



STAFF REPORT – CP-10A-21 WESTERN BLVD.

Comprehensive Plan Amendment CP-10A-21: New Section of Area-Specific Guidance

WESTERN BOULEVARD (WB) Area-Specific Guidance

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate new area plan policies and actions to implement the *Western Boulevard Corridor* study. The amendment would add a new Western Boulevard (WB) subsection to the area-specific guidance section of the Comprehensive Plan.

The new area plan section reads as follows:

The Western Boulevard Corridor study was adopted in X of 2021 for the area between Wilmington Street to the east and I-40 to the west. The study focused on opportunities around planning the western bus rapid transit (BRT) route, connecting Downtown Raleigh and Downtown Cary. The guidance in this section leverages on other prior and on-going studies to create a vibrant corridor that prioritizes transit-oriented development.

Recommended actions and policies of the plan further build upon the Equitable Development Around Transit (EDAT) policies and identify opportunities unique to the Western Boulevard BRT corridor. The actions and policies of the plan are organized around key themes that help achieve the broader goals envisioned for this BRT corridor by the EDAT plan and provides a transit-oriented framework to guide the future station area planning process.

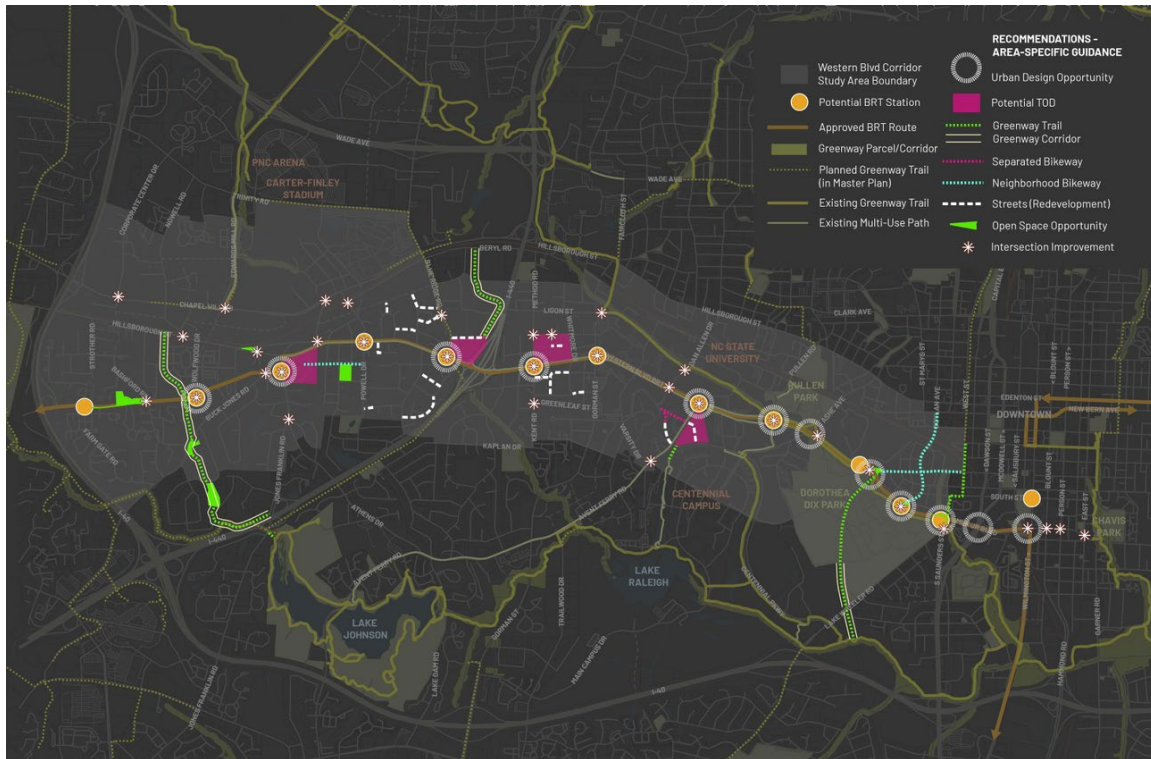
Western BRT Corridor Vision Themes

The themes identified for guiding the transformation of Western Boulevard into a transit-oriented corridor include **Multi-modal Connectivity, Transit-Oriented Development, Public Realm Enhancements, and Environmental Sustainability**. Key policies are marked with an orange dot (●). Policies and actions that apply corridor-wide are listed under these themes:

Multimodal Connectivity

The success of a BRT corridor depends on the access, mobility options, and connections it provides to its surrounding areas. A network of connected streets and bicycle networks bridging infrastructure gaps will increase access into the BRT corridor and encourage more walking/biking trips and increased transit usage.

Map WB-1: Connectivity Improvements



● Policy AP-WB 1 Connecting Neighborhoods to the Western BRT Corridor

Enhance access and mobility around the Western Boulevard corridor with multimodal street design, street grid connectivity, and fixing sidewalk gaps to the surrounding neighborhoods as shown on *Map WB-1 Connectivity Improvements*. New development should implement the connections shown on Map WB-1 where feasible.

Policy AP-WB 2 Greenway Access to the Western BRT Corridor

Provide clearly marked greenway access points along the Western Corridor and in surrounding neighborhoods to enhance connections to the Rocky Branch Trail (at eastern edge closer to Downtown Raleigh) and the Walnut Creek Trail (at western edge closer to Town of Cary limits) where feasible. See *Map WB-1 Connectivity Improvements*.

Policy AP-WB 3 Alternate Mobility Options Around Transit Stations

Integrate micromobility options such as scooters, e-bikes, bike share, and other alternatives in development within TOD areas to provide for the first and last-mile connections to and from station areas.

Policy AP-WB 4 Transportation Demand Management

Along the Western BRT corridor, a range of travel options and alternatives should be provided other than driving. Encourage employers to work with the City to provide benefits to employees to use transit or other forms of commuting and discourage driving options. Evaluate park and ride options, further away from Downtown Raleigh, near the western leg closer to Downtown Cary, where the demand is unmet.

Action AP-WB 1 Transit Agency Coordination

Encourage coordination between GoRaleigh, Wolfline and GoTriangle transit providers to consolidate, realign, co-locate, and add stops to streamline connections to and from the BRT corridor. Transit information, such as schedules and real-time arrivals, should be updated regularly and easily available to all transit users.

Action AP-WB 2 Safer Intersections

Pursue implementation of priority projects that will improve mobility and safety of pedestrians and bicyclists at key locations through a range of intersection improvements, grade separations, high visibility crosswalk markings, in-road signage, curb bump outs, lighting, design of new bicycle facilities, and other identified elements. See *Map WB 1 Connectivity Improvements*

Action AP-WB 3 New Streets and Bicycle Networks

Pursue and implement the streets and bicycle networks and other transportation infrastructure recommendations of the Western Boulevard Corridor study through a combination of BRT funding, capital projects, and private development.

Action AP-WB 4 Frequent and Rapid Bus Route Evaluation

Evaluate the current routes served by GoRaleigh connecting along and to the Western Blvd corridor and update the route services to better serve and connect more users to the BRT corridor by connecting key commercial nodes, employment centers, and mixed-use centers.

Transit-Oriented Development (TOD)

Development in TOD sites offer many advantages such as access to community amenities, greater flexibility in mix of uses, more compact and walkable neighborhoods, higher densities, lesser parking needs, and reduced environmental impacts.

● Policy AP-WB 5 Context and Design of TOD sites

All TOD sites should integrate connected street grid with smaller walkable blocks, mixed-uses, and pedestrian-scaled amenities. The mix of uses, building scale and detailing, street networks, pedestrian routes to and from the project, and the location and character of open space and parks near the proposed TOD should be considered and influence the design of the TOD project.

Policy AP-WB 6 Repositioning Parking Lots for TOD

Encourage redevelopment of large surface parking lots along the Western BRT corridor. The reduced parking requirements for TOD would allow for surface lots to be redeveloped or replaced with structured parking and/or free up portion of the land for TOD.

Policy AP-WB 7 Catalytic TOD Sites on Western Boulevard Corridor

The Western Boulevard Corridor offers a few key catalytic sites recommended for TOD designation. Encourage the redevelopment of these large single-ownership sites to apply key TOD principles to allow higher density, mixed-uses, support walkability, and enhanced public realm design. These catalytic TOD sites include:

- The Mission Valley Site at Western/Avent Ferry

- Food Lion Shopping Center Site at Western/Method/Kent
- Old Kmart Site at Western/Blue Ridge and
- Park West Shopping Center at Western/Jones Franklin

While smaller sites can support TOD, larger sites under single ownership offer the unique potential for an anchor development with a greater mix of uses.

Policy AP-WB 8 Partnerships for Furthering TOD

Partner with transit agencies, developers, local institutions, and landowners to acquire land, assemble small parcels, and make those sites available to achieve TOD vision through public-private joint development activities.

Policy AP-WB 9 TOD Transitions to lower-density neighborhoods

Apply TOD Design Guidelines to manage the potential conflict between higher density TOD's and surrounding lower-density neighborhoods by diversifying the building types and tapering building heights.

Public Realm Enhancements

The quality of the public realm around BRT corridors and stations significantly influences the ridership rates of the transit system. The better the pedestrian experience along streets and paths, the more successful the TOD is in creating walkable communities. Character zones highlight areas along Western Boulevard where excess right-of-way and public spaces offer opportunities to enhance the pedestrian experience for transit users.

● Policy AP-WB 10 Connected Public Realm

The TOD corridors and station nodes should provide a well-connected public realm comprised of streets, multi-use paths, greenway trails, parks, plazas, and/or other usable open spaces.

Policy AP-WB 11 Placemaking and Public Realm Enhancements

Encourage plans for public realm improvements and placemaking all along the Western BRT corridor. Partner private developers, landowners, institutions, NCDOT, and city of Raleigh to identify opportunities with planned capital and redevelopment projects.

Environmental Sustainability

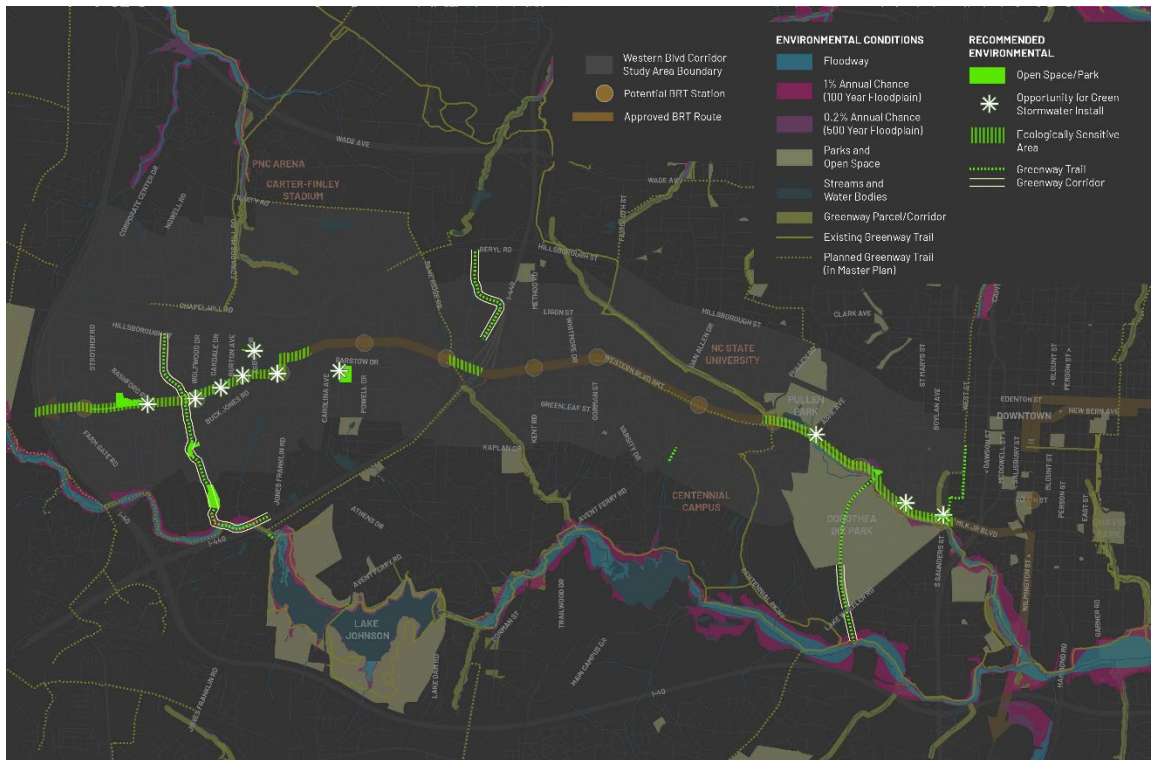
Transit-Oriented Development is sustainable development. It creates dense, walkable communities around transit stations, saving land at the urban fringe from development while lowering the per-capita carbon footprint by enabling people to live, work, and play close to home and without car dependence. A particular environmental focus area for Western Boulevard is the area's rich collection of waterways. Western Boulevard traverses five watersheds: Richland Creek, Simmons Branch, Walnut Creek, Brushy Creek, and Rocky Branch. Map WB-2: Environmental Sustainability shows the ecologically sensitive areas of Western Boulevard and areas identified for green stormwater infrastructure.

The unbuilt extension of Western Boulevard is also a unique opportunity to implement green solutions. Development along the corridor should incorporate green stormwater infrastructure and other strategies that support ecological and human health.

Green TOD Definition

Green TOD is a planning and urban design approach that prioritizes ecological and human health. With the higher densities and walkability of traditional TOD as a foundation, Green TOD incorporates additional strategies toward the following goals: • Energy efficient buildings • Green stormwater infrastructure (GSI) • Places for people rather than cars • Interconnected green spaces • Habitat corridors and patches • Integrated waste management.

Map WB-2 Environmental Sustainability



● Policy AP-WB 12 Sustainability and Environmental Stewardship

Development opportunities along the corridor should integrate sustainability principles and plan for natural resource protection, ecological balance, stream conservation, and other measures where feasible. Stormwater projects along the BRT corridor should implement green stormwater infrastructure (GSI) solutions and integrate parks/open space and/or greenway trails wherever feasible.

Action AP-WB 5 Green BRT Corridor for Western Extension

Plan and design the new Western extension to be safe, environmentally friendly, multimodal design that integrates infrastructure needs with natural resource protection in an economically viable and sustainable way. Minimize impacts of the road, reducing carbon footprint, preserving trees, and protecting endangered species and animal habitats.

Action AP-WB 6 Pursue Creation of Green TOD District

Research and evaluate the potential for development of site design guidelines and policies that would create a new Green TOD District in Raleigh.

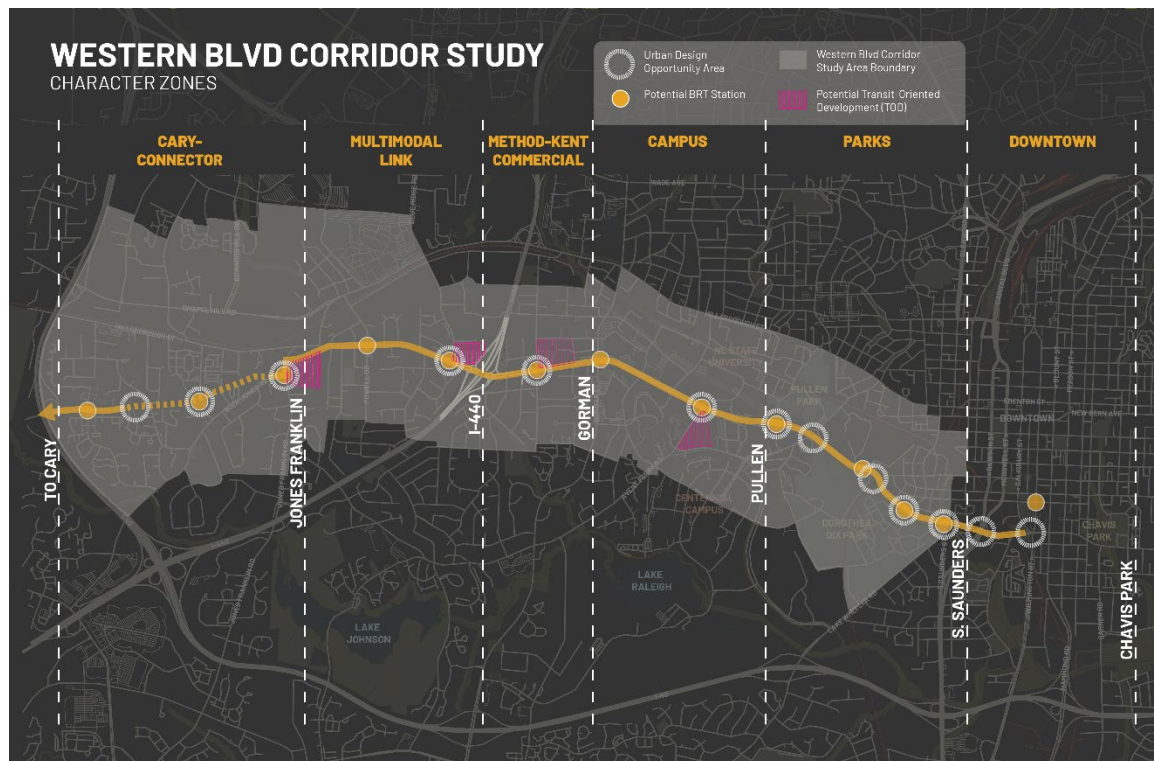
Action AP-WB 7 Environmental Sustainability Master Plan

As part of the Station Area Planning Process, produce an Environmental Sustainability Master Plan (ESMAP) that can more thoroughly identify environmental issues and provide appropriate design solutions. The ESMP could cover ecologically sensitive areas identified in *Map WB-2 Environmental Sustainability* and be adopted as part of the final Station Area planning recommendations for the corridor.

Western Boulevard Corridor Character Zones

Western Boulevard is the longest of the four BRT corridors proposed in the Wake Transit Plan with a length of approximately 9 miles. The corridor serves as a primary western gateway, connecting downtown Raleigh to downtown Cary. Because Western Boulevard is so long, the character and context shifts dramatically as you travel along the corridor. It intersects with urban areas, large parks, university buildings, commercial strip malls, and residential areas. The corridor study addresses all character areas and extends a half mile out from the boulevard itself. Based on the predominant land use, character, and urban form — Western has been divided into six character zones.

Map WB-3 Character Zones



1.The Downtown Zone

Downtown Raleigh is the epicenter of the Wake BRT system; all BRT routes will travel to and from the downtown. Downtown Raleigh has emerged as a vibrant urban place and is a major regional employment center.

Action AP-WB 1.1 Wilmington Street Intersection improvements

Redesign the intersection of Wilmington Street and Martin Luther King Jr. Boulevard to include pedestrian-friendly features—including narrower/fewer lanes, pedestrian refuges, and amenitized public spaces—to enhance pedestrian and bicycle safety and better connect Downtown to the Southern Gateway district and the historic South Park neighborhood.

Action AP-WB 1.2 South Saunders Bridge and Pedestrian Access Improvements

Design the elevated South Saunders BRT station at the South Saunders bridge with emphasis on improving pedestrian access and experience under the South Saunders bridge through pedestrian-scaled amenities such as lighting, materials, signage, and artwork. Use the bridge to announce transition from Downtown to the Dix Park area. Use the excess right-of-way near the South Saunders bridge area to enhance access from South Saunders to the elevated BRT station on Western Blvd.

Action AP-WB 1.3 Rosengarten Greenway Realignment

Realign the southern segment of Rosengarten greenway trail to an on-street connection along South Saunders street to allow for connection to the Rocky Branch trail to the south of Western Blvd. This allows to position this greenway as a transportation network connecting the BRT corridor, the Dix Park, and development to the south of Downtown.

2.The Parks Zone

This zone is unique as it is home to two major city parks: Dorothea Dix Park and Pullen Park.

Policy AP-WB 2.1 Boylan and Dix Edge Area Park Zone

Provide marked access points, public realm enhancements, streetscape elements, unifying materials, edge treatments, and unique placemaking elements to expand the design language of the park into the transit corridor and surrounding neighborhoods to create a unique zone that is reflective of the character of a Park.

Policy AP-WB 2.2 Preservation of Rocky Branch Creek

Assess the impact of any new construction including the BRT transit roadway design on Rocky Branch Creek and seek to mitigate any negative impacts with the use of on-site GSI strategies.

Policy AP-WB 2.3 BRT Connection to Dix Park Area

Provide for safe pedestrian and bicycle connectivity between Dix Park, Pullen Park, the nearest BRT stations on Western Boulevard, and the proposed land bridge.

Action AP-WB 2.1 Pullen Bridge Redesign

Coordinate with NCDOT on the Pullen bridge replacement project at Western intersection to explore options for redesign that will enhance circulation, traffic management, BRT access, better park edge, and safer pedestrian/bicycle connections across this key intersection.

Action AP-WB 2.2 Ashe Avenue Realignment and Improvements

Realign and consolidate the Ashe Avenue merge at Western intersection to one alignment (eastern section) and reclaim the western segment into Pullen Park. Introduce a signalized intersection and add safe crossings for pedestrians and bicyclists to connect to the Dix Park edge.

Action AP-WB 2.3 Rocky Branch Creek Restoration and Greenway Connection to Dix

Further evaluate the opportunity to restore Rocky Branch Creek by daylighting the creek at Ashe Avenue and providing a greenway connection along the creek into Dix Park. Partner with Dix Parks Conservancy in the stream restoration, beautification, and maintenance efforts.

3. The Campus Zone

The segment of the corridor between Pullen Road and Gorman St. is anchored by NC State property. The Mission Valley Shopping Center, however, has the potential to support transit-oriented development. NC State's Centennial Campus is a half-mile south of the corridor. Connections between the two campuses are prime opportunities for improving the corridor.

Policy AP-WB 3.1 Avent Ferry Crossing

Coordinate the design and implementation of the planned capital projects in this area – NCDOT pedestrian tunnel, BRT station design, and Avent Ferry streetscape improvements with the goal of improving access and crossing safety for pedestrians and bicyclists to the BRT station and enhancing connectivity between Mission Valley site, Centennial, and Main campuses.

Action AP-WB 3.1 NCSU Master Plan Updates Coordination

Work with NC State University team on their Master plan updates process to better coordinate street grids connectivity, pedestrian and bicycle connections, and densification envisioned for the campus zone to leverage on future TOD opportunities along Western Boulevard and adjacent station areas.

4. The Method-Kent Commercial Zone

This segment between Gorman and Method is largely occupied by several low-density commercial uses and serves as the commercial core. It's also home to neighborhoods with rich cultural histories in the city. This area has the largest potential for TOD that can also provide neighborhood amenities for the surrounding communities including the Method community.

Policy AP-WB 4.1 Method/Kent Neighborhood Connections

The future redevelopment of the Food Lion Shopping Center TOD site and other infrastructure improvements at this intersection should aim to enhance access, walkability, and connectivity between the BRT station and the historic Method community, the Islamic school, the NC State campus to the north, and other destinations in the vicinity.

Policy AP-WB 4.2 Celebrate Historic Method Community

Encourage the use of interpretive signage and placemaking elements to celebrate the historic and cultural significance of the Method community and other diverse institutions served by this BRT node.

Action AP-WB 4.1 Connections Across I-440 Interchange

Coordinate pedestrian and bicycle circulation, access, and safe crossing of the renovated I-440 interchange to the BRT stations with additional analysis.

5. The Multi-modal Link Zone

This segment has witnessed significant transformation in recent years in terms of redevelopment. Many properties in the area have seen new construction in the form of single-family homes. It also offers key opportunities for connections to high frequency transit networks and future commuter rail stops.

Policy AP-WB 5.1 Blue Ridge Area Improvements

Pursue opportunities to improve and transform Blue Ridge corridor into a main north-south, pedestrian-scaled connection into the BRT corridor. Redevelopment of properties in the area should encourage transit-supportive design and densities and provide safe pedestrian and bicycle networks. Pursue wayfinding and signage to mark access and connections to the J.C. Raulston Arboretum and NC Museum of Art to the north. (See also Arena/Blue Ridge Consolidated Area Plan).

6. The Cary Connector Zone

This area includes the new Western Blvd. extension that connects to Cary Towne Blvd. The selection of this extension as the BRT route offers a new regional-gateway connection between Raleigh and Cary. Additionally, a future extension of Edwards Mill Road south to Western Boulevard will provide an additional north-south connection. This offers an opportunity to push traditional design in a direction that accommodates innovative, multimodal transit design. This zone is at the headwaters of Walnut Creek and has the potential to set a new standard for Green TOD.

Policy AP-WB 6.1 Jones Franklin Intersection Improvements

Prioritize new and improved connections from the neighborhoods into this TOD node. The redesign of this complex intersection through BRT implementation should look to improve pedestrian and bicycle infrastructure along Jones Franklin road. Convert excess right-of-way into GSI features and/or open spaces/plazas where feasible.

● Policy AP-WB 6.2 Green TOD Design Elements

New development in the area around the new extension should include green elements such as green stormwater infrastructure and linear open spaces to better handle stormwater, improve water quality, beautify streets with trees and greenery, slow traffic, and create safer places to walk or bike. Improve the standard streetscape to incorporate high-quality pedestrian and cyclist infrastructure, green stormwater infrastructure, and connections to greenways and planned parks.

Policy AP-WB 6.3 Green Development

Encourage Green TOD design elements for development in the area around the headwaters of Walnut Creek. Redevelopment here must prioritize watershed health through sustainable building design, green stormwater infrastructure integration, and reliance on innovative and context-sensitive landscape and roadway designs that mitigate development impacts.

Policy AP-WB 6.4 Wolfwood Drive Area along New Western Boulevard Extension

Pursue opportunities along the stream corridor and undeveloped land to implement a continuous network of greenway trail, multi-use path, linear parks, integrated with GSI.

Action AP-WB 6.1 Pilot Green TOD District

Use sites along the Western Boulevard extension as pilot projects for the Green TOD District. The Green TOD District will be a special zone in the BRT corridor where TOD development, stream preservation, public parks and open spaces, and greenway trails come together to create a green multi-modal haven.

Action AP-WB 6.2 Threatened and Endangered Species Protection

Mitigation plan should be developed that seeks to best address the threat and protect these endangered species identified in this ecologically sensitive area.

Action AP-WB 6.3 Bike Connection South of Hillsborough Street

Implement the proposed north-south bike connection from Hillsborough Street to Athens Drive.

Action AP-WB 6.4 Western Extension Area Property Acquisition

Acquire parcels adjacent to the Western Blvd. extension area for affordable housing and new public park spaces. Partner with the private sector for both funding and interim purchase opportunities before public money is secured.

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

The proposed amendment reflects changing conditions and needs in the Western Boulevard study area, as reflected by the analysis and input that created the Western Boulevard Corridor Study.

2. The proposed amendment is in response to changes in state law;

n/a

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The amendments have broad benefits to the city as a whole. Specifically, it helps further the overall objectives and all of the major themes of Comprehensive Plan, including the themes of Coordinating Land Use and Transportation, Managing Our Growth, Greenprint Raleigh –

Sustainable Development, Economic Prosperity and Equity, Expanding Housing Choices, and Growing Successful Neighborhoods and Communities.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is consistent with several existing policies in the Comprehensive Plan. The proposed amendment and existing policies are consistent with the following Comprehensive Plan vision themes:

The theme of ***Coordinating Land Use and Transportation*** envisions close coordination of transportation investments with land use patterns that support successful local and regional public transit services. The proposed amendment focuses on corridor improvements that are under city control such as transportation enhancements and public realm improvements that align with the planned Western Boulevard BRT investments. It identifies bicycle and pedestrian facilities, and new streets that serve the goal of enhancing access, mobility, connectivity between housing, employment, retail, parks, and other uses. These linkages close gaps in network connectivity and prioritize connections to public transportation, streets, sidewalks, and other transportation corridors. Key TOD sites with potential for high density residential and mixed-use development will provide the land use pattern and diverse stock needed to support regional public transit.

The theme of ***Managing Growth*** envisions managing growth with adequate infrastructure and providing quality spaces to live, work, and play. The proposed amendment fosters quality growth by providing alternate modes of transportation, integrating transit-supportive land uses, encouraging environmentally sustainable measures, focusing on quality open spaces, and enhancing accessibility for pedestrians and bicyclists. New street connections of future redevelopment would provide multimodal alternatives and diversify mobility choices for work trips by targeting transit investments along corridors that connect concentration of office, retail, and residential uses.

The theme of ***Greenprint Raleigh – Sustainable Development*** envisions Raleigh as a future model green city and commits to meet that goal with community partnerships, environmental policy framework, and land management practices that will protect sensitive land and natural resources. The proposed amendment identifies Environmental Sustainability as one of the key themes and includes new policies and actions for the Western Boulevard area intended to protect the ecologically sensitive areas. An emerging concept of Green TOD is introduced with new development and roadway encouraged to integrate sustainable design elements in private and public projects that balance urban growth and ecology.

The theme of ***Growing Successful Neighborhoods and Communities*** aims to accommodate future growth through creative ways while preserving older historic neighborhoods through careful infill. The proposed amendment supports targeting additional growth and density along BRT and frequent transit corridors, thus allowing for preservation of older neighborhoods. Transit-supportive development pattern will allow for diverse, mixed-use, walkable neighborhoods with access to high quality open spaces, community services, retail and employment, enriching the quality of new and existing neighborhoods in Raleigh. Creative placemaking and distinctive entryways to neighborhoods helps create a sense of transition, positive visual impact and identity.

The theme of ***Economic Prosperity and Equity*** is advanced by encouraging denser, mixed-use development with better transit access thereby increasing equitable opportunities for better housing, employment, and shopping choices. Mixed-use strategies also trigger economic development in commercial corridors and helps create transit-and pedestrian-friendly environment. Proposed amendment includes new streets and bicycle facilities that increase connectivity to the BRT corridor thus connecting more neighborhoods, places, and people to alternate modes of transportation with less reliance on cars. It promotes equity providing quality transit services and BRT system to enhance mobility options and meet needs of all users, with a focus on transit-dependent households.

The theme of ***Affordable Housing*** is supported by providing BRT and aligned infrastructure improvements to enhance connectivity between affordable housing options and employment opportunities. Transit-oriented densities offer ability to integrate more housing units and types that could impact affordability and supply.

The proposed amendment is consistent with several of the current Comprehensive Plan policies. A summary list is provided below:

- Policy IM 4.1 Area Planning Studies
- Policy IM 4.2 Area Study Content and Intent
- Policy LU 2.1 Placemaking
- Policy LU 2.2 Compact Development
- Policy LU 2.5 Healthy Communities
- Policy LU 4.1 Coordinate Transportation Investments with Land Use
- Policy LU 4.2 Transportation in Support of Walkable Neighborhoods
- Policy LU 4.3 Directing Transportation Investments
- Policy LU 4.4 Reducing Vehicle Miles Traveled Through Mixed-use
- Policy LU 4.5 Connectivity
- Policy LU 4.6 Transit-oriented Development
- Policy LU 4.7 Capitalizing on Transit Access
- Policy LU 4.9 Corridor Development
- Policy LU 6.3 Mixed-use and Multimodal Transportation
- Policy LU 7.1 Encouraging Nodal Development
- Policy LU 7.2 Shopping Center Reuse
- Policy LU 7.6 Pedestrian-friendly Development
- Policy T 1.3 Multimodal Transportation Design
- Policy T 1.4 Increasing Mobility Choice
- Policy T 1.5 Context-sensitive Road Design
- Policy T 2.1 Integration of Travel Modes
- Policy T 4.1 Promoting Transit
- Policy T 4.2 Short-term Bus Improvements
- Policy T 5.1 Enhancing Bike/Pedestrian Circulation
- Policy T 5.13 Pedestrian Infrastructure
- Policy T 6.9 Green Parking Facilities
- Policy EP 1.1 Greenhouse Gas Reduction
- Policy EP 1.4 Green Building
- Policy EP 1.7 Sustainable Development
- Policy EP 1.8 Sustainable Sites
- Policy EP 2.1 Natural Resource Protection

Policy EP 2.2 Environmentally Sensitive Development
Policy EP 2.7 Road Design and Landscape Preservation
Policy EP 3.1 Water Quality Stormwater Control Measures
Policy EP 3.2 Protection of Local Streams and the Neuse River
Policy EP 3.8 Low Impact Development
Policy EP 3.12 Mitigating Stormwater Impacts
Policy EP 3.18 Green Infrastructure
Policy EP 4.1 Daylighting Streams
Policy ED 1.1 Corridor Revitalization
Policy ED 1.2 Mixed-use Redevelopment
Policy ED 1.4 Focusing City Interventions
Policy H 1.1 Mixed-income Neighborhoods
Policy PR 1.8 Integrate Parks and Transportation Options
Policy PR 2.9 Plan for Bus and Bicycle Accessibility
Policy PR 3.3 Resilience and Green Infrastructure Network
Policy PR 3.8 Multi-modal Integration
Policy PR 3.11 Greenway Transportation Network
Policy PU 5.1 Sustainable and Resilient Stormwater Management
Policy UD 1.6 City Gateways
Policy UD 1.13 Ecological Identity
Policy UD 2.2 Multi-modal Design
Policy UD 2.5 Greenway Access
Policy UD 3.1 Gateway Corridor Design Quality
Policy UD 3.2 Highlighting Important Intersections
Policy UD 4.2 Streets as Public Spaces
Policy UD 4.3 Improving Streetscape Design
Policy UD 4.10 Improving Pedestrian Safety
Policy UD 4.13 Urban Soundscape
Policy UD 5.3 Improving Neighborhood Connectivity
Policy UD 6.1 Encouraging Pedestrian-Oriented Uses
Policy UD 6.2 Ensuring Pedestrian Comfort and Convenience
Policy UD 8.1 Transit-oriented Development
Policy UD 8.4 Transit-supportive Pedestrian Networks
Policy UD 8.5 Transit-supportive Bicycle Networks
Policy UD 8.7 Connections to Transit Stops
Policy UD 8.8 Station Area Public Realm
Policy AC 1.1 Public Art and Neighborhood Identity
Policy AC 1.2 Public Art in Public Spaces and Public Projects
Policy AC 2.3 Encouraging Arts in Growth Centers
Policy RC 1.1 Regional Transit Planning
Policy RC 1.2 Transit Agency Coordination
Policy RC 1.5 Reducing Regional VMT
Policy RC 2.3 Regional TOD Strategies
Policy RC 2.8 Shared Corridors
Policy DT 1.17 High Density Public Realm Amenities
Policy DT 2.1 Multimodal Downtown Transportation System

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;

The amendment would support transit-oriented infrastructure improvements and development around the BRT investments by allowing more walkable, mixed-use places, with multi-modal access that allows more housing choice and creates places to live, work, and play.

B. Existing or future land use patterns;

The amendment would facilitate new land use patterns in the area by allowing more people to live and work in growing mixed-use areas supported by transit.

C. Existing or planned public services and facilities;

The amendment envisions new public facilities, particularly those that support pedestrian and bicycle safety and comfort along BRT corridors and station areas.

D. Existing or planned roadways;

The amendment would improve several existing roadways by adding or improving pedestrian and bicycle facilities. It also designates multiple new street connections as a means of improving mobility while also improving walkability to the future BRT corridor.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

The amendment will improve air quality and reduce per capita carbon emissions by allowing and encouraging shorter car trips, more pedestrian and bicycle trips, and increased transit use.

F. Other policies of the Comprehensive Plan.

The amendment is consistent with a broad range of policies in the plan, as noted above.

STAFF COORDINATOR:

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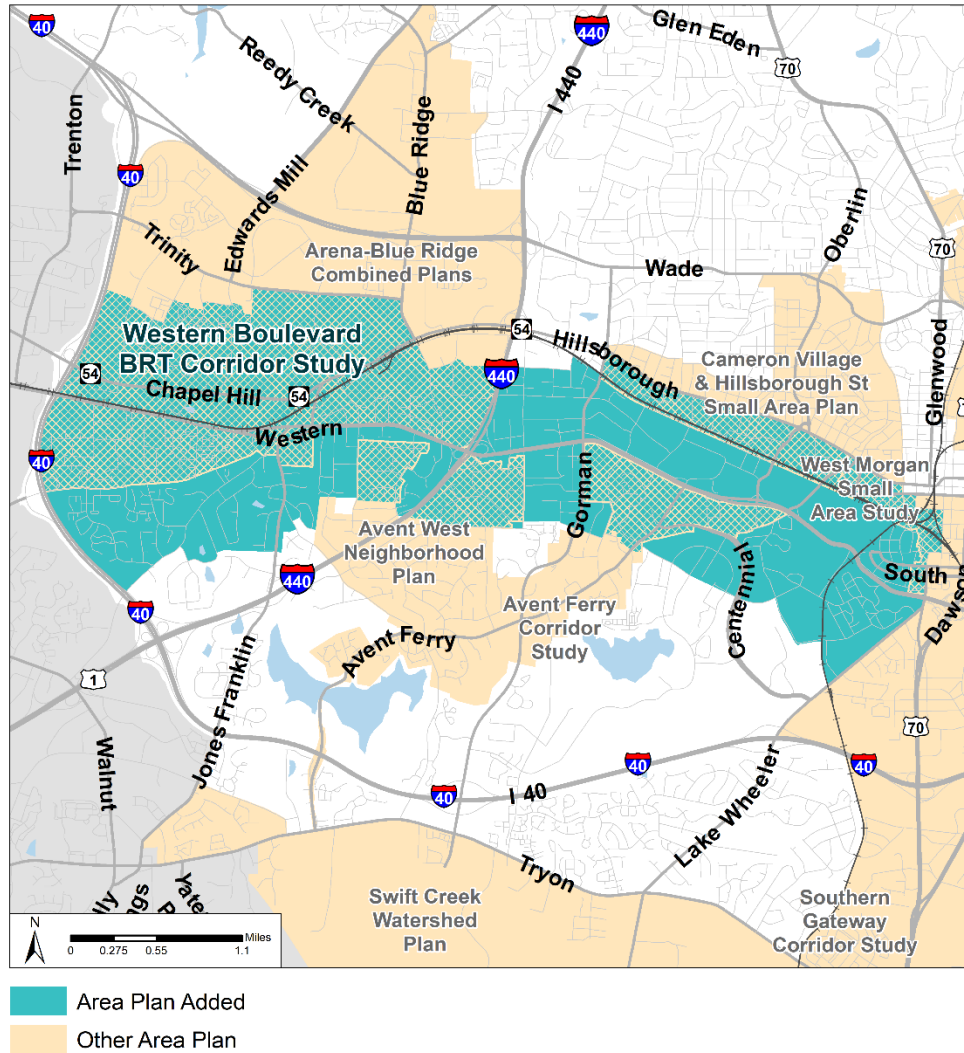
STAFF REPORT – CP-10B-21 WESTERN BOULEVARD

Comprehensive Plan Amendment CP-10B-21: Addition to Map AP-1 Area Plan Locations

Map AP-1 Area Plan Locations Amendment

This is a city-initiated amendment to the Map AP-1 Area Plan Locations, a section within the 2030 Comprehensive Plan. The proposed amendment would add the plan boundary of the new area plan AP-Western Boulevard to Map AP-1. The proposed plan boundary, in some small sections, overlaps with the boundaries of a few other adopted area plans – Avent West Neighborhood Plan, Avent Ferry Corridor Study, Arena-Blue Ridge Combined Plans, Cameron Village & Hillsborough Street Small Area Plan, and West Morgan Small Area Study, as highlighted in the Map below. The recommendations of this study are focused on Western Boulevard corridor and the opportunities around the bus rapid transit and intended to complement the adopted recommendations of the other area plans. If any of the recommendations of the other studies conflict with the recommendations of this study, the Western Boulevard plan recommendations will supersede.

Amendment to AP-1: Area Specific Guidance



CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

The proposed amendment ensures internal consistency and accuracy between all 2030 Comprehensive Plan maps.

2. The proposed amendment is in response to changes in state law;

n/a

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The amendment is the outcome of an extensive planning process that engaged hundreds of participants and produced recommendations that would benefit many community members – residents, businesses, stakeholders, property owners, employees, and visitors from beyond the area.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

Policy IM 4.1 Area Planning Studies

Prepare area-specific planning studies for parts of the City where detailed direction or standards are needed to guide land use, economic development, transportation, urban design, and other future physical planning and public investment decisions. The focus should be on areas or corridors that offer opportunities for revitalization or new residential, commercial, and mixed-use development and redevelopment, areas with challenges or characteristics requiring place-specific planning actions and public interventions, and areas designated "special study area" on the Future Land Use Map.

Policy IM 4.2 Area Study Content and Intent

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a

result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan's text or maps should be introduced to ensure internal consistency for the areas involved.

5. The impact the proposed amendment has with regard to:

- A. Established property or proposed development in the vicinity of the proposed amendment;**
- B. Existing or future land use patterns;**
- C. Existing or planned public services and facilities;**
- D. Existing or planned roadways;**
- E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;**
- F. Other policies of the Comprehensive Plan.**

The proposed amendment simply serves to display the plan area in the context of the Comprehensive Plan's overall Area Plan Locations map. The area plan content is contained in a separate area of the Comprehensive Plan and is addressed in separate Plan amendments.

STAFF COORDINATOR:

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Staff Report – CP-10C-21

Comprehensive Plan Amendment CP-10C-21: Street Plan

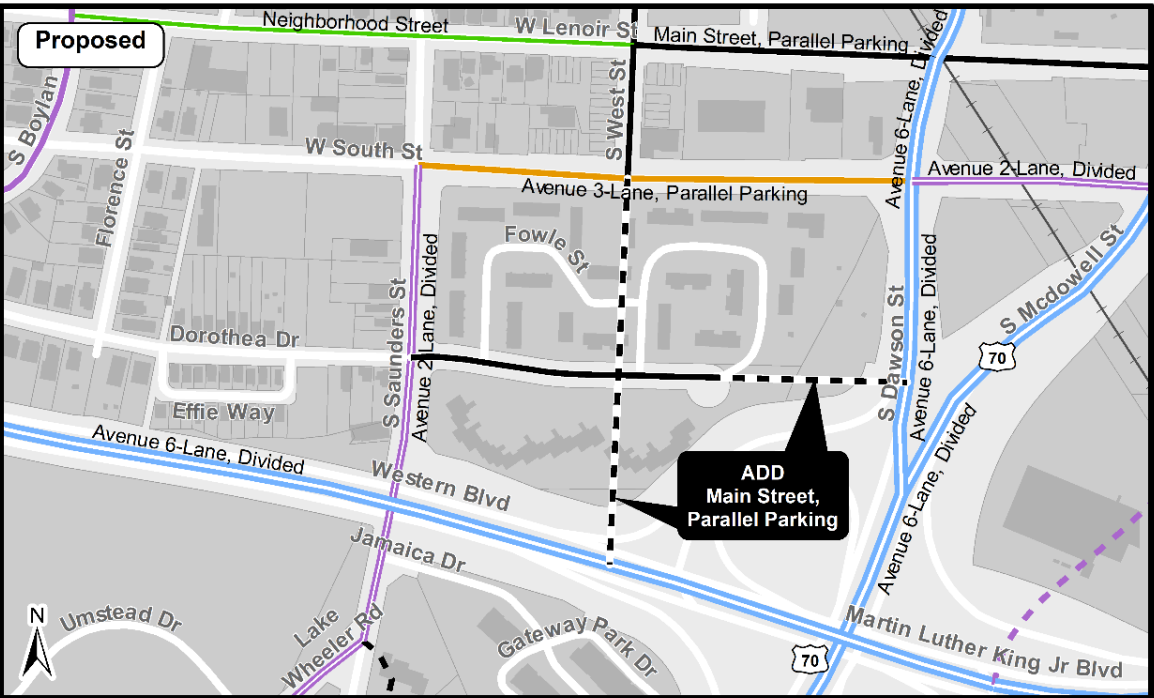
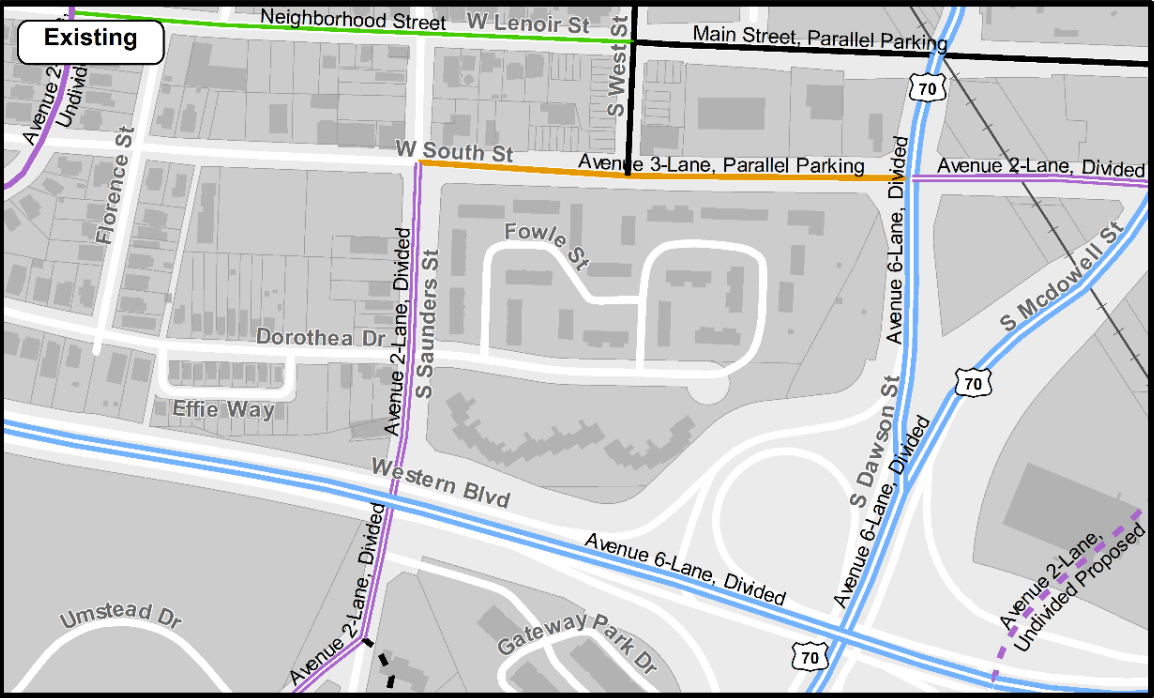
Map T1 - Street Plan Amendment

This is a city-initiated amendment to the Street Plan, a document within the Comprehensive Plan. The proposed amendment reflects Street Plan recommendations that implement the goals and specific recommendations of the *Western Boulevard* corridor plan.

1. In the area between S. Dawson/S. McDowell Street and S.Saunders Street, the proposed amendments:
 - Create a new Main Street, Parallel Parking between West Street and Western Boulevard for new north-south connection
 - Redesignate the existing segment of Dorothea Drive in this section to Main Street, Parallel parking and create a new Main Street, Parallel Parking segment to connect the existing segment to S.Dawson/S. McDowell for new east-west connection

These connections provide for improved access and connectivity between Downtown Raleigh Union Station area and the Western BRT corridor. The proposed street gridding also allows for reconfiguring the S.Dawson/ S. McDowell intersection into a square loop and the potential reclaim of land for development.

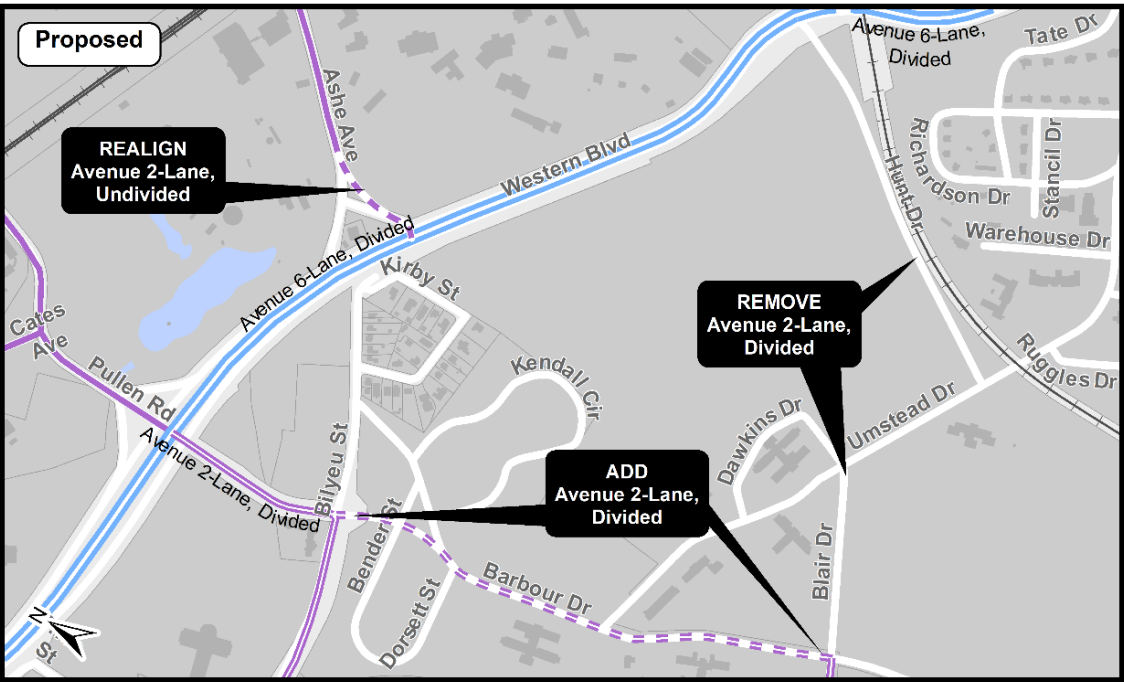
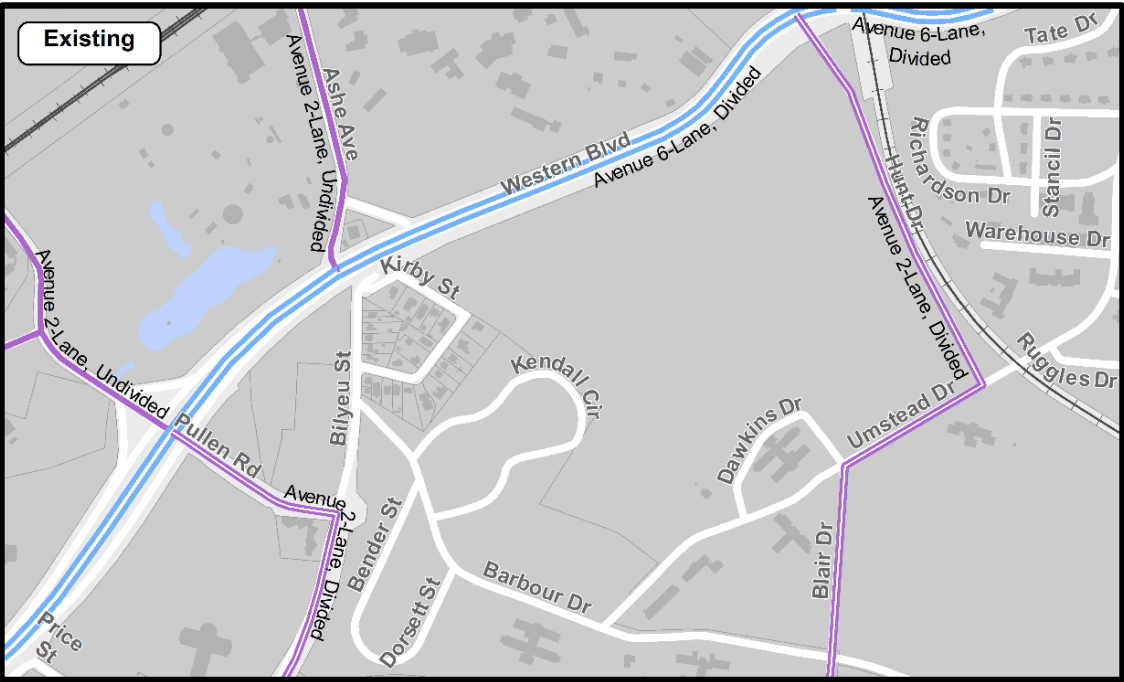
Proposal to Amend the Street Plan



2. In the area between Hunt Drive and Pullen Road, the proposed amendments:
 - Realign Ashe Avenue 2-Lane Undivided segment connection to Western Boulevard
 - Remove Blair Drive and Hunt Drive current designations for Avenue 2-Lane Divided (aligned with Dix Park Master plan)
 - Create a new Avenue 2-Lane Divided street section to connect Blair Drive to Pullen Road

These connections and redesignation help streamline the access and connectivity between Western Boulevard and the Dix Park and the NCSU campus areas.

Proposal to Amend the Street Plan

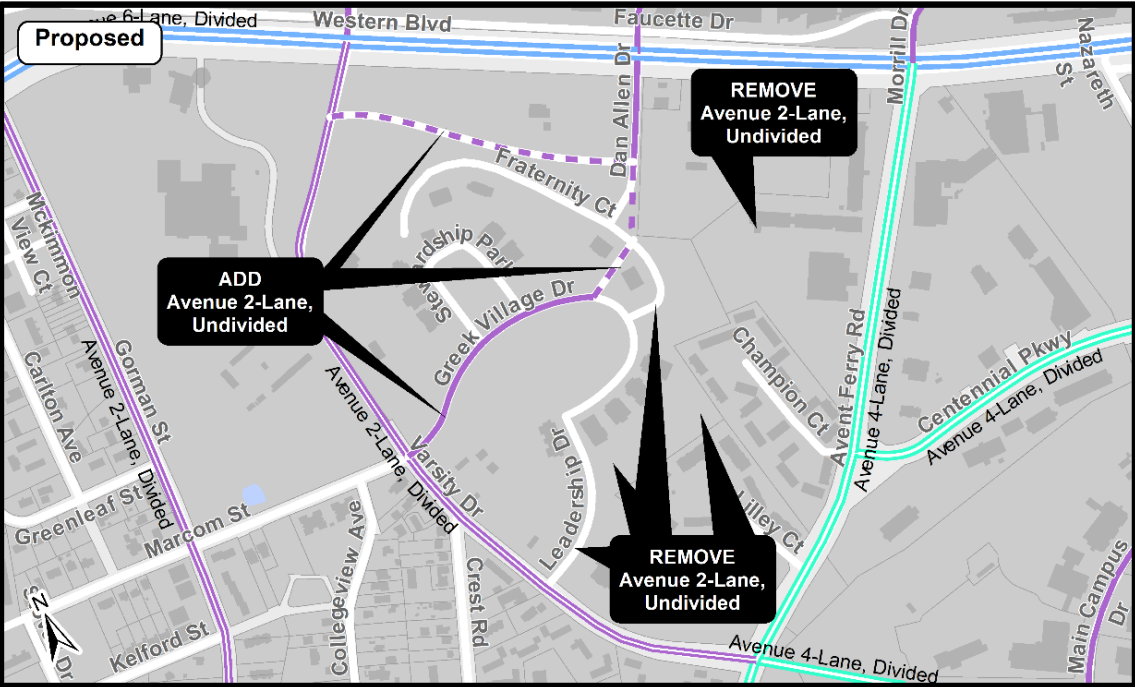
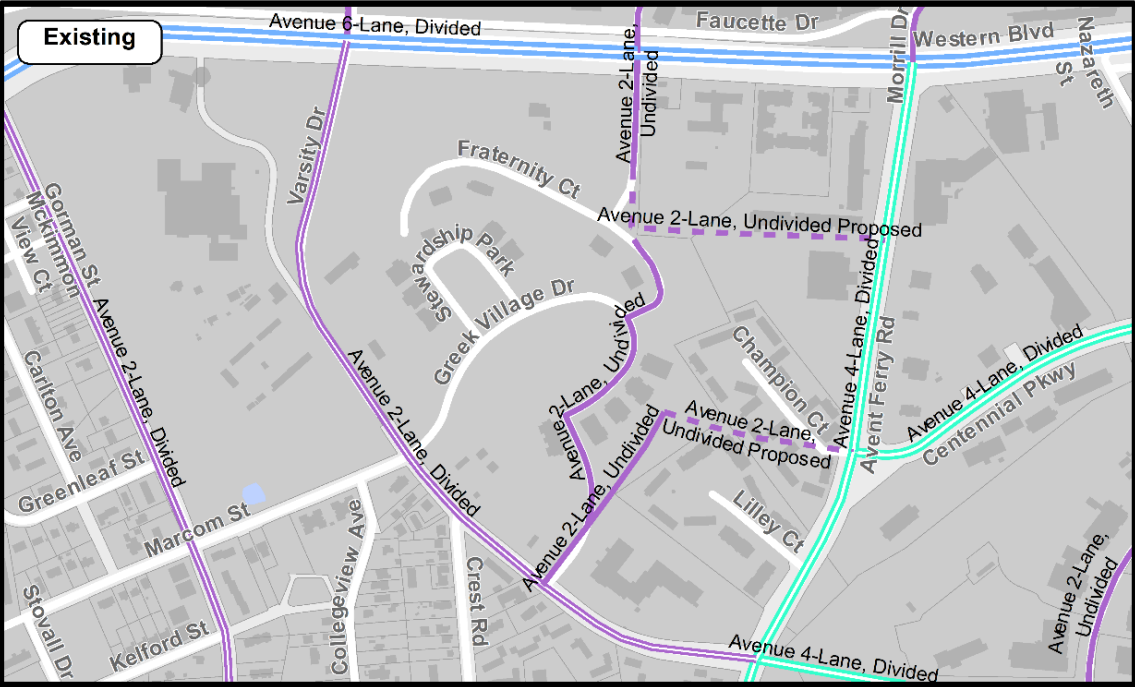


3. In the area between Avent Ferry Road and Gorman Street, the proposed amendments:

- Create new Avenue 2-Lane Undivided street between Dan Allen Drive and Varsity Drive, providing an east-west connection
- Create new Avenue 2-Lane Undivided street segment to connect Dan Allen Drive to Greek Village Drive
- Designate Greek Village Drive as Avenue 2-Lane Undivided
- Remove proposed Avenue 2-Lane Undivided connection between Avent Ferry Road and Dan Allen Drive
- Remove current and proposed Avenue 2-Lane Undivided connections between Greek Village Drive and Avent Ferry Road

These amendments are consistent with the NC State Master Plan and the recent improvements made within the campus. The amendments have been coordinated with NC State representatives and are consistent with the growth and development anticipated in the University campus.

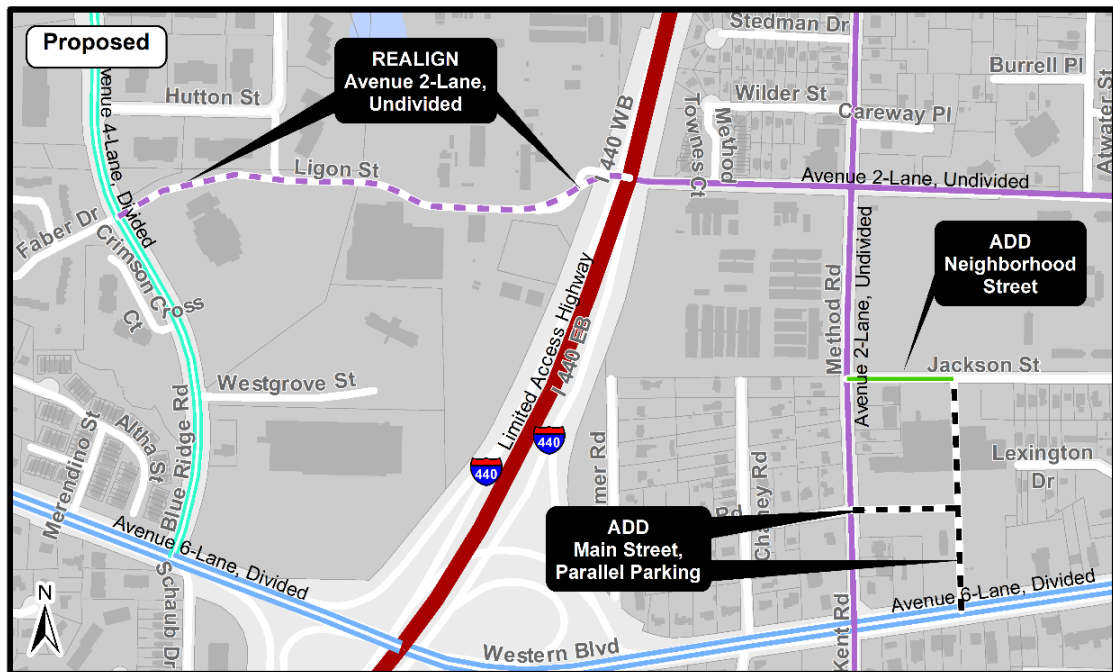
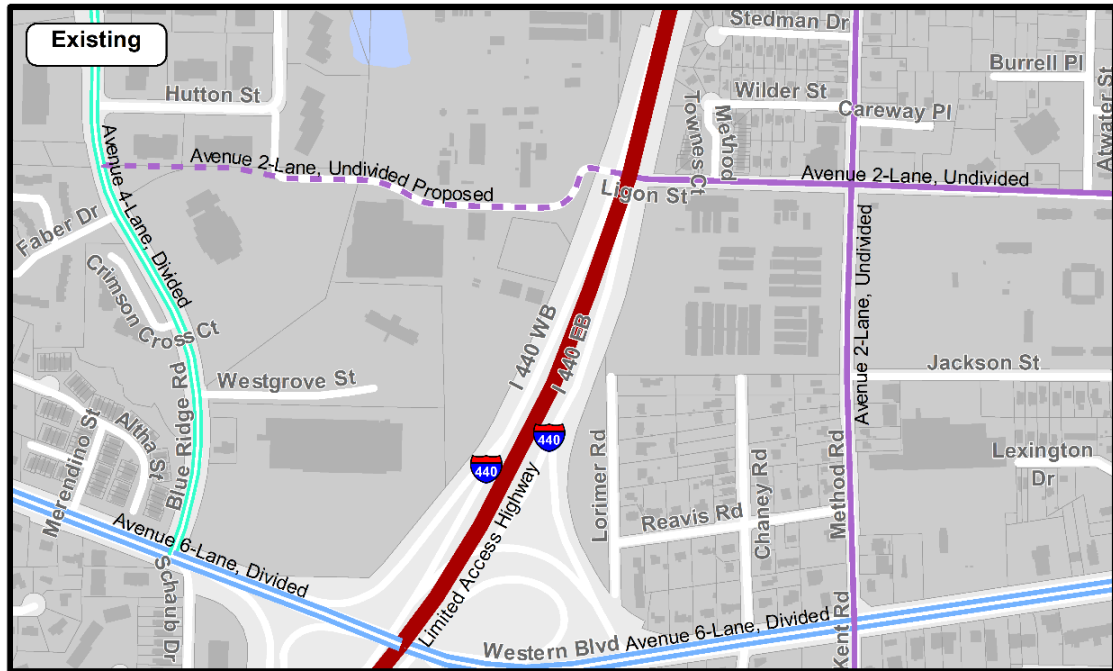
Proposal to Amend the Street Plan



4. In the area between Gorman Street and Blue Ridge Road, the proposed amendments:
- Realigns proposed Ligon Street, Avenue 2-Lane Undivided between I-440 and Blue Ridge Road
 - Create new Main Street, Parallel Parking, for a new north-south connection through the shopping center connecting Jackson Street and Western Boulevard
 - Create new Main Street, Parallel Parking between the new north-south street and Method Road providing east-west connection through the shopping center site
 - Designate as Neighborhood Street the segment of Jackson Street between the new north-south Main street through the shopping center and Method Road

The proposed street connections provide for well connected, walkable blocks when redevelopment will likely take place in the future on the shopping center site.

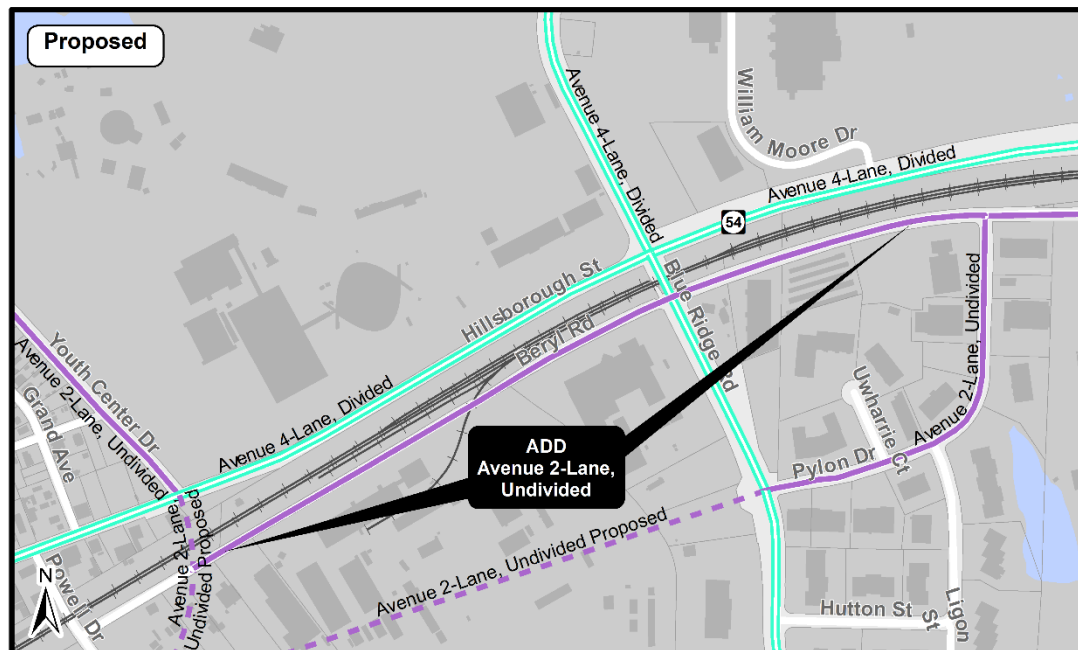
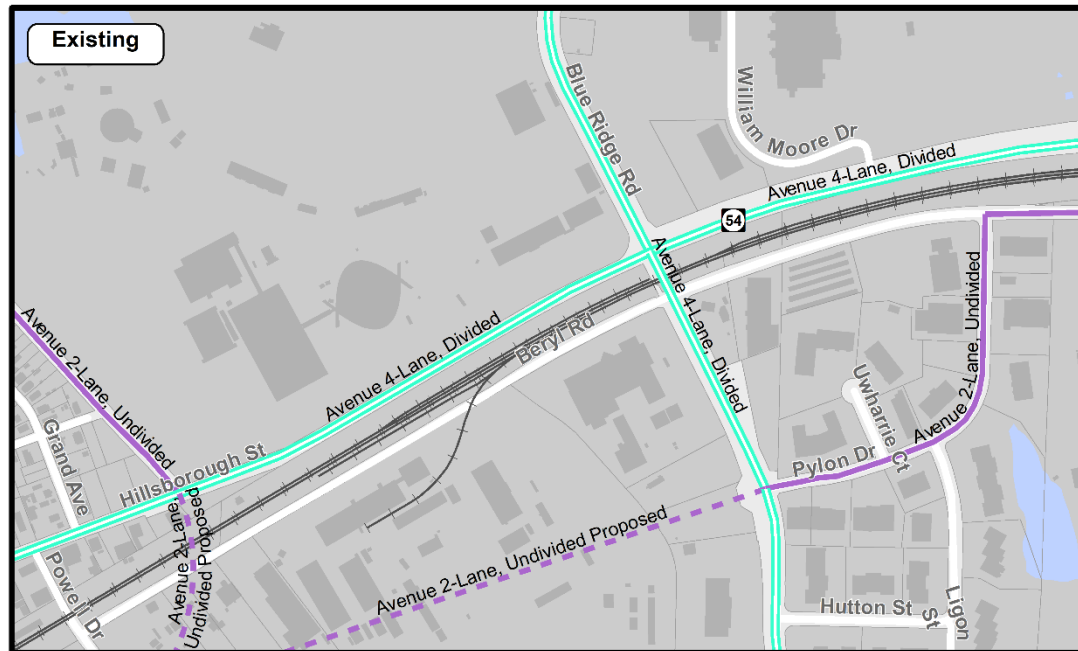
Proposal to Amend the Street Plan



5. In the area between Pylon Drive and Youth Center Drive, the proposed amendments:
 - Designate Beryl Road as Avenue 2-Lane Undivided between Pylon Drive and proposed Youth Center Drive extension

This amendment is consistent with the improvements planned for Beryl Street and supports overall connectivity within this area.

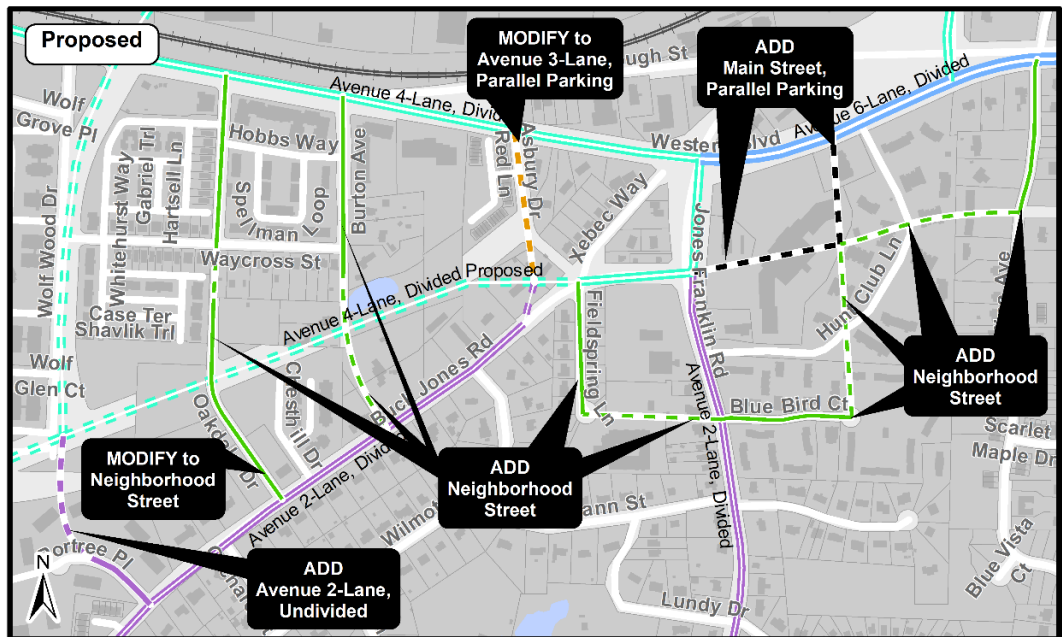
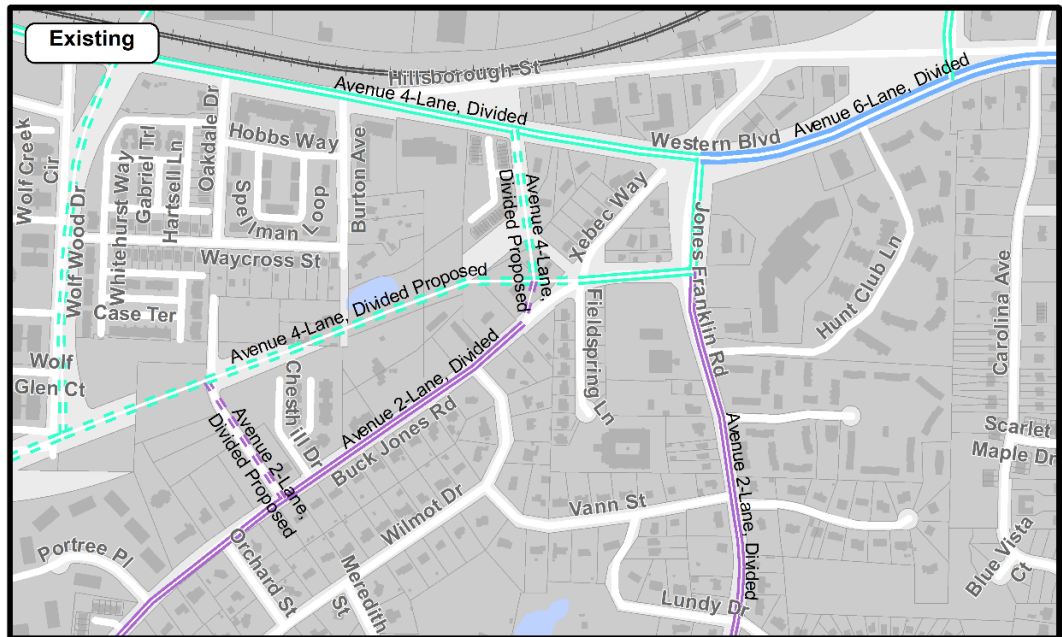
Proposal to Amend the Street Plan



6. In the area between Carolina Avenue and Wolfwood Drive, the proposed amendments:
- Designate Carolina Avenue as a Neighborhood Street between Western Boulevard and Barstow Drive
 - Extend Barstow Neighborhood Street for a new connection into the center of the shopping center site for east-west connection
 - Extend the Barstow Neighborhood Street from center of site to the west with a Main Street, Parallel Parking designation to connect to Jones Franklin Street
 - Add a new Main Street, Parallel Parking from center of the shopping center to the north to connect to Western Boulevard
 - Add a new Neighborhood Street from center of the shopping center to the south to connect to Blue Bird Court
 - Designate existing Blue Bird Court segment east of Jones Franklin as Neighborhood Street
 - Add a new Neighborhood Street segment to connect Blue Bird Court west from Jones Franklin to Fieldspring Lane
 - Designate existing Fieldspring Lane south of Buck Jones Road as a Neighborhood Street
 - Change the designation of proposed Ashbury extension between Western Boulevard and Western Boulevard Extension from Avenue 4-Lane Divided to Avenue 3-Lane, Parallel Parking
 - Extend Burton Avenue south of Western Boulevard to connect to New Western Boulevard Extension and redesignate as Neighborhood Street
 - Add new Neighborhood Street extension for Burton Avenue to connect between Buck Jones and Western Boulevard Extension
 - Designate Oakdale Drive as Neighborhood Street between Western Boulevard and Buck Jones Road. Add missing street segment to complete this connection
 - Add new Avenue 2-Lane Undivided segment between Western Boulevard Extension and Portree Place to provide north-south connection

The extensive street connections provided in this study area is critical to the success of the BRT system that will serve this area in the future. The new Western Boulevard Extension is the new street that will be planned and designed to support the BRT. This new extension will offer new Transit-Oriented Development opportunities for the area and a well-connected street network would be fundamental to planning for that future growth.

Proposal to Amend the Street Plan



CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

The proposed amendment incorporates the recommendations of the *Western Boulevard* corridor plan into the 2030 Comprehensive Plan.

2. The proposed amendment is in response to changes in state law;

n/a

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The proposed amendment enhances overall connectivity, eliminates gaps in the roadway system, and provides a higher roadway grid density that will increase mobility options and promote the accessibility of nearby land uses to the future BRT corridor and stations.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is consistent with the following key Comprehensive Plan and area plan policies:

Policy LU 2.1 - Placemaking

Development within Raleigh's jurisdiction should strive to create places, streets, and spaces that in aggregate meet the needs of people at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character.

Policy LU 4.1 Coordinate Transportation Investments with Land Use

Ensure that transportation decisions, strategies, and investments are coordinated with and support the City's land use objectives.

Policy LU 4.5 - Connectivity

New development and redevelopment should provide pedestrian and vehicular connectivity between individual development sites to provide alternative means of access along corridors.

Policy T 1.1 Coordination with Land Use Map

Transportation planning, development, expansion, and investment in transportation facilities should be coordinated with the Future Land Use Map.

Policy T 2.3 - Eliminating Gaps

Eliminate “gaps” in the roadway system and provide a higher roadway grid density that will increase mobility options and promote the accessibility of nearby land uses.

Policy T 2.4 Road Connectivity

The use of cul-de-sacs and dead-end streets should be minimized.

Policy T 2.6 - Preserving the Grid

Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

Policy T 5.1 Enhancing Bike/Pedestrian Circulation

Enhance pedestrian and bicycle circulation, access, and safety along corridors, downtown, in activity and employment centers, at densely developed areas and transit stations, and near schools, libraries, and parks.

Policy IM 4.2 Area Study Content and Intent

Ensure that area-specific planning studies take a form appropriate to the needs of the community and reflect citywide needs, as well as economic development policies and priorities, market conditions, implementation requirements, available staffing resources and time, and available funding. Such studies should address such topics as an existing conditions inventory, future land use recommendations, aesthetic and public space improvements, circulation improvements and transportation management, capital improvement requirements and financing strategies, the need for zoning changes or special zoning requirements, and other implementation techniques. If necessary, as a result of the findings of the area-specific plans, Comprehensive Plan amendments to the plan’s text or maps should be introduced to ensure internal consistency for the areas involved.

5. The impact the proposed amendment has with regard to:**A. Established property or proposed development in the vicinity of the proposed amendment;**

The street plan amendments will improve access to nearby properties and position them for transit-oriented development in the future.

B. Existing or future land use patterns;

The proposals are the result of analysis of projected roadway needs based on opportunities around the planned Bus Rapid Transit system, the Future Land Use Map, and Urban Form Map.

C. Existing or planned public services and facilities;

The proposed changes to the Street Plan take into consideration planned public services and facilities including BRT investments and opportunities around it.

D. Existing or planned roadways;

The proposals increase efficiency in the roadway network and better connectivity to the future BRT corridor and development opportunities.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

The proposed changes to the street map are the result of analysis of these environmental factors.

F. Other policies of the Comprehensive Plan.

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Raleigh

Staff Report – CP-10D-21

Comprehensive Plan Amendment CP-10D-21: Planned Bicycle Facilities

Map T-3 Planned Bicycle Facilities Amendment

This is a City-initiated amendment to change designations on Map Transportation T-3 to reflect recommendations of the *Western Boulevard* corridor plan. The following changes to Map T-3 are being proposed:

1. New Separated Bikeways are added for the following street segments:

EASTERN SECTION

Lenoir Street between East Street and S. Saunders Street

Fayetteville Road from Levister Ct. to Western Boulevard, to Kindley Street, to Salisbury to Lenoir Street

Blair Drive from Centennial Parkway to Barbour Drive; Barbour Drive from Blair Drive to connect to Pullen Road; Pullen Road from Bilyeu Street to Western Boulevard

Varsity Drive from Capability Drive to Western Boulevard

WESTERN SECTION

Blue Ridge Road between Western Boulevard and I-440

Powell Drive from Barstow to Carolina Avenue

Powell Drive from Carolina Avenue to Youth Center Drive (along new street)

Hillsborough Street from Chapel Hill Road to Western Boulevard

Western Boulevard between Hillsborough Street and Jones Franklin Road

Jones Franklin between Hillsborough Street and Western Boulevard

Western Boulevard from Jones Franklin to I-40

Edwards Mill Road from Trinity Road to Western Boulevard extension through Wolfwood Drive

Corporate Center Drive from Trinity Road to Chapel Hill Road

Corporate Center Drive from Chapel Hill Road to Hillsborough Street (part of new street)

Bashford Road between Buck Jones Road and Hillsborough Street (new street connection to connect to Hillsborough Street)

Bashford Road from Inona Place to Hillsborough Street

Saddleseat Drive from Western Blvd. Extension to Bashford Road

Western Blvd. extension between Burton Avenue and Jones Franklin Road

Western extension from Jones Franklin to center of shopping center site (new street)

2. New Bicycle Lanes are added for the following street segments:

EASTERN SECTION

Varsity to Dan Allen in Greek Village area

WESTERN SECTION

Realigned Ligon Street between I-440 and Blue Ridge Road

3. Removal of the following bicycle facilities from the current T3 map:

EASTERN SECTION

Boylan Avenue bike facility from Western Boulevard to rail line. This is changed to Neighborhood bikeway not shown on T3 map

West Cabarrus Street from S. West Street to Boylan Avenue changed to Neighborhood bikeway

All separated bike facilities in Greek Village area between Dan Allen Drive and Avent Ferry Road.

WESTERN SECTION

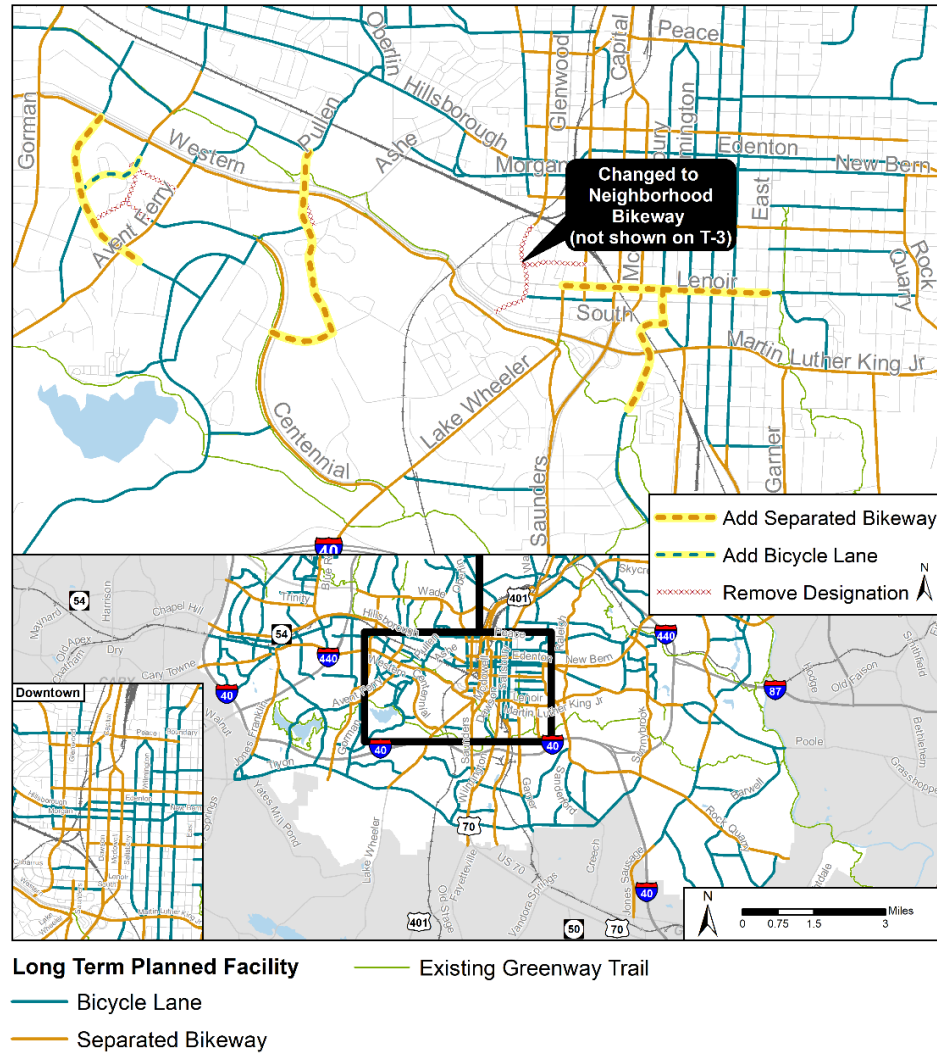
Remove bike lane designation of Edwards Mill Extension between Hillsborough Street and Western Blvd. extension

Remove current bike lane designation of Jones Franklin between Hillsborough Streets (realigned and changed to separated bikeway)

The maps showing the amendments are on following pages.

EASTERN SECTION MAP

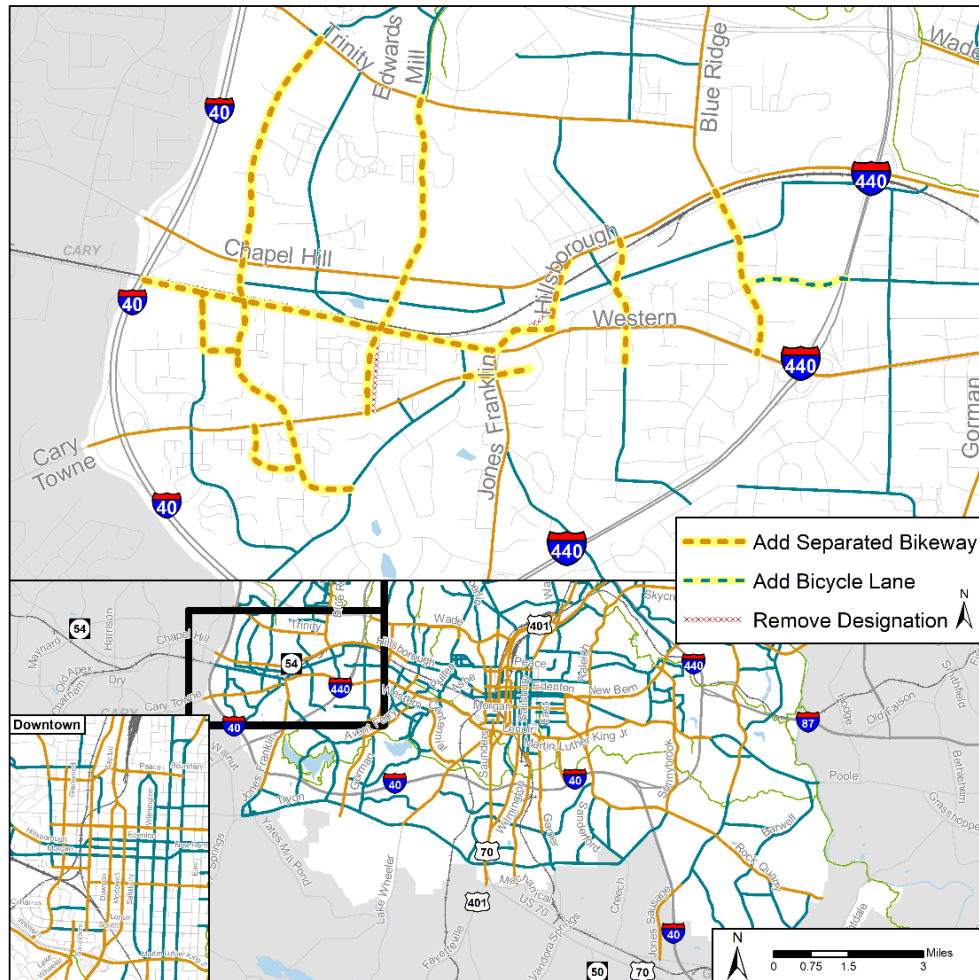
Amendment to Map T-3: **Planned Bicycle Facilities**



Map created 7/27/2021 by the
Raleigh Department of City Planning

WESTERN SECTION MAP

Amendment to Map T-3: **Planned Bicycle Facilities**



Long Term Planned Facility

Existing Greenway Trail

Bicycle Lane

Separated Bikeway

Map created 6/15/2021 by the
Raleigh Department of City Planning

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER'S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer's review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

The proposed amendment incorporates the recommendations of the *Western Boulevard* corridor study into the 2030 Comprehensive Plan.

2. The proposed amendment is in response to changes in state law;

n/a

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The proposed amendments would improve the pedestrian and bicycle transportation networks, access, and connectivity from and to the Western Boulevard BRT corridor and stations.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is consistent with the following relevant Comprehensive Plan and area plan policies:

Policy T 2.3 Eliminating Gaps - Eliminate "gaps" in the transportation system and provide a higher grid density that will increase mobility options and promote the accessibility of nearby land uses

Policy T 2.6 Preserving the Grid - Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

Policy T 5.1 Enhancing Bike/Pedestrian Circulation - Enhance pedestrian and bicycle circulation, access, and safety along corridors, downtown, in activity and employment centers, at densely developed areas and transit stations, and near schools, libraries, and parks.

Policy T 5.6 Bridges, Underpasses, and Interchanges - Pedestrians and bicyclists shall be integrated on roadway bridges, underpasses, and interchanges (except on roadways where they are prohibited by law). Bicycle and pedestrian facilities, including wide sidewalks, should be included on all new bridges and underpasses (requires NCDOT coordination on state-maintained roads).

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;

The amendment would provide greater bicycle connectivity and access from the surrounding neighborhoods into the BRT corridor. By improving bicycle and pedestrian access, these adjacent areas and neighborhoods can leverage from the benefits of the BRT investments and enjoy greater opportunities for living, employment, and entertainment choices.

B. Existing or future land use patterns;

The western segment of Western Boulevard lacks adequate bicycle infrastructure. The additional bicycle facilities will meet the existing and future projected demand created by new transit-oriented development that will be triggered by the bus rapid transit (BRT) investments.

C. Existing or planned public services and facilities;

The proposed amendments will increase the quality of the bicycle and pedestrian experience around Western Boulevard. The new connections, redesignations, and removal are aligned to meet the overall connectivity networks surrounding the BRT corridor.

D. Existing or planned roadways;

The proposals may change parking patterns on existing streets when implemented.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

The increased ability to walk or cycle may reduce carbon emissions if these modes are selected over travelling in a private vehicle.

F. Other policies of the Comprehensive Plan.

No other relevant policies were identified.

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