Crissman. All voted aye.
  - A. **Comprehensive Plan Update.** Discussion regarding ideas. Potentially making a recommendation to City Council. Nathan Page said that the Southern Loop needs to be removed off our plan now that NCDOT said they are going to take it off. Nate Perry made a motion to approve the removal of the Southern Loop, second by Eric Crissman, all voted aye. Mr. Page said there was also a request to “beef up the portion of the plan”, that says a small area plan (burying utilities, facades, buildings, signs, and landscaping) should be done from 40/85 up to 54 to downtown and up to 87 into downtown and include downtown. Ricky Hall made a motion to approve, second by Nate Perry, all voted aye.

Mr. Page said he had the amendment on his desk for the Board concerning the connection for internal

driveways at the next meeting. This needs to go in the *Development Ordinance*.

Ricky Hall mentioned the need for a farmers market in the City of Graham. There was discussion that City Council should allocate funds for the farmers market. Ricky Hall made a motion to approve, second by Nate Perry. There was much discussion about this item and ultimately Mr. Hall withdrew his motion, the vote was 0 to 7 for withdrawal. There was more conversation concerning this subject. Mr. Hall requested that City Council review and possibly allow in the downtown district, with proper amount of parking, for a gathering place for retail outdoor sales. Mr. Perry second the motion, the vote was 6 to 1 with Dean Ward dissenting.

Mr. Hall said he felt there was a need to address the possibility of an overlay district for Jimmie Kerr Rd. There was discussion concerning the need to widen the road and add turning lanes especially with the new building that has been recently added. The question is not to slow the growth in this area but to question the growth. Mr. Ward stated he would like to see more thoughts from staff and have more discussion before recommending this for the comprehensive plan. Mr. Hall made a motion to send a recommendation to City Council for this item discussed, second by Michael Benesch. The vote was 6 to 1 to approve with Mr. Ward dissenting.

4. Public comment on non-agenda items: there were none

No further business the meeting was adjourned.

Respectfully Submitted,  
Martha Johnson



# STAFF REPORT

Prepared by Nathan Page, Planning Director

**Text Amendment for: Section 10.444 and 10.469 Access Management and Parking Areas**

**Type of Request:** Text Amendment

**Meeting Dates**

Planning Board on October 17, 2017

City Council on November 7, 2017

**Contact Information**

N/A

**Summary**

The Planning Board has requested staff evaluate safer options that will offset development issues like those created by the Graham Marketplace shopping center. Currently, it is recommended to have internal connections and shared driveways within the Highway 54 and Highway 87 Overlays. This amendment will require internal connections for commercial development within the Overlays, without requiring shared driveways.

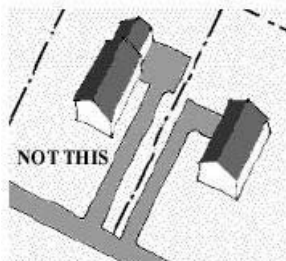
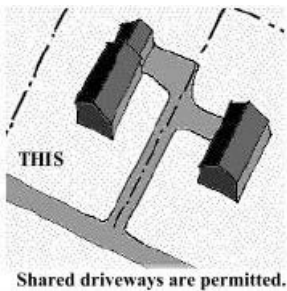
**The following amendments to the Development Ordinance are proposed:**

**Existing Language:**

**Section 10.444 Access Management and Parking Areas**

(a) Standards

- (1) Joint driveways are permitted and recommended. Property owners who wish to share driveways should record a driveway maintenance agreement between them. Commercial development should encourage internal access between facilities and avoid numerous curb cuts along highways.



**Project Name**

Overlay Access (AM1708)

**Location**

Hwy 87 and Hwy 54 Overlay Districts

**Current Zoning**

not applicable

**Proposed Zoning**

not applicable

**Overlay District**

Hwy 87 and Hwy 54

**Staff Recommendation**

Approval

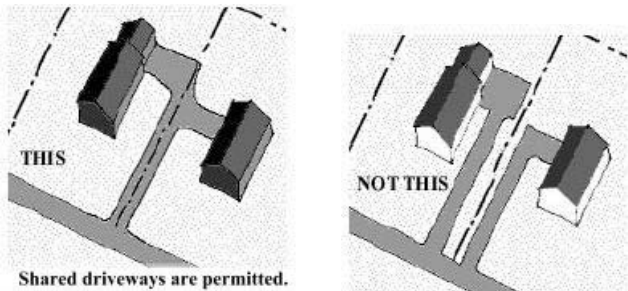
- (2) Normal Landscaping requirements in Article V of the *City of Graham Development Ordinances* will still apply to parking areas. In addition, landscaped areas shall be surrounded by a concrete curb or other material, such as landscape timbers, in order to protect the landscaped area and to define its borders.
- (3) When the developer applies for a driveway permit, the City and NCDOT may require the addition of a deceleration lane if the land use has the potential to generate an excessive number of trips per peak hour.

**Proposed Language:**

**Section 10.444      Access Management and Parking Areas**

(a) Standards

- (1) Joint driveways are permitted and recommended. Property owners who wish to share driveways should record a driveway maintenance agreement between them. ~~Commercial development should encourage internal access between facilities and avoid numerous curb cuts along highways.~~



- (2) Normal Landscaping requirements in Article V of the *City of Graham Development Ordinances* will still apply to parking areas. In addition, landscaped areas shall be surrounded by a concrete curb or other material, such as landscape timbers, in order to protect the landscaped area and to define its borders.
- (3) When the developer applies for a driveway permit, the City and NCDOT may require the addition of a deceleration lane if the land use has the potential to generate an excessive number of trips per peak hour.

(b) Shared Access

(1) Description and Intent

(A) Cross-access is an easement or service drive providing access between 2 or more contiguous sites/land-uses so that users do not need to reenter the public street system to gain access to an adjacent site/landuse.

(B) Cross-access between adjacent properties reduces conflicts between motorists on the main street and motorists entering and leaving driveways. Reduced traffic conflicts result in fewer accidents and improved traffic flow on the main street. The intent of this section is to provide for cross-access between compatible land-uses that front major thoroughfares so that patrons leaving one business may access adjoining businesses without having to reenter a busy public street system.

(C) It is not the intent of this section to reduce the number of driveways beyond what is already allowed in other sections of the Driveway Manual.

**(2) Cross-access Required** All new developments, or additions to existing developments of over 3,000 square feet of gross floor area; all uses of land without buildings involving more than 10,000 square feet must be designed to provide cross-access to their property line.

**(3) Cross-access Not Required** Cross-access is not required when the subject adjacent properties have one or more of the following conditions or barriers:

(A) the properties do not have common frontage along the same street;

(B) significant topography differences in existing conditions;

(C) significant natural features;

(D) vehicular safety factors;

(E) existing cross-access provisions; or

(F) existing infrastructure obstructions.

**(4) Easement Recordation** A cross-access easement must be recorded on the final plat for property involving a subdivision, or recorded by separate instrument when no plat is proposed.

**(5) No Obstruction of Access** All cross access must be built to the property line (or lease line). An accessway may not be blocked off, parked in, or otherwise "obstructed" unless approved by the City of Graham Technical Resources Committee.

**(6) Perimeter Landscaping Requirement Relief** Where a required cross-accessway eliminates otherwise required perimeter landscape planting area, perimeter tree and shrub requirements may be reduced by the length of the perimeter affected by the provision of the cross-accessway.

**(7) Joint Maintenance** When a cross-access easement or shared driveway is created to serve more than one lot, an owners association or binding contract is required for the purpose of maintenance.

**(8) Property Owner Cooperation** Applicants are not required to seek cooperation or permission from the adjacent property owner for use by vehicles whose total weight is under 5 tons.

## Conformity to The Graham 2035 Comprehensive Plan and Other Adopted Plans

- **2.3.3: Retail Centers** Because of market limitations on the amount of retail space the City can viably support, Graham promotes retail within focused centers of activity that will host a large variety of small retail spaces while generally discouraging sprawling isolated retail that does not promote a cohesive urban fabric. *The addition of cross-access agreements will reduce isolation of retail spaces.*
- **3.1.2: Safe Access to Businesses and Homes** Limit direct highway access or the number of curb cuts to commercial activities by directing development to proposed regional and village centers and requiring internal connectivity between commercial uses, uniformity in design standards, and read alley access where feasible. *Requiring cross-access agreements will result in greater internal connectivity between commercial uses.*
- **3.1.4 Shared Automobile Parking** To improve parking efficiency and limit the development cost of parking, promote shared parking arrangements. *Shared parking arrangements will be easier to facilitate with connections between uses.*
- **3.2.1 Connectivity** Promote interconnectivity within residential and commercial developments. *Cross-access will allow for greater interconnectivity between commercial developments.*

### Applicable Planning District Policies and Recommendations

- Not applicable; city-wide.

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### Staff Recommendation

Based on the comprehensive plan, staff **recommends approval** of the text amendment. The following supports this recommendation:

- Requiring interconnectivity between commercial uses will create a safer transportation network by providing access between abutting commercial developments.

**Planning District**

All

**Development Type**

All



# PLANNING BOARD Recommendation & Statement of Consistency

*Per NCGS 160A-383, zoning regulations shall be made in accordance with an adopted comprehensive plan and any other officially adopted plan that is applicable. The Planning Board shall advise and comment on whether the proposed amendment is consistent with "The Graham 2035 Comprehensive Plan" and any other officially adopted plan that is applicable. The Planning Board shall provide a written recommendation to the City Council that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with "The Graham 2035 Comprehensive Plan" shall not preclude consideration or approval of the proposed amendment by the City Council.*

**Overlay Access (AM1708)**  
**Type of Request**  
Text Amendment  
**Meeting Dates**  
Planning Board on October 17, 2017  
City Council on November 7, 2017

I move to **recommend APPROVAL** of the application as presented.

I move to **recommend DENIAL**.

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The application is **consistent** with *The Graham 2035 Comprehensive Plan*.

The application is **not fully consistent** with *The Graham 2035 Comprehensive Plan*.

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The action is reasonable and in the public interest for the following reasons:

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This report reflects the recommendation of the Planning Board, this the 17<sup>th</sup> day of October, 2017.

Attest:

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Ricky Hall, Planning Board Chair

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Martha Johnson, Secretary





# STAFF REPORT

Prepared by Nathan Page, Planning Director

## Comprehensive Plan Update for 2035

Type of Request: Plan Update

## Meeting Dates

Planning Board on October 17, 2017

## Contact Information

N/A

## Summary

The Graham 2035 Comprehensive Plan is now two years old, and some changes have been requested. The Planning Board may approve the language and placement of the new goals.

The following amendments to The Graham 2035 Comprehensive Plan are proposed:

### Strategy 2.3.3 Create Overlays at Exit 150

Due to the unique site characteristics on Jimmie Kerr Road just to the north and south of the interstate, Overlays which control road access to the north, and foster a walkable built environment to the south should be pursued. (Suggested: Mid-Term)

### Strategy 1.3.3 East Harden Street

Prepare a corridor plan to guide development and public investment in the East Harden/NC54 corridor. Extend the Highway 54 Overlay to W. Elm Street and W. Harden Street. (Suggested: Mid-Term)

### Policy 2.3.1(a) Downtown Gathering Place

Consider constructing a downtown gathering place to allow for retail outdoor sales within the Central Business District. (Suggested: Near-Term)

Just to keep everything in one place for the future, the removal of the Southern Loop was already adopted and has taken place.

### Project Name

Comp Plan Update 2017

### Location

citywide

### Current Zoning

not applicable

### Proposed Zoning

not applicable

### Overlay District

not applicable

### Staff Recommendation

Approval

## Conformity to The Graham 2035 Comprehensive Plan and Other Adopted Plans

- Not applicable.

## Applicable Planning District Policies and Recommendations

- Not applicable; city-wide.

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### Staff Recommendation

Based on the comprehensive plan, staff **recommends approval** of the text amendment. The following supports this recommendation:

- Approval will update the language to make our Comprehensive Plan more in line with the future desires of the citizens of the City of Graham.

**Planning District**

All

**Development Type**

All