



# 2030 Comprehensive Plan **FY2021 Progress Report**

January 2022



Raleigh  
Planning

[raleighnc.gov](http://raleighnc.gov)



# Table of Contents

<b>Section A Rezoning Cases</b>	<b>4</b>
FY2021 Zoning Decisions	4
Approved Cases Found Inconsistent with the FLUM and/or Comprehensive Plan	5
Future Land Use Map Changes Based on FY2021 Decisions	7
Trends in Rezoning	9
<b>Section B Text Changes</b>	<b>11</b>
Resolved Text Changes	11
Pending Text Changes	12
Approved Text Changes to Zoning Conditions (TCZ)	14
Pending TCZs	14
Trends in Text Changes	15
<b>Section C Comprehensive Plan Amendments</b>	<b>16</b>
Approved Amendments	17
Pending Amendments	17
Trends in Comprehensive Plan Amendments	18
<b>Section D Emerging Issues</b>	<b>18</b>
Integration of Planning and Budgeting	18
Economic Development and Placemaking	20
Expansion of Policies in Support of Naturally Occurring Affordable Housing	22
<b>Section E Recommended Amendments to Action Items</b>	<b>24</b>

## A Rezoning Cases

Comprehensive Plan action item LU 1.4 states that the city should "Maintain the currency of the Future Land Use Map through periodic re-evaluation and revision of the map based on analysis of growth and development needs and trends, small area studies and special area studies."

One opportunity to review the Future Land Use Map is in concert with recent rezoning actions. North Carolina law requires that the City Council make a finding on each rezoning decision regarding consistency with the Comprehensive Plan and whether the amendment is reasonable and in the public interest. Staff performs an analysis of rezoning requests to make two determinations on the consistency of each request based on the land use classification in the Future Land Use Map and any applicable policy guidance contained within the Plan.

An inconsistent request is for a zoning district that is different from what is envisioned in the Future Land Use Map or the Comprehensive Plan overall. The Council can and does approve rezoning requests deemed inconsistent with the Future Land Use Map and/or the 2030 Comprehensive Plan, but a finding of inconsistency places greater emphasis on showing how the decision advances the public interest.

This section presents a summary of the rezoning actions taken from July 1, 2020 to June 30, 2021 (Fiscal Year 2021), and additional information about rezoning cases that were deemed inconsistent with the Future Land Use Map, the Comprehensive Plan, or both.

### FY2021 Zoning Decisions

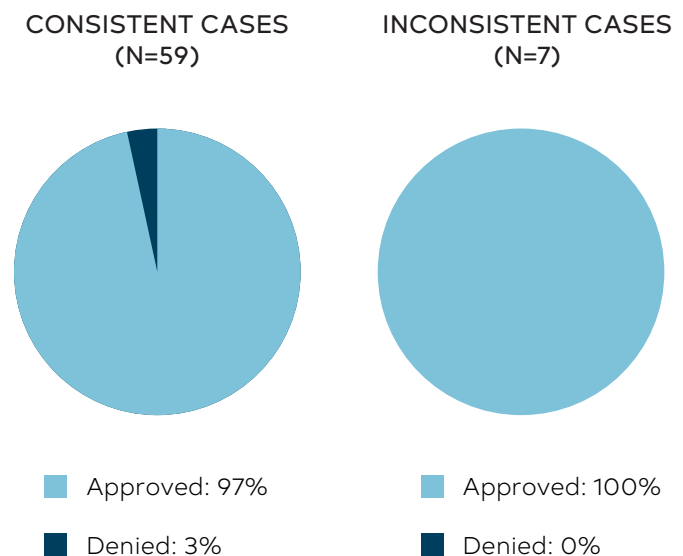
Seventy-five complete rezoning requests were submitted in Fiscal Year 2020-2021, of which 41 (55%) were resolved (approved, denied, or withdrawn) within the fiscal year. Another 27 rezoning cases that were submitted in previous years and still pending in FY21 were resolved before July 1, 2021; two cases submitted before FY21 remained unresolved.

**Table 1: Rezoning Requests Originated or Resolved During FY2020-2021**

	Pending Cases
Submitted before July 1, 2020; Pending on July 1, 2021	2
Submitted after July 1, 2020	33
Total	35
	Resolved Cases
Approved FY2021	64
Denied FY2021	2
Withdrawn FY2021	2
Total	68

The City Council acted (approval or denial) on 68 rezoning requests in FY 2021. Of the 64 approved requests, 19 (30%) were deemed inconsistent with the Future Land Use Map and/or the Comprehensive Plan overall.

**Figure 1: Consistency of Approved and Denied Rezonings During FY2020-2021.**



## Approved Cases Found Inconsistent with the FLUM and/or Comprehensive Plan

**Z-31-19 (Needham Road)** City Council approved Residential-10-Conditional Use zoning for a site designated for Rural Residential development by the FLUM. The request was evaluated as inconsistent with the FLUM and the 2030 Comprehensive Plan. Access to the site is limited by the Neuse River and I-540, making it difficult to mitigate additional vehicle trips. Offered zoning conditions limited overall density to four dwelling units per acre and provided additional buffering and stormwater controls. The FLUM was amended to Moderate Density Residential.

**Z-51-19 (Glenwood Exchange Place)** City Council approved Commercial Mixed Use zoning for a site with Office & Residential Mixed Use (ORMU) and Neighborhood Mixed Use mapped on the Future Land Use Map. The requested zoning allows standalone commercial uses that the FLUM category did not envision in the ORMU area. The proposal was also inconsistent with the 2030 Comprehensive Plan, partially because it did not include a frontage, which was recommended a Transit Emphasis Corridor designation on the Urban Form Map. Conditions placed restrictions on development that are similar to those found in Neighborhood Mixed Use zoning. The FLUM was amended to Neighborhood Mixed Use and Community Mixed Use.

**Z-53-19 (Thornton Road)** This rezoning was approved for Residential-10-Conditional Use by the City Council in an area designated for Low Density Residential. The proposed zoning would allow building types and density that didn't align with the FLUM. The request included zoning conditions to limit density, provide buffering, and increase stormwater controls. The FLUM was amended to Moderate Density Residential.

**Z-4-20 (Trailwood Drive)** A proposal for Residential-10-Conditional Use was approved at this location. The existing FLUM designation was Low Density Residential. A single condition prohibits apartments. The FLUM now calls for Moderate Density Residential.

**Z-7-20 (E. Millbrook Road)** City Council approved a rezoning from Residential-4 to Commercial Mixed Use. The previous FLUM category for the site was Low Density Residential. The site is located between an existing shopping center and residential development. The case was evaluated as inconsistent with the 2030 Comprehensive Plan. The proposal included a number of conditions, including a limit on total floor area, lighting controls, restrictions on hours of operation, and buffering requirements. The FLUM was amended to Neighborhood Mixed Use.

**Z-13-20 (Downtown South)** This request was for Commercial Mixed Use zoning with 20- and 40-story height designations as well as more detailed height controls in the zoning conditions. The site's zoning prior to approval was a mix of Residential-6, Neighborhood Mixed Use, Industrial Mixed Use, and Heavy Industrial. Offered conditions required stronger stormwater controls, public outdoor amenities, public art, affordable housing, and limits on total square footage of development. The proposal was inconsistent with the large area of Office/Research & Development (ORD) that was designated on the FLUM. This category does not support height greater than 12 stories or residential uses, both of which the requested zoning allows. Traffic impacts were found to be severe, and the request was inconsistent with the 2030 Comprehensive Plan. The Regional Mixed Use FLUM designation has been applied where the request was inconsistent with ORD.

**Z-14-20 (Macon Pond Road)** This site was proposed to be rezoned to Office Mixed Use from Residential-4. The Future Land Use Map designated the site for Medium Density Residential. This category does not recommend development of commercial uses. The offered conditions limited height and total development, restricted lighting, and required a vegetated buffer with adjacent property among other provisions. Approval of the rezoning caused the FLUM to be amended to Office & Residential Mixed Use.

**Z-15-20 (Carolina Avenue and Grove Avenue)**

City Council approved rezoning from Residential-6 to Residential-10-Conditional Use. The FLUM called for Low Density Residential. Conditions prohibited apartments, required pitched roofs, limited impervious cover, and applied other restrictions. The amended FLUM designation is Moderate Density Residential.

**Z-22-20 (East End Market PD)** The previous zoning on this property was a combination of Residential-10, Office Mixed Use, Commercial Mixed Use, and Industrial Mixed Use. Maximum height for all districts was three stories. A Planned Development district was proposed and approved. The accompanying master plan stipulated multiple subdistricts with maximum heights between six stories and 15 stories. Allowed uses were based on Commercial Mixed Use zoning. The incompatibility of the proposed height with existing nearby development supplemented the FLUM inconsistency to make the case inconsistent with the 2030 Comprehensive Plan. The site's designations on the FLUM were Moderate Density Residential and Neighborhood Mixed Use. The allowed height and uses caused these to be amended to Community Mixed Use.

**Z-31-20 (Woodlawn Drive)** This rezoning request was from Residential-6 to Residential-10-Conditional use for a site just over one acre. A condition limited the density to about eight units per acre. The site lies between existing neighborhoods with a mix of densities. Building form will be regulated by Residential Infill Compatibility rules. The Future Land Use Map was changed to Moderate Density Residential.

**Z-35-20 (Wade Avenue)** This site is a little less than an acre on the south side of Wade Avenue. The existing zoning for the four component parcels was Residential-4 and Residential-6. The proposed zoning was Residential Mixed Use-3 Stories-Conditional Use. Conditions were offered to limit density to about 13 units per acre, require specific architectural features, and provide additional stormwater controls. Immediately adjacent development is largely detached houses. Approval caused a Future Land Use amendment from Low Density Residential to Moderate Density Residential.

**Z-36-20 (Edwards Mill Road)** This zoning case was for the construction of an office campus for a company called Bandwidth. The site was owned by the State of North Carolina and designated for Institutional uses on the Future Land Use Map. The request was from Agricultural Productive to Office Mixed Use-7 Stories. No conditions were offered due to the state ownership. Surrounding uses are primarily open space. The Future Land Use Map was amended due to the rezoning approval from Institutional to Office & Residential Mixed Use.

**Z-40-20 (Hillsborough Street)** The existing zoning of this site at Pullen Road was Commercial Mixed Use-5 Stories-Conditional Use. The proposal was to increase the height to seven stories and modify the conditions. Notable conditions in the proposed zoning include a height limit of 90 feet, requirements for certain exterior materials, and screening of parking structures. The requested height was inconsistent with the Neighborhood Mixed Use category of the Future Land Use Map. The category was amended to Community Mixed Use.

**Z-49-20 (Tryon Road)** A petition was filed to rezone this property to Industrial Mixed Use to allow an existing tree service to continue operating. The service had been operating illegally for years before being ceased due to complaints from neighboring residents. The site is located between multi-family residential neighborhoods and a self-service storage facility. The existing zoning was Residential-10-Conditional Use. The Future Land Use Map called for Community Mixed Use. Conditions were offered to require buffering, limit hours of operation, and prohibit most industrial uses other than tree service. The Future Land Use Map was amended to Business & Commercial Services.

**Z-70-20 (Martin Luther King Boulevard)** This site is a detached house lot at the corner of Ellington Street. The existing house is a contributing structure to the East Raleigh/South Park National Register Historic District. There are no local historic designations on the site that would impose zoning requirements. The previous zoning was Residential-10. The requested zoning

was Office Mixed Use-3 Stories-Urban Limited-Conditional Use. In response to the historic nature of the property, conditions were offered to document the existing structure and to require new construction to use materials reflecting the district character. The rezoning caused the Future Land Use Map to be changed to Office & Residential Mixed Use from Moderate Density Residential.

**Z-5-21 (Pearl Road)** The rezoning request was from Residential-4 to Residential-10-Conditional Use. A condition was included to limit density to six units per acre. The surrounding area is mostly residential with a mix of densities. The Low Density Residential designation on the Future Land Use Map was amended to Moderate Density Residential due to the newly allowed building types.

**Z-7-21 (Gresham Lake Road)** The site of this rezoning is near multiple industrial uses including a concrete batching plant, a landfill, and a tow yard. The requested zoning was Commercial Mixed Use-3 Stories-Conditional Use to allow for a subsidized affordable apartment development. The prior zoning was Industrial Mixed Use. The Future Land Use Map called for Business & Commercial Services. Among the offered conditions was one to require a fence, a berm, tree planting, and signage along one side of the property. The new Future Land Use Map category is Community Mixed Use.

**Z-8-21 (Michael J Smith Lane)** This site is in the area south of WakeMed along Sunnybrook Road. The intended development was an expansion of an existing subsidized affordable housing development. The zoning request was from Office Mixed Use-3 Stories-Parking Limited to Office Mixed Use-5 Stories-Parking Limited-Conditional Use. The Transit Overlay District was also requested. Nearby uses are a mix of offices and multi-family residential. The existing Future Land Use category of Office/Research & Development did not support residential uses. The amended category is Office & Residential Mixed Use.

**Z-13-21 (Corporation Parkway)** This site is about two and one-half acres located north of New Bern Avenue along Heddingham Boulevard. The

existing zoning was Industrial Mixed Use, and the proposal was for Commercial Mixed Use. The Future Land Use Map recommended Moderate Density Residential, which did not support uses allowed in the requested zoning. The petition included zoning conditions to prohibit a number of uses for the site as well as to require buffering and prohibit additional uses and building types along the site's northern boundary. The site is abutted by residential development to the north and commercial and light industrial development to the south. The Future Land Use Map was amended to Community Mixed Use by the approval of the request.

## Future Land Use Map Changes Based on 2020 Decisions

The proportion of approved rezoning requests that were inconsistent with the Future Land Use Map or Comprehensive Plan decreased between FY2020 and FY2021. Approximately 37 percent of approved requests in FY20 were inconsistent with either FLUM or the Plan. In FY21, that rate was approximately 30 percent.

The most common inconsistent requests were for rezoning from a lower density residential district to R-10 or a mixed-use district. Other common inconsistencies were related to proposed mixed-use districts where the height, allowed uses, or urban form did not match the recommendations of the Future Land Use Map and the Urban Form Map.

**Table 2: Future Land Use Map Amendments**

Case	Original FLUM Designation	New FLUM Designation
Z-31-19 Needham Road	Rural Residential	Moderate Density Residential
Z-51-19 Glenwood Exchange Place	Neighborhood Mixed Use, Office & Residential Mixed Use	Community Mixed Use, Neighborhood Mixed Use
Z-53-19 Thornton Road	Low Density Residential	Moderate Density Residential
Z-4-20 Trailwood Drive	Low Density Residential	Moderate Density Residential
Z-7-20 E. Millbrook Road	Low Density Residential	Neighborhood Mixed Use
Z-13-20 Downtown South	Office/Research & Development	Regional Mixed Use
Z-14-20 Macon Pond Road	Medium Density Residential	Office & Residential Mixed Use
Z-15-20 Carolina Avenue and Grove Avenue	Low Density Residential	Moderate Density Residential
Z-22-20 East End Market PD	Neighborhood Mixed Use, Moderate Density Residential	Community Mixed Use
Z-31-20 Woodlawn Drive	Low Density Residential	Moderate Density Residential
Z-35-20 Wade Avenue	Low Density Residential	Moderate Density Residential
Z-36-20 Edwards Mill Road	Institutional	Office & Residential Mixed Use
Z-40-20 Hillsborough Street	Neighborhood Mixed Use	Community Mixed Use
Z-49-20 Tryon Road	Community Mixed Use	Business & Commercial Services
Z-70-20 Martin Luther King Boulevard	Moderate Density Residential	Office & Residential Mixed Use
Z-5-21 Pearl Road	Low Density Residential	Moderate Density Residential
Z-7-21 Gresham Lake Road	Business & Commercial Services	Community Mixed Use
Z-8-21 Michael J Smith Lane	Office/Research & Development	Office & Residential Mixed Use
Z-13-21 Corporation Parkway	Moderate Density Residential	Community Mixed Use

## Trends in Rezoning

Rezoning cases in FY21 followed some similar patterns from years past. A number of cases were filed to rezone from lower density residential districts to higher density residential districts, particularly Residential-10 (R-10). These cases tend to be located at large undeveloped sites on the east side of Raleigh as well as smaller sites in urbanized parts of Raleigh where nearby development is low density, detached development. The motive for rezoning in many of these cases was to allow the townhouse or apartment building type without necessarily making use of the full density allowed in R-10. This fact is demonstrated by the number of cases that included zoning conditions to limit the residential density to a lower value than the district allowance. The recent approval of TC-5-20 "Missing Middle" may make cases of this nature less common. TC-5-20 allows townhouses and some additional density in Residential-6 (R-6).

---

### *Another notable trend is a series of cases to allow apartment buildings for development of subsidized affordable housing complexes.*

---

Another notable trend is a series of cases to allow apartment buildings for development of subsidized affordable housing complexes. These cases typically are requests for Residential Mixed Use (RX-) and often include conditions to provide buffering and transitions with nearby residential development. Some examples of these cases are located near the southeastern extent of Raleigh's zoning jurisdiction along Rock Quarry Road.

A third trend is rezoning for taller height in downtown Raleigh. Several relatively small sites have been rezoned for 20 and 40 stories. A 30-story zoning height was created by TC-19-19, approved on May 18, 2021. The 30-story height designation was not requested in any zoning cases initiated during the reporting period, which ended June 30, 2021. The recent removal of

minimum parking requirements in the Downtown Mixed Use (DX-) district by text amendment TC-1(A)-20 may be stimulating this type of rezoning. The flexibility to develop smaller downtown lots is increased when a parking structure or remote parking agreement is not a necessity for taller buildings. A separate text change, TC-11-21, proposes to remove minimum parking requirements for most uses and zoning districts. If approved, it may lead to a similar uptick in interest in rezoning for sites outside of the DX district. A final trend that appeared in FY21 is rezonings for denser development around existing nodes on major streets. Underused sites adjacent to shopping centers and at prominent intersections are experiencing demand for commercial and multi-family infill.

**Table 3: Text Changes Active During FY2021**

Text Amendment Case	Status*	Comp Plan Consistency
TC-5-19 Homestay Violations	Pending	N/A**
TC-14-19 Site Plan and Plot Plan	Approved	Consistent
TC-15-19 Building Height for Civic Buildings	Pending	Consistent
TC-16-19 Accessory Dwelling Units Development Option	Approved	Consistent
TC-17-19 Design Alternates to UDO Articles 8.4 & 8.5	Approved	Consistent
TC-18-19 Cottage Court Modifications	Approved	Consistent
TC-19-19 Administrative Alternates	Approved	Consistent
TC-1(A)-20 Parking Requirements	Approved	Consistent
TC-1(B)-20 Building Height and Cottage Courts	Approved	Consistent
TC-2-20 Manufactured Home Public Access	Pending	N/A**
TC-4-20 Infill Setback and Building Height	Approved	Consistent
TC-5-20 Missing Middle Reforms	Approved	Consistent
TC-6-20 Neighborhood Transition Requirements and Continuing Care Retirement Community Lot Size	Approved	Consistent
TC-7-20 Mezzanine	Approved	Consistent
TC-8-20 Short Term Rental	Approved	Consistent
TC-2-21 Parking Deck Screening	Pending	N/A**
TC-4-21 Transit Street Cross-Sections	Pending	Consistent
TC-5-21 Tree Manual Update	Pending	Consistent
TC-6-21 Tiny Homes	Pending	Consistent
TC-8-21 Affordable Housing Parking Requirements	Pending	N/A**
TC-9-21 Development Agreements	Pending	Consistent
TC-10-21 Conflicts of Interest and 160A to 160D UDO References	Pending	Consistent
TC-11-21 Parking Minimums, Maximums, and Mitigations	Pending	Consistent
TC-12-21 Accessory Commercial Units	Pending	Consistent

\*Cases marked "Pending" were pending as of June 30, 2021 but may have been resolved after that date.

\*\*Cases marked "N/A" were still being drafted and had not received a consistency evaluation as of June 30, 2021.

## B Text Changes

The City Council reviews alterations to the Unified Development Ordinance (UDO) through the text change process. In some instances, changes to the UDO may be a reaction to an existing deficiency. In other instances, a more proactive approach can address anticipated issues, guided by the adopted Comprehensive Plan Action Items.

A text change can be initiated by a resident, city staff, the Planning Commission, or the City Council. With the adoption of the 2030 Comprehensive Plan, staff committed to analyze each text change in accordance with the policy directives of the Plan.

### Resolved Text Changes

#### Approved Text Changes

**TC-14-19 Plot and Site Plan:** The text change amended the Unified Development Ordinance (UDO) to incorporate a 3- tiered system for categorizing site plans based on construction type and level of impact. It includes two categories, minor and major, for modifications to approved site plans. It also conforms the site plan standards to the new Chapter 160D of the North Carolina General Statutes for development regulations.

**TC-16-19 Accessory Dwelling Units:** This removed UDO Article 5.7 Accessory Dwelling Unit Overlay District and created a new Section 2.6.3 to allow construction of an attached or detached accessory dwelling unit on the same lot as a principal residential building as a by-right development option.

**TC-17-19 Design Alternates to UDO Articles 8.4 & 8.5:** The text amendment replaced the option for a design adjustment from the provisions of UDO Article 8.4 and 8.5. This ordinance is a follow-up to TC-6-19 and TC-2-19. The intent of all of these efforts is to create objective standards to be applied by staff during review and identifying a path to approve more subjective alterations in a quasi-judicial public hearing. This

ordinance reformatted Articles 8.4 and 8.5. All standards are now placed in Article 8.4; all cross sections are placed in Article 8.5.

**TC-18-19 Cottage Court Modifications:** Amended the Raleigh Unified Development Ordinance to increase the maximum number of dwelling units in any one Cottage Court from 15 to 30 and allow Cottage Courts by-right within the R-2 and R-4 zoning districts with an accompanying 50% density bonus. Increased the maximum allowable building height in four and five-story zoning districts.

**TC-4-20 Infill Setback and Building Height:** Amends the Part 10 Raleigh Unified Development Ordinance to modify how average grade and building height are determined, the applicability of residential infill Compatibility and setback standards and how side wall plane height and setbacks are determined.

**TC-5-20 Missing Middle Housing:** Amends the Unified Development Ordinance to permit more housing types in certain residential districts, amends the methodology for determining how many units can be built on a lot or a site, and adjusts minimum lot sizes, site sizes, and setbacks.

**TC-6-20 Neighborhood Transition Requirements and Senior Housing:** Amended the Part 10 Raleigh Unified Development Ordinance to apply appropriate exemptions to the Neighborhood Transition requirements and simplify and align Congregate Care and Continuing Care Retirement Community (CCRC) requirements with state and federal requirements.

**TC-7-20 Mezzanine:** Amended the Raleigh Unified Development Ordinance to modify the definition and associated regulations for mezzanines

**TC-8-20 Short Term Rental:** Amended Part 10 of the Raleigh Unified Development Ordinance to repeal homestay regulations and replace with regulations for short-term rental, a type of overnight lodging. It also amended the UDO to allow short term rental in certain zoning districts that permit residential uses.

**TC-10-20 Text Change Authorization:** The text change amended the Unified Development Ordinance (UDO) to modify the authorization process for text changes to the UDO and text changes to zoning conditions associated with a conditional use zoning, including an amendment to any Planned Development Master Plan. Text changes to the UDO are now heard and authorized by the City Council as a Special Item. Text changes to zoning conditions are now processed in the same manner as rezoning cases.

**TC-14-20 Community Garden On-Site Sales** The text change amended the Unified Development Ordinance (UDO) to modify the requirements to allow on-site sales for community garden uses within Residential zoning districts and remove the Special Use Permit requirement for on-site sales for community garden uses in Mixed-Use and Special Districts and treat them as a Limited Use subject to the same standards as Produce Stands.

**TC-15-20 Campus Zoning District:** The text change amended the Unified Development Ordinance (UDO) to modify the standards and requirements of the Campus (CMP) district to encourage its use as a zoning district. The text change provides development within the district greater flexibility with building height, maximum and minimum building setbacks, vehicular circulation patterns and the placement of residential and nonresidential uses.

**TC-16-20 Special Flood Hazard Area Regulations:** At the October 16, 2018 Raleigh City Council meeting, the Council directed the Stormwater Management Advisory Commission (SMAC) to review the City's flood prone area regulations and recommend changes to protect development in flood prone areas during large rain events. TC-16-20 comprehensively revised Article 9.3, Floodprone Area Regulations, to incorporate Stormwater Advisory Commission recommendations to change development standards in floodway fringe areas, incorporate the 2020 Model Flood Ordinance Prevention Ordinance formatting to be consistent with the NC Department of Public Safety and FEMA regulations, and enhance or clarify processes to present regulations that are more readable and understandable.

**TC-18-20 Quasi-Judicial Hearings:** Amended multiple Sections of the Raleigh Unified Development Ordinance to give the Board of Adjustment review authority over stormwater-related variances and appeals of administrative decisions and provided for administrative approvals of Metro-Park Overlay District subdivisions (other than single-unit living), and to make clarifications to the table showing review authority.

**TC-19-20 Rezoning Process and City Covenants:** Amended the Raleigh Unified Development Ordinance to bring the rezoning process into compliance with recent changes in G.S. 160D; remove the requirement for recording city code covenants; integrates new state law into the UDO which allows City Council to adopt zoning regulations on the date of introduction by simple majority vote; clarify language in Sec. 10.2.4., and streamlining the Planning Commission's review of applications, by creating a higher expectation that rezoning applicants will have fully engaged with residents in advance of Planning Commission review and recommendation to City Council on applications.

**TC-1-21 Outdoor Amenity Areas:** The text change amended the Unified Development Ordinance (UDO) to modify the requirements for outdoor amenity areas. Specific changes include allowances for covered amenity areas in DX district, overlap of amenity area requirements and streetscape requirements past property lines, and larger GSI dedications

### Denied Text Changes

**No text amendments were denied in FY21.**

## Pending Text Changes

**TC-5-19 Homestay Violations:** This text change was authorized at the same time as TC-1-19 "Homestay" to allow for further discussion of "whole house" short term rentals and potential penalties for unpermitted homestay uses. The City's treatment of this use was later clarified by approval of TC-8-20 "Short Term Rental" to allow whole house short term rentals under the

previously established permitting requirements. A legal challenge to similar permitting requirements in Wilmington is pending. This text change may be used to modify the Short-term Rental use based on the decision in that case.

**TC-15-19 Building Height for Civic Buildings:** The UDO sets a maximum height of 40 feet for Civic buildings in Residential districts. The City Council authorized this text change on November 19, 2019 to revise this standard to allow for additional height, with public school facilities being an anticipated application.

**TC-2-20 Manufactured Home Public Access:** This is a citizen-initiated text change to allow manufactured home developments to use private streets for internal circulation.

**TC-9-20 Grading and Infill:** This text change was combined with TC-4-20 due to the similarity of content in both text changes.

**TC-13-20 Outdoor Seating in NX:** Partially in response to additional demand for outdoor seating during the COVID-19 pandemic, this text change was authorized by the City Council to expand the allowed amount of outdoor seating in the Neighborhood Mixed Use (NX-) district. This text change was adopted after the reporting period for this Progress Report.

**TC-17(A)-20 Transit Overlay District:** Proposes to modify UDO Section 5.5.1 Transit Overlay District (TOD) to add provisions to promote diverse housing supply, walkability, and transit ridership. Amends other relevant code sections to remove potential conflicts with TOD standards. This text change was adopted after the reporting period for this Progress Report.

**TC-17(B)-20 Transit Overlay District-Residential:** This overlay was authorized at the same time as TC-17A-20. It was intended to be applied to residential districts within walking distance of new BRT service but not the densest areas closest to BRT stops. It would allow greater density and a wider variety of building types in Residential districts where it was intended to be mapped. It would have also imposed maximum floor area ratios (FARs) that vary depending on building type and remove parking requirements.

After the approval of TC-5-20 Missing Middle Reforms, staff determined that TOD-R would permit a very similar set of housing types as those already enabled by TC-5-20. Staff provided a memo to the City Council advising TOD-R to be held until other changes to housing regulations were completed through TC-11-21 "Parking Minimums, Maximums, and Mitigations" and the Missing Middle 2.0 concept. City Council agreed with this approach.

**TC-20-20 Permit Choice and Vested Rights:** The City Council authorized this text change in response to staff request based on changes to state law.

**TC-21-20 Zoning Permits:** This text change is intended to clarify what types of structures and uses require zoning permits which may be supplemental to subdivision or site plan approval.

**TC-2-21 Parking Deck Screening:** The purpose of this text change is to formalize regulation of parking structures that have historically been applied through rezoning conditions.

**TC-3-21 Bicycle Street Cross-Sections:** The text change will amend the Unified Development Ordinance (UDO) to modify the requirements for the provision of bicycle facilities on all avenue street types for new streets except the sensitive area avenue. The change will relocate the in-street conventional bike lane behind the curb. This text change was adopted after the reporting period for this Progress Report.

**TC-4-21 Transit Street Cross-Sections:** This amendment proposes to create design standards for a Transit Street type in the UDO and Street Design Manual. The new street type would include right-of-way and construction requirements to allow for a dedicated, exclusive bus lane in the street cross section. The Transit Street is intended to be designated through Map T-1 "Street Plan" of the 2030 Comprehensive Plan on streets planned for BRT. Other streets with high frequency, heavily used routes may be designated as well.

**TC-5-21 Tree Manual Update:** The tree manual is revised in this text change for clarity, consistency, and the most up-to-date terminology.

Associations between tree manual topics and other development approval processes are accurately reflected. This is a staff-initiated text change. This text change was adopted after the reporting period for this Progress Report.

**TC-6-21 Tiny Homes:** The City Council authorized this text change to explicitly legalize small houses and associated construction practices. Existing language in the UDO can be unclear as to the treatment of emerging or non-traditional housing types, particularly small houses built off-site. This text change was adopted after the reporting period for this Progress Report.

#### **TC-8-21 Affordable Housing Parking**

**Requirements:** This text change would remove or reduce parking requirements for affordable housing developments. It is likely to be de-authorized if TC-11-21 "Parking Minimums, Maximums, and Mitigations" is approved. TC-11-21 would provide similar or greater reductions in minimum parking requirements for many land uses and zoning districts that would include affordable housing development.

**TC-9-21 Development Agreements:** The goal of this text amendment is to modify the UDO to incorporate local powers to engage in development agreements that were recently expanded and clarified by changes to state law. The content of the text change will be aligned with recent policy adopted by City Council regarding tax increment grants (TIGs). This text change was adopted after the reporting period for this Progress Report.

#### **TC-10-21 Conflicts of Interest and 160A to 160D**

**UDO References:** This text change is one of a number of recent text changes to bring the UDO into conformance with the recent changes to state law. Legislation enacted in 2019 has changed the procedural requirements for local jurisdictions in reviewing rezoning petitions. Specifically, this text change would adopt definitions and standards for potential conflicts of interest that may arise during legislative and quasi-judicial review processes.

**TC-11-21 Parking Minimums, Maximums, and Mitigations:** The City Council requested this text

change to remove minimum parking requirements and apply maximum parking requirements in many contexts. The existing approach to limit over-parking is to require mitigating site treatments. This amendment would apply more stringent controls and relief mechanisms to discourage excess parking.

**TC-12-21 Accessory Commercial Units:** This text amendment is intended to allow a wider range of commercial uses as accessories to residential uses. Existing accessory uses such as Home Occupation and Live-Work do not support an attached storefront style of accessory commercial use. TC-12-21 would enable more public-facing uses such as food service and retail. Design controls are included to promote accessory commercial uses that fit into residential contexts.

## **Approved Text Change Zoning Conditions (TCZ)**

**TCZ-1-20 Crabtree Village Master Plan:** This TCZ modifies the master plan of a Planned Development zoning district south of Crabtree Valley Mall. The modifications allow a similar style of development as the master plan originally proposed but lower in height and with a smaller retail component. A site plan has been filed simultaneously to expedite development.

**TCZ-2-20 North Ridge PD:** The master plan for this Planned Development district includes a substantial area of open space along a natural stream corridor. The previously approved master plan requires this area to be dedicated as a public park. The Parks, Recreation, and Cultural Resources department did not accept dedication of the park because current and future parks level of service in the area met the City's goals. The TCZ modified the master plan to allow this area to be used as private open space.

## **Pending TCZs**

**TCZ-3-20 (Z-44-20) 3513 Garner Rd:** This request would retain the existing R-10-CU zoning but change the zoning conditions by removing the condition prohibiting the apartment building

type. The maximum allowable density would remain at six dwelling units per acre (6 du/ac) and the percentage of preserved open space would remain at 20%. This case was the subject of extensive discussion about tree conservation and buffer yards along the perimeter. It was approved after the reporting period for this Progress Report.

**TCZ-4-20 (Z-66-20) Homewood Banks:** The text change proposal is to modify the Homewood Banks PD by modifying the layout of buildings and parking areas, removal of a parking structure, relocation of amenity areas, increasing the amount of retail allowed, modifying parking standards, and allowing three monument signs. The overall amount of development allowed would remain similar. The case remains pending.

**TCZ-1-21 (Z-15-21) Delway and Blount:** The rezoning site was rezoned in 2011 to allow a community garden near William Peace University. Limited use standards for community gardens have since been added to the UDO. The requested change to zoning conditions added several conditions to regulate outdoor dining associated with the community garden. Added conditions include controls on hours of operation and scale of dining areas as well as requiring a landscaped buffer and a fence along the site's rear boundary. The text change was approved after the reporting period for this Progress Report.

**TCZ-2-21 (Z-22-21) Atlantic Ave:** This text change for zoning conditions was initiated to allow additional retail square footage at the corner of Atlantic Avenue and Spring Forest Road. The area surrounding the site has existing retail development. The TCZ also added controls on the location of parking areas. It was approved after the reporting period for this Progress Report.

**TCZ-3-21 (Z-29-21) Jones Franklin Rd:** This site is just south of I-40 on the east side of Jones Franklin Road. The changes requested for this existing conditional use zoning were to allow an increase in maximum height from 36 feet to 50 feet. The proposal also removed a zoning condition limiting the total number of residential units to one. Without that condition, the total residential development on the site could reach

36 apartment units. City Council approved the TCZ after the reporting period for this Progress Report.

## Trends in Text Changes

### Text Changes

There have been two major trends in text changes during FY2020-2021. The first trend is a continuing effort to update the Unified Development Ordinance (UDO) to reflect recent changes in state law pertaining to local zoning authority. The General Assembly has enacted an extensive reform of statutes enabling cities and counties to apply zoning. These changes were described in the FY2019-2020 Progress Report. Several text changes are associated with that legislation and other legislative actions from the General Assembly.

The second trend in rezoning cases has been the modification of UDO standards to reduce complexity, remove subjective standards, and reform zoning requirements such that they are more aligned with the City's policies and goals, with a focus on diversity of housing types, housing accessibility and affordability. Text changes related to floodplains, community gardens, and missing middle housing are indicative of this pattern of City Council actions.

### Text Change for Zoning Conditions

Text Changes for Zoning Conditions (TCZs) during this reporting period have largely been oriented to older zoning conditions that envisioned a particular type of development. The modifications typically remove or modify conditions specific to one style of development. The motivation for these cases tends to be new owners or developers wishing to pursue a different development.

## Comprehensive Plan Amendments

Part of the analysis of the Comprehensive Plan is to ensure accuracy of policy text and policy maps through regular review and maintenance.

Amendments to the plan – from both staff and residents – were previously only considered twice a year except in conjunction with the adoption of area specific guidance. Applications are now accepted on a rolling basis. Seven amendments to the plan received City Council action in whole or in part in the reporting period. Three Comprehensive Plan amendments remain pending.

**Table 4: Comprehensive Plan Amendments**

CP Amendment Case Number	Status	Comp Plan Consistency
CP-12-19 Kinley Street	Approved	Consistent
CP-1-20 Swift Creek Watershed	Approved	Consistent
CP-2-20 Midtown-St. Albans	Approved	Consistent
CP-3-20 EDAT	Approved	Consistent
CP-4-20 W Morgan Street	Approved	Inconsistent
CP-5-20 Omnibus	Approved	Consistent
CP-3-21 Economic Development Priority Map	Approved	Consistent
CP-1-21 Hodge Road	Pending	Inconsistent
CP-2-21 Capital North	Pending	Consistent
CP-4-21 Missing Middle	Approved (after reporting period)	Consistent

## Approved Amendments

**CP-12-19 Kindley Street:** This amendment was a request to modify the Street Plan near the interchange of Martin Luther King Boulevard and S. McDowell Street. The proposed amendment would extend Kindley Street to meet the north side of Martin Luther King Boulevard and align with the eastbound off-ramp from S. McDowell Street. This change anticipates and will support the reconstruction of the northeast quadrant of the interchange to be a square loop style ramp in the future.

**CP-1-20 Swift Creek Watershed:** The Comprehensive Plan amendment proposed to modify how the maximum impervious cover area within the Swift Creek Watershed is calculated. Changing the method of calculation allows the municipalities who are party to the Swift Creek Watershed Plan to continue to enforce the plan while allowing a private property owner to request removal from Raleigh's ETJ.

**CP-2-20 Midtown-St. Albans:** This amendment added the recommendations of the Midtown-St. Albans planning process to the 2030 Comprehensive Plan. The final plan document was entitled "Walkable Midtown". The Comprehensive Plan amendment added a section of Area Specific Guidance to the Comprehensive Plan and amended multiple policy maps, including Map T-1 Street Plan, Map LU-3 Future Land Use, and Map UD-1 Urban Form.

**CP-3-20 EDAT:** The Equitable Development Around Transit (EDAT) planning process led to the creation of the Equitable Transit Oriented Development (ETOD) guidebook. The guidebook recommends revision of the Comprehensive Plan to reflect the results of the EDAT process through amendments to Map UD-1 Urban Form and creation of a new subsection in the Land Use chapter. These amendments give specific policy guidance for development and public investments in the areas around bus rapid transit (BRT) routes.

**CP-4-20 W Morgan Street:** This is the second of two amendments since 2019 to propose removal of a segment of West Morgan Street from Map

T-1 Street Plan. The other case was CP-11-19 and was also approved. The subject segment would extend west from an existing curve at the west end of West Morgan Street. West Morgan Street currently turns north to meet Hillsborough Street in this location. The segments previously shown on the Street Plan would have continued West Morgan Street to meet Ashe Avenue. The applicants in both cases expressed that dedication and construction of the extension would hinder development or use of affected properties.

**CP-5-20 Omnibus:** The FY2020 Progress Report included revisions for a number of action items in the 2030 Comprehensive Plan, including removal of completed actions and amendment of text and implementation factors for others.

**CP-3-21 Economic Development Priority Map:** This amendment applies to Map ED-1 Priority Areas for Economic Development. The map was proposed to be revised to reflect the most recently available Census data where relevant. Additionally, changes to the map criteria would enable inclusion of areas across the street from the areas identified on the map. Streets are commonly used as boundaries of Census geographies, so the previously designated areas typically only included one side of a major street. A separate process initiated in the Strategic Plan will reevaluate the criteria used for the map.

## Pending Amendments

**CP-1-21 Hodge Road:** Comprehensive Plan amendments have been submitted in association with a large Planned Development (PD) rezoning request on the eastern edge of Raleigh's jurisdiction. The amendments would modify Map T-1 Street Plan and Map LU-3 Future Land Use to reflect the provisions of the master plan that constitutes the rezoning application. The rezoning, Z-16-20, was still in staff review at the time of publication of this report. An annexation petition for the site is also pending.

**CP-2-21 Capital North:** The Capital Boulevard North corridor study concluded with the publication of the Capital North Corridor Plan: A Future of Choice. Modifications to the Map T-1

Street Plan, Map T-2 Planned Transit Facilities, Map T-3 Planned Bicycle Facilities, and Map T-5 Planned Interchanges and Grade Separations are proposed through this amendment. Amendments to Map LU-3 Future Land Use and Map UD-1 Urban Form are delayed by several years to allow for community stabilization elements of the corridor plan to be implemented.

**CP-4-21 Missing Middle:** Text change TC-5-20 was approved in July of 2021 and made changes to dimensional standards and allowed building types in residential zoning districts. Prior to the approval of the text change, staff requested authorization of a Comprehensive Plan amendment to modify the corresponding Future Land Use designations in Map LU-3. Currently, the residential designations in the Future Land Use Map provide specific guidance for density and building types that is inconsistent with what the UDO allows after approval of TC-5-20.

## Trends in Comprehensive Plan Amendments

Comprehensive Plan amendments in this reporting period have largely been either privately initiated amendments to site-specific transportation or land use items or City-initiated amendments to reflect a completed planning process. Those two categories are two of the most common types of Comprehensive Plan amendments. Street Plan amendments initiated by private property owners are rare enough that they do not seem to indicate any systemic problems with the City's transportation planning approach. Over time, if patterns emerge in this type of amendment, that information may be useful in the development of new Street Plan proposals during planning processes.

## C Emerging Issues

Each year, staff reviews current trends that may impact the 2030 Comprehensive Plan. General maintenance of the Plan is important; examination and inclusion of recent trends keeps the Plan relevant. This year staff identified three emerging

issues that may impact the Comprehensive Plan:

- Integration of Planning and Budgeting
- Economic Development and Placemaking
- Expansion of Policies in Support of Naturally Occurring Affordable Housing

There are no related Comprehensive Plan amendments recommended in association with these emerging issues at this time.

## Integration of Planning and Budgeting

The City's annual budget process is an opportunity to communicate priorities for infrastructure and services. The operating budget takes a shorter-term view, considering ongoing needs for the fiscal year to come. The Capital Improvement Program looks farther into the future and strategically assigns funding to projects that are generally expected to have larger financial impacts as well as longer lasting benefits for the community.

---

*The City's annual budget process is an opportunity to communicate priorities for infrastructure and services.*

---

In creating budget proposals each year, departments and the Office of Budget and Management Services consult the Strategic Plan and the 2030 Comprehensive Plan. These two documents provide initiatives, policies, and actions that prescribe a wide variety of City functions. Other potential budget items come from adopted area and corridor plans along with departmental plans such as the Capital Area Greenway Master Plan.

There are too many items prescribed in these planning documents to include in any single year's budget process. A major component of the budget process is to select a limited set of proposed initiatives and projects that will build strategically on existing operations and

investments, take advantage of available external funding mechanisms, and respond to emerging issues in the city.

The desire to build on past success and respond to new challenges can sometimes draw attention away from the overarching goals indicated by the Strategic Plan and the 2030 Comprehensive Plan. It can also be difficult to organize various budget items into cohesive strategic efforts when they are assembled from multiple departments with differing operational obligations.

The Office of Budget and Management Services (BMS) has a strong history of organizing the budget priorities around a focused set of goals as communicated by the City Manager and the City Council. This process is led by BMS, and its results are aptly communicated through the budget documents. In some jurisdictions, the organization of the operating budget and capital improvement program is more formally and transparently reviewed for their ability to cohesively advance strategic goals.

In some cases, this review is motivated by state-level requirements for infrastructure concurrency or allocation of impact fees. However, this is not always true. This approach can also be used in the absence of statutory requirements as a way of ascertaining that the jurisdiction's budget is intentionally and effectively serving adopted community goals. In the City of Providence, Rhode Island this review extends to a public review of the Capital Improvement Program by the City Plan Commission which is analogous to Raleigh's Planning Commission.

New York City is currently developing a new approach to planning and budgeting that will incorporate specific planning goals and metrics into the Capital Strategy of the city. One potential benefit of this approach is to build goals from the comprehensive plan into the budget so that progress toward them can be monitored as part of each budget cycle. For New York, goals are also proposed to be broken down geographically into District Level Targets for infrastructure and services. This allows the city to measure equity impacts in addition to general cost effectiveness.

Palo Alto, California is another example of a more intensive linkage between long term planning and capital budgeting. The way this is achieved in Palo Alto is by incorporating more budget and implementation details into its comprehensive plan. This information can include funding sources and specific, physical facilities to be constructed or improved. The additional detail provides a clearer path from planning goals to budget implementation. The risk of adding detail is the potential for recommendations to become preempted by other priorities. San Jose, California employs a similar approach and updates its comprehensive plan every four years to maintain currency.

Finally, all of the strategies described above can be integrated in some way with participatory budgeting. Participatory budgeting allows local residents to provide direct input on the programs and projects included in a city budget. In many cases, the scope of the budget that is subject to this input is limited. The level of control by the public also varies but typically involves residents directly recommending budget items and may also include a resident voting process for the final selection. This emerging issue is not focused on participatory budgeting, but it is a topic that becomes more viable when the budgeting process is reformed as described here.

The City of Raleigh may wish to look for new methods of integrating the 2030 Comprehensive Plan and the Strategic Plan into the operating budget and capital improvement program. By doing so, the City may be better equipped to retain focus and monitor progress toward policy goals. An update to the 2030 Comprehensive Plan has been initiated which would incorporate considerably more policy focus on racial equity. The update is the first of a new update cycle that has been shortened from five years to two years. These reforms may facilitate the techniques described here by shortening the planning cycle and establishing a near- or medium-term focus area. The Planning and Development department will create additional information and recommendations about this topic through the 2030 Comprehensive Plan racial equity update or future planning or budget cycles.

## Economic Development and Placemaking

Raleigh has experienced consistently strong economic growth for decades. Even during times of slow or negative economic growth at the national level, Raleigh's economy tends to remain stable or grow. The generally positive trend can obscure geographic areas and economic sectors that have not been as consistently successful or are more vulnerable to economic disruption. Census data show that there is significant disparity in economic outcomes between different parts of Raleigh. Investment in new development for housing and employment uses is not evenly distributed across Raleigh. While some parts of the city have demonstrated demand for development with heights of seven stories or more, similarly situated parcels less than a mile away show continued support for and reinvestment in single-story retail and fast food uses.

The discrepancy in development interest can lead to variations in economic opportunity for residents and workers depending on their location. There are City programs which consider this effect in awarding economic incentives. The façade rehabilitation and building upfit grants are awarded based on criteria that include Map ED-1 "Priority Areas for Economic Development" from the 2030 Comprehensive Plan. This map identifies areas of Raleigh that stand to benefit from economic growth due to existing demographic or economic conditions. While grants for small businesses are helpful, the magnitude of money allocated and the type of improvements supported may not be sufficient to remediate historic and structural inequities between parts of Raleigh.

The City of Raleigh can consider expanding its approach to equitable economic development in a number of ways. One way that has already gained policy support is the Equity Fund concept. The Equitable Transit Oriented Development guidebook that was adopted by the City Council in March of 2021 calls for the creation of an equity fund or funds to support things like affordable housing, infrastructure, and public amenities in

the areas around bus rapid transit (BRT) routes. Revenue for the fund would be derived from the increase in property tax valuations that occur after the implementation of BRT service. Many of the details of the equity fund concept have yet to be worked out. The period when the concept is still in development is a good opportunity to consider how to ensure its expenditures have long-term, structural benefits. There may also be a need for supplemental funding in advance of BRT service starting or areas where BRT is not planned.



Aside from the fundamental elements of an equitable economy, such as accessible housing and infrastructure, the City can invest in a more holistic approach to localized economic vibrancy. Placemaking is an important aspect of economic health that is recognized at many levels of government and in the private sector. The definition of placemaking varies depending on the source, but in many cases, it includes the need for public or civic spaces that are well-integrated with housing, shopping, employment, and recreational uses. The goal of placemaking is generally to identify the natural geographic meeting point of these uses in their existing forms and then invest in aesthetic and functional

improvements that enable it to produce its full economic, social, and cultural potential.

The City's existing grant programs are not well-suited to this holistic view of placemaking. They can be helpful, but the size of the programs and their narrow application make them unlikely to achieve placemaking goals on a neighborhood scale. If the City is interested in a more robust form of placemaking, it could take many forms. First, the way that parts of Raleigh are selected or eligible for economic development funding may need to be modified. This process is already underway through a Strategic Plan initiative to update the structure of Map ED-1. The process will begin in Fiscal Year 22 and should be complete sometime in Fiscal Year 23.

However, the existing grant programs are dependent on individual businesses finding out about the programs and applying. The history of the grants indicates that businesses that apply tend to be disproportionately in or near downtown Raleigh. This trend may not change without a new approach to promoting these types of programs or a more proactive means for selecting neighborhoods or districts for a holistic placemaking process. City staff have developed a mapping tool to identify areas of Raleigh that are most in need of area planning. A new Strategic Plan initiative will revise the tool to focus more generally on the need for investment. The mapping tool could be a suitable method of prioritizing areas for placemaking. It may also be useful as one input among other, more community-directed methods.

Area and corridor planning processes could also be appropriate venues for more intensive placemaking frameworks to be developed. Past area plans have typically included placemaking goals. The mechanisms to achieve these goals are mostly through the application of zoning and urban form policy recommendations. These recommendations can influence the placement of buildings and parking as well as height transitions and the mix of allowed uses.

The regulatory recommendations are also commonly supplemented by plans for park and greenway improvements and custom streetscape

designs for major streets. These elements do a lot to advance the goals of placemaking. However, they are often dependent on private development or redevelopment of a significant extent to become reality. Tools that can be applied by the City reasonably quickly and with a larger extent, such as streetscape plans, can be disruptive to local businesses and property owners. More recently, area plans have started to emphasize stabilization of existing communities and businesses to reduce potential displacement and enhance equitability of the impacts of area planning.

In the future, placemaking may need to expand beyond the most common area planning items to consistently include support for nonprofit and civic organizations, assistance with development of business alliances, or targeted social services. Particularly in areas of Raleigh that exhibit greater economic vulnerability, these types of supplemental initiatives can increase the likelihood that existing residents and businesses are included in new economic activity and the benefits of new development. It can also ensure that placemaking and development properly incorporate the experiences, needs, and values of existing communities.

In addition to rethinking the scope of placemaking and the way that neighborhoods are designated for placemaking, the City may also wish to re-analyze the way that economic activity is distributed geographically. Historically, many cities have been organized around a central business district that housed a large proportion of the region's jobs. This arrangement was the natural outcome of an economy where businesses regularly needed to meet clients, utilize support services, and access public agencies in-person. The rapid adoption of telecommunications technology and practices during the COVID-19 pandemic has undermined the traditional relationship between jobs and geography.

The potential for decentralization of workplaces could impact the role of placemaking. It is increasingly apparent that many people's location choices will be driven by the quality of life they experience while they are working remotely and outside of the workplace. The more that

technology decouples work from physical spaces, the more that workers and employers will seek to define the work-life interface more than the physical workplace itself. If this occurs, areas away from downtown Raleigh may have greater demand for development of spaces that are flexible and inviting. It may mean that the central business district is one of several nodes of economic activity and that these nodes are defined less by tall buildings and more by highly-amenitized public spaces, fluid transitions between modes of transportation, and diverse options for cultural enrichment.

Based on the above information, the City of Raleigh may wish to further develop its approach to placemaking and community development in the following ways:

- Modify the mechanisms for deciding how the City allocates resources for placemaking including by shifting emphasis from geography to people and organizations
- Expand the suite of tools that are considered to be fundamental to holistic placemaking and community development initiatives
- Evaluate the role of placemaking as part of a possible transition in Raleigh's development patterns resulting from remote work and other structural shifts in the economy

As noted above, the first bullet is in progress through two Strategic Plan initiatives. If the second two bullets become topics for additional City programs, then the geographic selection process may need to be included in that discussion.

## Expansion of Policies in Support of Naturally Occurring Affordable Housing

The 2020 Decennial Census estimated the City of Raleigh's population to be 467,665 people, with consistent population growth over the past 10 years. While the City's growth rate has slowed recently, population continued to grow through the 2008 housing crisis and economic recession. As such, housing stock and housing affordability

are urgent matters in the wake of fast and continued population growth in Raleigh.

Naturally Occurring Affordable Housing (NOAH) is market-priced housing that is affordable to low-income residents due to age of housing, location, or condition. The City of Raleigh's 2021 – 2025 Consolidated Plan Needs Assessment notes the rapid disappearance of NOAH with limited measures to rehabilitate and preserve NOAH as one of several factors that affect affordable housing. The relocation trends and disruption to the housing market catalyzed by the COVID-19 pandemic and resulting supply chain interruptions underlined the impacts of the nationwide housing shortage. The redevelopment of existing affordable housing into market-rate housing or non-housing developments in response to market pressure primarily resolves the housing demand of market-rate homebuyers, but it widens the housing gap for low-to-moderate income residents.

---

*The City of Raleigh has recognized the need to enhance and increase affordable housing production for its residents through a key focus area within the City's Strategic Plan.*

---

The Wake County 2017 Affordable Housing Plan estimated a loss of approximately 5,000 NOAH units countywide within a 5-year time span (2009-2015) due to redevelopment. Furthermore, the Plan notes the impact of losing NOAH units on the overall stock of affordable housing if the preservation of existing affordable housing is not addressed. The Plan predicts an annual net loss of affordable housing units overall because of the constrained production rate of new affordable housing units. With the current housing demand in Raleigh, strained labor industry, and increased construction costs due to supply chain shortages, there are challenges to incentivizing a greater production of new affordable housing with quicker timelines. Regardless of the current housing climate, new affordable housing units

alone will not resolve the affordable housing shortage in the City of Raleigh and efforts to preserve existing affordable housing, including Naturally Occurring Affordable Housing, are timely.



The City of Raleigh has recognized the need to enhance and increase affordable housing production for its residents through a key focus area within the City's Strategic Plan. One of the objectives of the Safe, Vibrant, and Healthy Communities (SVHC) key focus area is to address issues related to displacement of residents who live in naturally occurring affordable housing. Specifically, the SVHC 2.3 strategic plan initiative is working to develop affordable housing strategies to "preserve and increase the supply of housing for all income and age groups, including those with disabilities and supportive service needs."

Furthermore, the City of Raleigh has taken steps to address the imminent loss of several older apartment communities by investing in rehabilitation or redevelopment of such communities to extend their "lifespan" as low-cost rental housing. The preservation of Sir Walter Apartments on Fayetteville Street in downtown Raleigh is an example of how the City of Raleigh has previously pursued preservation as an affordable housing strategy. When the HUD contract for place-based vouchers was set to run out in 2020, the City of Raleigh stepped in by providing \$3 million in funds for the acquisition of

the building to preserve its affordability using Community Development Block Grants (CDBG) and local funding.

While acquiring NOAH properties is one method of preserving their affordability, other strategies specifically to retain Naturally Occurring Affordable Housing have been recommended, proposed, or implemented in other municipalities.

Chapel Hill, NC drafted a preservation strategy framework to address NOAH preservation. Based on research of nationwide best practices, the Chapel Hill preservation framework entails three main strategies to maintain existing affordable housing: 1) using local preservation funds to acquire existing NOAH, 2) establishing resident-owned communities, 3) building an early warning system to identify redevelopment risk and guide Town efforts.

An affordable housing report by GoTriangle for the Durham-Orange Light Rail recommended conducting an audit of existing NOAH properties as a strategic approach specifically to preserve NOAH. NOAH properties would be audited and scored according to redevelopment risk, renovation-related rent increases, and/or expiring, legally binding affordability restrictions. Likewise, the Wake County 2017 Affordable Housing Plan recommends establishing a formal Affordable Housing Preservation Warning System & Annual Report to serve as a database and record of existing affordable housing and changes over time. The benefit of an early warning system is that the information obtained and maintained in the database would guide other preservation efforts, such as how, when, and where to use local preservation funds.

Minneapolis, MN established a pilot program to incentivize property owners to keep their rental units affordable by offering local tax abatements. To qualify for the program, property owners would have to commit to maintaining affordable rents at 60% of the Area Median Income (AMI) for no less than 10 years. Two years after the program was established in 2018, approximately two-thirds of Minneapolis's neighborhoods include a program-enrolled property, with a total of 1,190 units (1,808 bedrooms) enrolled in the tax abatement

program. This type of program is not permitted under state law in North Carolina. However, Raleigh could consider other funding sources for a similar program.

Another policy option to support the preservation of NOAH includes the use of voluntary deed restrictions. The town of Vail, CO established a voluntary deed restriction program in 2017 to stabilize the local housing market in support of local ownership. Voluntary deed restrictions establish use limits on the property at the prerogative of the owner. The program was developed in response to constrained housing availability for in-town and seasonal workers and market pressure from out-of-town buyers. According to a report from the U.S. department of Housing and Urban Development (HUD), the program "separate[s] the local housing market and the out-of-town market, insulating locals from competition with wealthier buyers and renters."

The preservation strategies mentioned above include policy and program strategies that can be explored to supplement the City of Raleigh's existing affordable housing efforts. The outlined strategies recognize preservation as an important part of building resilience against housing market pressures and increasing the City's affordable housing stock. These strategies are specifically to address NOAH and would supplement the City's current approaches to affordable housing.

Based on the above information, the Planning and Development department can work with other City departments to develop new approaches for preserving NOAH, including the following ways:

- Add a NOAH-specific affordable housing strategic initiative to the SVHC Key Focus Area to further investigate best practices and tools for NOAH preservation
- Evaluate funding, policy, and programmatic tools to incentivize and support NOAH landlords to maintain their properties as affordable

- Build a NOAH auditing and monitoring system for the City of Raleigh to inform and guide future affordable housing investments and fund

## Recommended Amendments to Action Items

The 2030 Comprehensive Plan includes action items that are specific tasks for the city to undertake to implement the Plan's policies. The action items appear throughout each section and are consolidated into an "Action Matrix" in an appendix to the Comprehensive Plan. The matrix identifies additional key information about each action item:

- responsible agency(s);
- action type; and
- whether or not capital funding is required for implementation.

The Plan contains four different time horizons for the action items (short-, mid-, long-term, and on-going) and six types of actions (Development regulations, Study/plan, Coordination/outreach, Systems/support, Program/organization, and Financial).

There are 434 active action items currently in the Comprehensive Plan.

**Table 5: Action Timeframes**

Term	Description	Number
Short-term	1 to 2 years	68
Mid-term	3 to 5 years	76
Long-term	6 to 10 years	156
On-going	No pre-determined start/end time	134

**Table 6: Action Types**

Type	Description	Number
Coordination/ outreach	Convening and coordinating; educating, promoting, marketing	76
Development regulations	Zoning, codes, ordinance-related; site planning and development	29
Financial	Issues of funding and financing	13
Program/organization	Programmatic changes/additions; development of new tools, processes, and programs; creation of new institutions	62
Study/plan	Studies, plans, evaluations, research into options, inventories, demonstration projects	110
Systems/support	Adjustments to or expansion of current core systems; continuing support to systems currently in place; implementation of pre-existing plans/programs; improvements to infrastructure, community facilities	144

For each Annual Progress Report, Planning and Development staff coordinate with other city departments to review the progress of all action items in the Plan. Staff asks a few basic questions regarding the progress and implementation of each action item, how well it aligns with the responsible agency's other work plans, and if it should be amended in any way.

Starting with the FY19-20 Progress Report, Planning and Development switched to using an online strategic planning software called ClearPoint to request and collect information from other departments. The city already uses ClearPoint to manage the Strategic Plan. Moving forward, ClearPoint will increase the efficiency of drafting the Annual Progress Report and allow more advanced reporting techniques.

In response to the data collected, staff is recommending changes to the action items in the Plan. These recommendations take the form of:

- Removal of implemented or obsolete action items.
- Replacement of an action with a policy.

- Changes to the content or characteristics of an action item.

Noteworthy events that led to some of the proposed changes include:

Any amendment to the Comprehensive Plan must follow a process outlined in the city's Unified Development Ordinance. Briefly, the steps of this process are:

1. Staff analysis of the proposed amendment
2. Review and recommendation by Planning Commission
3. Public hearing and final action by City Council

The full details of the recommended amendments can be found in the attached staff report labeled CP-2-22.



Raleigh  
Planning

[raleighnc.gov](http://raleighnc.gov)