RESOLUTION NO. 2017 – 449-B

A RESOLUTION TO AMEND THE 2030 COMPREHENSIVE PLAN

CP-4-16 AMENDMENTS

WHEREAS, the purpose of the 2030 Comprehensive Plan is to provide policy guidance to elected and appointed officials, City staff and the general public; and

WHEREAS, the amendments seek to adopt recommendations of the Southern Gateway Corridor study related to Street Plan Map and Area Locations map, and to introduce area specific policy guidance under the Area Plan section of the Comprehensive Plan; and

WHEREAS, the amendments reflect the recommendations contained within the Southern Gateway Corridor Study report, that lays the community's vision and framework to guide future improvements and redevelopment opportunities within the Southern Gateway Corridor plan area; and

WHEREAS, the amendments support the goals of the Southern Gateway Corridor study and serve the larger public interest by improving connections between neighborhoods, enhancing pedestrian walkability, increasing bicycle and greenway networks, improving transportation and transit connections within and to the area, and supporting economic and redevelopment opportunities in the area; and

WHEREAS, the Street Plan Map provides policy guidance related to the street classification system in the City of Raleigh; and

WHEREAS, the amendments improve mobility options, enhance overall connectivity, eliminate gaps in the street system, and provide higher street network density that will increase accessibility to nearby land uses, to transit, and to Downtown; and

WHEREAS, the new Area Plans section provides policy guidance for land use and development decisions envisioned by the Southern Gateway Corridor study; and

WHEREAS, the Area Plans location map recognizes the Southern Gateway Corridor Study area with area specific policy guidance; and

WHEREAS, the amendments are consistent with several Comprehensive Plan policies that support transportation and transit improvements, pedestrian and bicycle enhancements, greenway connections, and mixed uses at nodes; and

WHEREAS, the proposed transit-oriented corridor along South Wilmington Street aligns with the Wake Transit Plan and helps promote the city's goal of enhancing transit alternatives to the automobile; and

WHEREAS, these amendments provide significant public benefit to the community; and

WHEREAS, these amendments were reviewed and discussed with extensive public input;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF RALEIGH, NORTH CAROLINA that the 2030 Comprehensive Plan be amended to include the edits identified as CP-4-16 as shown on Attachments CP-4A-16, CP-4B-16, and CP-4C-16.

Adopted: February 7, 2017

Distribution: Planning – Bowers, Crane, Fox, Sandeep, Walter
Transportation - Lamb, Myers

AMENDMENTS RELATED TO MAP T-1: Street Plan, Area Plan Section, and MAP AP-1: Area Plan Locations

Prepared by the Department of City Planning

CP-4A-16 Street Plan Amendment

This is a city-initiated amendment to the Street Plan, a document within the Comprehensive Plan. The proposed amendment reflects Street Plan recommendations contained within the Southern Gateway Corridor study report recommendations.

The amendments in Map 1:

- Reconfigure the connection between the historic alignment of S. Saunders Street with the newer alignment of US-70 that continues to Dawson and McDowell streets.
- Removing the connection at the existing signalized intersection, the street plan amendment recommends creating two new intersections, one each with proposed extensions of Hammell Dr. and Grissom St.
- The original alignment of S. Saunders is designated as a Main Street, Parallel Parking between Grissom St. and Lake Wheeler Rd.
- Curfman St is planned to be extended from Fuller St. to Hammell Dr.

The proposed amendments in Map 2:

- The amendment includes a new section of Saints Ave. from S. Wilmington St. to S. Blount St.
- Saints Ave. is planned to connect to S. Wilmington St. at an at-grade intersection.
- The amendment includes an extension of Hoke St. from S. Blount St to an at-grade intersection with S. Wilmington St.
- The crossing of the NCRR is modified in the street plan to cross at Hoke St., rather than S. Blount, providing a more perpendicular crossing.
- The amendment designates the streets between the NCRR and S. Wilmington as Industrial Streets.
- The amendment designates Keeter Center Dr to be a neighborhood street.

The proposed amendments in Map 3:

- A new street that aligns with existing Steel St at the north and a stub of existing right-of-way on the south on Illeagnes Rd
- The amendment also plans to extend Cherry Cir to connect to this Steel St. extension.
- The amendment also designates Pecan Rd, between Wilmington and Saunders streets as a 2-Lane undivided Avenue.

The proposed amendments in Map 4:

- Create a new planned street to extended S. Wilmington St. to align with existing Grenelle St.,extending to the southern boundary of Raleigh's Extra-Territorial Jurisdiction (ETJ).
- The proposed street is designated as a 4-Lane Divided Avenue to accommodate dedicated a transit lane, a general traffic lane, and bicycle facilities in each direction.
- The amendment also adds an extension of Wyncote St. that connects the neighborhood to the north to S. Wilmington St.

Current Street Plan
Gateway Park Dr
S McDowell St
S Saunders St
S Dawson St
Lake Wheeler Rd
N
0 250 500 1,000 1,500 2,000 Feet
Proposed Changes
o Realign S Saunders St at Hammell Dr intersection
o Remove the S Saunders connection to S Dawson and S McDowell St
o Extend Hammell Dr from its existing terminus at S Saunders St to S Dawson and S McDowell
o Reclassify S Saunders St south of Lake Wheeler Rd to Main Street Parallel Parking
o Extend Grissom St to Green St as a proposed Neighborhood Street
o Extend Fuller St south to the proposed Neighborhood Street connecting Prospect Ave to Morning St
o Extend Curfam St between Fuller St and Hammell Dr as a proposed Neighborhood Yield
Hammell Dr
Curfam St
Fuller St
Grissom St
Proposed Addition or Alteration of Street Plan;
Proposed Portion to Remove from Street Plan

MAP 1

Current Street Plan
Keeter Center Dr
S Wilmington St
S Blount St
Hammond Rd
Summit Ave
Fayetteville St
N
0
250
500
1,000
1,500
2,000
Feet
Proposed Changes
Keeter Center Dr
S Wilmington St
Saints Ave
S Blount St
Hammond Rd
Clay Farm Rd
o Create a new section of Saints Ave as a proposed Industrial Street, connecting S Wilmington St to Blount St
o Extend Hoke St as an Industrial Street from Blount St to S Wilmington St
o Designate City Farm Rd and S Blount St south of Hoke St as Industrial Streets
o Realign a protion of Blount St just south of Hoke St
Proposed Addition or Alteration of Street Plan;
Proposed Portion to Remove from Street Plan

MAP 2

Current Street Plan
S Saunders St
Pecan Rd
Renfrow Rd
Club Plaza Rd
Carolina Pines Ave
Ileagnes Rd
Wyncote Dr
S Wilmington St
N
Feet
0 250 500 1,000 1,500 2,000
Proposed Changes
o Designate Pecan Rd as a 2-Lane Avenue
o Extend Steel St to create a new proposed Neighborhood Street connecting Illeagnes Rd to Carolina Pines Ave
o Extend Cherry Cir as a Neighborhood Yield to the proposed connection between Illeagnes Rd and Carolina Pines Ave
Pecan Rd
Renfrow Rd
Plaza Rd
Carolina Pines Ave
Steel St
Cherry Cir
S Wilmington St
Ileagnes Rd
Wyncote Dr
S Saunders St
Proposed Addition or Alteration of Street Plan; Proposed Portion to Remove from Street Plan

MAP 3

Current Street Plan
Tryon Rd
Olympia Dr
Chapanoke Rd
Consortium Dr
Renewal Pl
S Wilmington St
S Wilmington Service Rd
Mechanical Blvd
Durham Dr
Feet
0 250 500 1,000 1,500 2,000
Proposed Changes
S Wilmington St Extension
Wyncote Dr Extension
o Extend S Wilmington St from S Saunders St to the edge of Raleigh's jurisdiction as 4-Lane Divided Avenue, including portions of existing Grenelle St
o Extend Wyncote Dr, as a Neighborhood Street, south to the S Wilmington St Extension
Proposed Addition or Alteration of Street Plan;
Proposed Portion to Remove from Street Plan

MAP 4

CP-4B-16 Area Plan Guidance

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate a new area plan. The proposed amendment would create new area plan titled **17.1 Southern Gateway Corridor.** The policies and actions presented in this section are intended to implement the recommendations of the Southern Gateway Corridor Study report. The complete corridor study plan document can be found on the City's website.

The new area plan section would be as follows:

17.1 Southern Gateway Corridor

This corridor plan addresses the area shown in Map AP-SG1. The Plan area encompasses a large land area, extending south from downtown Raleigh at MLK Boulevard to the intersection of S. Wilmington and Tryon Road, and from Lake Wheeler Road east to Hammond Road. S. Wilmington Street is designated as a multi-modal corridor in the City's growth framework map while both the gateway corridors north of I-40 falls within the Downtown Regional Center designation. Most of the project area falls within the city's targeted economic development area with the exception of the area to the east of S. Saunders between Pecan Road and Tryon Road.

This area of Raleigh includes or borders several distinct neighborhoods; however, the major corridors serve to divide these neighborhoods, and the adjacent land uses along these gateway corridors into downtown lack a cohesive character and identity. There are many vacant, deteriorated, and/or underutilized sites and buildings that contribute to the negative character and perception of this area. Therefore, the planning goals of this area are to implement improvements, generate strategies for connectivity, identify infrastructure investments, implement public realm improvements, and protect natural resources in order to support growth and reinvestment.

AP-SG1: **Southern Gateway Plan Area**

Plan Area

Focus Areas

Raleigh Jurisdiction Limit

Map created 11/2/2016 by the City of Raleigh Department of City Planning

Overall Plan Area

The following policies generally apply to the overall plan area and help identify some of the major themes addressed in the area plan.

Policy AP-SG-1 Targeted Investments
Concentrate public infrastructure investments and redevelopment priorities into the four key focus areas locations at S. Saunders, Cargill, S. Wilmington/Rush Street, and Tryon Center. Promote a mix of residential, office, and retail uses adjacent to established neighborhoods.

Policy AP-SG-2 S. Wilmington Street Transit Corridor
Reposition S. Wilmington Street into a complete street extending all the way to Tryon Road that maintains two lanes for vehicle traffic and establishes separated bicycle facility, and dedicated transit lanes for Bus Rapid Transit.

Policy AP-SG-3 Improve Connectivity
Enhance connectivity throughout the district with improved intersections, additional sidewalks, shared-use trails, and on-road bike facilities, to link neighborhoods to each other, as well as to the redesigned S. Wilmington Street.

Policy AP-SG-4 Redevelopment with Public Private Partnerships
Seek opportunities for public-private partnerships to catalyze major redevelopment projects identified within the southern gateway plan district with supporting infrastructure investments.

Policy AP-SG-5 Improve Greenway Trail Connections
New development within the district should link to and extend the greenway trail system that links areas south of I-40 to each other and to downtown, Dorothea Dix Park, and the State Farmers Market. Improve connections to the Capital Area Greenway System with the incorporation of green infrastructure.

Four target locations, each with its own scale and character, are identified as key focus areas with opportunities for development as identified in Map AP-SG2. Each focus area can take various physical forms in scale, complexity, and architectural style depending on their location and context.

AP-SG2: **Southern Gateway Focus Areas**

Focus Area
Proposed New Street or Extension
Proposed Main Street
Proposed Main Street Extension
Proposed Avenue, 4-Lane Divided
Proposed Service Road
Proposed off-street bicycle path
Proposed on-street bikeway
Proposed Bus Rapid Transit
Proposed Urban Frontage

Map created 11/15/2016 by the City of Raleigh Department of City Planning

Old Saunders Focus Area

This focus area hinges on the realignment of S. Saunders Street between Maywood Avenue and Martin Luther King Jr. Boulevard. The development concept for the Old Saunders focus area is to capitalize on the new open space created by the realignment of streets to improve redevelopment options, create a main street, a plaza/event space, and create space for start-up businesses in the Caraleigh / Old Saunders warehouse district. Old Saunders district will borrow compatible character and scale of the existing warehouses and adjacent historic neighborhoods. A special "makers" district with entrepreneurial startup businesses would encourage new investment in this area. Special consideration should be given to protect and complement the historic character of the adjacent Caraleigh neighborhood. Redevelopment along Lake Wheeler Road should be reevaluated as part of the Dorothea Dix Master Park and Downtown Plan implementation.

Policy AP-SG-6 Warehouse Adaptive Reuse
Encourage the reuse of warehouse and raw spaces in the Caraleigh/Saunders focus area to attract small businesses in the emerging "maker" industry. It would be advantageous for these businesses, such as tech shops, brewers, alternative/indoor farming, to be located close to downtown to build new businesses and a community.

Policy AP-SG-7 Preserving the Historic Character
New development and redevelopment should borrow design cues from the existing warehouses and complement the historic character of the adjacent neighborhoods such as Caraleigh.

Policy AP-SG-8 Main Street Character of S. Saunders
New buildings and additions along old S. Saunders Street should use an urban approach to frontage, and placed close to the street with no parking between the lot line and building facade. Ground floor retail should create a retail-serving Main Street that can capitalize on traffic generated by a destination park on Dix Hill.

Policy AP-SG-9 Redevelopment between Old S. Saunders and S.Dawson Streets
Developable parcels between Old S. Saunders Street and S.Dawson Street (southbound) should support a mix of office and service uses framing a welcoming gateway to downtown Raleigh.

Policy AP-SG-10 Redevelopment of Lake Wheeler Road
Development along Lake Wheeler Road should create an attractive and prominent edge to Dorothea Dix Park. Higher densities will capture value from the park and put more users within close proximity.

Cargill Focus Area

Bound by S. Wilmington Street, Hammond Road and I-40, access to the Cargill site is limited by railroad tracks, streams, terrain, and driveway connectivity constraints. Successful redevelopment will require significant access improvements, especially for pedestrians, bicycles, and transit. Cargill represents a long-term opportunity for mixed use, primarily office, but could include light warehouse, residential, a special single use or a special civic use. Its close proximity to the downtown core represents a unique opportunity to provide quality office space at rates less costly than downtown.

While development may be many years out, this site represents one of the last few major redevelopment areas within the downtown catchment. Much of the private property is currently in industrial use by Cargill and in warehouse use by commercial businesses. The City of Raleigh has operational uses on significant parcels in the land area.

Policy AP-SG-11 Redevelopment of Cargill Site
Encourage relocation of industrial uses in the Cargill focus area to support a compatible mix of urban office and housing uses. New housing can bridge the gap and provide much needed context for a transformation of the housing in the area.

Policy AP-SG-12 Land Uses
Encourage mixed-uses, primarily office uses that could include light warehouse, high density residential, a special single use or a special civic use in the mixed use area to the east of the proposed S. Wilmington transit corridor.

S. Wilmington / Rush Focus Area

The recommended transportation improvement with the greatest potential for catalyzing redevelopment of the S. Wilmington Street Focus Area is the conversion of S. Wilmington Street to a major transit corridor with greatly enhanced bicycle and pedestrian facilities and connections. This focus area will transform the intersections of Rush and Pecan with S.Wilmington Streets to create a vibrant core, linking several isolated communities and breathing new life into this part of the study area. The strategy for this area focuses on mixed income housing and local service retail.

Policy AP-SG-13 Wilmington/Rush TOD Neighborhood
New development in the S. Wilmington / Rush Street Focus Area should include a mix of land uses, heights, and urban frontages needed to support a new transit station in the vicinity of Pecan Road and Rush Street. Mixed-income housing is encouraged and should be pursued in this area.The development pattern should emphasize walkability.

Tryon Focus Area

The Tryon focus area will continue to serve the large number of commuters passing by each day, while creating a commercial gathering place for the Renaissance Park community. The Tryon focus area enjoys the most dynamic retail environment within the corridor, with a thriving ethnic business cluster. A development strategy embraces a more robust commercial and mix of uses. The most critical element of this approach is the extension of S. Wilmington Street on new alignment south to Tryon Road. This facility would cross S. Saunders Street at the existing flyover location, continuing southward on the western side. Not only does this new facility separate local traffic from US 70/401, it also provides an alternate route for northwest Garner traffic. The conversion of S. Wilmington Street to a dedicated transit corridor with enhanced bicycle and pedestrian facilities provides yet another option for reducing traffic on US 70/401.

Policy AP-SG-14 Renaissance Park Hub
The Renaissance Park area should serve as a southern hub for the S. Wilmington Street transformation at Tryon Road. New retail development will serve commuters and residents alike, along with a potential mix of office and institutional uses.

Policy AP-SG-15 S. Wilmington Extension as Central Spine
Extend S. Wilmington Street as a central spine for new mixed-use, commercial, and transit oriented development. A fresh mix of retail, office, and apartments could complete the Renaissance Park development with a bustling town center, replete with services, shops, and a viable transit hub including a park-and -ride facility.

Policy AP-SG-16 Hammond Road Alternative
Hammond Road, which becomes Timber Drive in Garner, carries far less traffic than its capacity. Support NCDOT plans to convert the intersection of Timber Drive and US 70 to an interchange to

reduce recurring delay at this location, and use wayfinding to encourage use of Hammond Road as a convenient alternative to S. Saunders Street.

Policy AP-SG-17 Connection to Garner
Develop a major transit hub and supporting connecting infrastructure with the conversion of the flyover to facilitate the S. Wilmington Street Extension to Tryon Road, and potentially to Garner Station Boulevard.

Policy AP-SG-18 Enhance Overall Connectivity
Create a more robust street network providing alternate routes and reducing the need for short or east-west trips to use US 401. Bicycle and pedestrian options would also be improved and more efficient transit routing and access provided.

CP-4C-16 Area Plan Locations

This is a city-initiated amendment to the Map AP-1 Area Plans Locations, a section within the 2030 Comprehensive Plan. The proposed amendment would add the corridor plan boundary of the new area plan 17.1 Southern Gateway Corridor to Map AP-1.