

STAFF REPORT - CP-2-21 CAPITAL NORTH

Comprehensive Plan Amendment CP-2A-21: New Section of Area-Specific Guidance

Capital North (CN) 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 *Capital North* corridor plan. The amendment would add a new Capital North (CN) subsection to the area-specific guidance section of the Comprehensive Plan. The Capital North plan replaces the Triangle Town Center area plan, which overlaps the Capital North study area.

The new area plan section reads as follows:

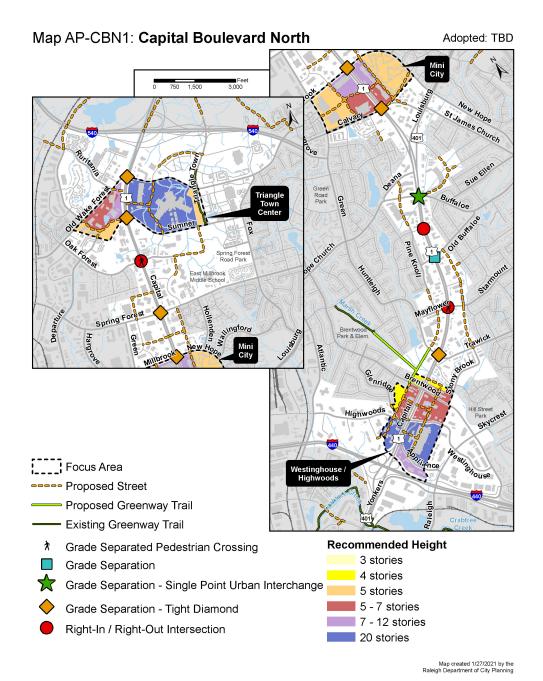
The Capital North Corridor Study was adopted in [year] for the segment of Capital Boulevard between I-440 and I-540 and associated tracts to the east and west. Recommended actions and policies of the plan focus on conversion of this segment of Capital Boulevard to a multi-way boulevard, anticipation of rapid transit service, improvements to local bicycle and pedestrian circulation, guidance for development which supports employment and diverse housing, and preservation of a robust economic environment for small business.

The plan provides guidance for how the recommendations should be sequenced. Investments in community stabilization should occur in the first five to ten years after the plan's adoption, prior to the initiation of proposals related to road construction and future development. The intent of this guidance is to reduce negative impacts of change on the corridor by strengthening local economic conditions and promoting community cohesion in advance of transportation and land use changes. Successful community stabilization policies will also more equitably distribute the benefits of plan implementation.

The actions and policies of the plan are organized around four "Vision Themes" that apply broader goals to specific topics and areas. The associated Vision Themes of the 2030 Comprehensive Plan are also shown using icons at the end of each policy:

- Economic Prosperity and Equity
- Expanding Housing Choices
- Managing Our Growth
- Coordinating Land Use and Transportation
- Greenprint Raleigh Sustainable Development
- Growing Successful Neighborhoods and Communities

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Vision Theme: Flow

Capital Boulevard will be a safe, direct, reliable, and high-capacity connection for travel by all modes of transportation to centers of employment and economic activity in Raleigh and the surrounding region.

Policy AP-CN 1.1 Traffic Management: Accommodate the traffic volume projected in 2045 by the Triangle Regional Model while also maintaining access to land uses along the corridor.



Policy AP-CN 1.2 Low-Impact Interchange Design: Interchange design should minimize and mitigate impacts on nearby development. Impacts to be considered should include access, visibility, and future development potential.





Policy AP-CN 1.3 BRT Preparedness: Design new and reconstructed interchanges to accommodate future bus rapid transit stations.





Policy AP-CN 1.4 Bicycle Concurrency: Prioritize implementation of bicycle facilities on adjacent and/or parallel streets to be constructed in a similar time frame as interchange and street projects for Capital Boulevard, as called for in the Bike Raleigh plan.



Policy AP-CN 1.5 Mature Tree Preservation: To the maximum extent possible, preserve existing mature trees along Capital Boulevard during road construction, particularly in the area between Spring Forest Road and Oak Forest Drive.





Action AP-CN 1.1 Bicycle Transitions to Interchanges: Bicycle facilities approaching and within interchanges should be constructed as shown in the Bicycle Design figures in Appendix F of the plan report.

Action AP-CN 1.2 Quick-Build Bicycle Projects: Pursue quick-build bicycle projects for some locations near the corridor. Consider temporary, low cost, and low maintenance options that can be constructed quickly and serve as interim facilities until more permanent facilities are constructed.

Action AP-CN 1.3 Pedestrian Circulation in the I-440 Interchange: Ensure that the I-440/Capital Boulevard interchange improvement project provides a safe, direct, and convenient pedestrian connection through the interchange.

Vision Theme: Go

Capital Boulevard will provide for safe and accessible local travel for all modes of transportation. Pedestrian and bicycle facilities will connect transit, parks, neighborhoods, shopping, and employment while reducing conflicts with vehicle traffic. Local streets should be designed with all users in mind and help to activate nearby land uses.

Policy AP-CN 2.1 Pedestrian Safety: Increase pedestrian/overall safety through grade separation, parallel street network development, or other capital projects as described in this plan.



Policy AP-CN 2.2 Pedestrian Bridge at Triangle Town Center: Encourage reservation of land on both sides of Capital Boulevard between Sumner Boulevard and Old Wake Forest Road for the construction of a pedestrian bridge in this location.



Policy AP-CN 2.3 Retaining Pedestrian Access: Where an existing through street is converted to right-in/right-out or grade separation without access to Capital Boulevard, identify appropriate locations for facilities to ensure a high level of pedestrian access across Capital Boulevard, including pedestrian bridges. Any reduction in pedestrian level of service for crossing Capital Boulevard should be minimized in magnitude and duration.



Policy AP-CN 2.4 Accommodating New Streets: Consider allowing greater height and density than what is recommended by Table LU-2 for sites that contain streets on the Street Plan Map. Carefully balance additional density with appropriate neighborhood transitions.



Policy AP-CN 2.5 Innovative Bike/Ped Facilities: Evaluate the operational feasibility and potential benefits of creating new types of bicycle and pedestrian facilities that fill small gaps in the existing network, can be constructed quickly, or have been difficult to implement in the past due to divergence from adopted facility types. Consider incorporating this work into the Greenway Master Plan update process.



Policy AP-CN 2.6 Interchange Corners at Grade: New interchanges should be designed such that local vehicle lanes are constructed as close as possible to the existing grade of adjacent developments where they meet the street. Where this policy conflicts with the desire for site access as described in Policy 1.1 "Traffic Management", this policy should be given priority.





Policy AP-CN 2.7 Neighborhood Edges: Improve the safety, appearance, and connectivity of transition areas between commercial and residential uses.





Action AP-CN 2.1 Streetscape Plan: Create a streetscape design to be applied on cross streets where new interchanges are proposed. Allow for design of some elements, particularly vertical items such as light poles and benches, to be customized according to the character of the nearby area. Include residents, businesses, and civic organizations from the adjacent neighborhoods in the design and/or selection of these items.

Action AP-CN 2.2 Pedestrian Crossings: Construct improved pedestrian crossings as shown in the Priority Bicycle and Pedestrian Recommendations maps in this report. Explore the possibility of a pedestrian crossing at Baugh Street and Buffaloe Road to connect with the Raleigh Housing

Authority (RHA) development on the north side. If a crossing is installed, improve the sidewalk through the RHA development to a multi-use path.

Action AP-CN 2.3 Marsh Creek Greenway Land Acquisition: Identify and pursue opportunities to acquire land, including as part of capital projects, for the implementation of the Marsh Creek Greenway between Brentwood Park and N. Raleigh Boulevard. Identify and seek to implement connections between the Marsh Creek greenway and Hill Street Park as well as with civic spaces in the Highwoods/Westinghouse Multi-modal District.

Action AP-CN 2.4 New Civic Life in Existing Spaces: Seek novel ways to utilize underused spaces, such as vacant retail outlets and existing public right-of-way, in the corridor for public benefit. Consider the installation of small-scale park facilities and amenities that attract positive, healthy activity and raise visibility of out-of-the-way areas. Explore this concept in a future Parks, Recreation and Cultural Resources System Plan Update.

Action AP-CN 2.5 Safety by Design: Explore the feasibility of installing lighting, "blue light" emergency phones, cameras, and public Wi-Fi networks along the proposed bicycle and pedestrian network, including in the form of "safety refuges" that combine all four elements listed. If pursued, integrate these items with the "loops" described in Action 4.9 "Neighborhood Loops".

Vision Theme: Grow

A mixed-use corridor that provides residential choices, economic opportunity, and a variety of goods and services for Raleigh's residents and workers.

Policy AP-CN 3.1 Transit-Supportive Urban Design: As existing commercial areas redevelop, encourage urban form and land uses that support transit ridership and create a comfortable and accessible public realm on secondary streets near Capital Boulevard. The recommended land uses and building heights from this plan should be used for the review of rezoning cases. Zoning heights greater than 7 stories should be discouraged until bus rapid transit is planned for the corridor and economic assistance resources are available for small businesses.





Policy AP-CN 3.2 Promoting Vertical Mixed-Use Development: When large commercial sites are rezoned, encourage zoning conditions that promote office and employment uses, such as limiting the square footage of single-story retail.



Policy AP-CN 3.3 Large Site Design Quality: Facilitate a high level of design quality for large commercial sites such as Triangle Town Center through staff assistance in planning of infrastructure, building orientation, landscaping, and open space.





Policy AP-CN 3.4 Affordable Units in Dense Development: Through the rezoning process, encourage all new development 7-stories or greater and containing a residential component to reserve as affordable units (as defined by Raleigh Housing & Neighborhoods or adopted City policy) EITHER 5% of the total number of residential units OR one-half of the number of units lost through demolition of existing housing, whichever is greater.





Policy AP-CN 3.5 Equitable Investment and Redevelopment: Alleviate the detrimental or inequitable impacts to residents, businesses, and non-profit organizations related to new infrastructure and redevelopment using existing and expanded tools and programs. If BRT is implemented, apply the tools identified in the Equitable Transit Oriented Development guidebook.



Action AP-CN 3.1 Applying TOD Urban Form: If BRT stations are planned for Capital Boulevard North, initiate zoning map amendments to apply the TOD Urban Form designation to Capital Boulevard and the TOD overlay zoning to areas surrounding stations. Where the TOD Urban Form designation would overlap with a City Growth Center or Mixed Use Center, retain the existing designation.

Action AP-CN 3.2 De-Emphasizing Capital Boulevard Frontage: Consider adding provisions to the UDO to prevent Capital Boulevard from being designated as a primary street within the TOD overlay district.

Action AP-CN 3.3 Retrofitting Shopping Centers: Investigate the potential for modifying zoning requirements or awarding grants to encourage existing commercial buildings to be retrofit or internally subdivided to allow for low cost residential units or small-scale retail spaces.

Action AP-CN 3.4 Homeowner Education: Organize a workshop, led by City staff, to educate existing residents of Brentwood, Starmount, and other neighborhoods with high rates of home ownership about homeowner repair programs, down payment assistance programs, the Accessory Dwelling Unit development option, National Historic Register listing, and other resources that can help homeowners maintain their homes.

Action AP-CN 3.5 Funding Healthy Lifestyles: Evaluate the feasibility of using tax increments as funding to pay for bicycle and pedestrian improvements, safety stations, and micro-parks in the corridor area with any surplus proceeds dedicated to increasing the supply of affordable housing. Use the Equity Fund from the Equitable Transit Oriented Development guidebook as a model where suitable.

Action AP-CN 3.6 Business Alliance Startup Grant and Support: Offer organizational support and resources with potential for additional funding based on attainment of pre-determined outcomes. Provide initial staff support for organizing and administrative tasks. Allow for funding of two alliances as indicated by business needs and relationships.

Action AP-CN 3.7 Small Business Grant Program: Develop a small business assistance program to respond to specific needs related to construction, new street configuration, and redevelopment. Consider making permanent to respond to other transportation projects. Explore various forms of assistance such as in-kind technical support and loans.

Action AP-CN 3.8 Small Business Incubator: Seek an existing commercial space for conversion to a small business incubator. Use flexible and shared spaces as well as training and coaching to foster emerging small businesses. Coordinate with employment matching and small business loan program to assist growing businesses enter permanent locations.

Action AP-CN 3.9 Northwest Technology Corridor: Conduct an economic development study of the area on the west side of Capital Boulevard between Oak Forest Drive and Durant Road and east of the railroad corridor. The study should investigate the potential for this area to be

marketed as an industrial technology corridor, including identification of sites where there are constraints on development or redevelopment for industrial, manufacturing, or research users.

Action AP-CN 3.10 First Source Agreements: Seek to establish a standard agreement for inclusion in city-funded construction projects for this corridor that give preference to local companies and companies that primarily employ local workers.

Action AP-CN 3.11 Job Skills Training: Partner with Capital Area Workforce Development to develop a construction training course or support expansion of existing similar programming to help local residents build skills and receive certifications, particularly for construction jobs. Seek collaboration with small business incubator for training space and job placement assistance.

Action AP-CN 3.12 Density Bonus for Retail Space: Investigate a text change to allow a height bonus for projects that include a minimum percentage of retail space in new development. If BRT is implemented, consider making this a part of the TOD overlay that is specific to Capital Boulevard.

Action AP-CN 3.13 Public Improvement Reimbursement Schedule: Explore the creation of a rate schedule of reimbursement for public street improvements for subdivisions and site plans in the corridor. Limit eligibility for reimbursement to those developments that provide a minimum percentage of affordable housing units in new development.

Action AP-CN 3.14 Monitor Success: Gather current economic and demographic data prior to implementation of community development action items. Monitor these indicators as programs are implemented and transportation projects are constructed. Proactively respond to community needs as indicated by data through modifications to community development programs.

Vision Theme: Show

Capital Boulevard North will be an inviting gateway, corridor, and destination that expresses Raleigh's best qualities as well as the local character of the people and geography in the corridor.

Policy AP-CN 4.1 Community-Led Investments: Invest in community facilities, infrastructure, and amenities that improve the appearance and quality of life of the Capital North area. Seek partnerships with property owners, businesses, and non-profit organizations to identify solutions that leverage existing community assets.





Policy AP-CN 4.2 Public Art: Identify appropriate sites for murals or other public art to be incorporated into new transportation facilities including bridges, retaining walls, medians, and bus stops. Work with businesses, neighborhoods, and civic groups to identify artists who can be contracted to produce artworks.



Policy AP-CN 4.3 Incentives for Civic Amenities: Seek opportunities for improving outdoor amenity areas, opening public streets, or adding multi-modal facilities in return for exemptions or reductions to site review requirements. Consider the use of an overlay zoning district for this purpose.



Action AP-CN 4.1 Community Leadership Workshops: Organize as many as two special Community Leadership Academy cohorts of stakeholders from the corridor over a period of two years. Tailor programming to the challenges and opportunities in the corridor. Consider contracting a speaker/consultant to help with focused content. Explore using the academy or a subsequent event with the participants as a workshop for a specific community project.

Action AP-CN 4.2 Creating a Gateway to Raleigh: Place public art and/or signage on new interchanges in the corridor so that it is visible to vehicles travelling south on Capital Boulevard to create an attractive and welcoming gateway into Raleigh.

Action AP-CN 4.3 CPTED in New Projects: Support the inclusion of Crime Prevention Through Environmental Design (CPTED) elements in capital projects where possible.

Action AP-CN 4.4 Grants for Visible Beautification: Explore modifications to the neighborhood grant program to allow registered neighborhoods to sponsor public art in commercial areas.

Action AP-CN 4.5 Capital North Custom Streetscapes: Create a streetscape design to be applied on cross streets where new interchanges are proposed. A preliminary approach to this streetscape plan is shown in Appendices F and G of the report. Allow for design of some elements, particularly vertical items such as light poles and benches, to be customized according to the character of the nearby area. Include residents, businesses, and civic organizations from the adjacent neighborhoods in the design and/or selection of these items.

Action AP-CN 4.6 Activating Existing Spaces: Encourage activation of under-utilized surface parking lots through events such as cultural festivals, food truck rodeos, or temporary markets. Identify regulatory barriers to such activities and investigate revisions that would allow them while avoiding or minimizing impacts to other properties.

Action AP-CN 4.7 Run/Bike to Celebrate Success: When construction of the Capital Boulevard Multi-way is complete, organize a run or bike ride within the corridor area that crosses at least two interchanges. Use this event to promote the use of bicycle and pedestrian facilities.

Action AP-CN 4.8 Neighborhood Loops: Support the development of neighborhood- or district-branded "loops" within the proposed bicycle and pedestrian network. Loops should use wayfinding markers and maps to encourage the use of these dedicated facilities for walking and cycling between neighborhoods, commercial areas, and transit stops.

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 Capital Boulevard North area, particularly projections of increased traffic volume, anticipation of bus rapid transit service extension, considerations for pedestrian safety in light of rising traffic volume, need for investment in community amenities commensurate with growth in population and employment, and threats to small businesses from street improvements and structural economic factors. These challenges are described and analyzed further in the Capital North corridor study.

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

n/a

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 policies set forth in the amendment seek to facilitate local and regional economic development through effective transportation of workers and goods, direct support for small businesses, and guidance for new and more integrated development patterns. The plan also endeavors to make non-motorize travel safer and more convenient, which has broad benefits for health and safety.

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.

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 2.2 Compact Development

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity and non-contiguous development.

Policy LU 2.5 Healthy Communities

New development, redevelopment, and infrastructure investment should strive to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access, and safety along roads near areas of employment, schools, libraries, and parks.

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 4.2 Transportation in Support of Walkable Neighborhoods

Make the design and scale of transportation facilities compatible with planned land uses and with consideration for the character anticipated by this Comprehensive Plan for the surrounding neighborhood.

Policy LU 4.3 Directing Transportation Investments

Target transportation facilities, services, and investments to promote and accommodate the growth this Comprehensive Plan anticipates in mixed-use centers, commercial corridors, and residential neighborhoods while reducing reliance on single-occupancy vehicles.

Policy LU 4.4 Reducing Vehicle Miles Traveled Through Mixed-use

Promote mixed-use development that provides a range of services within a short distance of residences as a way to reduce the growth of vehicle miles traveled (VMT).

Policy LU 5.4 Density Transitions

Low- to medium-density residential development and/or low-impact office uses should serve as transitional densities between lower-density neighborhoods and more intensive commercial and residential uses. Where two areas designated for significantly different development intensity abut on the Future Land Use Map, the implementing zoning should ensure that the appropriate transition occurs on the site with the higher intensity.

Policy LU 6.3 Mixed-use and Multimodal Transportation

Promote the development of mixed-use activity centers with multimodal transportation connections to provide convenient access by means other than car to residential and employment areas.

Policy LU 8.1 Housing Variety

Accommodate growth in newly developing or redeveloping areas of the city through mixed-use neighborhoods with a variety of housing types.

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 4.1 Promoting Transit

Promote and support quality transit services to enhance mobility options and to meet the needs of the city's residents and visitors, with a focus on transit-dependent households.

Policy T 4.3 High-quality Priorities

Prioritize high-quality frequent transit investments in corridors with the greatest potential to attract riders and shape development and redevelopment.

Policy T 4.4 Right-of-way Reservation for Transit

Preserve right-of-way for future transit and require that new development and redevelopment provide transit easements for planned alignments, rail stations, and bus stops within existing and planned transit corridors as identified in the Wake County Transit Plan.

Policy T 4.10 Transit-first Features

Incorporate features such as traffic signal priority, queue jumps, and exclusive transit lanes to improve transit operations and reliability, where appropriate.

Policy T 5.3 Bicycle and Pedestrian Mobility

Maintain and construct safe and convenient pedestrian and bicycle facilities that are universally accessible, adequately illuminated, and properly designed to reduce conflicts among motor vehicles, bicycles, and pedestrians.

Policy T 5.13 Pedestrian Infrastructure

Ensure that streets in areas with high levels of pedestrian activity (employment centers, residential areas, mixed-use areas, schools) support pedestrian travel by providing such

elements as frequent and safe pedestrian crossings, large medians for pedestrian refuges, bicycle lanes, frontage roads with on-street parking, and/or grade separated crossings.

Policy EP 1.1 Greenhouse Gas Reduction

Promote best practices for reducing greenhouse gas emissions as documented through the U.S. Mayors' Climate Protection Agreement.

Policy H 1.8 Zoning for Housing

Ensure that zoning policy continues to provide ample opportunity for developers to build a variety of housing types, ranging from single-family to dense multi-family. Keeping the market well-supplied with housing will moderate the costs of owning and renting, lessening affordability problems, and lowering the level of subsidy necessary to produce affordable housing. In areas characterized by detached houses, accommodations should be made for additional housing types while maintaining a form and scale similar to existing housing.

Policy PR 3.8 Multi-modal Integration

Improve pedestrian and bicycle linkages by closing gaps in network connectivity and prioritizing connections to public transportation, streets, sidewalks, and other transportation corridors. Development along proposed Greenway Connectors should provide public access and infrastructure necessary to serve the needs of greenway trail users.

Policy UD 6.1 Encouraging Pedestrian-Oriented Uses

New development, streetscape, and building improvements in Downtown, Main Streets, and TOD areas should promote high intensity, pedestrian-oriented use and discourage automobile-oriented uses and drive-through uses.

Policy UD 6.2 Ensuring Pedestrian Comfort and Convenience

Promote a comfortable and convenient pedestrian environment by requiring that buildings face the sidewalk and street area, avoid excessive setbacks, and provide direct pedestrian connections. On-street parking should be provided along pedestrian-oriented streets and surface parking should be to the side or in the rear. This should be applied in new development, wherever feasible, especially on Transit Emphasis and Main Street corridors and in mixed-use centers.

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 established property and proposed development by balancing regional transportation needs with local needs for life safety, accessible options for housing and transportation, and investment in economic and community development.

B. Existing or future land use patterns;

The amendment would support and continue existing land use patterns and trends in the area, by allowing more people to live and work in growing mixed-use areas while ensuring the regional transportation system functions efficiently.

C. Existing or planned public services and facilities;

The amendment envisions new public facilities, particularly those that support multimodal transportation, pedestrian safety and comfort, and community-guided placemaking.

D. Existing or planned roadways;

The amendment would improve Capital Boulevard by providing separate facilities for local and regional traffic, improving bicycle and pedestrian facilities, and accommodating potential bus rapid transit service extension. It also designates multiple new street connections as a means of increasing level of service and longevity of new interchanges as well as multi-modal connectivity between developments along the 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 use of transportation modes other than private vehicles. The proposed improvements to Capital Boulevard will increase the magnitude and consistency of vegetated areas along the roadway.

F. Other policies of the Comprehensive Plan.

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

STAFF RECOMMENDATION:

Approval based on the above list of considerations for the Planning and Development Officer's review.

STAFF COORDINATOR:

John Anagnost, john.anagnost@raleighnc.gov, 919-996-2638