

# **EQUITABLE TRANSIT-ORIENTED DEVELOPMENT GUIDEBOOK**

CITY OF RALEIGH

JULY 2020



## PLAN ACKNOWLEDGEMENTS

The Equitable Transit-Oriented Development Guidebook was prepared by WSP USA and HR&A Advisors, on behalf of the City of Raleigh Planning and Development Department and through a collaborative process that involved contributions from a broad range of stakeholders.



**CITY OF RALEIGH**

**EQUITABLE  
TRANSIT-  
ORIENTED  
DEVELOPMENT  
GUIDEBOOK**

JULY 2020



ALL FOUR BUS RAPID TRANSIT CORRIDORS WILL CONNECT IN DOWNTOWN, MAKING IT THE HEART OF A DRAMATICALLY IMPROVED TRANSIT SYSTEM IN RALEIGH AND WAKE COUNTY.

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THE WESTERN BRT CORRIDOR  
CONNECTS DOWNTOWN RALEIGH TO  
DOWNTOWN CARY WITH STOPS IN  
BETWEEN AT DIX PARK, PULLEN PARK,  
AND NCSU.

# 1 INTRODUCTION

Raleigh, the capital of North Carolina, is the fastest-growing city in the state and one of the fastest-growing in the nation. With a population of more than 470,000, an increase of approximately 15% since 2010 and 110% since 1990, the City is expected to reach 600,000 by 2030. An increase of this magnitude means that planning for the City's future is critically important to ensure that growth leverages existing and future assets such as transit and walkable neighborhoods, and will not result in widespread displacement, increased carbon emissions, or other negative consequences.

Recognizing the role of transit in serving the needs of a growing population, Wake County voters approved a plan in November 2016 for focused investment in public transit, which includes building approximately 20 miles of Bus Rapid Transit (BRT) lines extending from downtown in four directions, shown in Figure 1. This investment in transit will provide frequent, reliable urban mobility that better connects Wake County communities.

The Equitable Transit-Oriented Development Guidebook, created through the Equitable Development Around Transit study process, identifies a planning framework to guide future growth around transit with a focus on equity and affordability. The study answered two major questions related to Raleigh's investments in transit:

- How much should Raleigh grow around the BRT corridors in the future?
- How does Raleigh ensure the benefits created by transit investments in BRT are shared broadly and equitably along racial and economic lines?

- Planned BRT Route
- - - Planned BRT Route on Future Roadway
- BRT Alternative Alignment (selection process underway)
- Potential BRT Station
- BRT Route 1/4 Mile Buffer
- RU Raleigh Union Station
- GR GoRaleigh Station
- - - Jurisdictional Boundary
- Railroad
- Campus Area
- Park Area
- Reference Location

**Where will the Wake BRT service run?**

There are four BRT corridors planned for Wake County.

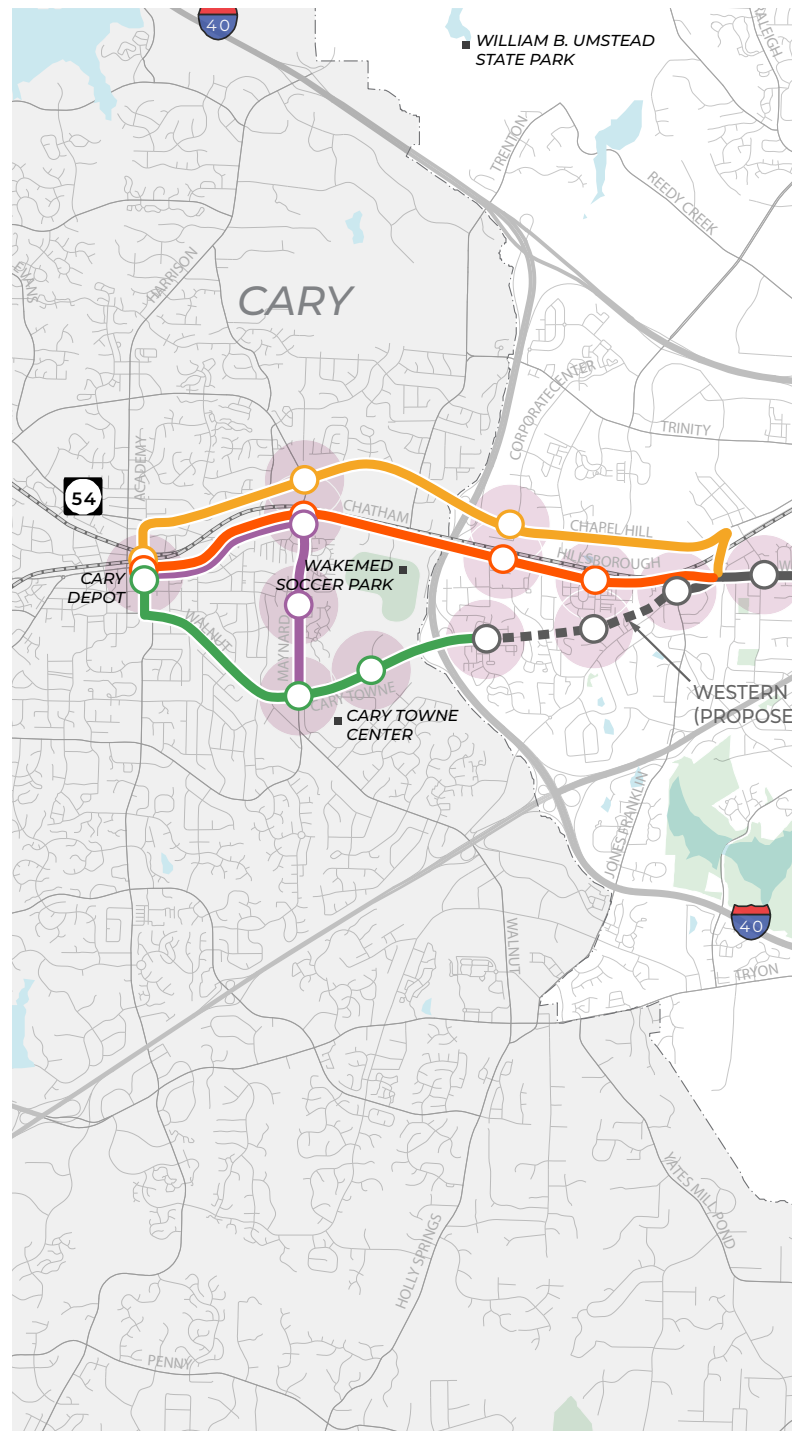
**New Bern Avenue Corridor:** Downtown Raleigh to New Hope Road.

**Western Corridor:** Downtown Raleigh to Downtown Cary. Route options are still under consideration.

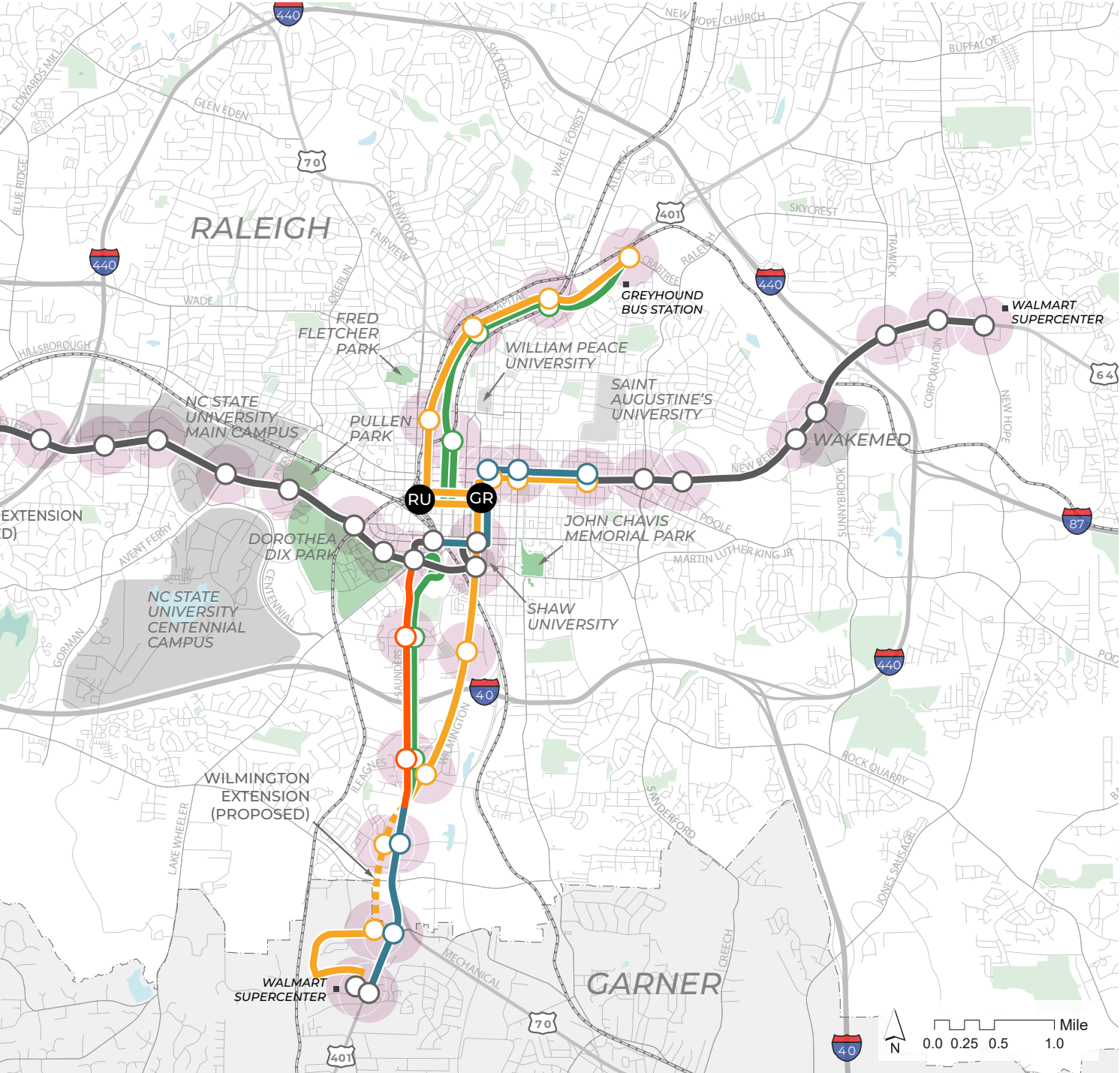
**Southern Corridor:** Downtown Raleigh to Garner. Route options are still under consideration.

**Northern Corridor:** Downtown Raleigh to Crabtree Boulevard. Route options are still under consideration.

Figure 1: **WAKE BRT CORRIDORS**







# 1-1 HOW TO USE THIS BOOK

The Equitable Transit-Oriented Development Guidebook includes both a policy foundation and a set of design principles that are essential to fully and equitably realize the benefits of Raleigh's transit investment. It is intended to be used by City staff, residents, stakeholders, and developers as a point of reference throughout the planning process for all corridors and station area development.

This Guidebook includes a toolkit of strategies to leverage transit investments for sustainable, equitable growth. Building on analysis and community input, it provides information on the benefits of growing more around transit, sets goals for allowing a higher percentage of development in transit-rich, walkable places and ensuring affordability there, and includes a specific action plan for how to achieve these goals. This document will use the term "Equitable Development" when referring to this set of goals for planning around BRT.

Key components of this Guidebook are organized into five sections:

- 1) Introduction**
- 2) Design Principles**
- 3) Station Area Types**
- 4) Policy Toolkit**
- 5) Action Plan**

# Using this Guidebook

*The Guidebook is a resource that answers the questions of why, what and how to achieve equitable TOD.*

## 1 Introduction

### WHY is it Important to Plan Development Around Transit?



*What is Equitable Transit-Oriented Development?  
What are the benefits for Raleigh?*

### WHAT are the Goals for Growth and Affordability?



*What percentage of Raleigh's future growth should be in the BRT corridors?  
What should equitable development achieve?*

### HOW to achieve these goals?



#### 2 Design Principles

*What are the design principles that make Equitable Development in station areas successful?*

Development  
Connectivity  
Public Realm

#### 3 Station Area Types

*What is the appropriate land use type for each station area?*

Station Area Type  
Matrix and Application

#### 4 Policy Toolkit

*What regulatory and policy tools are available to implement Equitable Development?*

Zoning Tools  
Financing Tools  
Equity Programs

#### 5 Action Plan

*What are the next steps?*

Planning at Different Scales  
Station Area Plans  
Next Steps

## 1-2 ABOUT THE BRT CORRIDORS

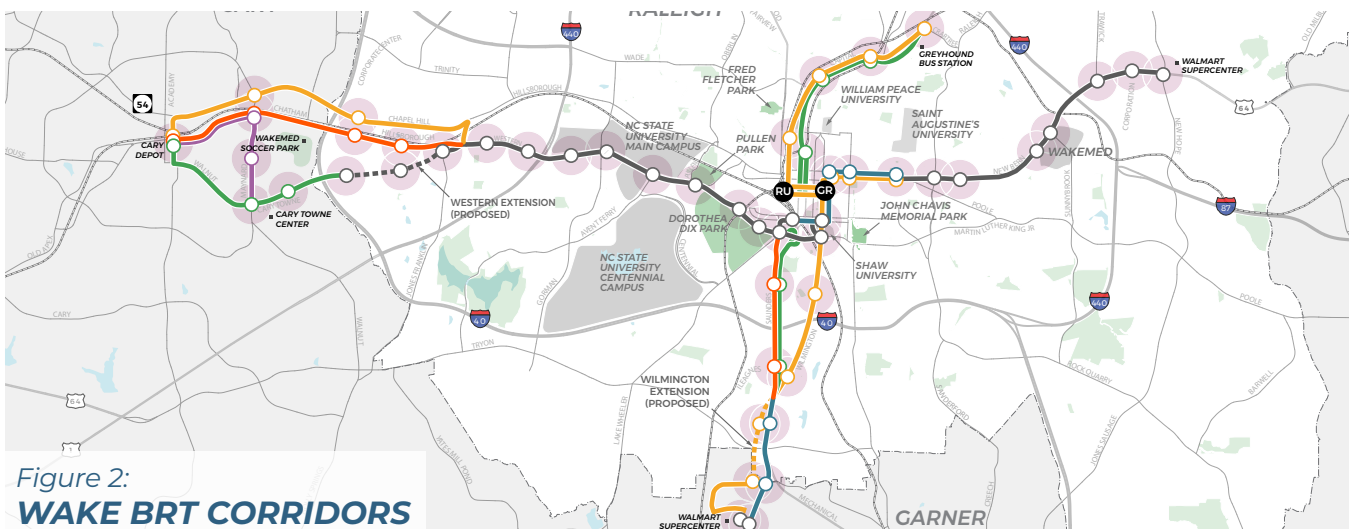
The four BRT corridors radiating out of downtown are primary routes to the city center. In addition to lively pockets of walkability, they are home to institutions such as N.C. State and Shaw universities, WakeMed hospital, and Dix Park.

Although each has a different mix of commercial areas, neighborhoods, and other uses, infrastructure is auto-oriented — parking lots, driveways, and limited streetscaping. Many areas are unsafe for walking and lack an identity.

The corridors are home to more than 75,000 residents, a number that is growing as Raleigh continues to add jobs and opportunity. They contain a substantial share of the city's affordable housing stock. That includes nearly 1,300 subsidized units affordable to low income residents, meaning those with a household income of less than 80

percent of the area median. Resources also include more than 8,000 "naturally occurring" affordable units — homes that are smaller or older but still good quality. Of those, some 2,000 are affordable to residents with an income of less than 50 percent of the area median. However, as the city grows, some of these units are lost as older units are replaced.

Two forces are converging. First, the fact that the corridors are close to downtown and job opportunities and are relatively walkable is adding to demand for living there. Second, BRT offers the opportunity to think how to shape the future of the corridors and realize all the benefits of transit. That is measured not necessarily in financial terms, but in expanded access to opportunity for residents of all incomes, reduced carbon emissions, and the creation of healthy, vibrant places Raleigh can be proud of.



## Downtown

Downtown Raleigh has emerged as a vibrant, mixed-use urban center with a variety of activities. Increasingly, it is also a regional employment center. Anchored by the North Carolina State Capitol, there is a cluster of government uses in the northern downtown. At the same time, the revitalized downtown is also home to a thriving innovative industry, creative

culture, and urban lifestyle. There are high-density offices, hotels, apartments, along with retail, dining, entertainment, education and other uses that form a compact, walkable urban environment together. An emerging example is the Warehouse District in the southwest of downtown, where industrial structures have been retrofitted and remodeled into active commercial uses with residential and office space above.



Images of downtown: plaza between Fayetteville and Wilmington streets (above), view from Union Station (below)

## New Bern Avenue Corridor

The New Bern Avenue corridor's land use can be viewed in two segments: downtown to the WakeMed Raleigh Campus; and from I-440 to the terminus. Near downtown and into the corridor, the land use is primarily residential, with clusters of commercial development near major intersections. This segment of the corridor has several historic or longstanding low-density residential neighborhoods near downtown, and the largest

concentration of public schools in the study area. WakeMed Raleigh Campus, located just west of I-440, is a major landmark and one of the largest employment centers of the City.

East of WakeMed and I-440, big box stores, low-density commercial and industrial uses become the dominant land uses along New Bern Avenue and the connecting streets. Among all four corridors, this is one of the areas with the largest potential for new housing and employment.



Looking west toward downtown along New Bern Avenue (above); WakeMed hospital main campus (below)

## Western Corridor

The Western Corridor is the longest of the four corridors under study. The corridor is one of the main East-West thoroughfares for Southwest Raleigh, connecting downtown Raleigh to downtown Cary. As you travel from east to west along Western Boulevard, the density decreases as the land use changes, from the dense downtown, to Dorothea Dix Park, to North Carolina

State University campus, to several low-density shopping centers, and established residential neighborhoods. I-440 acts as a transition point in the corridor, as land uses west of the interchange generally become less dense single-family residential with auto centric commercial uses at major intersections. There is an assemblage of office parks in the northwest edge of the study area near I-40.



Typical current condition along commercial sections of Western Boulevard (above); Mission Valley shopping center and N.C. State campus (below)

## Northern Corridor

The Northern corridor links downtown Raleigh with its northeastern suburbs. One of the proposed routes, Capital Boulevard, is one of the busiest corridors in the City, with high daily travel demand in and out of downtown. However, the Northern corridor is currently treated as a ‘through’ facility because the railroad infrastructure and roadway access limits have made this corridor very difficult to

navigate for all forms of travel. Today, the primary land use in the corridor is light industrial and residential. Auto-oriented commercial and industrial uses front the major arterial roadways in the corridor while low density residential fills in the surrounding neighborhoods.

Housing and commercial density in the corridor is relatively higher near major roadways and downtown.



Apartment building in Glenwood South (above);  
view of downtown from Capital Boulevard (below)



## Southern Corridor

The Southern corridor's existing land use is mainly light industrial and commercial, with low-density residential areas in pockets throughout the corridor near major roadways. South Saunders and South Wilmington Street, the two proposed BRT alignment options, are the two major arterials that provide the southern connection into downtown. Historically, this corridor has served

as a main industrial area of Raleigh leveraging its proximity to highways and rail service. Because of this, the Southern corridor has the greatest amount of large scale, underutilized parcels of all the corridors and the least residentially zoned land. From downtown to I-40, the corridor's land use is primarily industrial. South of I-40, there are some strip malls and autocentric commercial developments along the arterials, with more retail land uses near Garner.



View north toward downtown (above);  
typical shopping center along S. Wilmington Street (below)

## City and Corridor Demographics

More than 470,000 residents live in the City of Raleigh, with a population that is continuing to grow rapidly. By 2040, population is expected to have increased by over 186,000 residents, a 39% increase from the 2019 population. The City is also expected to add 175,000 new jobs, reaching over 515,000 workers by 2040. This growth would increase the number of workers in Raleigh by 50% over the next 20 years.

In terms of race, 53 percent of the city's residents are White, 28 percent Black, and 11 percent Hispanic. Overall, the BRT corridors very closely align with those citywide percentages, as shown in the table below. However, there are differences among the corridors. The New Bern corridor has the highest percentage of Black residents, at 49%. The western and northern corridors have the lowest, at 12 percent each. The New Bern corridor also has the highest percentage of Hispanic residents, at 19 percent, while the northern corridor is the least diverse, with 82 percent White residents.

In terms of income, a fourth of the residents were at or below the federal poverty level, well above the city average of 14 percent. The corridors with the highest percentages were the Southern, Western, and New Bern corridors, with the Western statistic elevated by the presence of a large number of college students. The numbers highlight the need for an ongoing focus on housing affordability along the corridors.

Figure 3: **CORRIDOR DEMOGRAPHICS**

	New Bern	Southern	Western	Northern	Downtown	Total
Black pop.	9,053	4,102	4,102	887	1,641	19,785
Percent	49.5%	36.6%	12.2%	12.1%	23.6%	25.6%
White pop.	4,938	4,831	20,139	5,986	4,320	40,214
Percent	27.0%	43.2%	60.0%	81.6%	62.2%	52.0%
Hispanic pop.	3,515	1,540	1,540	209	436	7,240
Percent	19.2%	13.8%	4.6%	2.8%	6.3%	9.4%
Other pop.	786	720	7,794	257	552	10,109
Percent	4.3%	6.4%	23.2%	3.5%	7.9%	13.1%
<b>Total</b>	<b>18,292</b>	<b>11,193</b>	<b>33,575</b>	<b>7,339</b>	<b>6,949</b>	<b>77,348</b>
<b>Poverty</b>	<b>23.9%</b>	<b>30.3%</b>	<b>27.3%</b>	<b>15.2%</b>	<b>18.1%</b>	<b>24.7%</b>

Source: 2018 American Community Survey five-year estimates

## Equity in Raleigh

In recent years, the City of Raleigh has increasingly focused on equity. This has included creating a formal equity statement and working to look at all plans and decisions with an equity lens.

Raleigh defines equity in the following way:

"Justice, fair treatment and opportunity for the advancement of all people across all systems (housing, education, economics, healthcare, environmental, social and community)"

The city's Statement on Equity reads as follows:

The City of Raleigh is committed to establishing and advancing an equitable community for all. Because we know that race is the primary predictor of a person's outcomes across all social indicators and societal systems, the City of Raleigh will prioritize racial equity to dismantle the policies and systems that have created and sustained these inequities.

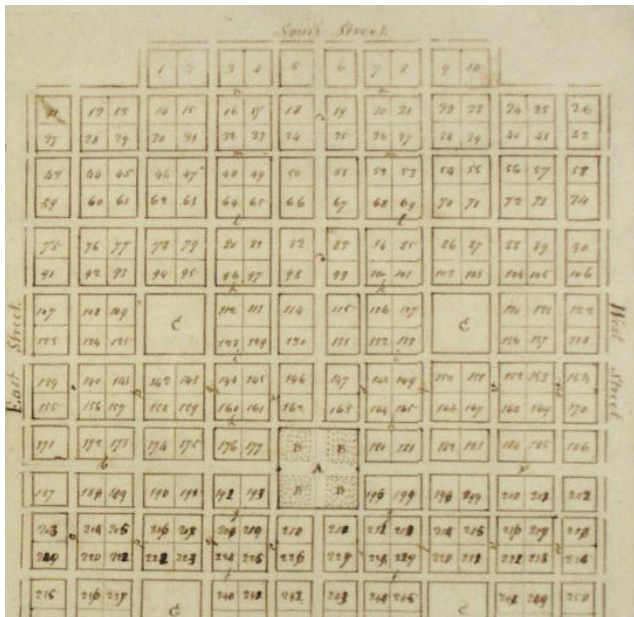
Inequities in our systems and policies are costly and limit positive outcomes and quality of life for all of us. When we achieve racial equity, all people in Raleigh will benefit from a more just, equitable system. Raleigh aspires to be a model for equity in local government.

This plan seeks to improve equity by expanding access to high-opportunity areas. BRT can connect people to opportunity, but only if residents of all income levels and races are able to live and work near the service. This plan addresses this need by focusing on affordability, supporting existing businesses, and ensuring safe places for pedestrians.

# 1-3 WHAT IS EQUITABLE TRANSIT-ORIENTED DEVELOPMENT?

## Raleigh's History: Growing Outward and Inequitably

**Growing Outward** - Growth patterns in Raleigh can generally be divided into two distinct eras: before the construction of the Beltline and post-Beltline. Raleigh's first plan, the Christmas Plan of 1792, named for its creator William Christmas, established downtown's grid of streets and squares. Over the following 150 years, Raleigh gradually expanded from that grid while maintaining a walkable form. Many early suburban neighborhoods were accessible to downtown by streetcar. An example of this is Cameron Park, where curving but connected streets provided pedestrian access to the streetcars that ran along Hillsborough Street.



Raleigh's 1792 Christmas Plan

In 1950, growth patterns in Raleigh changed radically when construction began on the Beltline. The new highway responded to an increase in automobile usage and housing demand in suburban neighborhoods. These neighborhoods outside the Beltline are generally self-contained developments with cul-de-sacs that limit walkability. Multifamily living is interspersed between single-family developments but separated by vegetated setbacks and disconnected streets. While these mid-century planning strategies fostered quiet neighborhoods, they were disconnected and increased reliance on the car by making driving necessary to get to work, shopping, or anything else. This land use pattern has led to high levels of carbon emissions and other air pollutants, obesity and other health problems. It also created costs that are not always captured in housing prices, such as time spent commuting and damage done to the city's fabric by road widening.

**Growing Inequitably** - In Raleigh, as in other American cities, a legacy of racism in land use and regulations still shapes the city today. As the city rapidly grew beyond the square-mile Christmas Plan, a set of tools ensured that the new northern suburbs were segregated. Deed restrictions explicitly kept Black residents out of new developments,

such as Bloomsbury and Cameron Village. Discriminatory lending practices created more barriers, making it harder for Black residents to move into the new suburbs or to improve or purchase a house in east Raleigh.

Even when formal discrimination was struck down, other practices tended to perpetuate it. Zoning rules created at a time when overt race and class discrimination was common require large lots in many neighborhoods and mean that more affordable housing types such as duplexes, townhouses, and small apartments are often illegal. These trends established a pattern in which wealthier, whiter residents lived in northern suburbs, and neighborhoods east of downtown were largely Black. This pattern largely holds today.

Post-Beltline development patterns amplified these transportation, housing and social challenges. As farther-out neighborhoods continue to add new residents and new vehicles, the city's few main corridors have become increasingly busy. Increased congestion and commute times have made it more desirable to live closer to downtown and other employment centers.

In a historical irony, the discrimination that drove down land values in east Raleigh neighborhoods now makes those same places more affordable and therefore attractive to residents looking



Capital Boulevard (shown) and the Beltline facilitated auto-oriented development on the city's edges

to avoid long commutes.

Zoning regulations continue to have the same effect, as new housing is often difficult to build in wealthier neighborhoods. This drives up values there and again creates additional demand in east Raleigh neighborhoods. This, combined with a lack of new housing and affordable housing options, has in turn driven up property value to levels that are out of reach for many current and long-time residents..

If these trends are unchecked, affordable housing could gradually be forced into outlying areas with less access to transit, making a vehicle necessary for even the most minor errands. This would limit one of the key benefits of transit, which is connecting residents of all incomes with jobs. It also means these households

face higher transportation costs than they would have if they were able to rely on transit. More fundamentally, it cuts against the core goal of ensuring that benefits of BRT are shared equally among residents of different income levels and races.

**Transit-Oriented Development (TOD)** is pedestrian-oriented, compact, mixed-use development that is centered on quality public transit. It typically includes a mix of housing, office, retail, neighborhood amenities, and other uses within walking distance of a transit station. TOD reduces the need for driving by creating compact, vibrant, walkable neighborhoods with convenient access to activities and destinations connected by transit.

**Equitable Transit-Oriented Development**, which this plan will refer to as Equitable Development throughout, adds a crucial “E” for Equity.

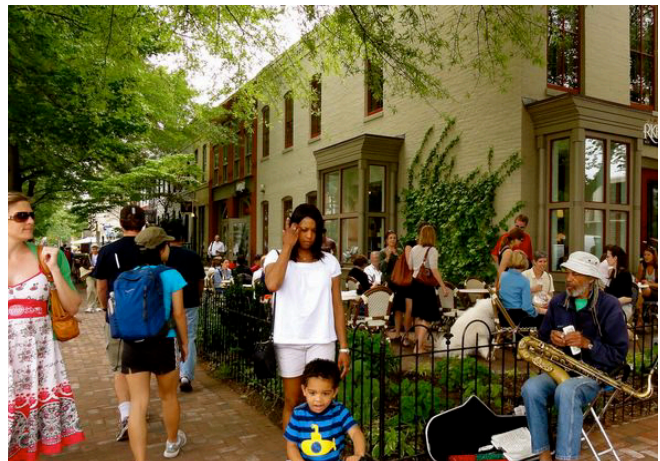
**As commutes grow longer ...**



It represents Raleigh's vision to equitably share the benefits of transit and create transit-centered neighborhoods for residents of all income levels. It seeks to reverse displacement and ensure all of Raleigh is open to all of the city's current and future residents.

The strategies described in this Guidebook propose land use policies to expand housing affordability and promote job creation, programs to support small businesses in the BRT corridors, and plans to improve the public realm and walkability around the stations. The opportunities created will benefit neighborhoods by adding jobs and services within reach of BRT corridors, increasing incomes by expanding access to jobs, and reducing transportation costs and commute times. Equitable Development responds to the desires of existing communities and is intended to avoid displacement of current residents.

**Demand for walkable places increases.**



## Strengthening Raleigh's Comprehensive Plan

Raleigh's Comprehensive Plan expresses a vision for development and transit working together to support each other. Equitable Development around Transit is a way to implement this vision. Many benefits flow from this marriage, including improving equity in housing opportunities, expanded mobility choice, and increased employment access. Access to high-quality and frequent transportation network will better connect Raleigh's neighborhoods to each other, to major destinations, and downtown. In addition to supporting the City's expanding population, transit will facilitate more social interaction and healthy lifestyles.

Implementing the strategies outlined in this Guidebook will help Raleigh grow into the prosperous, equitable, and sustainable city it strives to be. The key benefits Equitable Development can provide throughout Raleigh are described on the following pages and organized by the 2030 Comprehensive Plan's six vision themes.

### 2030 Comprehensive Plan Vision Statement

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

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



## **Economic Prosperity and Equity**

Equitable Development focuses investment in mixed-use neighborhoods along transit corridors resulting in increased economic opportunity for residents and businesses in the City of Raleigh. It attracts an increased quantity and quality of jobs and services that provide existing residents with additional employment opportunities, as well as nearby access to everyday needs such as groceries or dry-cleaning.

Automobile dependency is reduced, so that it is practical for a household to operate with only one or even no car. Household funds formerly spent on automobile ownership may be used for better housing, savings, or other expenses.





## Expanding Housing Choices

The advantages of living in walkable places mean there is high demand for them — and Raleigh historically did not build many of those places. As housing costs increase, some existing residents are not able to afford to live there. Equitable planning policies ensure more housing is built so there is less competition for existing units. They also ensure a percentage of housing created within the transit corridors remains affordable and reduces the number of households displaced by gentrification.

Good urban design practices create smooth transitions from mixed-use districts to residential neighborhoods. Missing middle housing types such as small apartments and townhouses can serve as transitional building types and provide more housing choice and more affordable housing options than large detached houses.



## Managing Our Growth

Raleigh is a city of opportunity, a place where residents from economically struggling parts of North Carolina or other states can find well-paying jobs and good schools. It's also a welcoming place, one where residents looking for diversity and tolerance can find a comfortable home.

Given those factors, the city is expanding steadily and population projections predict the trend will continue. Thousands of new housing units must be constructed to accommodate these new residents. Concentrating some of that new development within transit corridors is a very effective way to manage city growth.

By infilling underutilized properties with new development, the City can leverage existing infrastructure and avoid the ongoing maintenance costs created by extending city services to development at the City periphery. Locating housing and retail near transit also reduces the need for automobiles and mitigates the impact of new development on congestion and air quality.



## Coordinating Land Use and Transportation

Equitable Development will integrate land use and transit. Nodes of mixed-use development efficiently link people to jobs, services, and recreational opportunities with enhanced multi-modal travel choices. It shortens the real and perceived distance between home, work, and play by providing all residents with equal access to the same reliable, high-frequency transit services. Locating housing opportunities near the station ensures a population of regular riders that live just minutes from each station. Compact, mixed-use development around BRT stations can also support bicycling and walking by providing a connected and walkable complete streets network.

Implementing Equitable Development along the four BRT corridors can provide an environment that will attract and retain residents, workers, businesses, and public and private investments near the station areas, thus increasing the potential ridership which will be key to the long-term success of the system.



## **Greenprint Raleigh - Sustainable Development**

Sustainability is intrinsic to Equitable Development. Easy access to frequent and reliable public transit reduces the total automobile vehicle miles traveled (VMT) per day. This in turn, will reduce carbon emissions and associated air pollution. Doing so is critical to meet the city's goal of an 80 percent greenhouse gas reduction by 2050.

Focusing higher density development within established transit corridors can limit urban sprawl and protect undisturbed natural areas and support a healthier tree canopy within the City. Infill development around transit can also reduce pressures on new construction in environmentally sensitive areas.

Equitable Development can respond effectively to emerging transit technologies; once the network of routes and stations is established, technologies like autonomous buses can provide additional opportunities in the future to enhance sustainability.



## **Growing Successful Neighborhoods and Communities**

Great neighborhoods are connected neighborhoods. Implementing Equitable Development around Transit improves walkability and safety, enhances schools and parks, and retains affordable housing options and key services such as childcare.

Housing choice keeps residents connected to a socially and economically diverse community. Frequent and reliable transit options keep residents connected to jobs and recreation opportunities.

Successful neighborhoods are healthy, unique, and identifiable. Equitable Development encourages healthy lifestyles by facilitating walkable and bikeable neighborhoods. It also helps maintain neighborhood identity by encouraging new development to complement the architectural and cultural feel of the neighborhoods they are part of.

## Alternatives

Good connections with  
Walking + biking

MORE MIXED  
USE  
DEVELOPMENT

## Choices

Ways for folks who  
don't drive or don't want  
to drive to access shopping,  
entertainment, parks,  
recreation.

Better Access  
the ENTIRE

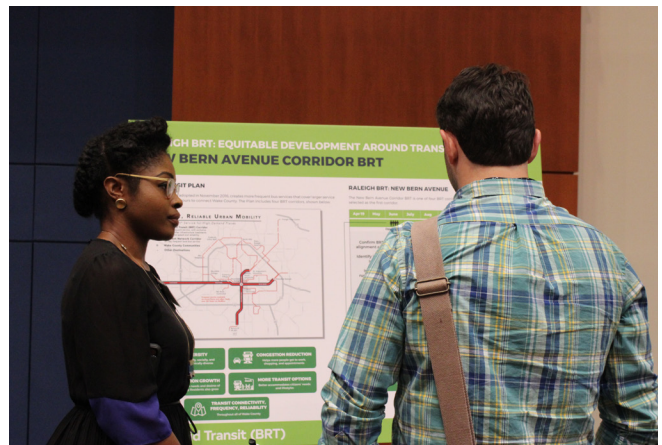
region! (Raleigh +  
Durham + CH +  
Wade Park +  
West?)

## 1-4 PUBLIC OUTREACH

From its inception in June 2019, the Equitable Development process put a premium on accessibility and ease of participation. During its three phases, the plan sought input through multiple traditional in-person meetings and online surveys, but it also included going beyond the official meetings to hear community discussions where they were occurring. Real input doesn't always come through the channels created by government: for this process, planners spent time listening to community residents at grassroots-organized events and talking to bus riders. That input shaped the final report in significant ways. For instance, it led to recommendations on predatory purchasing, discouraging

the replacement of smaller homes with much larger houses, and ensuring that affordable units include those aimed at very low incomes.

The process also focused on meaningful input — exploring issues while considering real-world tradeoffs between different scenarios, and asking questions that directly shaped plan outcomes. The result is a plan that avoids punting on difficult questions. Instead, it provides a bold, tested strategy for achieving equitable development around transit and creating a new, more environmentally sustainable direction for the city's growth.



The plan process included three phases, beginning with a kickoff event in 2019 (shown above)

## HIGHLIGHTING THE TRADEOFFS

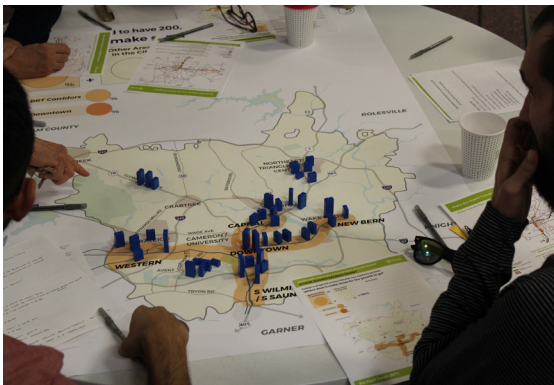
For any planning process to be meaningful, it must wrestle with real-world tradeoffs. Every choice has both benefits and costs, and no decision takes place in a vacuum. In this case, tradeoffs involve change near BRT stations, environmental impacts, and the ability to accommodate the growing desire for walkable living.

When a city chooses not to allow more people to live in walkable places near transit, those residents do not simply disappear. Instead, they must find homes in places that are not walkable and do not have transit. That leads to more driving and the environmental, affordability, and health issues that result. Accordingly, the plan process highlighted these tradeoffs and turned the answers into the heart of the plan's goals.



Congested commute (above);  
BRT station (below)

## WORKING THROUGH TRADEOFFS: OCTOBER 2019 WORKSHOP



This event was centered around an interactive activity that used Lego blocks and a map of Raleigh. Each block represented one percent of the growth projected to occur in Raleigh by 2040, or an additional 200,000 people.

Participants had the job of deciding where it made the most sense to accommodate growth. They could avoid change near older neighborhoods by placing blocks on the region's edge, or they could place them near downtown, BRT corridors, and centers such as Midtown.



The groups talked through the tradeoffs and placed their blocks on the map, then reported out their results. Every group chose to place the majority of their blocks around the BRT corridors, a result confirmed by an online survey completed by more than 600 people.



## ABOUT AFFORDABILITY

It's important to ensure affordable housing options exist near BRT

**84% agree**

I strongly support taller buildings if that means more affordable housing is provided

**72% agree**

Is it important that Raleigh allows more people to live in walkable places near transit, even if that means allowing duplexes, triplexes, and fourplexes in residential areas near BRT?

**95% say yes**

## ABOUT GROWING AROUND TRANSIT AND SUSTAINABILITY

I live in a place where I can walk to destinations and fast, frequent transit exists

**46% do**

I would like to live where I can walk to destinations and fast, frequent transit exists

**88% agree**

It's important that Raleigh allow new homes and jobs near BRT

**95% agree**

Is it important to reduce carbon missions from transportation, even if that means more density and building height near BRT stations?

**93% say yes**

# 1-5 EQUITABLE DEVELOPMENT GOALS FOR RALEIGH

## GROWTH GOALS

The Equitable Development Around Transit study conducted a comprehensive growth analysis for the BRT corridors and downtown in order to identify growth goals. The growth analysis reviewed the existing land use conditions within the study area, identified sites likely to redevelop, and calculated development capacity based on current zoning and potential zoning changes. Growth projections were based on Capital Area Metropolitan Planning Organization (CAMPO) data and market trends. Three scenarios were tested:

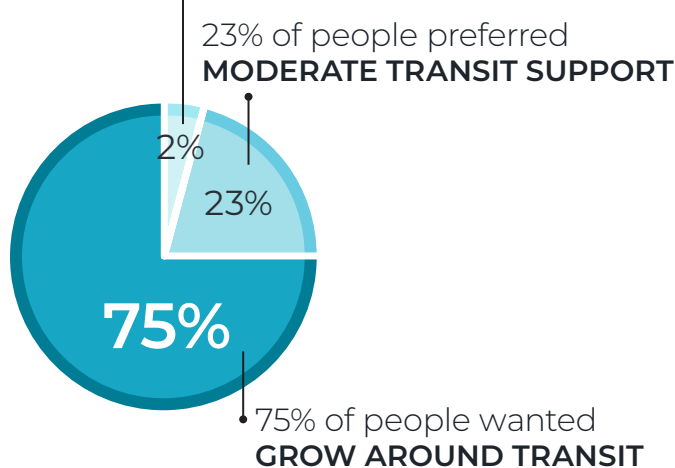
- **Don't Change: Retain Current Zoning;**
- **Medium Density: Moderate Transit Support;**
- **Higher Density: Grow Around Transit.**

The analysis findings and three growth scenarios were presented to the public through a robust public engagement process including both public meetings and an online survey.

Figure 4: **PUBLIC SURVEY RESULT**

### Which scenario for growing around transit is best?

2% of people chose  
**DON'T CHANGE**



### THREE GROWTH SCENARIOS

#### DON'T CHANGE

Retain Current Zoning  
**<20% City Growth**

*Generally 3 stories away from downtown*

#### MEDIUM DENSITY

Moderate Transit Support  
**20-30% City Growth**

*4 stories in smaller Neighborhood Centers, 7 stories in Urban Centers*

#### HIGHER DENSITY

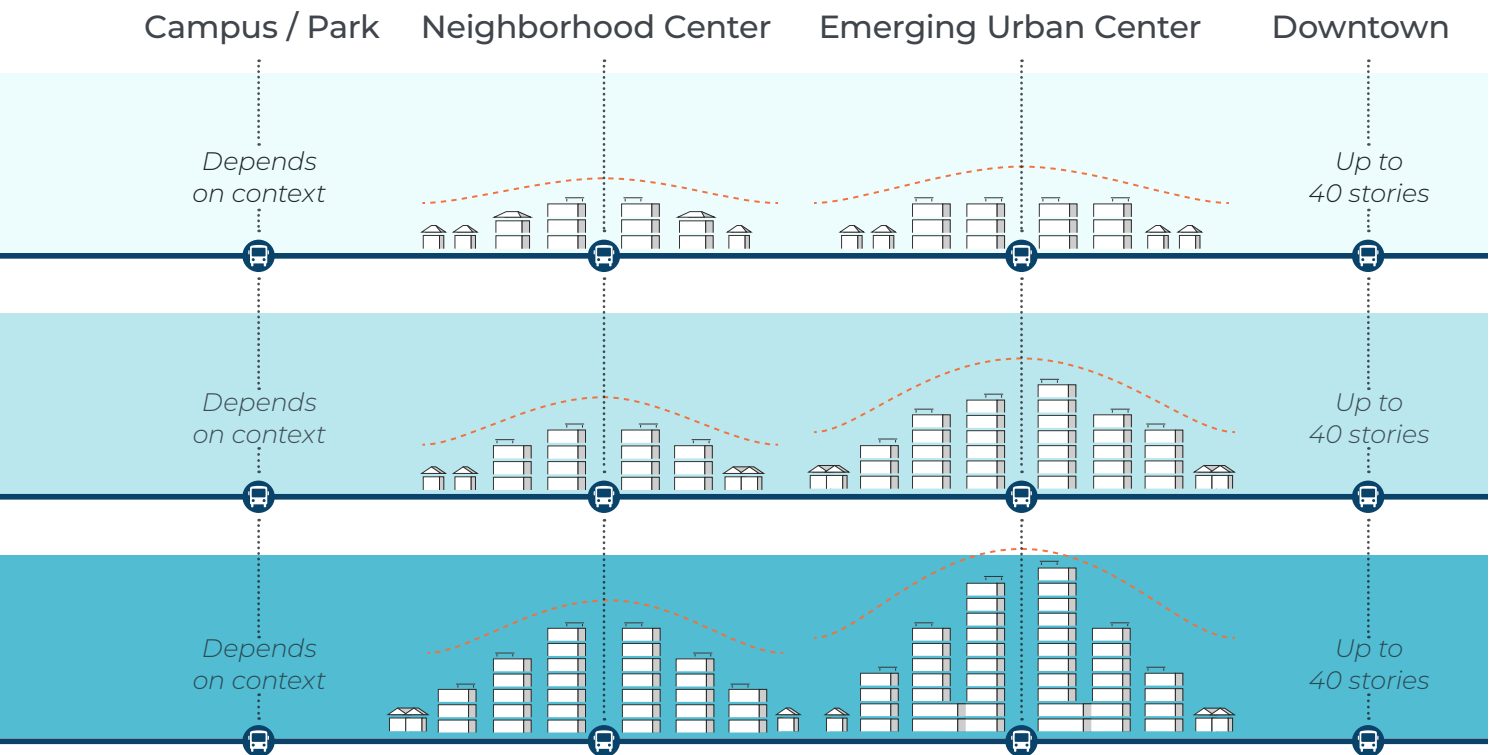
Grow Around Transit  
**30-40% City Growth**

*7 stories in Neighborhood Centers, 12-20 in Urban Centers*

The results show that the vast majority of people voted for the higher density scenario. Seventy-five percent of the online survey participants selected “Grow Around Transit” scenario, as did all of the in-person work groups.

The "Grow Around Transit" scenario results translate into **30%-40%** of projected citywide growth to take place within the BRT corridors and downtown — the most walkable, transit-served heart of the city — in the coming decades. That translates into more people living in energy-efficient building types and who are more likely to travel by transit or walking.

Analysis found that, with policies and regulations that allow people who want to live near transit the ability to do so, this is an achievable outcome. Reaching this goal will mean that Raleigh 2040 will be a more sustainable city with a smaller per capita carbon footprint.



*To make choices clear, the scenarios showed height ranges based on station area types (see Section 3 for detail). Some stations, near parks or campuses, would see little change regardless of scenario. Others, including growing centers, varied significantly.*

## EQUITY AND AFFORDABILITY GOALS

To ensure that the benefits of BRT are shared broadly and equitably, this study identified equity and affordability goals focusing on BRT corridors.

Thoughtful consideration of disparities in access to opportunity by race, neighborhood, and income when making plans and policies enables the City to deliver greater benefits to a diverse range of residents. The study explored the needs of current residents, employees, and small business owners in the corridors, as well as considering future BRT riders. This resulted in bold policy recommendations to achieve the equity and affordability goals for the BRT corridors, listed below.

- **Enhance Affordability and Minimize Displacement:** Moving or selling should be a choice, never a necessity. Preserve existing and produce new affordable units in new developments along the BRT corridors. Expand housing choice by adding supply and addressing exclusionary zoning in residential areas within walking distance of transit. A focus on deeper affordability, including units affordable to residents at 50 percent and 30 percent of median household income, is critical.
- **Preserve Existing Businesses:** Small businesses create ladders of opportunity and create community identity. Help businesses thrive by providing assistance during BRT construction and beyond.
- **Generate Job Opportunities:** A core benefit of transit is in connecting people to jobs. Maximize the transit investment by encouraging employment along the corridors.
- **Guarantee Pedestrian Safety:** Transit usage depends on safe and comfortable streets for people walking and biking, and no transit rider should be exposed to streets that are unsafe because they are designed for cars first. Prioritize pedestrians over faster traffic flow.
- **Grow around Transit:** This is a strategy not only for environmental benefits and transit ridership, but for addressing equity and affordability. More jobs and housing near transit mean more opportunity for transit riders.
- **Ongoing Input, Measuring Results:** Ensuring equity goals are reached will require measuring progress. Continued opportunities for input, whether through station-area planning or additional processes, will allow for a continued understanding of priorities and needs.

Figure 5:

## **TRANSIT IMPROVES EQUITY**

- **Prioritize** transit service for the people who need it the most
- Plan and **operate inclusively**
- Support the construction of **jobs** for local residents
- Enhance **sustainability** by saving energy and improving air quality
- Plan for **housing affordability** and local businesses



AVOIDING  
DISPLACEMENTS  
OF EXISTING  
HOMEOWNERS  
AND RENTERS



PRESERVATION OF  
EXISTING HOUSING



NEW HOUSING  
AND SUPPORTIVE  
LAND USES



JOB OPPORTUNITIES  
AND SUPPORT OF  
LOCAL BUSINESSES









*THE EASTERN BRT CORRIDOR  
CONNECTS DOWNTOWN RALEIGH  
WITH WAKEMED AND AREAS BEYOND  
THE BELTLINE, WITH SEVERAL  
NEIGHBORHOOD STOPS ON THE WAY*

# 2 DESIGN PRINCIPLES

The opportunity for Equitable Development around Transit may vary in different areas and for different station types. However, certain universal urban design principles should be considered as a starting point when planning equitable development in the station areas. Key public and private investments in the station areas need coordinated design strategies to best facilitate growing around transit.

Six key urban design principles below provide a standardized framework for developing station area plans. These design principles are commonly found in the design and implementation of successful places and this guidebook specifically defines their unique application to Equitable Development.

-  **Encourage Mix of Uses**
-  **Concentrate Density around Transit**
-  **Support Repurposing and Infill Development**
-  **Complete Streets for Better Transit**
-  **Manage Parking Effectively**
-  **Create Engaging Public Spaces**



## 2-1 ENCOURAGE MIX OF USES

When associated with transit, mixed-use development can encourage compact, diverse and walkable places that foster a sense of community and promote sustainable lifestyles. Clustering residential, retail, office, entertainment and civic uses around transit creates convenient access to goods and services, thus enabling short trips by foot or bike, reducing dependency on the automobile and increasing ridership for transit. Mixed-use development also improves community vitality and creates vibrant social hubs and exciting destinations for both local residents and visitors who are connected by transit.

### Key Strategies

- 1 Allow a mix of complementary uses in order to create a diverse and active environment within station areas.
- 2 Create graceful transitions to lower-scale residential neighborhoods while creating commercial destinations near stations to reinforce the use of transit.
- 3 Improve flexibility by mixing uses both horizontally and vertically, at different scales, and providing opportunities for sharing spaces at different times.
- 4 Improve safety, walkability, and liveliness by promoting active uses on ground floors.
- 5 Encourage affordable housing options and include a mix of housing types, including senior housing.

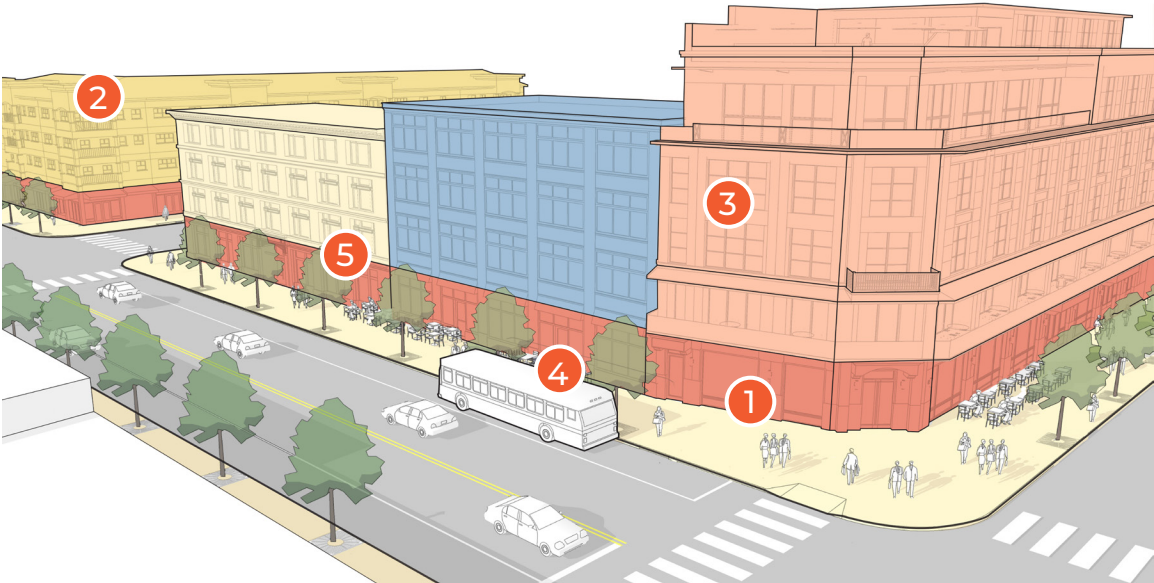


**Non TOD:** Single-use development with limited street presence.



**TOD:** Mixed-use development with active ground floor storefronts and upper floor residential, office, or flex uses.

- Retail
- Office
- Varying Residential Types
- Mixed/Flexible Commercial



● See key on opposite page

## Considerations for Raleigh BRT Corridors

Each of the four proposed BRT corridors exhibits a pattern of land uses starkly separated through zoning. Distinct boundaries exist between housing and commercial areas throughout the corridors. However, new developments around the city are demonstrating how residential and commercial uses can be brought together in vibrant, desirable neighborhoods.

For example, for many decades the Warehouse District was an industrial district. Recent investments have established a diverse mix of retail opportunities at street level including many restaurants, shops, and grocery stores. Commercial office space and residential units occupy the upper floors of each new building and allow easy access to the ground floor activity. An emerging network of civic spaces including a museum, amphitheater, and transit station further enhances a car-lite or car-free lifestyle.

Former single-story office buildings and surface parking lots have been replaced by multistory mixed-use buildings. The new developments feature ground-floor restaurants and shops with apartments above. Parking is hidden behind the building and ample sidewalks with trees and comfortable seating create an inviting atmosphere for business patrons and residents.

Provide convenient access to goods and services as well as ample sidewalk.

Santana Row,  
San Jose, CA





Open ground floor spaces to activate sidewalk environment.

Hillsborough Street,  
Raleigh, NC



Provide convenient access to goods and services as well as ample sidewalk.

Berkshire Cameron Village,  
Clark Avenue,  
Raleigh, NC



Cultural resources enrich neighborhood vitality

CAM Raleigh  
West Martin Street,  
Raleigh, NC



## 2-2 CONCENTRATE DENSITY AROUND TRANSIT

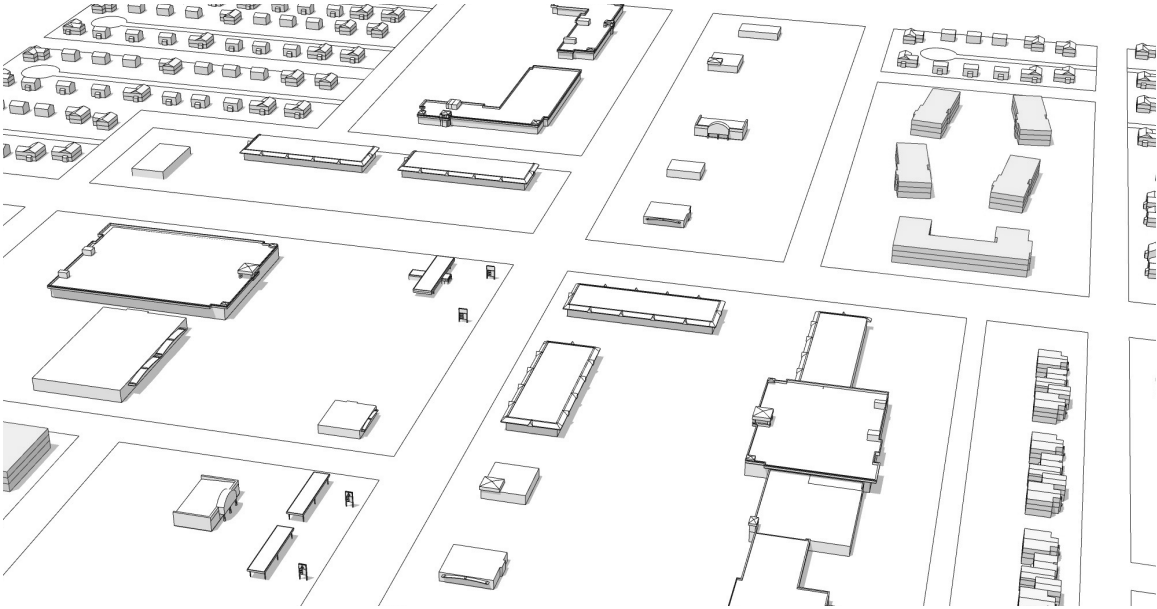
Transit-oriented density means focusing higher-density development within a closer distance of transit stations to maximize the benefits of public transportation. “Higher density” is relative to neighborhood context and varies based on transit capacity and distance from the transit station.

Density does not simply translate to taller buildings but more importantly a compact urban form that is essential to creating a vibrant community. By focusing more developments around transit stations, higher density can shorten trip distances and save travel times for more people, thus increasing transit ridership and reducing dependence on the automobile.

### Key Strategies

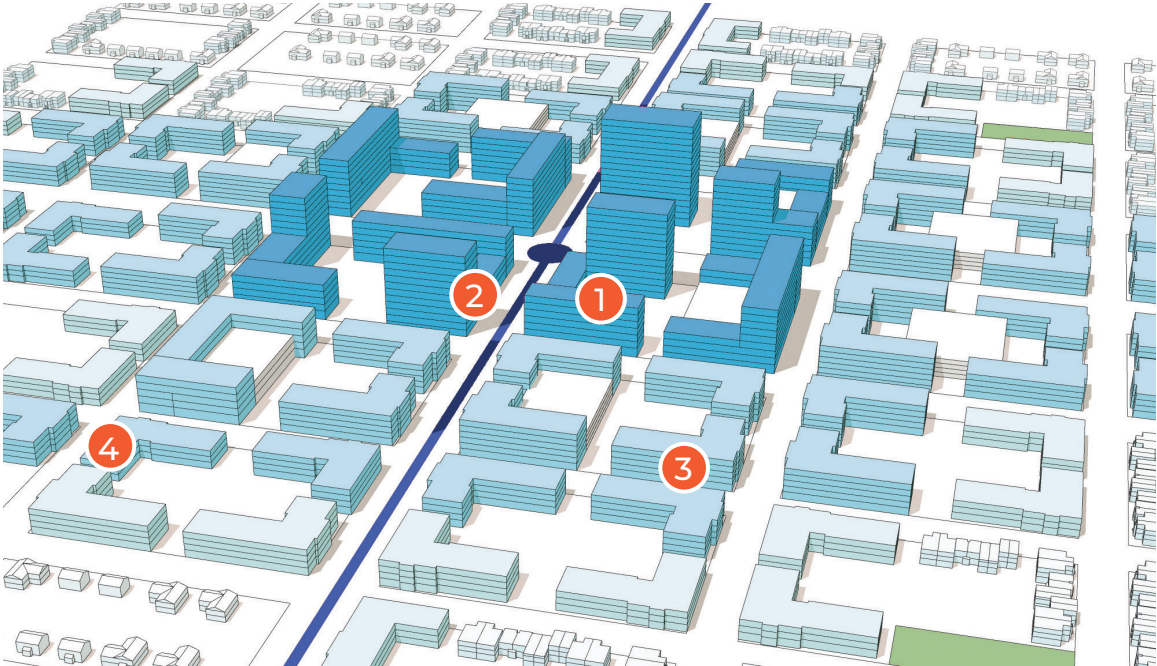
- 1 Allow for relatively higher densities in mixed-use areas near BRT stations. The density and building height of new developments should respect the existing neighborhood contexts.
- 2 Require minimum building height and pedestrian-friendly street frontage for new developments around BRT stations to ensure a compact urban form and active uses, and create a strong identity for BRT stations.
- 3 Transition building height and bulk downward from the station to connect with adjacent, lower density districts and neighborhoods.
- 4 Consider design strategies to mitigate the visual impact of higher density such as breaking down new buildings into contextually scaled massing and creating pleasing streetscapes as a buffer.

**Non TOD:** Dispersed auto-oriented urban form.



**TOD:** Transit-oriented density distribution with highest density near the station.

Densities decreasing from station



See key on opposite page

## Considerations for Raleigh BRT Corridors

Much of the existing housing along the BRT corridors is one- and two-story low-density residential and commercial centers served by expansive surface parking. This development pattern discourages density and requires an auto-dependent life style. The Wilders Grove shopping center on the New Bern corridor and former K-Mart site on Western Boulevard, and retail along S. Wilmington (following page, top right) illustrate the pattern.

Likewise, the former North Hills Mall was a similar site. Development on the site over the last decade demonstrates how density can increase in a neighborhood sensitive context. The North Hills mixed use center (Midtown) has developed a high-density core of tall office towers that tapers down to five-story residential buildings to meet the surrounding neighborhood. Building height was carefully planned to transition comfortably into neighboring residential communities. Urban street frontages locate buildings adjacent to the street and wide sidewalks. Parking structures are screened by the residential buildings and central plazas anchor the development.

Varied density  
based on transit  
capacity

16th Street,  
Denver, CO





Single-story retail fronted by large parking lot.

S. Wilmington Street,  
Raleigh, NC



Higher density development transitions to lower buildings to connect to lower density districts

North Hills Plaza,  
Raleigh, NC



Shorter residential buildings face the adjacent low density neighborhood and are separated by a landscape buffer

St. Albans Drive,  
Raleigh, NC



## 2-3 SUPPORT REPURPOSING BUILDINGS AND INFILL DEVELOPMENT

Infill development and repurposing of existing buildings are also very important components that lead to high returns in both financial and social benefits, as well as environmental sustainability.

Often there are vacant land and underutilized properties along transit corridors that negatively impact a community's health and vitality. These assets can provide opportunities for housing, offices, and commercial uses, especially when adjacent to transit stations. Strategic infill and redevelopment can help communities unlock economic opportunities and create a cohesive and connected urban fabric that enhance neighborhood characters and maximize the potential for Equitable Development.

### Key Strategies

- 1 Prioritize vacant and underutilized land for contextually-sensitive infill development that provides complementary uses to the neighborhood.
- 2 Encourage repurposing existing buildings to include active ground floor and mixed upper floor uses to maximize the value of the existing assets.
- 3 Encourage redevelopment of under-used properties to accommodate increased demand in housing and services.
- 4 Celebrate historic buildings, landmarks and other places of community to enhance a sense of place.



**Non TOD:** Street with underutilized properties and a lack of active uses.



**TOD:** Repurposed existing building stock to include active ground floor uses and mixed upper floor uses.

- Retail
- Office
- Varying Residential Types
- Mixed/Flexible Commercial



● See key on opposite page

## Considerations for Raleigh BRT Corridors

The majority of properties along the BRT corridors include some type of existing development. There are very few undeveloped properties remaining. Therefore, strategic infill and re-use projects will be necessary to maximize development opportunity.

The North Hills-Midtown and Warehouse District developments, discussed in previous sections, show how large-scale, high-density infill development can transform underutilized properties into energetic urban centers. Medium and moderate density projects scaled appropriately to the surrounding neighborhoods will also likely be elements of neighborhood centers. Successful infill development at the neighborhood scale might include residentially focused buildings such as multistory apartment buildings that step down in height as they approach lower-scale neighborhoods or retail-focused adapted reuse projects like the small-footprint Target on Hillsborough Street. Townhouses can provide another form of transition between buildings such as those above and lower-scale residential homes.

Residential infill development adds housing and vitality.

West South Street,  
Raleigh, NC





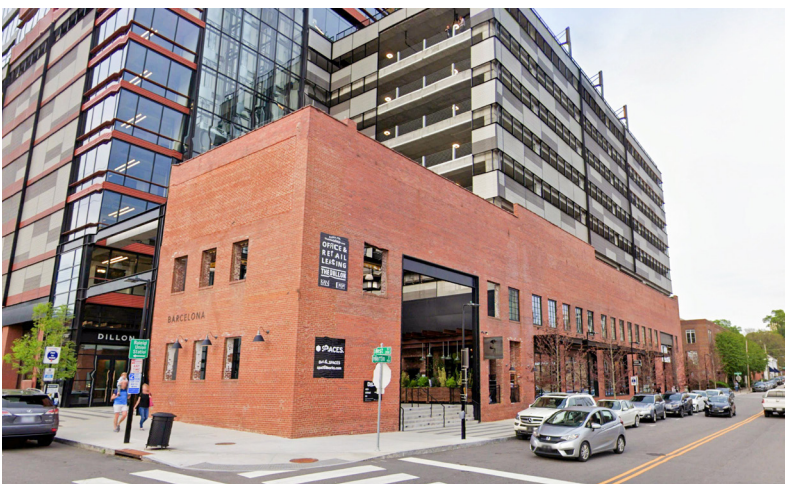
Utilization of historic building materials to create a sense of community.

Market Hall, Blake Street, Raleigh NC



Repurposing an old bowling alley as a small-footprint retail destination.

Hillsborough Street, Raleigh, NC



Contextually-sensitive development.

The Dillon in the Warehouse District, Raleigh, NC



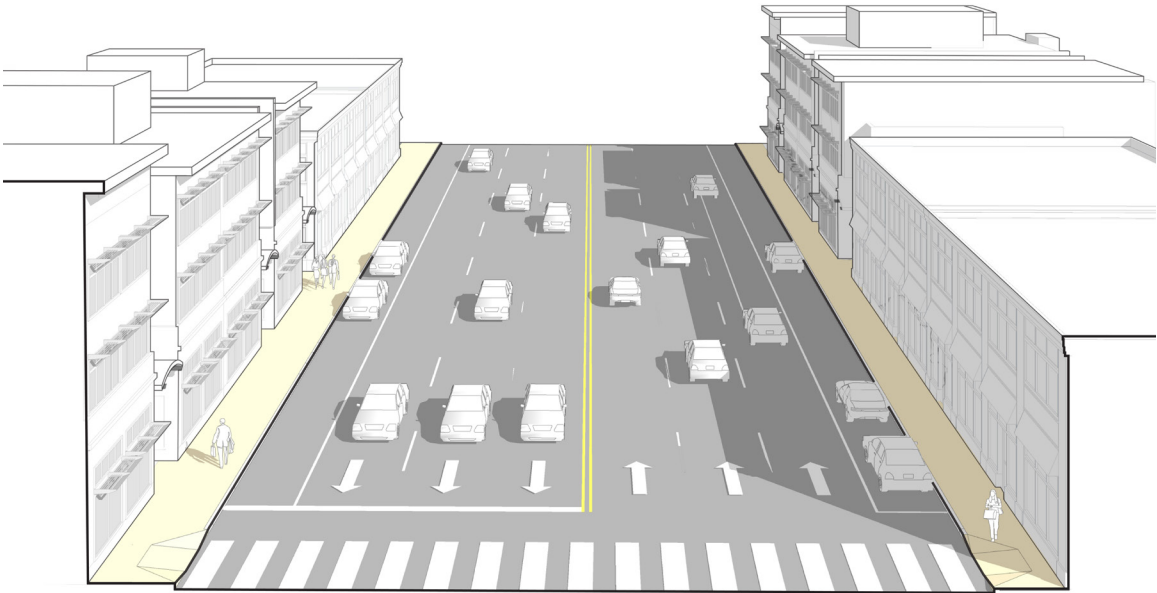
## 2-4 COMPLETE STREETS FOR BETTER TRANSIT

BRT systems link distant communities with safe and convenient connections between bus stops and final destinations. Complete streets can help extend the enhanced mobility further and are essential to maximize the transit investment. Safe crossings and comfortable sidewalks can optimize walking environments for pedestrians and promote the use of transit. Multi-use paths and bicycle lanes, bike share, electric scooters and consolidated locations for ride share functions can be integrated with planning to further increase travel options for transit users. These efforts are important everywhere — and essential in the areas set for BRT investments.

### Key Strategies

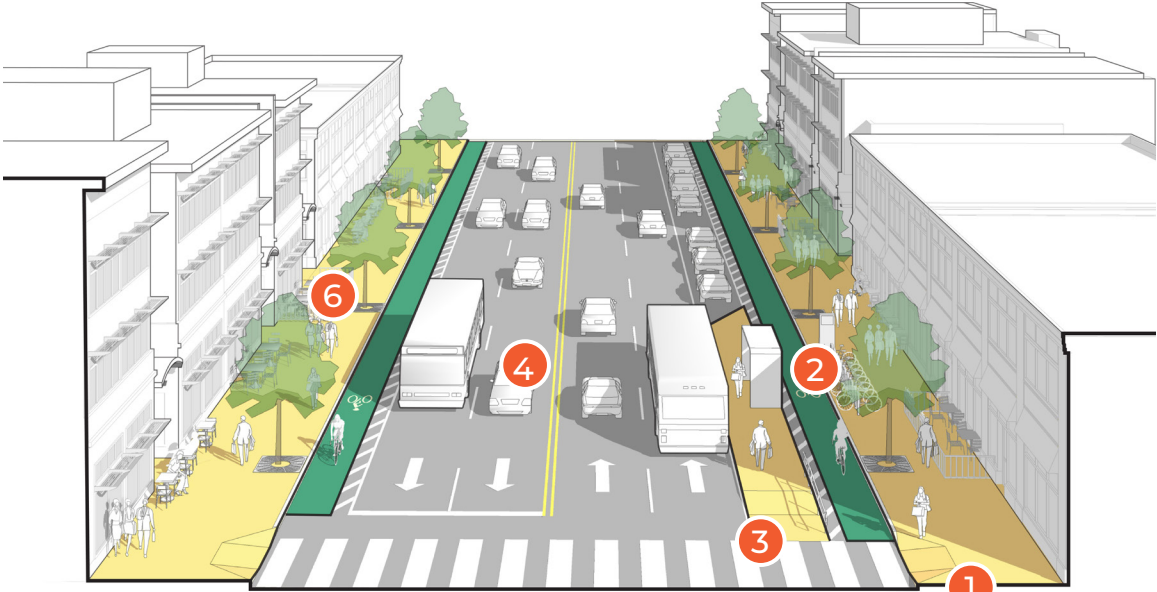
- 1 Form a complete sidewalk network and a safe pedestrian experience. Provide pedestrian crossings and comfortable sidewalks along key streets to within 1/2 mile of BRT stations.
- 2 Improve biking conditions. Create protected bike lanes along major routes within one mile of BRT stations and provide convenient and secure bicycle parking/storage facilities at stations.
- 3 Utilize curb management strategies to support protected walkways and bike lanes, as well as promote micro mobility and shared mobility options, including scooters, bike share, and ride share facilities.
- 4 Reduce traffic speeds to improve pedestrian safety.
- 5 Identify safety issues and barriers to access. Add publicly accessible streets, alleys, through-block passages to improve pedestrian connections when possible.
- 6 Promote streetscape improvements including lighting, street trees and landscape, street furniture, etc. to create an attractive walking environment.

**Non TOD:** Street that is primarily designed for cars, and is unsafe and uncomfortable for walking.



**TOD:** Transit-supportive complete street with optimized streetscape and sidewalks.

- Space for Pedestrian (sidewalks, bus stops)
- Space for Bicycles and Scooters
- Space for Bus and Vehicles



● See key on opposite page

## Considerations for Raleigh BRT Corridors

Examples of complete street principles are emerging throughout Raleigh. Bike lanes and improved bus stop facilities have improved pedestrian, cyclist, and transit rider safety along Hillsborough, Wilmington, Salisbury and other streets within downtown. Extending this network along the full length of BRT corridors will further enhance car-free safety and connectivity.

The Sandy Forks Road Widening project demonstrates how complete street principles could be applied in more suburban segments of the BRT corridors. The corridor features protected pedestrian and bike ways, public art, and extensive green infrastructure. High-visibility cross walks are present at all intersections and low-maintenance/native landscaping enhances the street experience for all users.

Shared bicycle network connecting bus stops.

Hudson Greenway, New York City, NY





Street furniture and landscape features alongside street parking.

Fayetteville Street  
Downtown Raleigh, NC



Widened road with bike lanes and linear green space.

Sandy Forks Road, Raleigh, NC



Two-way protected bike lanes with protected pedestrian and bike crossings.

Lakeside Drive, Oakland, CA



## 2-5 MANAGE PARKING EFFECTIVELY

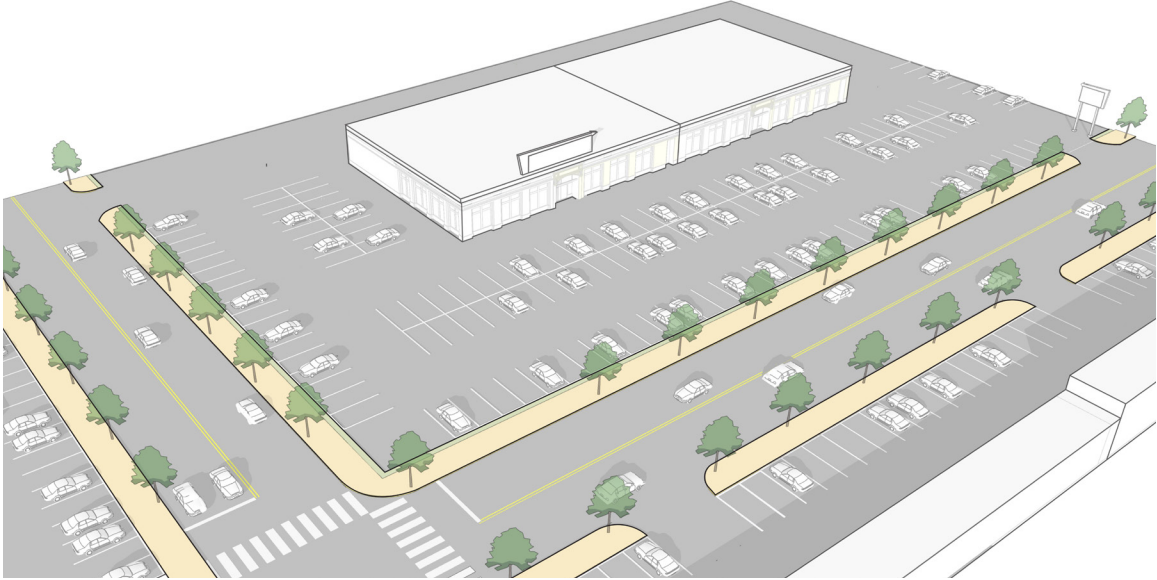
Effective parking strategies can help to shape travel behavior and improve the performance of both transit and TOD. The goal is to prioritize place making while still meeting the needs of commuters, community residents, local businesses, as well as park and ride facilities at strategic locations. Efficient and innovative management of parking within station areas can reduce the amount of land dedicated to parking thus increase the feasibility of compact urban form. Effective parking management encourages shared parking between different uses, thoughtful considerations when locating and designing parking lots and garages and integrates smart technology in operations.

### Key Strategies

- 1 Eliminate minimum parking requirements for developments near BRT stations. Consider innovative parking management strategies and technologies when identifying parking needs.
- 2 Locate parking behind or beside buildings and consolidate into shared areas to optimize pedestrian environment along main streets.
- 3 Conceal parking lots with landscape elements. Parking spaces can be arranged to integrate planting, seating, and micro mobility stations, etc. to minimize the visual impact on streets.
- 4 Integrate parking structures with higher-density development and require design considerations to improve the garage appearance when visible.
- 5 Vehicular access to garages and parking lots should be from secondary streets and share driveway access if possible, to limit the number of curb cuts.
- 6 Encourage on-street parking when the roadway and traffic condition appropriate. On-street parking can serve as a buffer between pedestrians and vehicles and help traffic calming.
- 7 Provide car-sharing facilities in public parking structures.

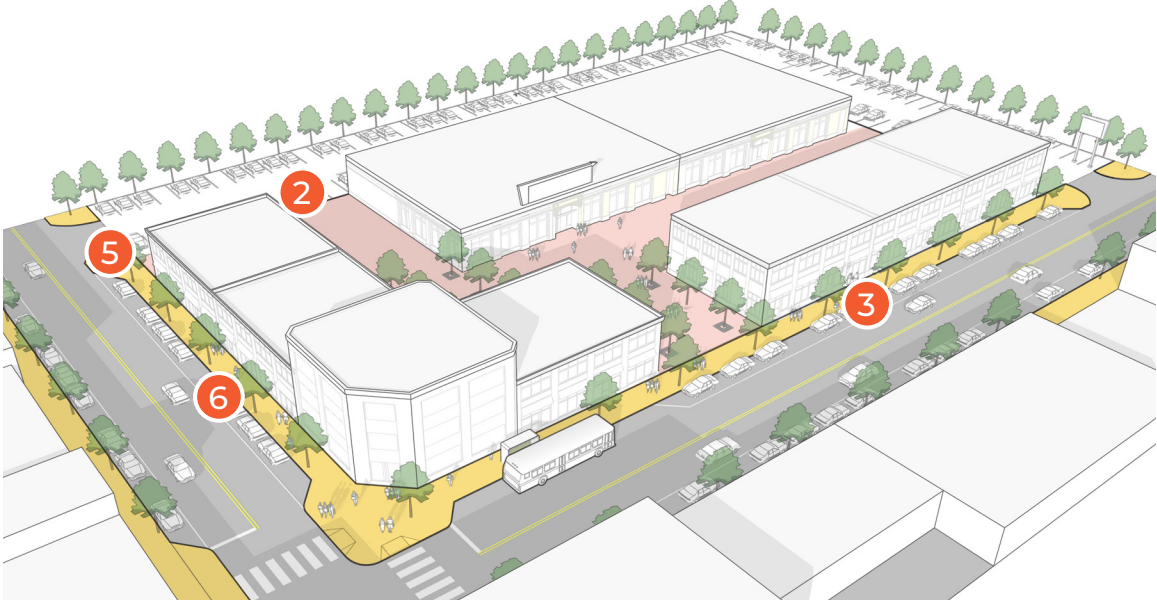


**Non TOD:** Underutilized wide streets and unpleasant pedestrian experience.



**TOD:** Preferred design which conceals parking lots behind buildings and effectively manages street space with dedicated loading areas.

- Active Sidewalk
- Internal plazas and pedestrian ways



● See key on opposite page

## Considerations for Raleigh BRT Corridors

Existing vehicle parking along the BRT corridors consists primarily of surface lots and reflects a car dependent culture. Placing parking directly adjacent to the sidewalk has created inhospitable environments for pedestrians, cyclists, and transit riders.

However, new developments are demonstrating how the impact of parking facilities can be minimized. Some projects implement appealing architectural facades to disguise large parking structures and make them appear as part of the primary building. Others fully conceal parking behind apartment buildings and install wide, tree-lined sidewalks in front of the building. Still others create enhanced plazas public plazas to support restaurants and shopping.

Architectural screen hides parking deck and frames inviting public plaza  
Civic Federal Credit Union,  
Wake Forest Road,  
Raleigh, NC





Parking deck is concealed behind apartments with wide, tree-lined sidewalk.

Overture Crabtree, Charles Drive, Raleigh, NC



Integrate public parking structures with private development.

S West Street, Raleigh, NC



Street parking as buffer for bicycle lanes

Lakeside Drive, Oakland, CA



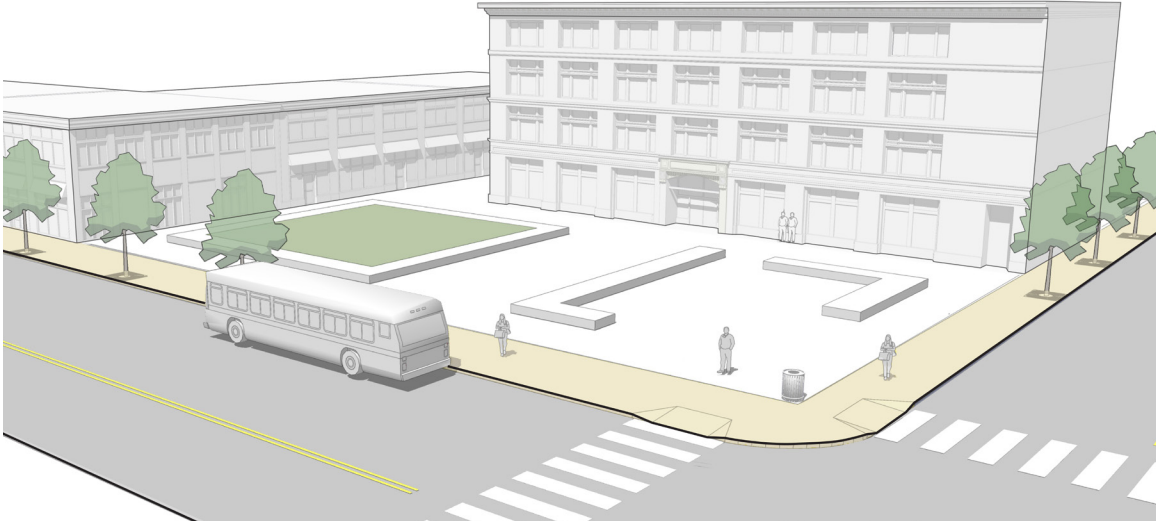
## 2-6 CREATE ENGAGING PUBLIC SPACES

Great public spaces are often the key defining feature of a neighborhood and the social hubs of a community. When utilized as an organizing feature associated with transit, public spaces can become an important focal point of a multimodal circulation network that enhance connectivity within the station area and its surrounding neighborhoods. An active and welcoming transit plaza for gathering and accessing public transportation can increase the desirability of transit. Well-designed public spaces also promote walking and outdoor activities, enhance the quality of life, and can be a driver for TOD and economic development with station areas.

### Key Strategies

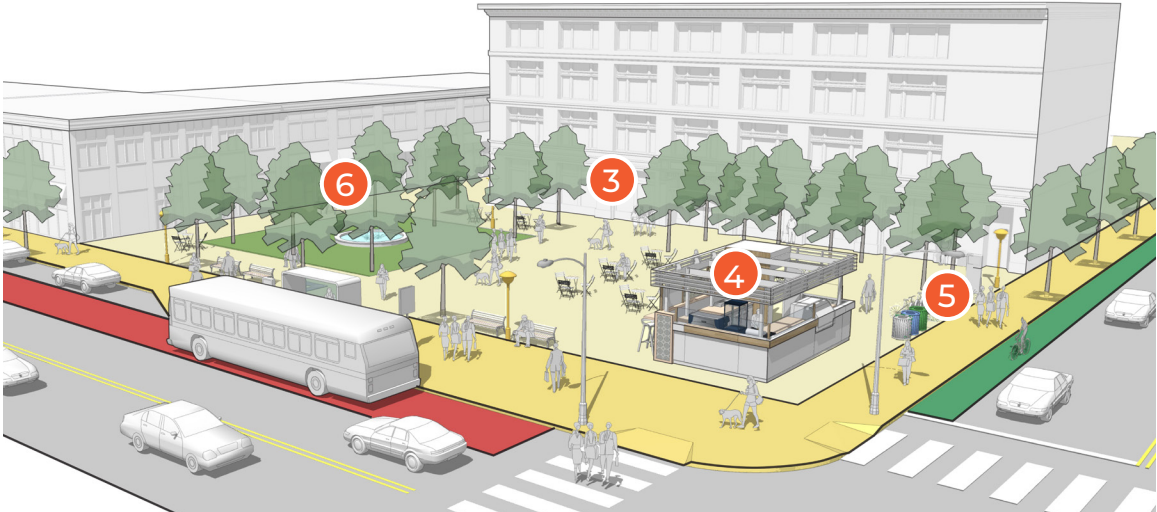
- 1 Public spaces should be utilized as organizing features and focal points for station area community planning and development.
- 2 Encourage public-private partnerships for creation of high-quality public spaces integrated with new developments with station areas.
- 3 Manage building setbacks around public spaces to create compact, pedestrian-scaled, and safe walking environments.
- 4 Incorporate retail services and active programs that welcome transit riders and serve community members.
- 5 Public spaces should consider accommodation of bike and micro-mobility facilities to enhance multimodal connectivity and circulation.
- 6 Emphasize sustainability in landscape design strategies to create environmentally friendly and low maintenance open spaces.
- 7 Leverage public arts and cultural programs to enhance community identity and sense of place.

**Non TOD:** Poor public space design.



**TOD:** Engaging and active civic plaza as a focal point of a multimodal circulation network.

- Dedicated Bus Lane
- Protected Bike Lane
- Active Sidewalk
- Plazas and Public Spaces



● See key on opposite page

## Considerations for Raleigh BRT Corridors

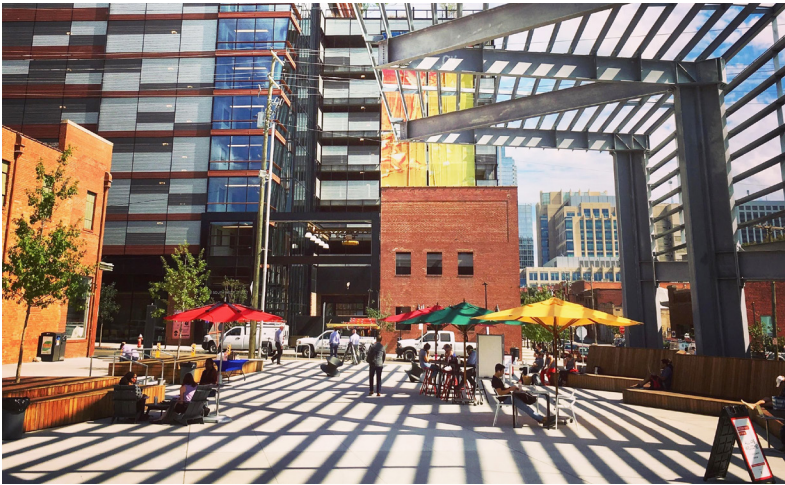
A diversity of public spaces will be needed along the BRT corridors. These spaces will range in scale from regional destination centers like Dix Park and Union Station to intimate courtyards providing a shady space to wait for a bus to arrive.

Each new development should consider its individual open spaces as part of the larger open space network and strive to meet needs not fulfilled by other facilities. Private developers should work in partnership with the City to ensure public space is provided at all scales. All publicly accessible spaces, large or small should be safe, universally accessible, and provide unobstructed visual connections to the surrounding environment. They should always appear safe and inviting, never vacant.

Pedestrian-oriented streets and flexible spaces like street market add life to cities.

Fayetteville Street, Raleigh, NC





A welcoming place for gathering and accessing the transit station.

Raleigh Union Station,  
Raleigh, NC



Streetside plaza to welcome pedestrians.

The Marketplace at Lake Boone  
Trail, Raleigh, NC



Public space with outdoor programs for community members.

Moore Square  
Raleigh, NC



THE WESTERN BRT CORRIDOR  
CONNECTS DOWNTOWN RALEIGH TO  
DOWNTOWN CARY WITH STOPS AT DIX  
PARK, PULLEN PARK, AND NCSU.



# 3 STATION AREA TYPES

Raleigh is planning as many as 30 or more BRT stations along the BRT corridors, and the number will increase as the BRT system expands. These stations are located in a variety of environments. Some are at the heart of downtown, some are near major employment centers where commuters face traffic issues during peak hours. Many stations will serve residential neighborhoods where BRT will provide a convenient and sustainable means to travel.

Every station area faces unique challenges and opportunities while many of them share similar characteristics. Grouping the stations by their similar characteristics into station area types will help planners and citizens to quickly and easily understand key planning considerations when developing strategies to meet community needs, and position station areas' roles and functions within a larger system to make sure they complement each other rather than compete.

Based on the existing neighborhood context and future development potential at each station area, the station areas can be organized into four types:

- **Downtown**
- **Emerging Urban Center**
- **Neighborhood Center**
- **Campus/Park**

All planned BRT stations are assigned one or more of these types by their common characteristics, as shown in Figure 7. Maps of each corridor and narratives describing key considerations of each individual station type are provided as a reference for the future planning effort. A few stations did not fit clearly into one type, as when the area on one side of the corridor is a park or institution, and the other is a mixed-use center. Those are given hybrid designations.

# 3-1 STATION AREA TYPES

Recognizing that all station areas are unique, the descriptions of land uses and development scales are generalized to highlight key criteria and differences.



**Downtown**



**Emerging Urban Center**

<p><i>Definition</i></p>	<p>Downtown center of commercial, civic, and cultural activities with regional destinations. A regional employment center.</p>	<p>Larger mixed-use centers of commercial and community activities.</p>
<p><i>Representative Stations</i></p>	<p>GoRaleigh Station Raleigh Union Station</p>	<p>Western Boulevard at the Beltline; Chapanoke Square on S. Wilmington Street</p>
<p><i>Uses</i></p>	<p>Mixed uses consisting of residential, retail, office, civic, and city- and regional-scale cultural uses.</p>	<p>Mixed uses consisting of residential, retail, office, civic, and community services.</p>
<p><i>Height</i></p>	<p>Up to 40 stories or more</p>	<p>Up to 12 stories in the core of the station area, with transitions down to 3 or 4 stories at the edge. In larger centers, heights of up to 20 stories are appropriate.</p>

Figure 6: **STATION AREA TYPE MATRIX**



**Neighborhood Center**

Smaller centers that generally focus on providing services for the local community, where commercial areas are largely confined to a single intersection.

New Bern Avenue at King Charles Road

Residential uses with local-serving retail and community services.

Up to 7 stories in the core of the station area, with careful transitions down to 3 or 4 stories at the edge where it meets existing residential areas.



**Campus**

Regional employment centers consisting of a medical or university campus.

Shaw University

Generally medical or institutional uses in a campus form.

Dependent on the needs of the institution.



**Park**

City park with entrance next to a BRT station that serves as a regional destination.

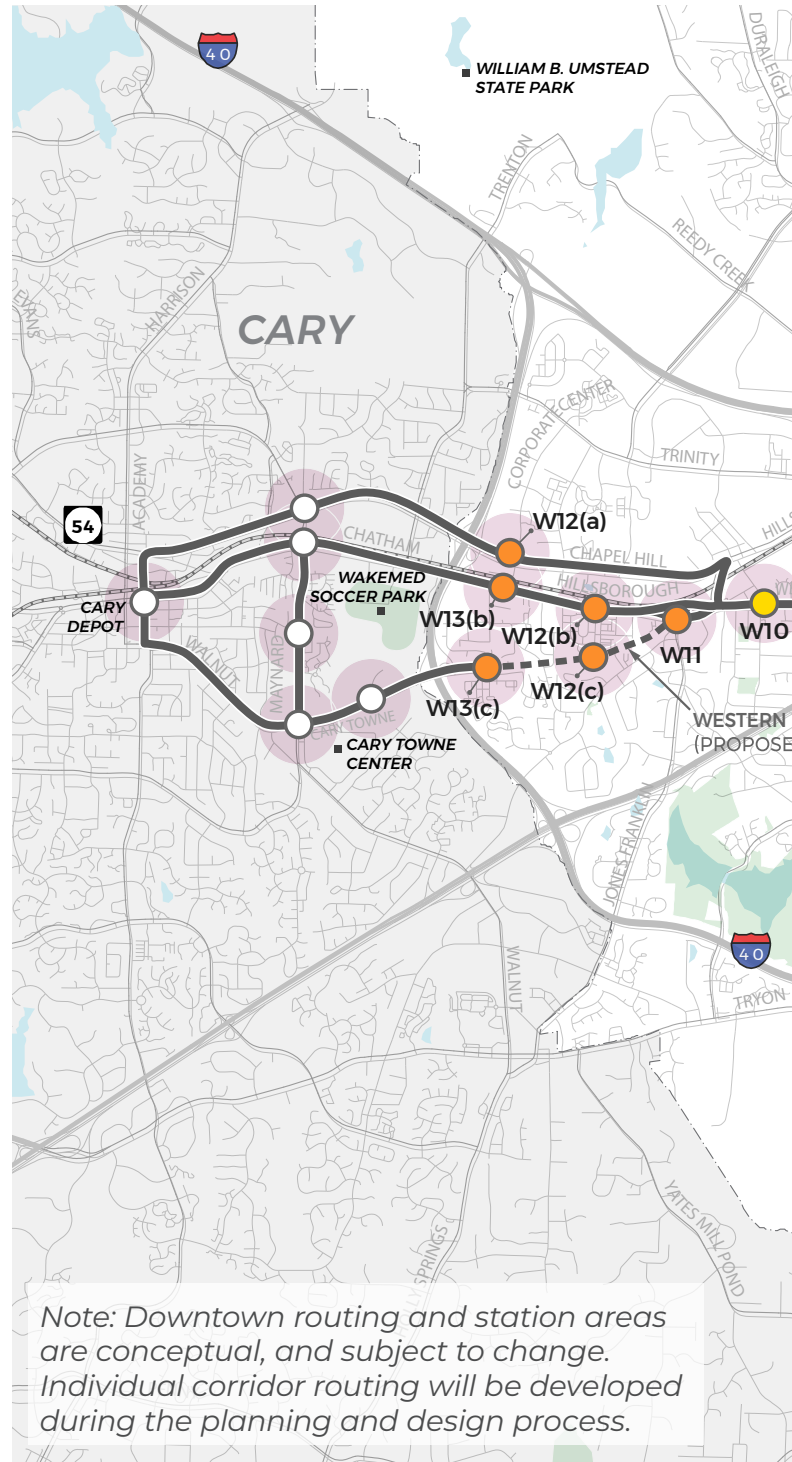
Dorothea Dix Park

Mainly park uses with adjacent residential uses. Limited or no development at some stations.

## 3-2 STATION AREA TYPE APPLICATION

- Downtown
- Emerging Urban Center
- Neighborhood Center
- Campus
- Park
- Non-Raleigh Station
  
- RU Raleigh Union Station
- GR GoRaleigh Station
- Jurisdictional Boundary
- Railroad
- Potential BRT Route
- - - Potential BRT Route on Future Roadway
- BRT Route 1/4 Mile Buffer
- Campus Area
- Park Area
- Reference Location

Figure 7: **STATION AREA TYPE MAP**



*Note: Downtown routing and station areas are conceptual, and subject to change. Individual corridor routing will be developed during the planning and design process.*

3 - STATION AREA TYPES

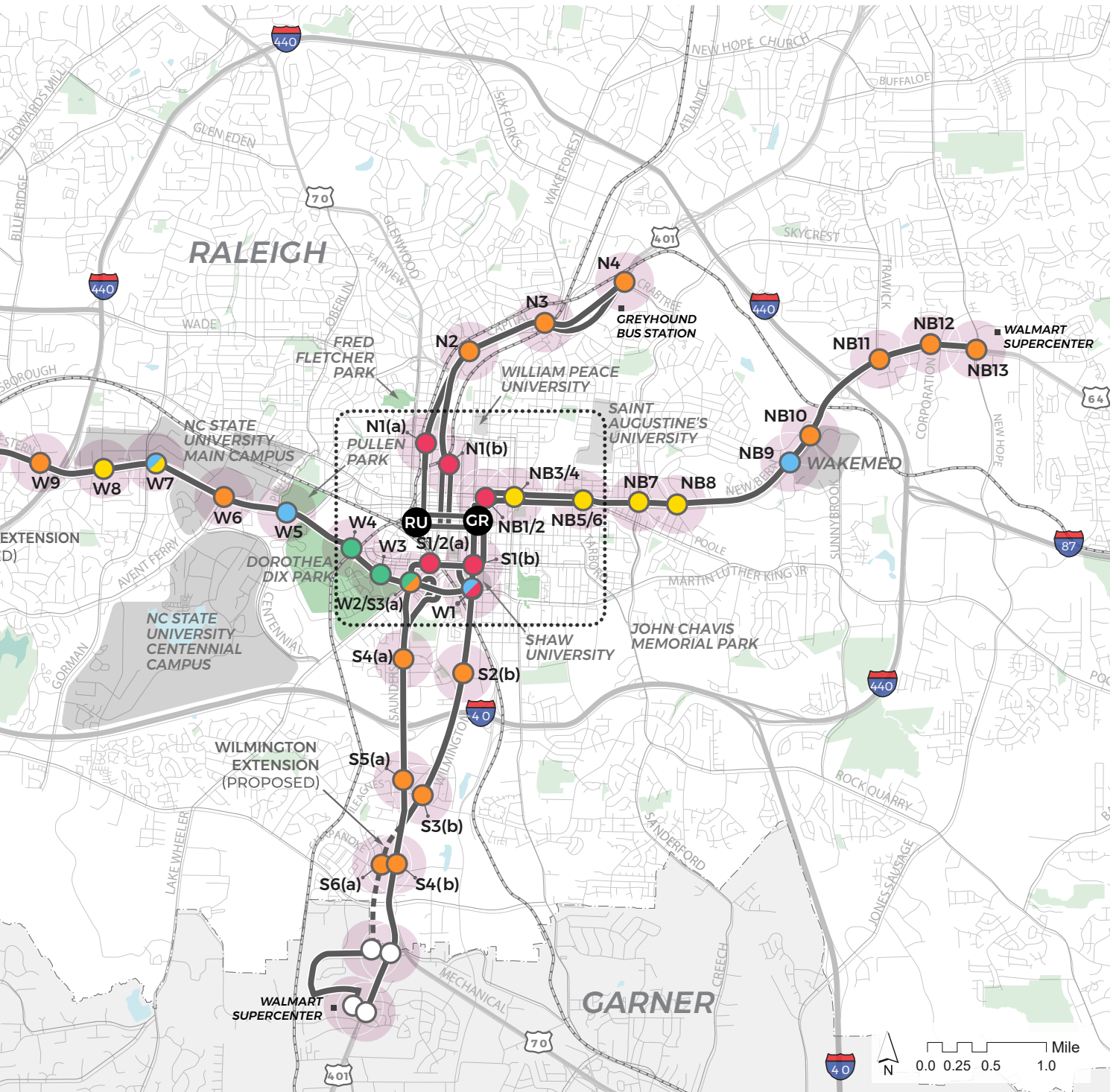
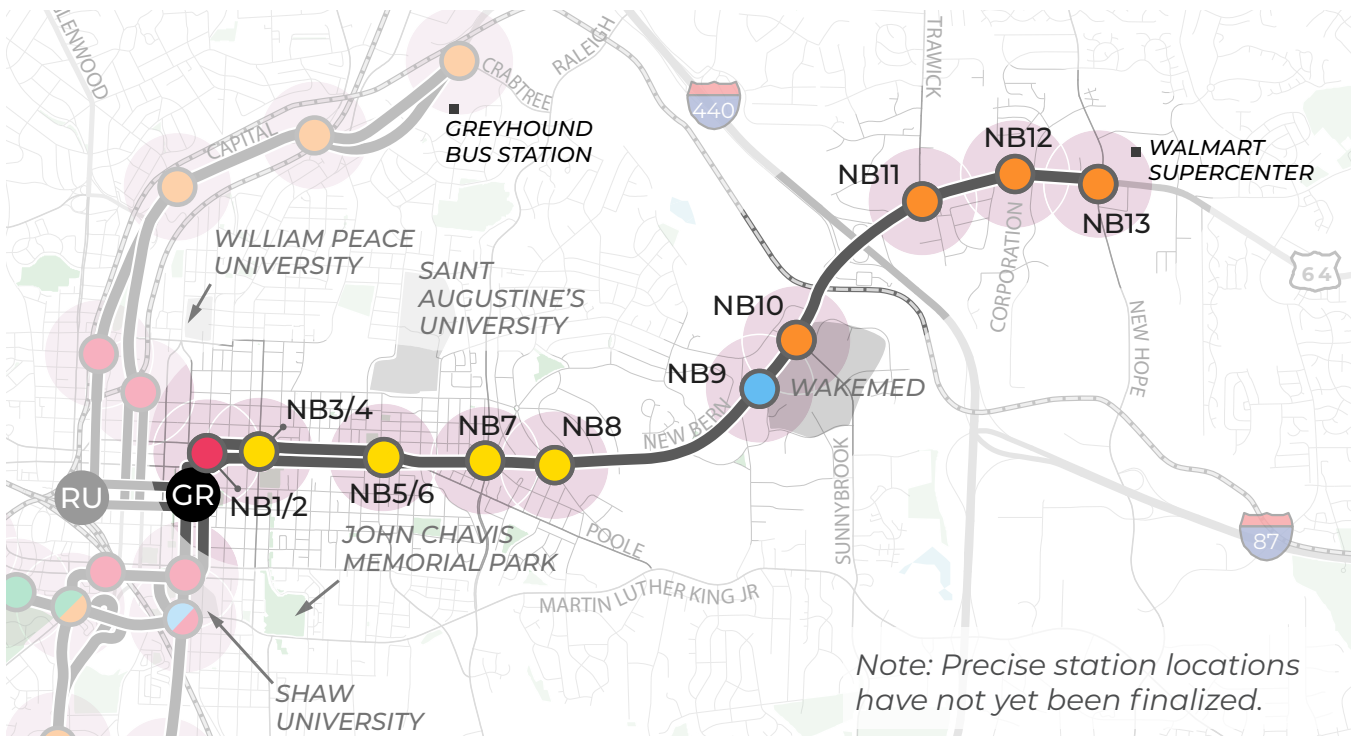


Figure 8: **NEW BERN CORRIDOR STATION AREA TYPES**



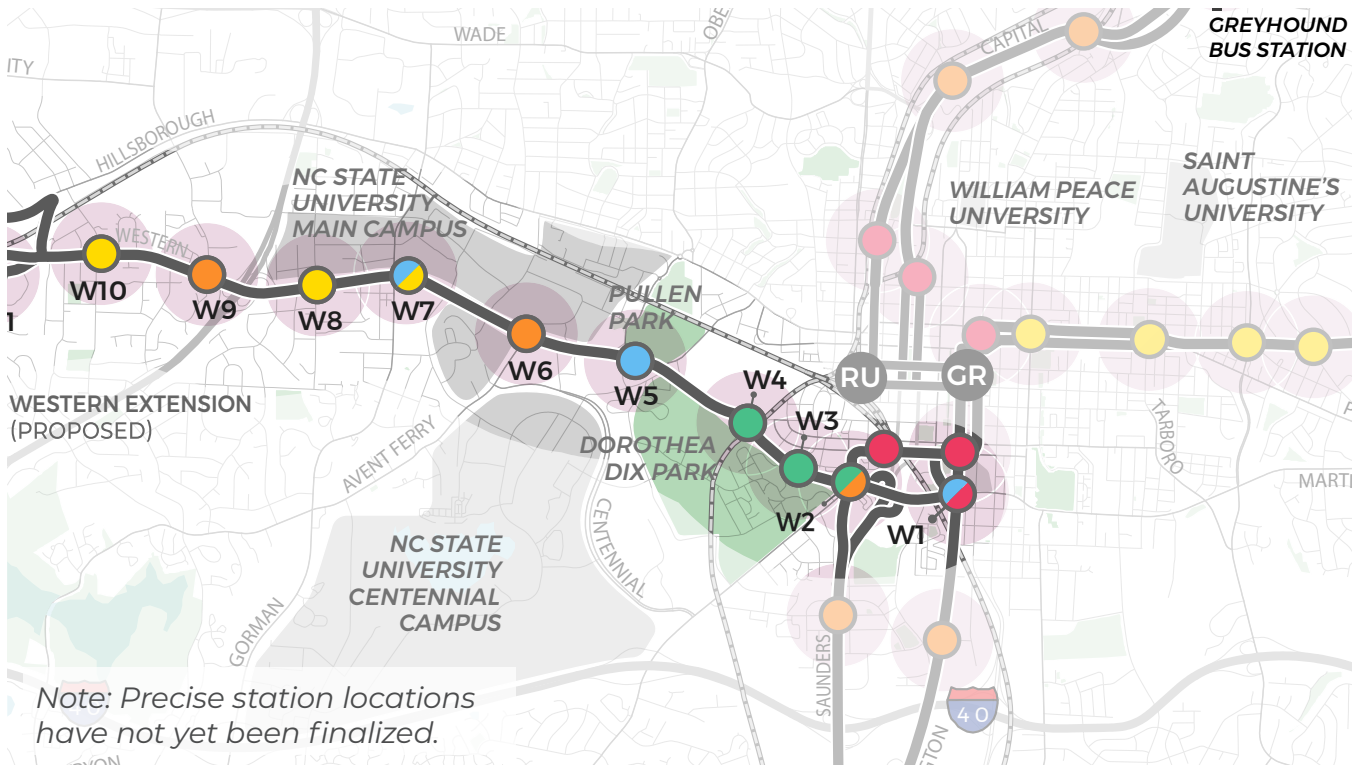
#	Type	Cross Street	Description
NB1/2	Downtown	Blount Street.	Inbound/outbound station pair. Close to state government buildings, museums, Fayetteville Street. Significant potential for new development on state-owned parking lots.
NB3/4	Neighborhood Center	East Street	Inbound/outbound station pair. Close to federal government buildings along S. Bloodworth Street. Largely residential uses otherwise, with density highest along the corridor,
NB5/6	Neighborhood Center	Tarboro Street	Inbound/outbound station pair with major employment or housing opportunities at existing DMV site and nearby commercial areas.

#	Type	Cross Street	Description
NB7	Neighborhood Center	Raleigh Boulevard	Largely retail/personal service uses at intersection and to the west, transitioning to residential to the east. Commercial uses generally found directly along the street, with residential uses behind.
NB8	Neighborhood Center	Clarendon Crescent	Residential on the north side, Longview Shopping Center on the south. One-story retail area offers opportunity for potential redevelopment with a broader mix of uses, including housing and office.
NB9	Campus	Donald Ross Drive	Primary station serving main WakeMed hospital. Bulk of station area occupied by hospital, with potential for new housing and office uses next to hospital property.
NB10	Emerging Urban Center	Sunnybrook Road	Serving the northern portions of the hospital area, along with retail and residential uses along New Bern Avenue and Calumet Drive. Has connections to Crabtree Creek Trail Greenway. Older residential areas may experience redevelopment.
NB11	Emerging Urban Center	Trawick Road	All three stations east of 440 are likely to see significant redevelopment and have high land capacity. They are currently characterized by older shopping centers fronted by outparcels, with commercial areas much deeper off New Bern Avenue than those areas inside the Beltline. The Trawick station is near the Tower Shopping Center, which has a significant vacancy rate, and a very large plant nursery. Higher levels of pedestrian amenities needed, both public and private, to ensure high ridership.



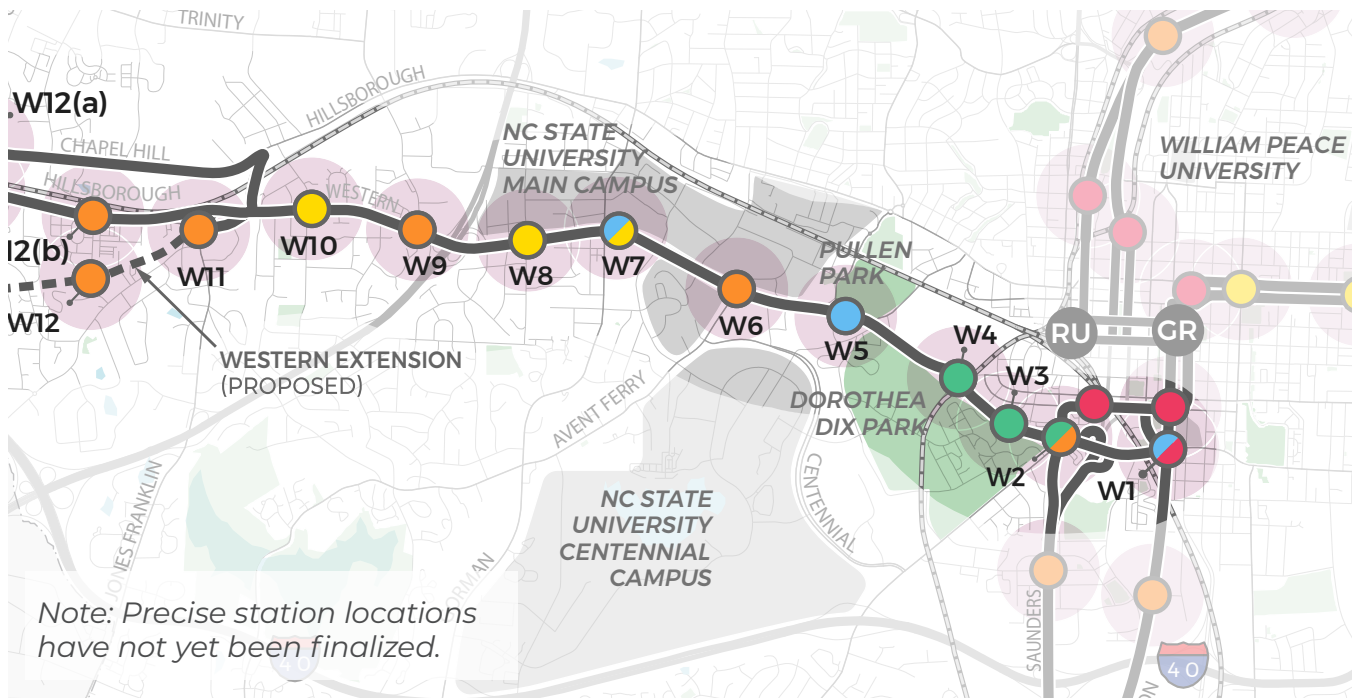


Figure 9: **WESTERN CORRIDOR STATION AREA TYPES**



#	Typology	Cross Street	Description
W1	Downtown/ Campus	Martin Luther King Jr. Blvd.	Serves Shaw University and southern edge of downtown, including performing arts center. Much of the land is either university property or in the South Park neighborhood, but a few large parcels on the northwest corner could be candidates for downtown-scale redevelopment.
W2	Emerging Urban Center/ Park	South Saunders Street	Serves both the Dorothea Dix Park Gateway entrance and area zoned for high-density development along S. Saunders south of Western Boulevard.
W3	Park	South Boylan Avenue	Area is bound to the north by Boylan Heights Historic District, and Dorothea Dix Park to the south. There is limited expected opportunity for future redevelopment.

Figure 10: **WESTERN CORRIDOR STATION AREA TYPES**



#	Typology	Cross Street	Description
W4	Park	Hunt Drive	Adjacent to a primary entrance of Dorothea Dix Park to the south, and Central Prison to the north. No near-term increase in development intensity is expected, but trips will increase as the park is improved.
W5	Campus	Pullen Road	Adjacent to N.C. State and Pullen Park to the north. The bulk of N.C. State's Centennial Campus is a half-mile south. Large parcel to the south includes the Catholic Cathedral and potential for future housing or other uses.
W6	Emerging Urban Center	Avent Ferry Road	Located between N.C. State University's main campus and the community mixed-use center at Mission Valley. Significant redevelopment potential to the south of Western Boulevard.

#	Typology	Cross Street	Description
W7	Neighborhood Center/ Campus	Gorman Street	Serves McKimmon Center, N.C. State University's student housing, and strip commercial along Western Boulevard.. Small parcel size limits private redevelopment possibilities.
W8	Neighborhood Center	Method Road	Supports moderate density residential uses with neighborhood-serving retail and community services. Potential office and mixed-use development opportunities owing to its proximity to I-440 and N.C. State's Main Campus.
W9	Emerging Urban Center	Blue Ridge Road	Occupied by a vacant shopping center, retail space, and high-rise residential to the north, and medium-density residential to the south. Former Kmart shopping center offers significant redevelopment possibility, and other residential and underutilized parcels are likely to see redevelopment.
W10	Neighborhood Center	Powell Drive	Supports neighborhood mixed-use infill development and supporting commercial services. Modest redevelopment potential due to relatively small parcel size.
W11	Emerging Urban Center	Jones Franklin Road	Centered on the mixed-use district at the Hillsborough Street, Western Boulevard, and Jones Franklin Road intersection. Moderate density residential to the south, industrial to the north. Significant redevelopment potential, but form and function of existing streets is a barrier.

### Alignment Alternative 1: Chapel Hill Road

#	Typology	Cross Street	Description
W12(a)	Emerging Urban Center	Corporate Center Drive	Serving industrial uses to the south and a mix of office park, hotel, and other issues to the north. Large vacant parcels provide development opportunity on the north side.

### Alignment Alternative 2: Hillsborough Street/Chatham Street

W12(b)	Emerging Urban Center	Edwards Mill Road Extension	Edwards Mill Road would be extended south, across the railroad, to connect with Wolf Wood Drive. The railroad divides the area into residential on the south and industrial on the north. Significant redevelopment potential, particularly on the north side.
W13(b)	Emerging Urban Center	Corporate Center Drive Extension	Similar to above station, but with industrial uses on both sides of the street.

### Alignment Alternative 3: Western Boulevard Extension

W12(c)	Emerging Urban Center	Wolf Wood Drive	Along the proposed Western Boulevard Extension. Generally medium-density residential on both north and south sides of extension. Older housing, particularly on the south side, may be redeveloped in coming years, providing the opportunity for a greater mix of uses.
W13(c)	Emerging Urban Center	Farm Gate Road	Similar context to Wolf Wood Drive station area. Vacant and agricultural parcels to the north are likely to transition to housing and other uses.

Figure 11: **WESTERN CORRIDOR STATION AREA TYPES**

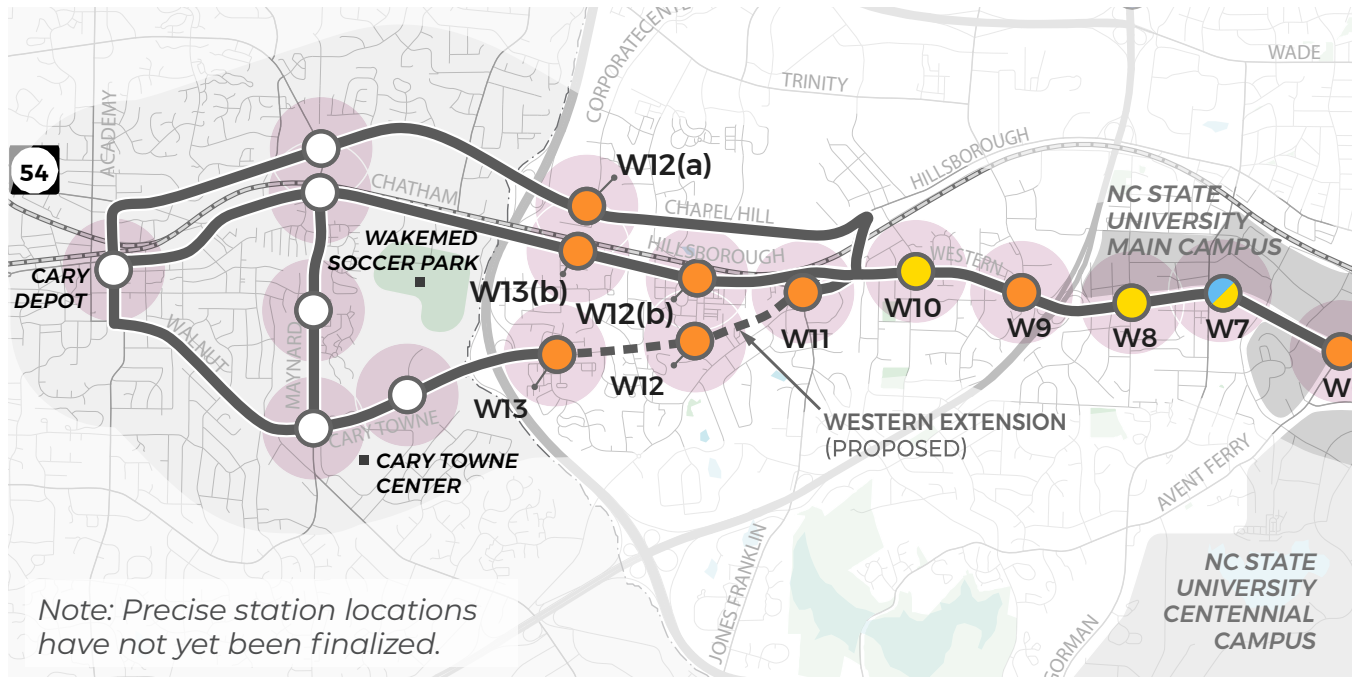
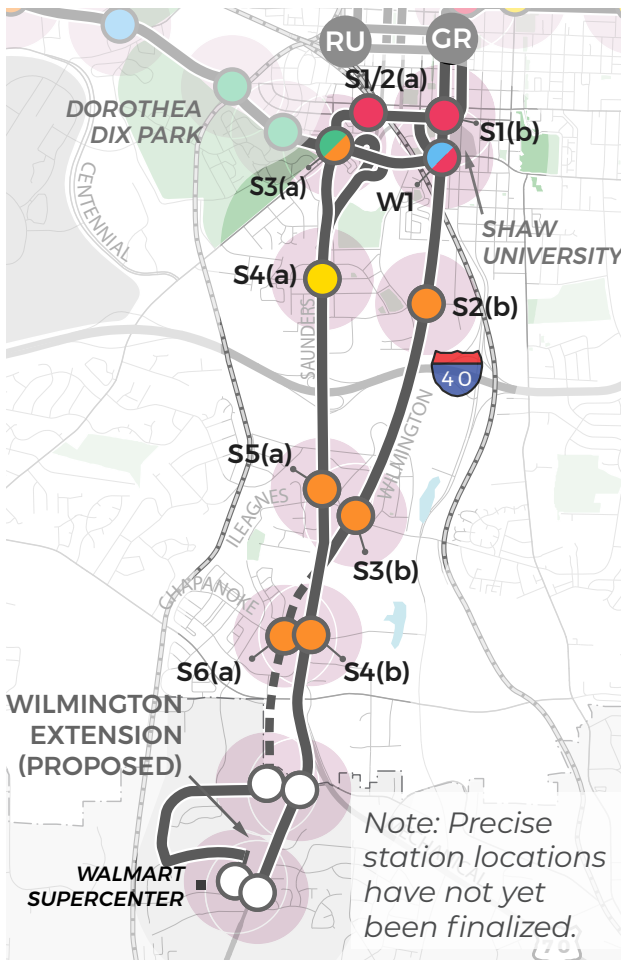


Figure 12: **SOUTHERN CORRIDOR STATION AREA TYPES**



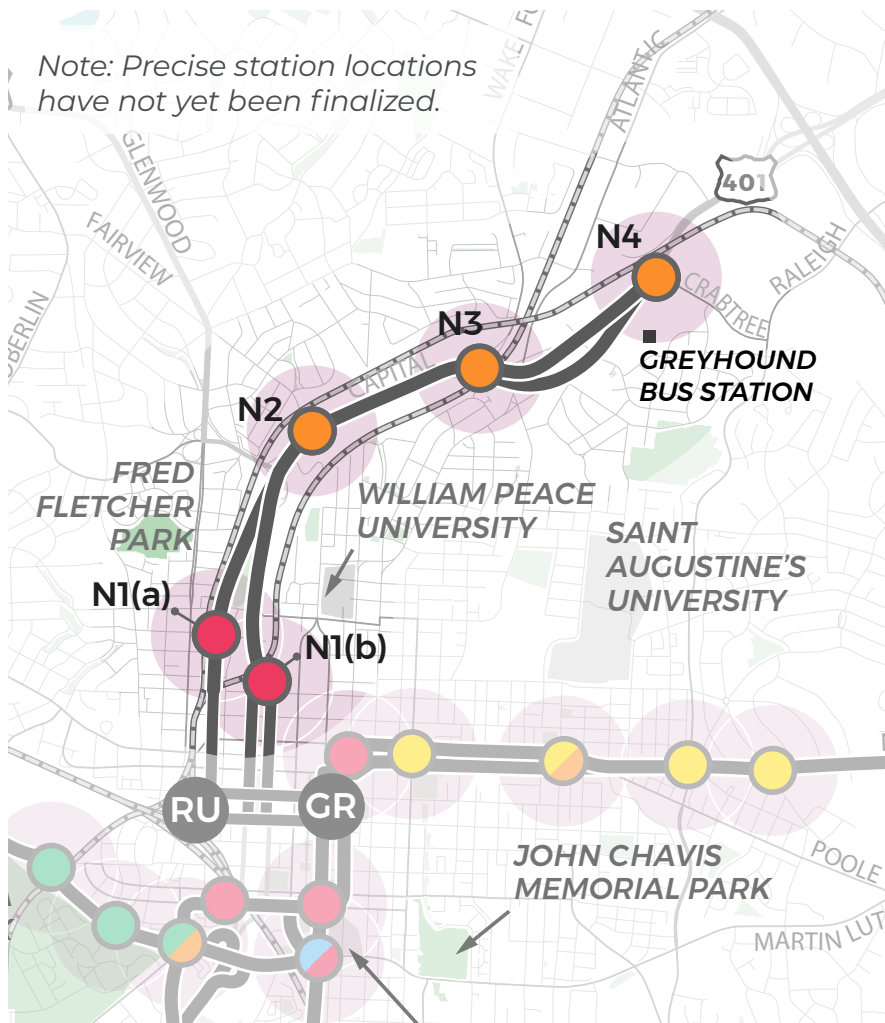
# S1(a)	Type: Downtown
Cross Street: West South Street	Description: Saunders Alternative: Serves the Raleigh Convention Center in the southern limits of the Central Business District. High density development potential west of South Saunders Street.

# S1(b)	Type: Downtown
Cross Street: East South Street	Description: Wilmington Alternative: Serves the southern end of the downtown, the Performing Arts Center, and Shaw University. Opportunity for infill by converting surface parking lots.

#	Type	Cross Street	Description
S2 (a)	Downtown	West South Street	Saunders Alternative: Serves the southern limits of the Central Business District. Bound to the west by Boylan Heights Historic District. There is opportunity for development north of South Street that would connect to a future greenway..
S3(a)	Park/ Emerging Urban Center	Western Boulevard	Same station as Western station W2. Serves both the Dorothea Dix Park Gateway entrance and area zoned for high-density development along South Saunders south of Western Boulevard.

<i>#</i>	<i>Type</i>	<i>Cross Street</i>	<i>Description</i>
S2(b)	Emerging Urban Center	City Farm Road	Wilmington Alternative: Currently characterized by industrial and vacant land. Opportunity for large-scale redevelopment at Cargill site and Downtown South project.
S4(a)	Emerging Urban Center	Maywood Avenue	Saunders Alternative: Currently strip commercial, with Caraleigh neighborhood behind. Farther south, the Downtown South projects offers large-scale redevelopment potential.
S3(b)	Emerging Urban Center	Ileagnes Road	Wilmington Alternative: Strip commercial with residential behind. Potential for mixed-use infill north of the convergence of Wilmington and South Saunders Street.
S5(a)	Emerging Urban Center	Ileagnes Road	Saunders Alternative: Serves Hertford Village and Robinwood neighborhoods, and supports moderate density community mixed-use infill north of the convergence of Wilmington and South Saunders Street.
S4(b)	Emerging Urban Center	Chapanoke Road	Saunders/Wilmington Alternative: Auto-oriented strip commercial along South Wilmington, with residential to the west and industrial to the east. Significant pedestrian improvements would be needed on public and private property.
S6 (a)	Emerging Urban Center	Chapanoke Road	Wilmington Extension: Along a potential new street running west of and parallel to South Wilmington. Near large-format retail and vacant parcels that offer significant redevelopment opportunity.

Figure 13: **NORTHERN CORRIDOR STATION AREA TYPES**



#	Type	Cross Street	Description
N1(a)	Downtown	West Johnson Street	West Street Alternative: Serves the northern portion of downtown, including Glenwood South and the Smokey Hollow district. Ongoing high-density redevelopment is likely.



#	Typology	Cross Street	Description
N1(b)	Downtown	West Lane Street	Capital Boulevard Alternative: Serves the northern edge of downtown, with better access to the state government complex than the West Street option. In addition to government office buildings, the area also includes the Capitol and museums. While much of the land is state-owned, significant redevelopment opportunities exist.
N2	Emerging Urban Center	Fairview Road	Currently industrial and warehouses uses on both sides of Capital Boulevard. While railroads constrain development on both sides, and Capital Boulevard acts as a barrier to pedestrian activity, significant development opportunity exists.
N3	Emerging Urban Center	Atlantic Avenue	Similar uses and constraints as Fairview, with additional issues posed by Wake Forest and Atlantic intersections with Capital. However, with pedestrian improvements, significant redevelopment potential exists.
N4	Emerging Urban Center	Crabtree Boulevard	Mix of industrial and warehouses uses, with retail center just east of Capital. Large amounts of vacant or underused land, combined with the fact that Capital acts more as a street than a highway here, create high redevelopment capacity. A street or pedestrian connection across the railroad to the Peden Steel property along Whitaker Mill Road would add to station usage.



THE NORTHERN BRT CONNECTS GREYHOUND SERVICE WITH ALL TRANSIT MODES IN RALEIGH AND PROVIDES QUICK ACCESS BETWEEN DOWNTOWN AND FIVE POINTS.

# 4 POLICY TOOLKIT

By incorporating equity into transit-oriented policy tools, Raleigh works to ensure that quality of life outcomes are experienced by everyone currently living and working near the corridors, as well as by future residents and employees. These include access to affordable housing, living wage employment, healthy environments, and reliable transportation

Equity must especially be considered when assessing the capacity of each BRT corridor to accommodate the City of Raleigh's anticipated future growth. Based on the experience of other cities that have implemented BRT, the City of Raleigh can expect the introduction of BRT to lead to higher demand for living on the corridor, and to higher rents and property valuations. The creation and preservation of affordable housing through zoning and financing tools is essential to preserve the ability for lower-income Raleigh residents to benefit from improved mobility. The creation of a small business assistance fund that provides support during the construction and operation of BRT can help preserve existing businesses along the corridors.

The Equitable Development Policy Toolkit comprises tools in the three mechanisms below. The applicability of each tool to achieve goals for growth and equity is highlighted in the policy toolkit matrix on page 105.

- **Zoning Tools**
- **Affordable Housing Production and Funding Tools**
- **Equity Programs**



THE SOUTHERN BRT CORRIDOR WILL  
CONNECT RALEIGH TO GARNER ON  
EITHER WILMINGTON OR SOUTH  
SAUNDERS STREETS.

## 4-1 ZONING TOOLS

Many cities have updated their zoning codes or development ordinances to encourage the development of more affordable housing and/or mixed-use, higher-density developments around transit stations. The primary mechanism to achieve the desired goal is to offer density bonuses, which are heavily leveraged for generating affordable housing. Secondary mechanisms, which are more common include TOD overlay districts or other zoning code changes that set standards for parking, building height, and land use.

The City of Raleigh has revised its zoning code, the Unified Development Ordinance (UDO), to establish necessary zoning mechanisms to encourage TOD and affordable housing. The City relies on the UDO to implement the policies and goals set forth in the 2030 Comprehensive Plan. Thus, it is crucial to enhance the current UDO with targeted measures to advance Equitable TOD that the City strives for and ensure development around transit is inclusive.

The zoning tools focus on the area within close proximity to the BRT stations and set forth two types of overlay zones to encourage compact, walkable mixed-use communities while expanding affordable housing options in the BRT corridors.

- **TOD Overlay Zone**, primarily applies to mixed-use zones within a quarter-mile distance of BRT stations, offers density bonuses and reduced parking requirements among other provisions, and;
- **TOD-Residential Zone**, applies to residential zones within a quarter- or half-mile distance of BRT stations, allows for more types of residential development to meet the needs for diverse housing options.

Detail criteria of application of the two overlay zones are illustrated in "Figure 14: Zoning Tools Application".

In addition, future zoning changes would be considered in the station area planning stage, including base zoning changes for particular parcels/area based on station area plan recommendations, and also the potential for modifying and enlarging overlay zones.

Figure 14: **ZONING TOOLS APPLICATION**

**1** Parcels within 1/4 mile from the BRT stations

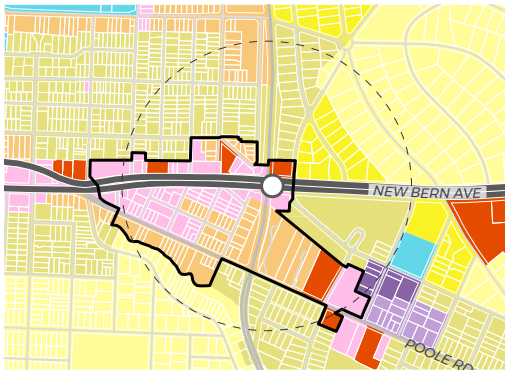
**2** Base Zoning

Mixed Use Districts

- RX- Residential Mixed Use
- DX- Downtown Mixed Use
- CX- Commercial Mixed Use
- OX- Office Mixed Use
- NX- Neighborhood Mixed Use
- IX- Industrial Mixed Use
- OP- Office Park

Residential Districts

- R-10 Residential-10
- R-6 Residential-6
- R-4 Residential-4
- R-2 Residential-2
- R-1 Residential-1



**3** Future Land Use

Mixed Use Districts

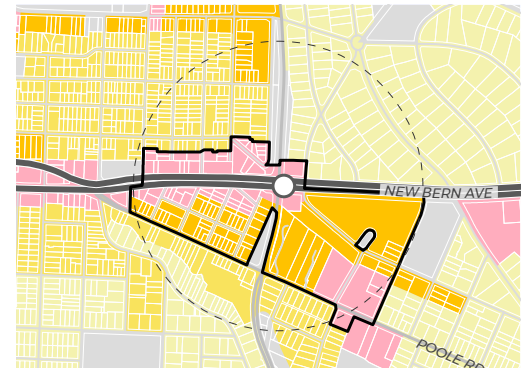
- Office & Residential Mixed Use
- Neighborhood Mixed Use
- Community Mixed Use
- Regional Mixed Use
- Central Business District
- Office/Research & Development
- Business & Commercial Services

Residential Districts

- High Density Residential
- Medium Density Residential
- Moderate Density Residential
- Low Density Residential
- Rural Density Residential
- All other land uses

if

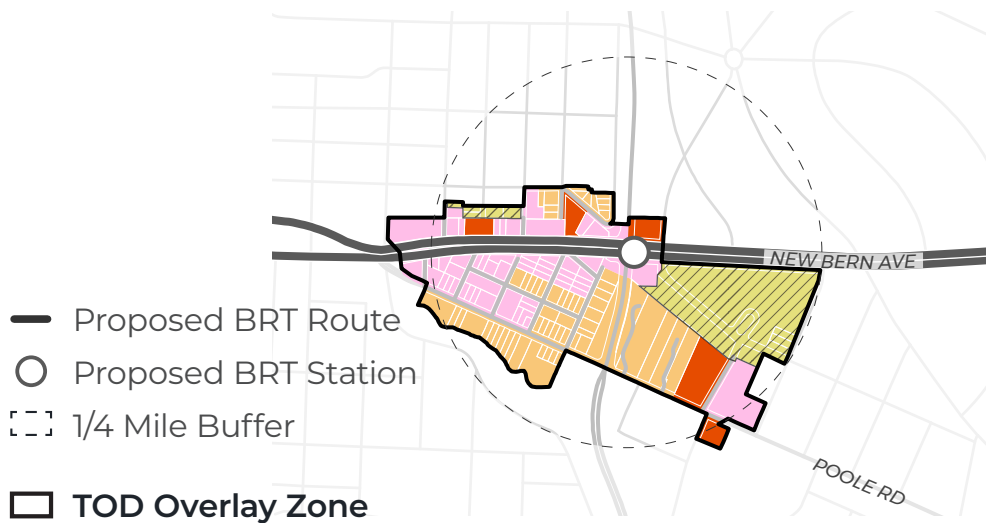
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Note: Special zoning districts (i.e. Heavy Industrial) are not eligible

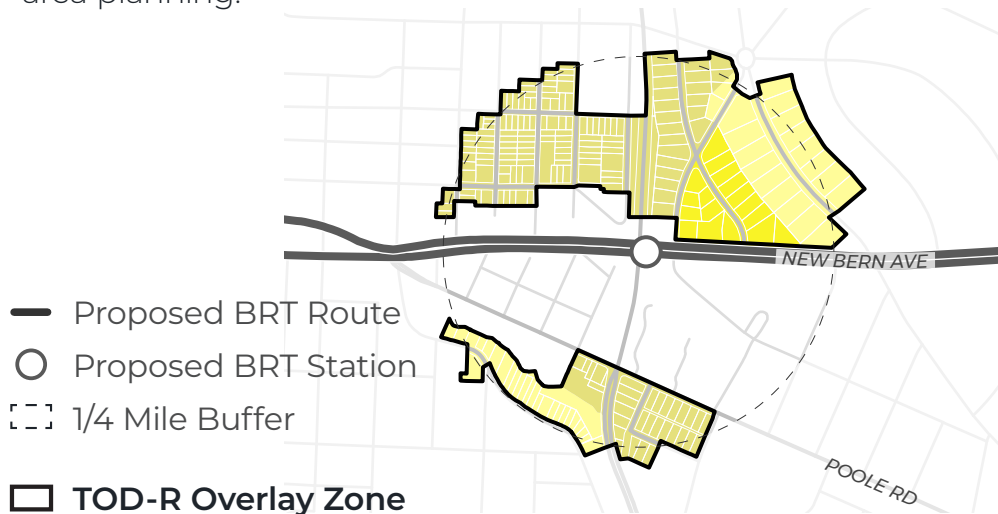
### TOD Overlay

Applies to **mixed-use zones** or areas designated for **medium or higher density residential** in the Raleigh Future Land Use Map. It would apply along the BRT corridor to parcels that are within a **quarter-mile** distance from a BRT station and contiguous to similar parcels next to stations.



### TOD-R (TOD-Residential)

Applies to **residential zones** within a **quarter-mile** distance from a BRT station, with potential to expand through station-area planning.



## TOD OVERLAY

The TOD overlay is the core zoning mechanism to achieve goals addressed in this plan. It builds off the current Transit Overlay District and provides further policies that focus on Equitable TOD. These targeted policies could guide public and private investments to create compact, focused density, mixed-use developments in core areas around planned BRT stations.

The overlay should be applied to mixed-use areas and areas designated for medium or higher density residential use along the corridors and within a quarter-mile of BRT stations. An initial application could focus more narrowly on the corridors, with a more detailed application taking place during station-area planning processes.

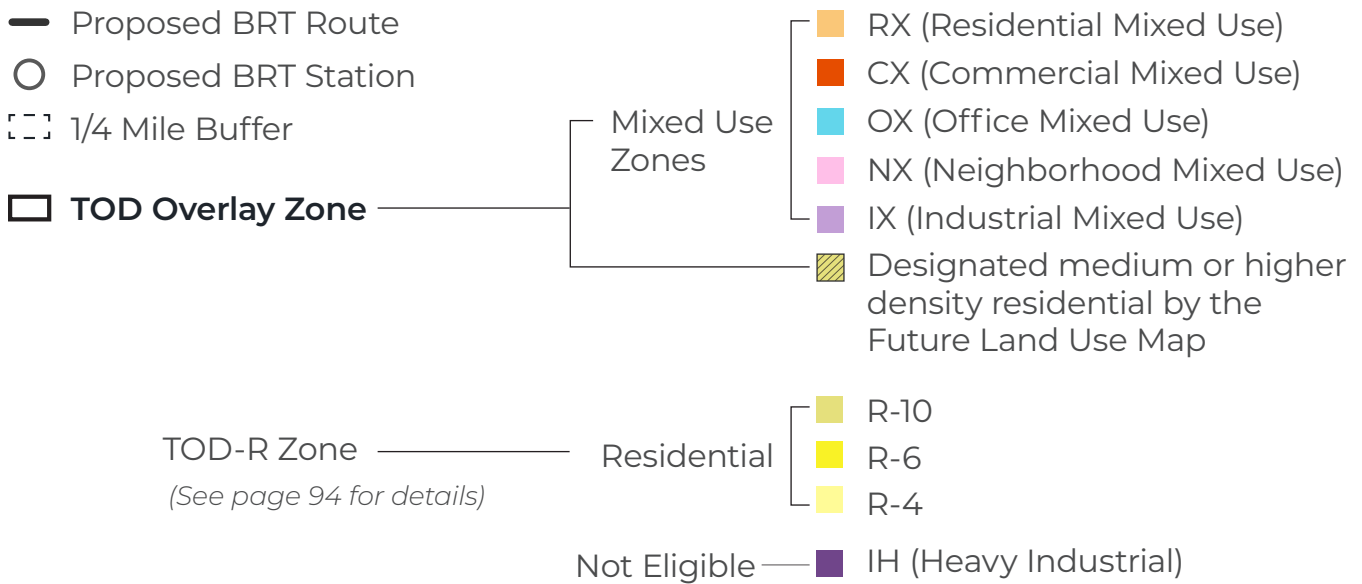
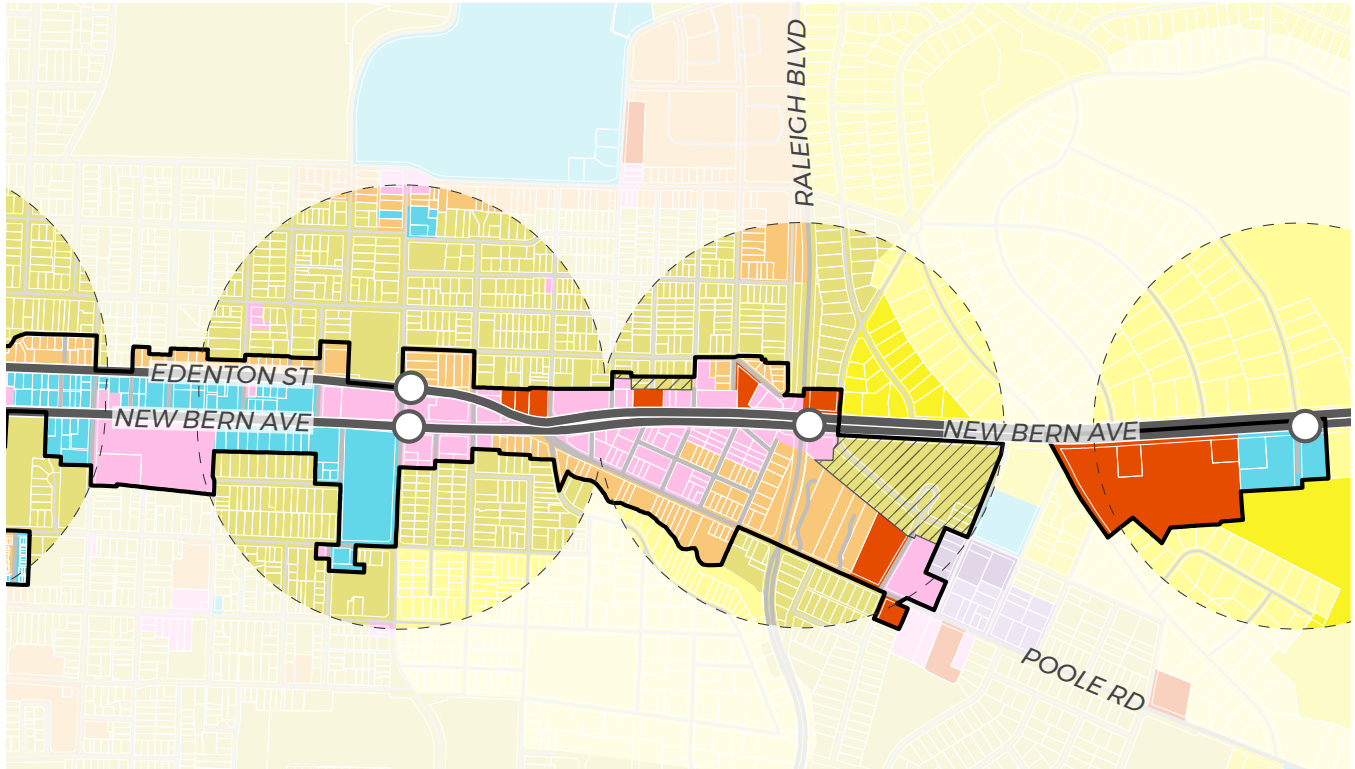
Highlights of the revised overlay are below.

### **Transit Overlay District - Key Features**

- Provides an “Affordability Bonus” that allows more height in exchange for affordable housing units.
- Provides an "Employment Bonus" that allows more height for job-generating uses.
- For residentially-zoned parcels, allows additional building types and density to provide more places to live near BRT
- Removes minimum parking requirements
- Requires that buildings front the street
- Requires wider sidewalks
- Requires bicycle parking and, for development near transit, rider amenities
- Prohibits auto-oriented uses, like fuel sales, self-service storage, towing yards, warehouses, distribution centers, etc.



Figure 15: **TOD OVERLAY EXAMPLE**



## Affordability Bonus: Density Bonus for Residential Uses

Enabling density near transit is a key element of creating walkable communities and encouraging the use of BRT. As the City of Raleigh considers opportunities for transit-supportive densities along BRT corridors, a density bonus is a critical part of the zoning strategy. A density bonus allows developers to opt-in to build more floors on each parcel provided the requirements of the overlay zone are met. When more people live and work near BRT there is more demand for using the transit service. Providing a density bonus ensures more people can live, work, and play near transit while also enabling the City to meet its public policy objectives.

As density bonuses for affordable housing must be voluntary under State

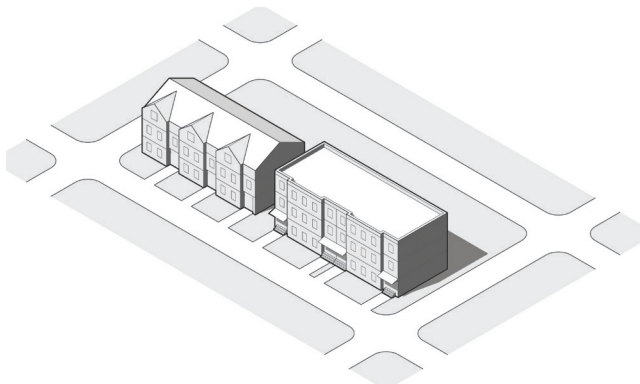
law, the option should be balanced so as to be financially beneficial to developers who opt-in to the density bonus option — otherwise, it will not be used, and no affordable units will be produced. It is also critical to remember that there are three elements to affordability in a project — the percentage of affordable units, the duration of units are affordable, and the depth of affordability. Each carries a cost, and while maximizing them all may be desirable, in reality there are tradeoffs between them. Obtaining more of one means less of another, or a greater public subsidy.

In addition to density bonuses, the City of Raleigh can provide additional incentives for developers to participate in the program. Adding additional subsidies will add to affordability in a project.

Figure 16: **DENSITY BONUS FOR RESIDENTIAL USES EXAMPLE**

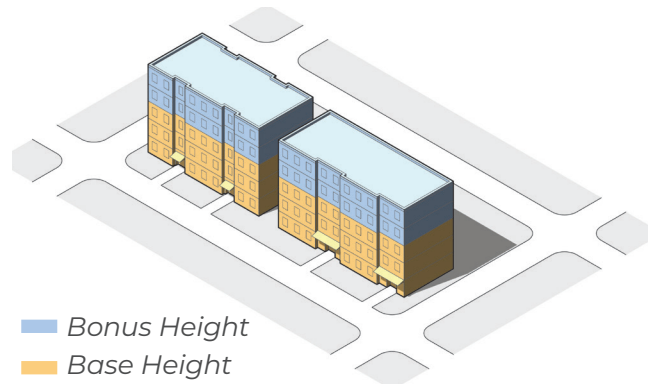
### Base Zoning Scenario

*Allows up to three stories development*



### TOD Overlay Scenario

*Allows additional height in return for providing affordable units.*



To ensure the maximum number of affordable housing units can be built, the density bonus will be calibrated as 50% additional height over existing base zoning. In areas which allow a three-story building, a five-story building will be allowed. Where four stories are allowed now, six stories will be allowed, and downtown where 20-story zoning is common, a 30-story building can be built. This provides an appropriate incentive for developers to opt-in to the overlay. Within the program, affordability terms would be set at 50% AMI for 30 years based on the City of Raleigh’s desire to provide long-term affordable housing options in the corridors. At least a third of the bonus units must be affordable. Similar options at

different levels of affordability could be considered, but the tradeoffs mentioned previously would apply

The table below shows how the bonuses would add to existing zoning heights.

The density bonus is likely to be most impactful in districts currently zoned for three or four stories with density bonuses up to five stories and six stories respectively. In areas already zoned for five- or seven-story buildings, increasing the density bonus beyond seven stories requires changing construction typology from mid-rise to more expensive high-rise construction. The higher cost of these typologies may not be supported by market rents in all areas eligible

Figure 17: **AFFORDABILITY AND EMPLOYMENT BONUS EXAMPLES**

Current Height	Affordability Bonus	Employment Bonus
3 Stories	5 stories	4 stories
5 Stories	8 stories	6 stories
12 Stories	18 stories	15 stories

for the bonus; in areas where market conditions do not encourage higher density development, developers will not choose to opt-in to the overlay even if it is made available to them.

Lastly, it is important to note that the bonus requirements, in order to be effective, also should serve as a guide

to rezoning policy. In other words, if a property zoned for three stories requested a rezoning to five stories, a condition guaranteeing a comparable level of affordability to the bonus should be provided. Otherwise, the rezoning would serve as a means of avoiding the intent of the bonus program.



The Walnut Terrace development is an example of subsidized affordable housing near downtown

## Employment Bonus: Density Bonus for Non-Residential Uses

Much of the value in transit investments is in connecting people with employment opportunities. This is both a function of where transit goes and how many jobs are available in those locations. The general trend over recent decades has been a decentralization of employment, reflecting the investments made in highways and road projects on the edges of metropolitan areas, including Raleigh.

The BRT investment offers the opportunity to rethink that trend, and to incentivize the creation of jobs in walkable places near transit. A height bonus for commercial uses that provide jobs is a tool for achieving that. In order to not discourage residential uses, the employment height bonus would be less than the affordability bonus, but still substantial. This report recommends a bonus amounting to 25% additional height over existing base zoning.



The Dillon development added a substantial amount of office space to the Warehouse District.

## Remove Parking Requirements

A purpose of the TOD zoning overlay is to encourage development which maximizes the City's and region's investment in transit infrastructure. With easy access to BRT, residents and employees are less likely to require parking spaces for cars as more people in the future will be commuting using public transit. Removing parking minimum requirements ensures developers will only build as much parking as they and their financing partners believe is needed to fulfill market demand, rather than being required to build more parking than is necessary due to the City's regulations. As parking is expensive to construct and maintain, removing parking minimum requirements will support transit-oriented growth with less parking than otherwise would be required by the City. In the future, as the development and lending communities become more comfortable with the provision of less

parking, enforcing parking maximums for new developments could be a lever that is even more powerful in encouraging transit use in Raleigh.

The City could also consider encouraging multifamily residential buildings to decouple the price of renting the apartment from the cost of renting a parking spot. This would allow renters to make a more informed and conscious decision about using a car and also maintain affordability for households choosing not to have as many parking spots.



Parking regulations encourage or require the creation of large surface parking lots (above) that discourage walking and act as a subsidy for driving. Removing or reducing parking requirements encourages the creation of a more transit supportive-environment (below)



## TOD-R (TOD-RESIDENTIAL)

Raleigh would expect increased demand for housing in the BRT corridors, and this demand will be for households of different age, size, and income. TOD-Residential Zone (TOD-R) focuses on the low density residential development in the station area. Relaxed restrictions on building types allow “Missing Middle Housing” — the housing types in between single-family detached houses and larger apartment buildings, such as duplexes or fourplexes. The TOD-R is designed to provide additional housing options while respecting the scale of existing residential neighborhoods near BRT stations. In some cases, these well-designed “Missing Middle Housing” are indistinguishable from single family detached houses.

### TOD-R Overlay: Key Features

Applies to **residential zones** within a **quarter-mile** distance from a BRT station, with potential to expand through station-area planning.

- Allows duplex, triplex, and fourplex housing to be treated as detached house with respect to lot size, density, and other requirements.
- Limits maximum lot size for single-unit residential use.
- No minimum parking requirement.

Figure 18: **TOD-R ZONE EXAMPLE**

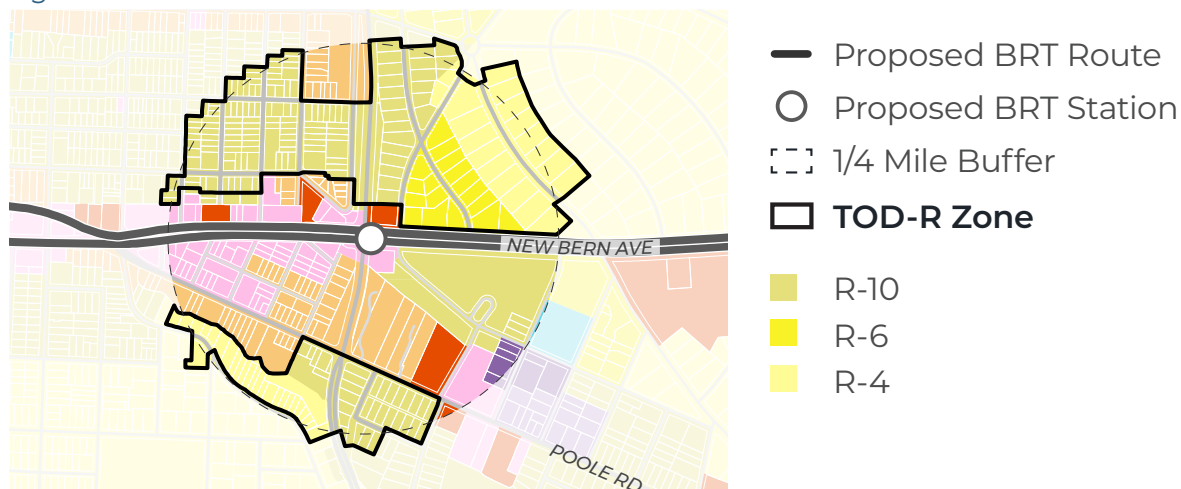




Figure 19: **MISSING MIDDLE HOUSING**

Single-Family Home



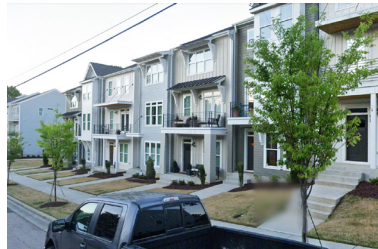
Duplex



Fourplex



Townhome



Multi-Family Apartment  
Higher than Four Stories



## 4-2 FINANCING TOOLS AND AFFORDABLE HOUSING PRODUCTION

This section outlines recommended financing tools to support equitable development initiatives. While some tools used in other states, such as mandatory inclusionary zoning, are not authorized by law in North Carolina, many tools exist for creating deep and lasting affordability in Raleigh.

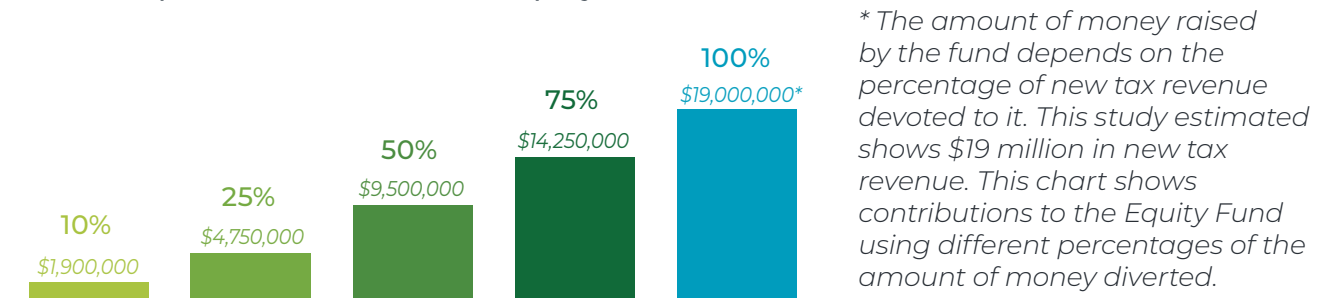
### EQUITY FUND

The Equity Fund would devote a percentage of new tax revenue generated within a quarter-mile of each of the corridors to affordable housing and other equity projects. This approach to generating revenue to fund community benefits is often known as synthetic tax increment financing. Under the program, a portion of incremental tax revenues on new and existing development over and above existing property tax collections would be captured from the general fund to support specific housing and other programs within these defined corridors.

This Fund would provide ongoing revenues to fund many of the other tools identified in this Guidebook. Synthetic tax increment financing has some similarities to formal tax increment financing (TIF), but is simpler, requires fewer procedural steps, and has broader acceptance in the state.

Proceeds could go toward many equity-related efforts, including affordable housing, addressing homelessness, support for community organizations, public art, pedestrian safety, and more. Funding decisions should be made with extensive community input. An example is a "participatory budgeting" system that allows residents to determine top priorities.

Example of Potential Annual Equity Fund Revenue



## LAND ACQUISITION FOR AFFORDABLE HOUSING

There are opportunities for the City to acquire property within the BRT corridors in order to support the strategic development of affordable housing. Building affordable housing near quality transit such as BRT is important because transit provides access to employment, schools, and opportunity without adding the additional cost burden of car ownership. As the number of available parcels near the BRT stations diminishes through redevelopment, supporting land acquisition is an important way for the City to influence where affordable housing is placed along the BRT corridors.

By controlling the land, acquisition allows the city to achieve a higher percentage of affordable units for longer terms and at deeper levels of affordability. In these projects, the city should focus on achieving the deepest possible affordability. In selling, leasing, or developing the land, the city can partner with private developers, non-profits, community land trusts, or other entities with experience in producing affordable housing. In particular, it provides the opportunity to provide units to residents with incomes at 30 percent of AMI or below, a key area of need. It also can provide housing for people experiencing homelessness.

The city's real estate division should be empowered to move quickly to acquire an option to purchase land, allowing for time to identify funding



Land acquisition along the corridors, such as along S. Wilmington Street (shown above) can facilitate the creation of long-term affordable units

and go to City Council for approval. The city should also look beyond vacant or listed properties for opportunities. Specifically, the city should approach owners of properties along BRT that are well suited for affordable housing and other Equitable Development goals. A particular opportunity is to partner with religious institutions. Purchasing, for example, a church parking lot allows the provision of affordable housing while also providing funding for the congregation to pursue their mission.

## **AFFORDABLE HOUSING FUND AND INCENTIVES**

The City's Housing Fund currently offers low-interest loans for preservation or development of affordable housing. Expanding this fund could increase support for a variety of affordable housing programs, such as TOD site acquisition, Low-Income Housing Tax Credit (LIHTC) gap financing, homeowner rehabilitation, and down payment assistance. It can offset costs of affordable housing production, such as development fees and taxes, providing a powerful supplement to the zoning affordability bonus.

Many cities have successfully obtained support for affordable housing and equity programs from corporate partners and foundations. With specific plans showing the public commitment to affordability, entities that wish to be a positive force in civic life will be willing to join in. Broader partnerships are also possible. For instance, Live Well Wake is a coalition of medical and other institutions with a mission of community wellness, with an emphasis on topics such as housing and transportation.

Finally, additional public funding can be raised through an affordable housing bond, additional annual earmarking of funds for housing, or both.



An expanded affordable housing fund will be able to provide more affordable housing units, such as these at Washington Terrace in east Raleigh, along the transit corridors

## 4-3 EQUITY PROGRAMS

### HOMEOWNERS REHABILITATION ASSISTANCE

The City of Raleigh currently provides rehabilitation assistance to support income-eligible (under 80% AMI) elderly or disabled homeowners with financing the cost of housing repairs and improvements. The City could provide increased funding to expand the program to include low-income homeowners in targeted neighborhoods within the half-mile radius of BRT stations. This increased funding would help to serve homeowners who are facing major repairs that are a threat to their life, safety, or health, such as faulty roofs, heating and cooling systems, electrical systems, and plumbing systems.

### ANTI-PREDATORY PURCHASE

An anti-predatory purchase program provides a suite of educational tools to inform property owners of the value of their property. This program protects sellers by decreasing the possibility of unfairly low prices being offered and accepted. The City will hold informational sessions on predatory practices and distribute informational material in neighborhoods that are especially vulnerable. The city should be proactive in distributing materials and informing owners of their rights and property value, including going door-to-door and partnering with churches and other organizations. The City's Fair Housing Hearing Board could be responsible for vetting and distributing materials. Community Land Trusts could also play a role by, when owners want to sell, acquiring property at fair prices to be preserved as affordable housing.

### TENANT LEGAL ASSISTANCE

Low-income tenants often lack the resources to navigate the legal system when disputes arise. Some may be unaware of legal rights and procedures. The City can provide resources to nonprofit legal groups or partner with law schools to provide assistance to renters near BRT and beyond.

## **LOCAL WORKER PARTICIPATION IN BRT CONSTRUCTION**

The City of Raleigh could encourage a percentage of workers on BRT construction projects to be from within the City. Ensuring local worker participation in BRT construction contracts helps ensure that the benefits of BRT are spread more equitably across the local community. Local worker participation supports local employment opportunities and also contributes to local economic growth through increased purchasing power and tax contributions for Raleigh. The City currently has a goal of 15 percent participation by small minority and women-owned businesses in its contracting and procurement of professional services, goods and other services, and construction. It could set a similar goal for local workers in BRT construction projects or seek a higher level of participation by small disadvantaged minority and women-owned businesses for contracts specifically related to BRT construction.

## **ASSISTANCE WITH HOMEOWNERSHIP COSTS**

North Carolina currently offers programs that provide property tax assistance to low-income older adults and disabled residents. However, the programs are limited in the assistance they provide and do not include lower-income residents generally. In areas such as Raleigh, where property taxes are generally higher and where property values in some parts of the City have increased sharply in recent years, this leaves many residents facing difficulties in paying higher property taxes. An expanded program that provides assistance for lower-income residents beyond the above categories should be considered, with funding potentially from the Equity Fund or other sources.

## **PRIORITY FOR CURRENT AND FORMER RESIDENTS**

This plan envisions the creation of many new affordable housing units near the BRT system. However, the demand for units is likely to continue to outpace the supply. An approach that should be considered is to give priority for new units in city-related projects to lower-income residents currently living in the area or who formerly lived there and may have been displaced by higher housing costs. For specific projects, the priority would

be established through a contractual arrangement between the city and developer.

### **SMALL BUSINESS RETENTION (BUSINESS ASSISTANCE FUND)**

A small business assistance fund can be created to support businesses along the corridors that are affected by BRT. The fund would have multiple programs to support a diverse range of business needs. The City of Raleigh already has a Facade Rehabilitation Grant Program that offers grants up to \$10,000 in the University Village District and up to \$5,000 in other targeted economic development areas for facade art and mural items that are in compliance with existing streetscape plans. The City and its economic development partners also offer an Impact Partner Grant, Building Up-fit Grant, and downtown Raleigh Retail Up-Fit Grant to support the improvement and expansion of small businesses. The City of Raleigh can provide new funding to expand these services more specifically for businesses along the BRT corridors in the following ways:

#### **Communications and Marketing Support**

The City can provide technical assistance to businesses during the construction of BRT. An initial survey of businesses along the corridors would help the City understand the types of problems and needs the business



The city's can expand existing programs for small business support, such as assistance with facade improvements, as shown in this example on West Street

owners are facing. In addition to providing financial resources, staff could offer advice and support to improve communications and marketing throughout the construction and operation of BRT.

### **BRT Construction Assistance**

The fund could provide financial assistance to small businesses that are directly impacted by the construction of BRT. The fund would support small businesses that need to create an alternate access point, increase visibility through more signage, and incur marketing costs to encourage customers and clients to continue their patronage despite more difficult access during construction. The assistance would be awarded based on an application process, with priority to businesses most directly impacted by the construction. Each business would need to demonstrate the need and the use for the available funds.

### **Small Business Assistance**

Once the BRT is in operation, the small business retention fund could continue to support businesses along the corridor by funding new programs and expanding resources available. For instance, with additional funds, the Facade Rehabilitation Grant Program could have a BRT-focused component that offers enhanced grants up to \$10,000 to businesses along the corridors with improvements such as painting, shutters and windows, doors, lighting,



The city's small business assistance programs include building upfit, or improvement, assistance that can help businesses reach more customers



and signage. The fund could also expand the resources available to the Building Up-fit Grant and downtown Raleigh retail up-fit grant programs, enabling them to facilitate more extensive internal physical improvements specifically for businesses along the corridors.

The grants, which would also come with technical assistance, will be awarded based on a competitive application process. Each business will need to demonstrate the need and the use for the available fund and will be compared against other applicants

### **Small Business Revolving Loan Fund**

As BRT increases retail rents along the corridors, the City of Raleigh can set aside funds for loans to mitigate displacement of small businesses. A small business revolving loan fund would offer access to working capital to business owners needing support with maintenance, operations, or expansion. Small business loans will be awarded based on a competitive application process, with priority given to applicants that best demonstrate the need and use for funds available.

## **YOUTH SKILLS AND APPRENTICESHIP**

The programs mentioned above, as well as many current City programs aimed at affordability and outreach to residents, involve significant opportunities for students and young adults to gain work experience and build job skills. At the same time, they can provide significant service to their community. The best means for achieving this goal may come in the form of working with or expanding existing programs. WakeWorks, a partnership between Wake County and Wake Tech, provides hundreds of paid apprenticeships combined with classroom instruction.

The City of Raleigh should explore a partnership with this program.



Programs such as Wake Tech's WakeWorks programs teach skills that unlock access to relatively high-wage jobs

Additional funding could come through the Equity Fund or other sources, and efforts such as the home rehab and anti-predatory purchase programs offer the opportunity to gain real-world experience. Other opportunities to create and expand internship for residents or efforts involving the project area should be pursued as well.

## **CONTINUED MONITORING**

The City of Raleigh should measure success in terms of maintaining and enhancing affordability and diversity to ensure long term commitments to equitable growth.

The fundamental goals of the plan involve growing more around transit and ensuring equity, particularly in the form of housing affordability. These goals are only as meaningful as the mechanisms for achieving them are effective – and achieving effectiveness requires ongoing monitoring. What gets measured gets done, as the saying goes.

This means setting up a program to gather information on a set of metrics, including:

- The usage of the TOD Overlay and density bonus
- The production of new housing units
- The production of new affordable units
- The number of subsidized and “naturally occurring” affordable units
- The number of persons experiencing homelessness or in temporary housing
- Other measures of equity and affordability

Figure 20: **POLICY TOOLKIT MATRIX**

Goals		Grow Around Transit	Enhance Affordability & Minimize Displacement	Preserve Existing Businesses	Generate Job Opportunity	Guarantee Pedestrian Safety	Ongoing Input, Measuring Results
Policy Tools							
ZONING TOOLS	TOD Overlay	◆	◆		◆	◆	
	Density Bonus	◆	◆		◆		
	Remove Parking Requirements	◆	◆			◆	
	TOD-R Zone	◆	◆				
FINANCE/HOUSING PRODUCTION TOOLS	Equity Fund	◆	◆	◆	◆	◆	
	Land Acquisition for Affordable Housing	◆	◆				
	Affordable Housing Fund/ Incentives	◆	◆				
EQUITY PROGRAMS	Homeowner Rehab Assist		◆				
	Anti-Predatory Purchase		◆				
	Tenant Legal Assistance		◆				
	Local Worker Participation		◆		◆		
	Assistance with Homeownership Costs		◆				
	Priority For Current Residents		◆				
	Small Business Retention	◆	◆	◆	◆		
	Youth Skills				◆		
	Continued Monitoring						◆



THE NEW BERN AVENUE CORRIDOR INCLUDES CONNECTS NEIGHBORHOODS IN EAST RALEIGH TO JOBS ALONG THE CORRIDOR AND DOWNTOWN

# 5 ACTION PLAN

The Guidebook creates a citywide policy framework to promote Equitable Development along the BRT corridors in Raleigh. As presented in the previous sections, the guidebook sets the goals for both growth and equity, identifies five station area typologies and assigns a typology for each of the BRT stations, drafts a comprehensive policy toolkit, and creates a set of design principles to guide the subsequent planning efforts.

The action plan identifies the essential steps for implementing Equitable Development around Transit and prioritizes these steps in a coordinated timeline. By doing so, it consolidates all recommendations and sets forth a clear path for enabling equitable transit-oriented development along the BRT corridors in Raleigh. The goal is to plan for Equitable Development at the same time as BRT planning and implementation to maximize community benefits from transit investments.

The action plan is organized in three parts:

- **Planning at Different Scales**, planning efforts are expected at the city scale, corridor scale and station area scale, and the general process and key components for station area plan development;
- **Schedule for Station Area Plans**, a phased timeline to develop station area plans for all four BRT corridors;
- **Next Steps**, formal concrete actions that the City of Raleigh can take as immediate steps, Intermediate steps, and ongoing effort to implement Equitable Development.

## 5-1 PLANNING AT DIFFERENT SCALES

Planning occurs at multiple scales, from the regional scale, the corridor scale, to station areas and specific sites. Planning efforts at different levels should be coordinated to achieve a successful outcome.

### Citywide Planning

This Guidebook is the result of the Equitable Development Around Transit Study, a citywide planning effort for Equitable Development. With the publication of this Guidebook, land use planning for BRT at the citywide scale is largely complete, although related topics, such as planning around frequent transit, should be the subject of future efforts.

### Corridor Planning

A corridor approach incorporates a strategic analysis looking at the development potential for all stations together and in relationship with each other, in order to differentiate their roles with a complementary mix of land uses that plays to each of their strengths, instead of competing for similar market. Corridor planning can be most efficient when multiple stations face similar challenges, involve the same stakeholders, or present



Industrial uses line the northern corridor along Capital Boulevard.

opportunities that need to be coordinated with plans for other stations in the corridor. Establishing a corridor level vision is often the initial step when developing station area plans and will help to maximize the benefits of TOD at all stations and enhance the character of the corridor as a whole.

## Station Area Planning

A Station Area Plan (SAP) will apply policy toolkits and design principles to a designated station area to create a vision and blueprint that meets specific community goals and needs. Station area plans should consider the unique neighborhood context and provide guidance to coordinate land use, urban design strategies, infrastructure and public realm improvements..

The Guidebook proposes a set of financing tools and equity programs, and the SAP should identify the best way to leverage these tools to address the particular challenges and opportunities at each station area. SAPs will also consider zoning changes and capital improvements.

The general process for SAP development would start with an understanding of the issues and opportunities in the station area, followed by the creation of a concept plan that applies policies and urban design strategies to achieve the goals. The public should be engaged to help define a common vision for the community. In such a process, additional scenarios that improve upon the initial concept will likely emerge. SAP will then conclude with an overall concept and deliver a plan with tailored strategies for implementation.

Figure 21: **KEY COMPONENTS OF A STATION AREA PLAN**



## 5-2 SCHEDULE FOR STATION AREA PLANS

The planning for Equitable Development and BRT should go hand-in-hand and share one consistent vision to maximize community benefits from transit investments. More than 30 individual BRT stations will be fully operational by 2027, and 10 stations in the next three years. Ideally, station area plans are well completed in advance of the opening of BRT lines that include those stations.

Since there is considerable efficiency in planning multiple stations, especially when external funding grants, consulting contracts and public engagement process are involved, each station planning effort should address the needs for one corridor with focus on high priority station areas that are most susceptible to change. Each station within the selected corridor need not be addressed with the same level of detail.

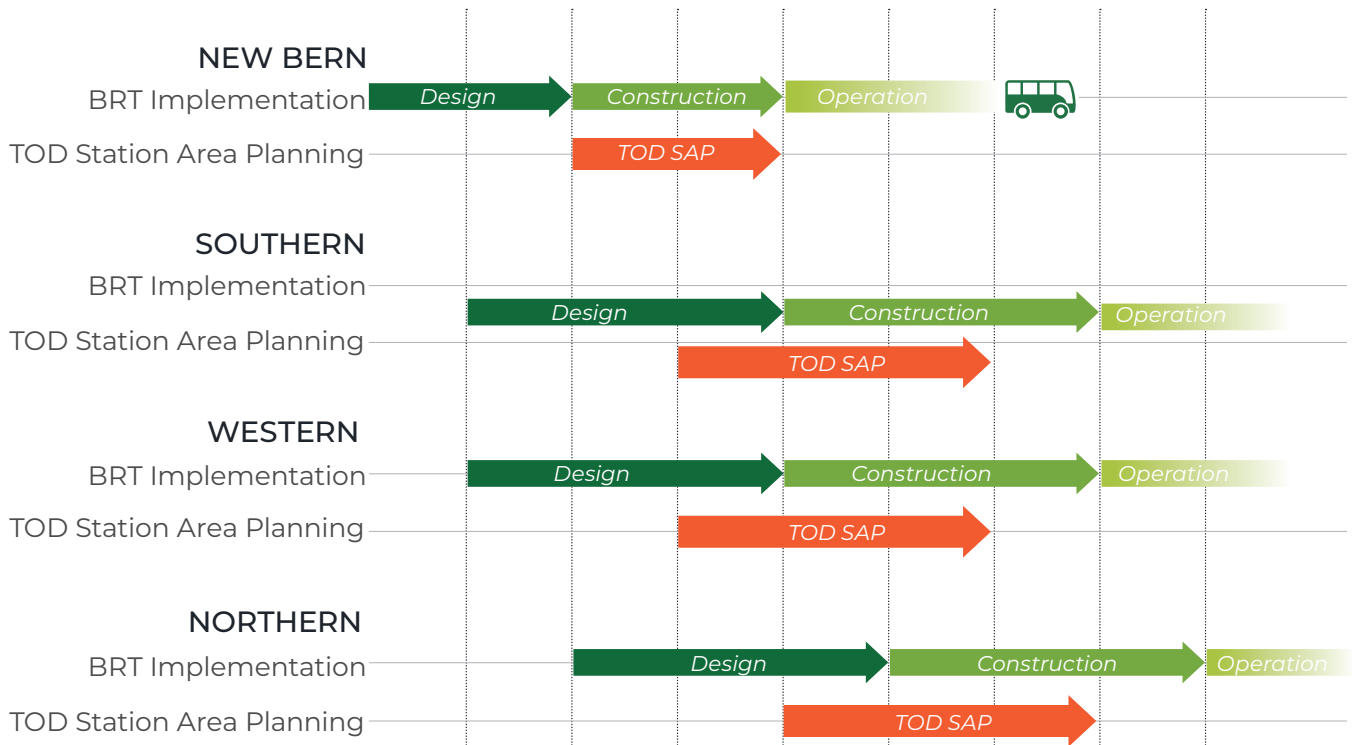
A proposed schedule for station area planning along with an estimated timeline for BRT design, construction, and operation is shown in Figure 22. Funding for station area planning along New Bern, the first corridor ready for that process, has been obtained through a Federal Transit Administration grant. Funds for additional corridors will need to be identified in coming years.

Timelines shown are approximate, intended to provide an general sense of timing and sequence. External factors, such as the presence of federal funding or the impacts of COVID-19, could affect the planning and construction of BRT lines.



Figure 22: **STATION AREA PLANS SCHEDULE**

	BRT Implementation			TOD Station Area Planning
	Design/Project Development	Construction	Operation	
New Bern	2019-2020	2021-2023	2023	2021-2022
Southern	2020-2022	2023-	TBD	2022-2023
Western	2020-2022	2023-	TBD	2022-2024
Northern	2021-2023	2024-	TBD	2023-2025



## 5-3 NEXT STEPS

The Next Steps below conclude with recommendations for the City of Raleigh to promote and incentivize Equitable Development along the BRT corridors. It outlines actions that the City can take in three phases:

### Immediate Next Steps (within 12-18 months)

1. Integrate Equitable Development around Transit into the Comprehensive Plan
2. Adopt zoning tools and set the stage for station area planning
3. Build staff capacity to plan and implement Equitable Development around Transit
4. Enable financing tools and equity programs
5. Apply the TOD overlay along the BRT corridors
6. Acquire property along the corridors for affordable housing

### Intermediate Steps (within 3-5 years)

7. Develop station area plans for each BRT corridor and apply additional TOD Overlay, TOD-R, and base zoning changes as recommended
8. Develop additional funding sources for equity programs
9. Expand the Equitable Development planning and programs to include BRT extensions, commuter rail, and frequent bus routes.

### Ongoing Engagement and Coordination

10. Continue public outreach and engage residents and other stakeholders on the Equitable Development vision
11. Identify opportunities for street improvements and capital projects in support of Equitable Development vision
12. Ongoing monitoring of the performance of Equitable Development policies

Immediate Next Steps				
	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept.</i>
1	<b>Integrate Equitable Development around Transit into the Comprehensive Plan</b>	2020-2025	Staff time	Planning and Development
	<p>As the city's primary policy and planning vehicle to direct growth around transit, Comprehensive Plan Amendments should integrate updated principles and policies as they evolve through the planning process.</p> <p>The advanced policy toolkits should be incorporated in the next amendments simultaneously with the adoption of the Guidebook.</p> <p>Future land use and zoning maps would be updated based on station area plan recommendations once completed in the coming years.</p>			
2	<b>Adopt zoning tools and set the stage for station area planning</b>	2020-2021	Staff time	Planning and Development
	<p>The Guidebook proposes TOD overlay and TOD-R zones with recommendations for the respective application and provisions (see Section 4). The implementation of these zoning tools should immediately offer opportunities for more affordable and walkable developments in the BRT corridors and set the stage for station area planning.</p>			

## Immediate Next Steps

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept.</i>
3	Build staff capacity to plan and implement Equitable Development around Transit	2020-2021	TBD	Planning and Development; Budget and Management Services
<p>Equitable Development planning will be a significant priority for the Planning and Development department for the next two decades. Building adequate staff capacity and creating clear responsibilities for implementation and ongoing planning will be important. Staff capacity should be considered and addressed in creation and updates to the Planning and Development Business Plan for future fiscal years.</p> <p>The needs of station area planning in coming years will benefit from additional and focused staff resources. Additionally, Equitable Development planning needs will extend beyond the current BRT plans into the future as BRT extensions (Midtown, Triangle Town Center, others) are planned. Other issues may emerge, and some areas may be revisited in light of future conditions. Strategies for meeting these needs should include establishing institutional capacity and ensuring that expertise developed during earlier phases is leveraged in later work.</p> <p>Implementation requires the collaboration of various City departments and agencies. The Planning and Development department should lead the planning effort and establish partnerships with other city departments and offices, as well as private sector experts and key stakeholders to achieve the best outcomes through the planning process.</p>				

## Immediate Next Steps

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept.</i>
4	Enable financing tools and equity programs	2020-2021	Staff time	Planning and Development; Housing and Neighborhoods
	<p>Section 4 of this guidebook proposes potential financing tools the City can implement to promote Equitable Development, especially for generating affordable housing. The applicability of each tool/program to achieve goals for growth and equity is shown in "Figure 20: Policy Toolkit Matrix" on page 105.</p> <p>The City should evaluate and prioritize the implementation of these financing tools and equity programs. A recommended tool for understanding community desires is a "participatory budgeting" process, in which residents set for themselves key priorities for funding. The Planning and Development Department should work with other departments to formalize the steps for adoption and identify funding and resources for implementation.</p>			
5	Apply the TOD overlay along the BRT corridors	2020-2021	Staff time	Planning and Development
	<p>Following the completion of revising the TOD overlay, the district should be applied in two phases. The first phase, which this action describes, is to apply it to properties along or within 100' of the corridors that have alignment certainty. The second phase will take place during station-area planning and will involve applying the overlay, along with the companion TOD-R overlay, in a more targeted way farther back from the corridors.</p> <p>This first phase should involve applying it to all affected properties at one time, although it could be split into a separate ordinance and process for each corridor to allow for smaller meetings.</p>			

## Immediate Next Steps

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
6	Acquire property along the BRT corridors for affordable housing	2020-2021	TBD	Multiple*
<p>This report recommends several tools for providing new and protecting existing affordable housing near the BRT system. All have their benefits, but a direct means of providing deep and permanent affordability is to have direct control of properties along or within a short walk of the corridors.</p> <p>While the city already has substantial holdings along the southern corridor, acquiring more property along that or the other corridors will be a key strategy. Funding can come from the potential 2020 bond or other sources, and acquisition can take place at any point. Providing the city's real estate division with the flexibility to quickly obtain an option on potential purchases will be important, as that provides time to identify funding and bring the proposed purchase before City Council for approval.</p> <p><i>* Planning and Development, Housing and Neighborhoods, City Attorney's Office, Finance</i></p>				

## Intermediate Steps

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
7	Develop station area plans for each BRT corridor and apply additional TOD Overlay, TOD-R, and base zoning changes as recommended	2021-2025	\$2 million	Planning and Development
	<p>Section 5-1 summarizes the importance and key components of corridor plan and station area plan. The City should establish a phased strategy to develop station area plans for each BRT corridor that builds on the corridor plans, including funding application, consultant selection, and plan development.</p> <p>Through the station area plan process, the city should apply additional TOD Overlay, TOD-R, and base zoning changes as recommended by the each station area plan.</p>			
8	Develop additional funding sources for equity programs	2020-2025	Staff time	Multiple*
	<p>There are a number of funding and financing opportunities that can support Equitable Development and proposed equity programs (see Section 4 for details). Most of the loan, grant, and tax credit sources may be applied by the County, City of Raleigh, or private developers. These programs should be pursued strategically through a phased approach that maximizes the development potential along the corridors. The 2020 housing affordability bond, if approved, can play a major role in funding programs.</p> <p>* <i>Planning and Development, Housing and Neighborhoods, City Attorney's Office, Finance</i></p>			

## Intermediate Steps

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
9	Expand the Equitable Development planning and programs to include BRT extensions, commuter rail, and frequent bus routes.	2025-onward	TBD	Planning and Development
<p>The four planned BRT corridors are the focus of Equitable Development around Transit planning in the coming years. As the BRT extension planned, additional planning should follow. The principles and framework outlined in the Guidebook should be applied and the further developed to fit the evolved context.</p> <p>Additionally, Equitable Development planning would also incorporate planning work for commuter rail when it moves forward, and consider the areas served by the Frequent Network (high-frequency buses).</p>				



## Ongoing Engagement and Coordination

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
10	Continue public outreach and engage residents and other stakeholders on the Equitable Development vision	Ongoing	Staff time	Planning and Development; Housing and Neighborhoods
	<p>Widespread community engagement allows a variety of perspectives to inform policies and help the City make more effective decisions when implementing Equitable Development. Throughout the Equitable Development Around Transit study and development of this guidebook, the project team has worked alongside City of Raleigh to communicate and engage Raleigh citizens and stakeholders on the breadth of transit-oriented development potential along the BRT corridors. City of Raleigh should continue the public and stakeholder engagement efforts in future Equitable Development planning process, including to:</p> <ul style="list-style-type: none"> <li>• Host periodic community meetings to present the progress of planning and development activities in the BRT corridors.</li> <li>• Facilitate developer coordination surrounding strategic land parcels, including working with housing and economic development departments to enable effective incentives for generating affordable housing.</li> </ul>			

## Ongoing Engagement and Coordination

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
11	Identify opportunities for street improvements and capital projects in support of Equitable Development vision	Ongoing	TBD	P&D, TRANS
	<p>The identification and implementation of street and infrastructure improvements in the station areas should be an ongoing effort through every stage of Equitable Development planning.</p> <p>Pedestrian safety is an immediate priority. The City should initiate a system-wide review to identify quickly addressable issues, such as speed limits adjustment, missing pedestrian crossing, etc.</p> <p>The City should continually identify opportunities to improve the pedestrian environment and bike circulation in the station areas. These improvements can help change the perception of the area and entice future development. The station area plans should propose capital improvement needs more systematically. The implementation of these capital projects will be vital to the realization of the vision.</p> <p>* <i>TRANS: Transportation</i></p>			

## Ongoing Engagement and Coordination

	<i>Description</i>	<i>Timeframe</i>	<i>Cost</i>	<i>Dept</i>
12	Ongoing monitoring of the performance of Equitable Development Planning Policies	Ongoing	Staff time	P&D, H&N
	<p>Section 4 describes the rationale of ongoing monitoring and lists a set of metrics for measurement (see page 105). The City should set up a monitoring system to gather information according to these metrics and periodically evaluate the progress and performance of the Equitable Development planning Policies. The monitoring would help the City make more effective decisions and calibrate the policies and when implementing Equitable Development around Transit.</p>			