

Section 2 Framework

The Framework chapter provides the context for the rest of the Comprehensive Plan by describing the key trends and issues that undergird the Plan's recommendations. These issues include: addressing the city's expansive growth; the need to better coordinate land use and transportation decision-making; expanding housing choices and the affordable housing supply; ensuring sufficient water resources to support a growing city and region; expanding economic opportunity for all of Raleigh; investing in transit; and preserving and improving the city's natural resources.

The Framework chapter also includes a description of Raleigh's growth forecasts. The forecasts are expressed in terms of projected jobs and households for the city to the year 2030. It also provides the city's Vision Statement and six vision themes that provide the frame for the Comprehensive Plan and serve as its overarching goals. Finally, the Framework chapter describes the Growth Framework Map and the Future Land Use Map.

2.1 Planning Context and Key Issues

A critical part of the Comprehensive Plan Update process has been an analysis of the current and future state of the city. To accomplish this, a Community Inventory Report was compiled at the start of the planning process to provide the factual and analytical foundation for the Comprehensive Plan Update. The Community Inventory Report focuses on the issues facing the city today and through the year 2030. Each topical chapter presents an analysis of existing conditions and trends, identifies key issues and challenges, and highlights potential strategies to address the issues. ~~To make the Plan as reader-friendly as possible, detailed findings from the 400-page Community Inventory Report have not been included in the text and narrative of the Comprehensive Plan's recommendations in this volume. The reader seeking more background information and data analysis is encouraged to refer to this valuable resource material, which is included under separate cover as Volume II. Key findings on issues and trends from the Community Inventory Report are summarized below.~~ The Community Inventory Report is supplemented annually by a condensed set of community data and statistics called the Data Book. This chapter includes data selected from the 2016 Data Book.

Demographic and Household Trends

From its founding as the State Capital in 1792, the City of Raleigh has been on a growth path for more than 200 years. From 1900 to ~~2000~~2010, the City of Raleigh grew from a small town of fewer than 14,000 people to a city of more than ~~270~~400,000. The city added population in every census year, with an annualized growth rate ranging from 2.0 to 4.3 percent. The annualized growth rate was 3.5 percent in the 1980s, 2.7 percent in the 1990s, and ~~according to 3.9 percent in the City's estimates, recent 2000s.~~ The 2010s have seen growth has been close to the top of this range, at an average of 4. rates closer to 2 percent per annum. As of summer ~~2009~~2015, the city's population was about ~~389~~451,000, up ~~112~~175,000 from just 2000. The number of Hispanic residents increased by 26 percent between 2009 and 2014, making them one of the largest components of new residents.

Population Growth 1900-~~2009~~2015

Although population has increased, population density decreased from about 8,000 persons per square mile in 1900 to about 2,800 persons per square mile by 1960, ~~remaining and remained~~ at that general level ~~ever since~~ through the turn of the 21st century. This ~~is was~~ largely due to post-war suburbanization, annexation, and expanding city limits. Density increased after 2000 and now exceeds 3,000 persons per square mile.

The most prevalent type of housing within Raleigh is single-family detached housing, accounting for ~~48~~ 47 percent of the total housing stock. Less than ~~6-six~~ percent of the city's housing stock was built prior to 1950, and about ~~one-fifth~~ 30 percent of the units in existence in ~~2008-2014~~ were developed since the turn of the 21st century. A key part of the overall image of the city is defined by the neighborhoods where the pre-1950s era housing is located, and maintaining the viability of this older stock is important to maintaining the city's character.

New housing is being driven by demographic trends, especially the entrance of Millennials into the workforce and the growing number of Baby Boomers living without children in the home. In a growing number of cases, young professionals and "empty-nesters" prefer to live in multi-family housing in denser urban areas. From 2010 to 2015, multi-family housing construction consistently outpaced single-family permits. These trends also explain the rise in Raleigh's population density. In the past, the city gained new residents and new land area at rates that maintained a lower population density. Now, population is growing faster than the city limits.

Homeownership growth in the city has mirrored national trends, having risen from 47 percent in 1990 to nearly ~~54-55~~ percent as of ~~2006-2014~~. However, this is below the national average of ~~67-66~~ percent, likely due to the large amount of multi-family rental housing in the city, and its large student and younger population. Raleigh's population is projected by the Capital Area Metropolitan Planning Organization (CAMPO) to grow from a ~~2005-2015~~ total of ~~370-450~~,000 to about 580,000 in 2030, and ~~nearly more than~~ 600,000 by 2035, an increase of about ~~60-30~~ percent. Greater growth is possible: an analysis of the land capacity within the city's current jurisdiction, and under current zoning, found the potential for a population of 670,000 within the jurisdictional boundary.

Land Use and Zoning

The land use pattern established inside the ~~I-440~~ Beltline before the 1960s is largely single-family in character with small neighborhood commercial centers outside of downtown. Interconnected curvilinear grids are a common street pattern in many of these areas. Duplex and small multi-family dwellings are often found mixed into otherwise single-family neighborhoods. Cameron Village, which opened in 1949 as one of the first shopping centers in the nation outside of a downtown central business district (CBD), remains the largest of the inside-the-Beltline retail centers. Medium to high density residential and office land uses concentrate around this retail center.

The land use pattern outside the Beltline is characterized by residential neighborhoods on loosely connected and cul-de-sac streets. Land uses tend to be separated by buffer yards rather than ~~by using design~~ intentionally designed to transition in scale and use. Multi-family developments are plentiful but

tend to be organized as self-contained pods with internal, private circulation systems intermingled with parking areas.

Both the single-family and multi-family areas lack the street connectivity that helps facilitate walking, which in turn funnels all car trips to major streets, even for local trips such as grocery shopping, and presents challenges to first responders in emergencies.

~~With rising levels of congestion and worsening air quality, these~~The market for new development patterns will need to adapt if it is expanding, and the city is to be able to continue to provide for~~has responded by adopting a new Unified Development Ordinance (UDO). The UDO and the guidance afforded by this Plan are intended to support a high quality lifestyle, resilient, and sustainable lifestyle while enabling development- that helps slow the growth of congestion and the emission of air pollutants.~~

Economic Development and Employment Trends

The economic development analysis provides valuable insight into the city's employment base and economic strengths and weaknesses. It notes that within the region as a whole, Raleigh's economy has shifted to one that is more technology-based and less reliant on government and manufacturing. The agricultural and mining industries are two other sectors that have registered losses in Raleigh. The region as a whole, however, is recognized as an economic powerhouse for biotech innovations, medical breakthroughs, technological advancements, state-of-the-art educational institutions, and advanced research—all pivotal factors in its economic performance, with Raleigh partaking significantly in these successes.

Housing and Neighborhoods

There is a need for Raleigh to increase housing opportunities for existing and future residents and to create diverse neighborhoods of choice that attract new investment without excluding residents due to housing costs or discriminatory practices. ~~The coordination and funding of~~Increasing demand for multi-family housing and neighborhood planning activities and programs across several City departments will be a significant challenge for~~has put development pressure on established urban neighborhoods. The percentage of Raleigh during~~households burdened by housing costs increased modestly somewhat between 2009 and 2015, with much of that increase affecting renter occupied households with incomes above the next poverty line. While the total number of households in Raleigh grew by 16 percent in the period 2009-2015, the number of housing-burdened, renter occupied households with annual incomes greater than \$20 years. ,000 increased by 62 percent. Nearly two in five households of this type are burdened.

In response to the growing demand for housing, the city has created a special tax allocation reserved for affordable housing programs. The "penny for affordable housing" is a one cent per \$100 increase in the property tax rate that was first adopted as part of the FY2017 Budget. This dedicated funding stream will increase the city's capacity to finance new affordable housing developments. Housing is a complex issue requiring appropriate planning and coordination to ensure a diverse and affordable housing stock going forward.

Transportation

The city faces a number of challenges related to planning for and investing in a multi-modal transportation system. As of 2014, the proportion of transit riders in Raleigh was well below the average for peer cities, including Atlanta and Charlotte. Expanding transit will be key to the future viability, sustainability, and livability of the city and region. Additional investments in the greenway system specifically, and pedestrian and bicycle infrastructure generally, are also important. Roadway capacity and connectivity, providing mobility for automobiles and direct routes for pedestrians, is also important as growth continues and traffic demands increase.

The Wake County Transit Plan offers many tools to address Raleigh's growing transportation needs locally and as part of the Triangle region. Higher frequency bus service, a longer span of service seven days a week, bus rapid transit, and regional commuter rail are the primary components of this plan. Additional transit capacity will enable residents to more easily and affordably access work, shopping, medical/healthcare, and educational resources across Wake, Durham, and Orange Counties.

In addition to improving air quality and encouraging physical activity, expanded public transportation will also increase mobility for aging residents. Raleigh has taken the lead by breaking ground on a state-of-the-art rail hub in downtown, called Raleigh Union Station. The success of additional transit improvements will depend on the availability of sufficient funding and effective regional coordination.

Water

The city's public utilities are regional in nature. ~~Merged utilities service~~ Utilities services have merged for all the municipalities in eastern Wake County. Further, the Towns of Fuquay-Varina and Holly Springs periodically rely on the city for potable water supply. The city also has or is planning water interconnects with the Town of Cary, the City of Durham, and Johnston County. From a wastewater standpoint, during extreme low flow events, the city's Neuse River ~~Wastewater Treatment Plant (WWTP)~~ Resource Recovery Facility (NRRRF) discharge can be up to 40 percent of the river flow at the downstream water supply intake for Johnston County.

~~It is obvious that p~~ lanning the infrastructure of the water system must be done with the perspective of the entire region in mind. There is a need to avail all of the opportunities to make additional water system connections with neighboring systems for assistance during drought and other emergency situations. Currently, state inter-basin transfer regulations constrain the ability to pursue new water supplies outside the immediate area, and reuse regulations also make it difficult to access reuse water as a resource to the fullest extent, as reuse water is regulated as wastewater (although the regulatory environment is evolving).

Environmental Resources

The city needs to move ahead in promoting methods of development and conservation that improve the long-term health of human and ecological systems. This should include sustainability efforts such as water conservation, energy conservation, recycling and solid waste management, and environmentally sensitive building and development practices, e.g., green building, low-impact development, and

increased protection of natural resources. With air and water quality already impaired, both existing developed areas and new developments must find ways to lessen their impact if growth is to be accommodated without significant increases in environmental degradation.

One approach being investigated by the city is Green Infrastructure. Green Infrastructure reduces demand for traditional or “gray” infrastructure by restoring and enhancing the functionality of natural systems. The impacts of development can be mitigated when infrastructure services are considered as part of a larger set of environmental processes. Investments in Green Infrastructure pay off in both quality of life and financial metrics. The city has initiated a Green Infrastructure Task Force to identify opportunities for these techniques.

Also important to the long term success of the city is its resilience. Natural hazards can disrupt many of the city’s functions and services. The city should improve its ability to maintain its normal levels of service or adapt effectively to reduced service capabilities in the face of hazards. Resilience may become increasingly important as changes in the Earth’s climate create more extreme and unpredictable weather patterns. The benefits of improved resilience extend beyond preparation for natural hazards. By increasing readiness and planning for contingencies, Raleigh can respond to events like industrial disasters or terrorist attacks that are brought about by human activity.

Parks, Recreation, and Greenways

The City of Raleigh has an extensive parks, recreation, and greenway system that encompasses approximately 8,800 acres of land ~~(by contrast, there are approximately 90,000 acres in Raleigh’s municipal boundaries).~~ As This inventory was expanded in 2015 by the city’s purchase of the Dorothea Dix Park. The city grows, is in the early phases of converting this inventory of 308 acre site into a destination park. The addition of the Dorothea Dix Campus is one way the city is continuing to offer the open spaces and active living facilities will also need to grow it needs to maintain desired levels of service.

Acquisition priorities like the Dorothea Dix Campus and the programming for it and other park facilities will have to strike a balance. The city must allocate limited resources between recreation and leisure needs and efforts to promote the preservation of non-programmed open space and green infrastructure essential to addressing the environmental impacts of growth and development. Ideally, both goals can work in concert.

Community Facilities

A community facility is established primarily for the benefit and service of the population of the community in which it is located. Uses include but are not limited to schools, community centers, aquatic facilities, libraries, police stations, fire stations, and government buildings. The demand for new schools, based on the rapid growth in school-aged population, is ~~outpacing~~ stressing the County’s ability to plan for and build schools. Other community facilities also must be addressed to keep pace with development.

Historic Resources

In its built environment, Raleigh provides a continuous experience of its evolving character that visually documents the architectural, social, and cultural legacies of resources from virtually every era of its development as well as the diverse communities that form Raleigh's heritage. Its growth and history can be traced through Joel Lane's 1767 residence, the 1792 William Christmas plan, its early infrastructure-building period between 1875 and 1900, its growth from a town to a city between 1900 and 1920, its boom years in the 1920s, the depression years that followed and the post WW-II recovery years until 1965. Raleigh was a small town for much of its history; its tremendous growth occurred during the last 50 years since 1950, and predominantly during the last 25 years. As a result, Raleigh's historic fabric is a scarce resource requiring special effort to ensure its preservation.

2.2 Growth Forecasts

Past Growth Trends

The 20th century saw the City of Raleigh grow from a small town of fewer than 14,000 people to a city of more than 380,270,000. The city added population in every census year, with an annualized growth rate ranging from 2.0 to 4.3 percent. Growth is nothing new to Raleigh; however, the long-term exponential growth trend of the city means that the magnitude of growth in terms of total new population added has gotten larger each decade. Historical growth trends are shown in Table F-1.

While nearly every part of Raleigh has experienced some growth, much of the city's recent residential growth has been concentrated in three areas with the greatest concentrations of vacant land. These include are the northwestern and northeastern fringe areas, which include large-scale developments such as Brier Creek and Wakefield, and to a lesser extent southeast Raleigh. These trends are illustrated on Map F-1.

Future Growth

Population and Households

Raleigh's population is projected by the Capital Area Metropolitan Planning Organization (CAMPO) to grow from a 2005-2015 total of 370-450,000 to about 580,000 in 2030, and nearly 600 almost 650,000 by 2035-2040, an increase of about 60 more than 40 percent. The entire county is expected to more than double in population over the same time period. These growth projects are illustrated in Figure F-1.

The household projections for Raleigh and Wake County mirror the population projections. Raleigh's total number of households is projected to grow from a 2005-2014 total of 150-180,000 to about 240,000 by 2035, an increase of about 60-30 percent.

These growth forecasts, if realized, would correspond to a significant decrease in the rate of the city's Raleigh's growth, although the absolute growth of about 100,000 per decade is comparable to the past two decades. Analysis of the city's land capacity has found no physical impediment to reaching a population of 670,000 by 2030 within the city's current jurisdiction, based on current zoning and assuming development takes place mostly on vacant land (note that the CAMPO forecast includes land

outside of the city’s jurisdiction in the future annexation areas, or Urban Services Areas). Further, if Raleigh were to continue to grow at its historic 100-year average of 3.2 percent per year, its population would reach 800,000 by 2030. For these reasons, the CAMPO forecasts are considered by the city to be conservative.

Jobs

The Capital Area Metropolitan Planning Organization (CAMPO) has issued employment projections through 2035 for the broader Triangle Region. Employment in Raleigh is expected to increase from about ~~260~~314,000 jobs in ~~2005~~2010 to ~~430~~423,000 by ~~2035~~2040, an increase of ~~65~~35 percent (or an average of ~~2.21~~ percent annually). Over the same time period, Wake County employment is projected to grow by 56 percent, from ~~433~~498,000 to ~~850~~778,000 jobs, nearly doubling. These figures are consistent with population and household growth for the same time period. Raleigh provides the majority of the Raleigh/Cary metropolitan area’s employment, though growth will continue to spread into Cary, smaller towns, and unincorporated areas of Wake County as well as neighboring counties.

Future Growth and Development Capacity






According to State law, Raleigh can exercise “extra-territorial jurisdiction” over development and zoning decisions for land areas up to three miles beyond its current boundaries, subject to County approval. As of ~~2008~~2014, within the city’s current limits and its extra-territorial jurisdiction (ETJ), approximately ~~18~~16,700 acres are available as ~~developable undeveloped land~~—defined as vacant parcels and residentially- or under-developed land ~~zoned parcels greater than three acres, outside of a mapped floodplain.~~ Approximately 68 percent (about 12,800 acres) of this developable land lies outside of the City’s current limits but within its ETJ ~~for residential, commercial, and open space uses.~~

Based on recent development trends and assumptions that future densities will replicate maximum zoning allowances, Raleigh’s developable land area could potentially yield ~~120~~86,000 dwelling units and ~~87~~52 million square feet of non-residential development. Based on a straight line projection of recent absorption rates, it may take about ~~20~~15 years for this amount of development capacity to be absorbed. However, this ~~20~~15-year development capacity within the city’s ETJ does not take into account potential infill and redevelopment within older portions of Raleigh or zoning changes that could increase densities.

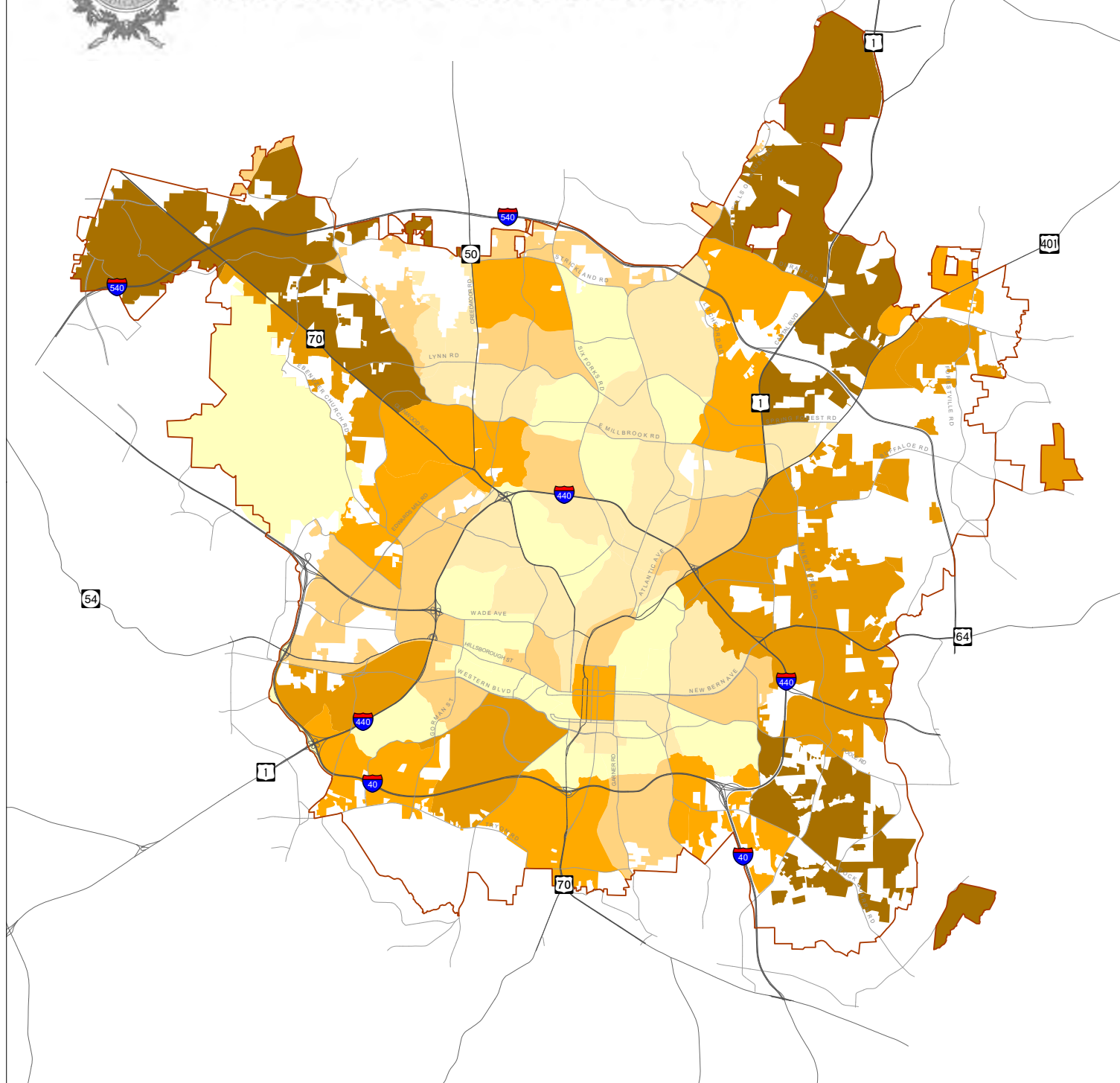
For more information on population, household, and employment growth and development capacity, please refer to the City of Raleigh ~~Community Inventory Report~~ Data Book, available at www.RaleighNC.gov.

2.3 Vision and Themes

The issues identified above and public feedback from workshops helped develop a vision for Raleigh’s future that provides the framework for the development of the Comprehensive Plan. The Vision Statement is supplemented by six themes that serve as the Plan’s goals.

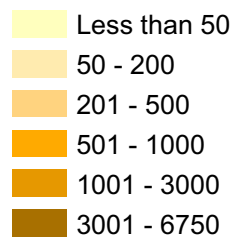
	0 Units per Acre		1 to 2 Units per Acre
	< 1/2 Unit per Acre		> 2 Units per Acre
	1/2 to 1 Unit per Acre		Outside City Limits

Residential Growth 2000-2009



MAP F-1

Units added between 2000 & 2009



Map created 10/7/2009 by the City of Raleigh
Department of City Planning & GIS Division

Previous Version

Raleigh's Vision Statement for 2030

Raleigh will be a city that values and fosters development that provides economic prosperity, housing opportunity, and equity for all Raleigh residents. Raleigh will embody environmental conservation, energy efficiency, and sustainable development. Raleigh will be a great place to live with distinctive and attractive neighborhoods, plentiful parks and green spaces, quality schools and educational opportunities, and a vibrant downtown.

Vision Themes

Six key themes reinforce Raleigh's Vision for 2030 and serve as ~~Planning Raleigh 2030's~~ this Plan's overall goals: Economic Prosperity and Equity; Expanding Housing Choices; Managing Our Growth; Coordinating Land Use and Transportation; Greenprint Raleigh—Sustainable Development; and Growing Successful Neighborhoods and Communities. They express and reinforce the major concerns the Plan seeks to address and the issues raised by the public.

Economic Prosperity and Equity

Raleigh will embrace and value diversity, innovation, and equity so that there is a high level of opportunity and quality of life for all residents. All areas of the city and its residents will prosper from ~~the City's~~ Raleigh's economic expansion. Raleigh will be nationally known for its cluster of high-tech, clean-tech, and green-tech research and development firms based on cooperative relationships among local universities, government, and private firms. Raleigh's skilled labor force will attract businesses that take advantage of the highly educated and technically oriented residents, which in turn will continue to fuel the development of quality residential and employment opportunities. Expanded educational and training programs will provide the opportunity for all of Raleigh's population to participate in the expanding economy. We will also embrace creative economic sectors, and our city will be enlivened with nationally-regarded arts groups, performance spaces, and residents employed in creative occupations that will enhance our economy, community, and the quality of our lives.

Expanding Housing Choices

Raleigh will have an expanded supply of affordable and workforce housing options that provide housing opportunities for all segments of our population. This expanded supply of decent affordable housing will provide stability for families, improve opportunities for education and career advancement, and reduce homelessness for low and moderate income households.

Managing Our Growth

Raleigh will foster quality growth through more integrated land uses, alternative transportation modes, green building technologies and development practices, open space acquisition, and resource conservation. We will manage growth and provide desirable spaces and places to live, work, and play while also cooperating with other jurisdictions in the region. Adequate infrastructure will be planned and in place as development comes on line.

Coordinating Land Use and Transportation

Raleigh will coordinate its transportation investments with desired land use patterns to plan more effectively for housing, employment and retail uses, and for public services. Higher density residential

and mixed-use development will provide the land use pattern needed to support successful new local and regional public transit services. We will also have additional bicycle and pedestrian facilities and roadways that better serve us all.

Greenprint Raleigh—Sustainable Development

Raleigh will be nationally recognized as a model green city. Environmental sustainability and stewardship—the protection and wise use of resources for existing residents and future generations—will be institutionalized. Individuals, institutions, businesses, and government will work together and enhance the natural environment through policies, decisions, and investments. The city will significantly improve its environmental policy framework and land management practices; protect sensitive lands; and preserve water, air, and land resources.

Growing Successful Neighborhoods and Communities

Growth and new development will be accommodated within Raleigh through creative solutions that conserve our unique neighborhoods while allowing for growth and expanding our local businesses. The city will have healthy and safe older neighborhoods that are conserved and enhanced through careful infill development that complements existing character and responds to natural features. Places of historic and architectural significance will be protected. Newly developed areas will be diverse, walkable neighborhoods providing convenient access to open space, community services, retail, and employment.

2.4 Framing Maps

Taken together, the context and key issues, growth forecasts, and vision and themes provide a foundation for planning the future of Raleigh. The Plan ~~Elements sections~~ following the Framework chapter examine these conditions in much more detail and provide the roadmap to addressing Raleigh's growth and development. The text of these elements is supplemented by two maps providing essential land use and development guidance.

The Growth Framework Map shows where the city will encourage infill and mixed-use development, and defines priority corridors based on transportation function and relationship to adjacent land uses. This map is fully described in this section. It sets forth a vision for how ~~the City~~Raleigh should grow and also has implications for the management of transportation corridors and their relationship to adjacent land uses.

The Future Land Use Map ~~is new to the 2030 Comprehensive Plan and~~ shows the general character and distribution of recommended and planned uses across the city. This map carries the same legal weight as the text of the Comprehensive Plan. It is introduced in this Framework chapter and its use and application are described in ~~Element A~~Section 1: 'Land Use.'

Growth Framework Map

The Growth Framework Map represents a vision for accommodating the next 120,000 households and 170,000 jobs anticipated for Raleigh by 2030. Under current zoning and assuming largely greenfield development, this amount of growth could be entirely accommodated within the city's jurisdiction, but would result in a centerless and undifferentiated pattern of sprawling development. The Growth

Framework Map seeks to ~~redirect-direct~~ a full 60 percent of this future growth into downtown and a series of ~~seven~~7 city growth centers, ~~12 transit-oriented centers~~4 Bus Rapid Transit corridors, and over 40 mixed-use community centers, connected via a network of parkways, ~~multimodal corridors~~frequent bus service routes, and urban streets.

Growth Framework Elements: Centers

The ~~new~~Growth Framework proposes a ~~simplified~~ hierarchy of four types of centers.

Downtown Regional Center: Encompassing the existing and future limits of ~~the City's~~Raleigh's urban core, stretching south towards I-40 and north along Capital Boulevard, the Downtown Regional Center is where the most intense growth and highest levels of transit, bicycle, and pedestrian access are contemplated. Consistent with the eastward shift of regional growth patterns, the Downtown Regional Center emerges as a true hub for a rapidly growing region, served by highways, rail transit, high-speed intercity rail, and local and express bus.

City Growth Centers: Located throughout the city and along major urban and transit corridors, these centers provide significant opportunities for new residential and economic development and redevelopment. City Growth Centers are generally in locations with combined highway and targeted transit access, such as key interchanges along the I-440 Beltline and the I-540 Outer Loop. These centers include New Bern/Wake Med; Crabtree Valley; an expanded "Midtown" linking North Hills with the Highwoods office park and stretching south of the Beltline to embrace significant redevelopment opportunities at the terminus of Six Forks Road; Triangle Town Center; and Brier Creek. The Cameron Village area is also designated as a City Growth Center.

Bus Rapid Transit-Oriented Centers: ~~Located at station Areas:~~ Defined as the areas ~~outside~~within one-quarter mile of the Downtown Regional Center streets where rail transit stops are Bus Rapid Transit service is proposed, these elongated centers are programmed for increased density and special design standards promoting enhanced pedestrian mobility and reduced parking requirements. There is some overlap with City Growth Centers and the Downtown Regional Center.

Mixed-use Community Centers: Located generally at places where transit and urban corridors intersect, and where there is an existing base of mixed-uses, these centers are targeted for infill development and improvements to urban design and connectivity intended to retrofit them over time as more integrated, walkable centers. Examples include the Six Forks Station area, the intersections where Millbrook crosses major north-south corridors, and various aging shopping areas in Southwest and Southeast Raleigh along New Bern Avenue and Western Boulevard corridors.

Growth Framework Element: Corridors

A simple hierarchy of corridors is proposed: ~~highway, urban, multi-modal and parkway:~~

Highway corridors correspond to limited-access, grade-separated roadways designed to accommodate high-volume and higher-speed regional traffic flows. These include ~~existing~~highways such as Interstates 40, 87, 440, and 540; upgraded federal and state highways ~~such as the U.S. 64 bypass~~; and roadways

programmed for such improvements in the future, such as U.S. 1 north of I-540. Long-standing policies, continued under this Plan and implemented through the use of Special Highway Overlay Districts (or SHODs), call for these corridors to be separated from adjacent uses by wide, forested evergreen buffers, and for off-premises signs such as billboards to be prohibited. Transit services along highways would generally consist of express bus service and, in the future, incentives for car pooling.

Urban corridors are characterized by denser residential and commercial development, with buildings brought forward to meet the street and sidewalk, and parking areas located to the side and/or rear of buildings. More than a single bay of parking between streets and buildings is strongly discouraged. Architecture is used to frame the public realm, and urban design rather than landscaped buffers is preferred as a means of integrating adjacent development which differs in use or scale. Urban corridors also generally host at least local bus service. An example of such a corridor is Peace Street.

~~Multi-modal~~ *Frequent Bus Network corridors* are similar to urban corridors in terms of development pattern and landscape approach, but are targeted for a higher level of transit service ~~such as enhanced bus, express bus, bus rapid transit, or streetcar. Some of these corridors are high-ridership routes on the CAT system, some have been identified as corridors in the Strategic Transit Advisory Commission (STAC) plan, and others have been identified to connect identified centers as part of the Wake County Transit Plan.~~ In addition, many of these corridors have been highlighted for bicycle improvements in the city's Bicycle Master Plan. Based on the level of transit service provided, development intensities are expected to be higher, and parking requirements to be lower, with a greater emphasis on shared parking. Pedestrian amenities within developments along ~~transit~~ *Frequent Bus Network* corridors should be built to a higher level than other corridors. An example of such a corridor is ~~Six Forks~~ *Blue Ridge Road*.

Parkway corridors are suburban roadways characterized by thick tree canopies and abundant landscaping. Buildings are generally set back further from the street, and pedestrian and transit access are not as prominent as on other corridors, although bus service may be present along parkways. Adjoining land uses are primarily residential with locally-serving commercial. An example of such a corridor is Lynn Road.

Commuter Rail corridor is an existing portion of freight rail track that is proposed by the Wake County Transit Plan to carry heavy rail service with schedules aligned with peak commuting hours. Initial service will connect the Downtown Regional Center with Cary. Additional service is envisioned to carry riders between the Downtown Regional Center and destinations in Johnston County.

Growth Framework Map: Usage and Applicability

The elements of the Growth Framework Map described above do not carry specific policy implications and only acquire the force of policy via references to the map in the policy statements of the Plan ~~Elements~~ *sections*. The intent is to implement the vision for growth and connectivity illustrated on the Map through more specific policy tools, such as the Future Land Use Map and the Urban Form Map; and through amendments to the city's ordinances, such as the adoption of special overlay districts to implement the preferred development pattern along particular segments of designated ~~Multimodal~~ *Frequent Bus Network*, Urban, and Parkway corridors. The center designations do not carry with them any recommendations for specific uses, heights, or densities for particular parcels, and will

Growth Framework

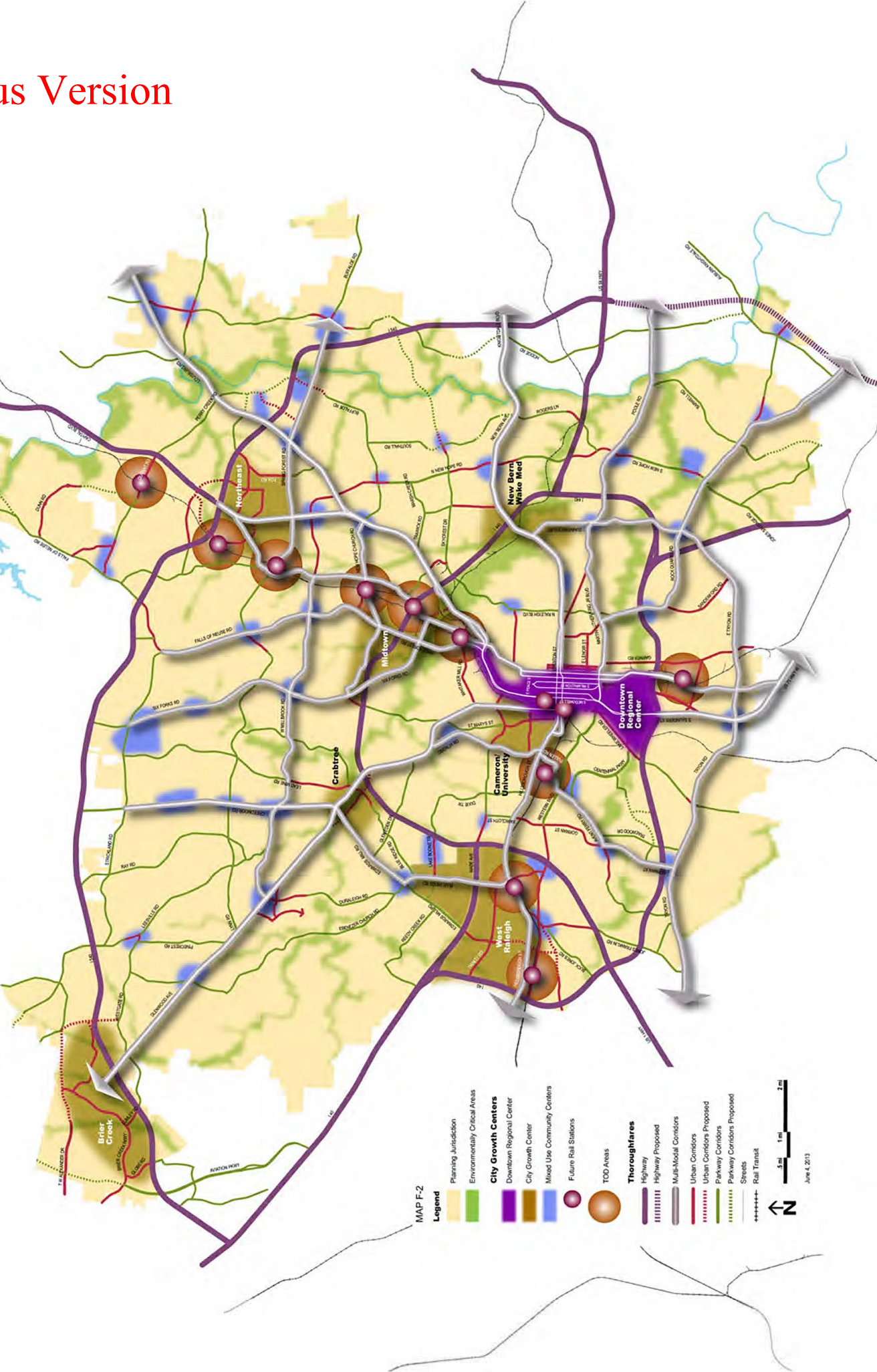
Revised Version



- | | | |
|----------------------------|---------------------------|-----------------------------|
| Downtown Regional Center | Highway | Frequent Bus Network |
| City Growth Center | Highway Proposed | Commuter Rail |
| Mixed Use Community Center | Urban Corridor | Commuter Rail Proposed |
| Bus Rapid Transit Corridor | Urban Corridor Proposed | Raleigh Jurisdiction |
| Greenprint | Parkway Corridor | Future Raleigh Jurisdiction |
| | Parkway Corridor Proposed | |

Previous Version

RALEIGH COMPREHENSIVE PLAN
Growth Framework



not be used by the city as part of the review of any zoning map amendment or development plan. Likewise, the corridor designations correspond to the general character and usage of corridors, but the implementation of the corridor vision will include a more detailed specific examination of the unique character of specific corridor segments.

Future Land Use Map

The Future Land Use Map is the centerpiece of the Land Use Element-Section of the Comprehensive Plan and the primary means to shape the City's/Raleigh's future growth. It sets forth the planned development pattern of the city from now until 2030.

The Future Land Use Map is a policy tool designed to guide future decision-making. It provides the geographic framework for the city's land use and zoning policies. The Future Land Use Map is used alongside the Plan's written policies to determine whether specific petitions for rezoning are consistent with the Plan. It is also used to develop geographically-detailed projections for the future growth of the city, which in turn will be used to plan for roads, transit, parks, utilities, and community facilities such as police stations and libraries.

A total of 19 land use categories are designated on the Future Land Use Map, including: five residential categories, five mixed use categories, three employment categories, two public and institutional categories, two park and open space categories, and two special categories. These categories and the application and use of the Future Land Use Map are explained in the Land Use ElementSection.

2.5 The Power of Planning

Given the extensive engagement of the citizenry in the update of this Comprehensive Plan and widespread support of its key goals, the impact of the Plan and the plan-making process will have far-reaching effects on everyone who lives or works in Raleigh. It will affect where and how development occurs; where green space, recreation facilities, and parks are improved; how enhanced transit, bicycle, and pedestrian facilities are implemented; and how neighborhoods are conserved and enhanced as desirable places to live. It is also hoped that it will serve as a model for future plans, both large and small, undertaken by the City of Raleigh.