

JONES FRANKLIN / WESTERN / HILLSBOROUGH



SMALL AREA STUDY

CITY OF RALEIGH - PLANNING AND DEVELOPMENT DEPARTMENT
RALEIGH URBAN DESIGN CENTER

Final Report
Adopted December 6, 2011



Acknowledgments : Thank you to the following people and organizations that have contributed greatly to the development of the study process and recommendations.

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Family Car Wash
Handee Hugo
Hunters Glen Apartments
Maytag Laundry
Precision Tune Auto Care
Right of Way Equipment
The Shade Tree
Sign A Rama
Zapolski Real Estate, LLC

Executive Summary

The Department of City Planning has finalized an Area Study to address the vicinity of the Jones Franklin Road, Western Boulevard, and Hillsborough Street intersection(s). This area is indicated as a white space on the 2030 Comprehensive Plan Future Land Use Map and as such has no land use classifications assigned to it. In an effort to provide predictable expectations of how the immediate vicinity and surrounding area should be developed in the future, City staff from the Urban Design Center, Department of City Planning, the Department of Public Works, and various other City Departments have worked collaboratively to engage the public and generate recommendations and actions, including a recommendation for land uses within the study boundaries.

This study is comprised of three publications that document the process from its inception through its submittal to the Raleigh City Council for approval. The three sections of this study are:

1. The Project Briefing Book, which serves as a compendium of community input, physical characteristic documentation and regulatory information that would influence the analysis stages of the study.
2. The Community Update Compendium which documents the results of the analysis and public workshop phases of the study and the outcomes of the six community meetings conducted.
3. The Final Draft Study publication, which synthesizes public review and comment related to the Community Update Compendium, as well as, further analysis by staff in order to finalize the recommended outcomes and actions in preparation for submittal to City Council.

The results of this study can be summarized into three key elements for consideration:

Key Element #1: Authorize a Comprehensive Plan amendment to the future land use map and the thoroughfare upgrades map with the recommended land use and street classification found in this study.

Key Element #2: Use the recommendations in this study to inform the application of form-based, mixed-use districts that will be applied to this area during the new development code process.

Key Element #3: Focus on creating a strong multi-modal transit hub. This district is situated at the nexus of several transit modes and infrastructure improvements should be prioritized to strengthen the district's connectivity.

Recommendations and Actions

The specific recommended outcomes and actions of this study are organized in four categories: Land Use, Transportation Infrastructure, Aesthetics+Form, and Crime Prevention Through Environmental Design (CPTED). Each of the categories reflect the key issues and themes identified during the process and documents recommended actions associated with their implementation.



Intersection of Jones Franklin Road and Buck Jones Road

District Vision and Character

The study area is a typical suburban crossroads that has grown incrementally over time as the City of Raleigh and neighboring municipalities have grown. As with many vehicular dominated crossroads, much of the historic character of the area, noted as "Asbury" on historic maps, has been lost to suburban commercial development. Located at the nexus to two significant east-west vehicular and rail corridors the area is uniquely situated to take advantage of the City of Raleigh's multi-modal growth plans. As such, the community generated a vision statement to describe the character of this district.

"Asbury Village is a vibrant, inviting, walkable, diverse community. The neighborhood serves as a gateway to Raleigh with easy access to transit, local sporting events, and the natural environment through strong connections to open space, greenways, and parks. Asbury Village is a strong, thriving place that supports long-term residents, a variety of housing options, and successful local businesses."

District Identity

Recommended Outcome

DI-1. The Asbury Village District should become a multi-modal transit hub for Western Raleigh.

DI-2. The district should include centrally located community open space and easy connections to parks and greenways.



Recommended Actions

DI-3. Authorize the Parks Department to initiate a study to program Jackson Park, an existing park space adjacent to the study area. Provide funding through the CIP for park improvements.

DI-4. Continue multi-purpose path along Western Boulevard to the Jones Franklin Road intersection and farther south if deemed feasible.

DI-5. Authorize commencement of Station Area Planning upon adoption of the Locally Preferred Alignment and a successful referendum.

Land Use

Recommended Outcome

LU-1. Require all new structures to be primarily accessed and oriented toward public streets.

LU-2. Encourage new development to be vertical mixed-use.

LU-3. New development should include a mixture of community and neighborhood scaled mixed use, medium density residential, focusing density and height near the rail corridor.

LU-4. New road alignments should create developable parcels currently within NCDOT right of way.

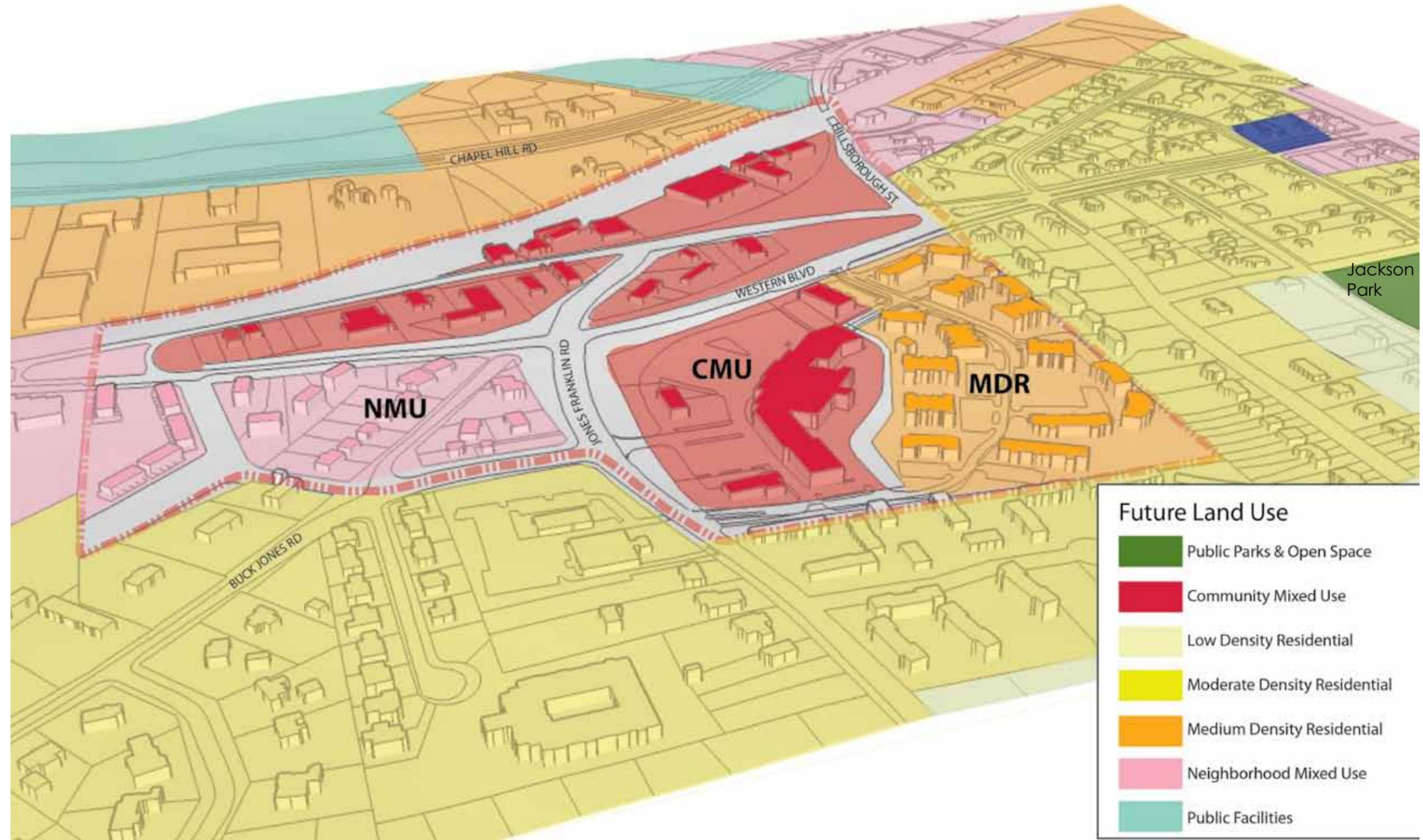
Recommended Actions

LU-5. Amend the Future Land Use Map to include land use classifications: (CMU, NMU, MDR) as depicted in the adjacent diagram.

LU-6. Negotiate with NCDOT the transfer of excess right of way to city ownership.

LU-7. Explore text changes that would:

- Incorporate shared parking as described in the new Unified Development Ordinance, on new and existing projects identified in this study.
- Encourage a mix of housing types.



Future Land Use	
	Public Parks & Open Space
	Community Mixed Use
	Low Density Residential
	Moderate Density Residential
	Medium Density Residential
	Neighborhood Mixed Use
	Public Facilities

Transportation Infrastructure

Recommended Outcome

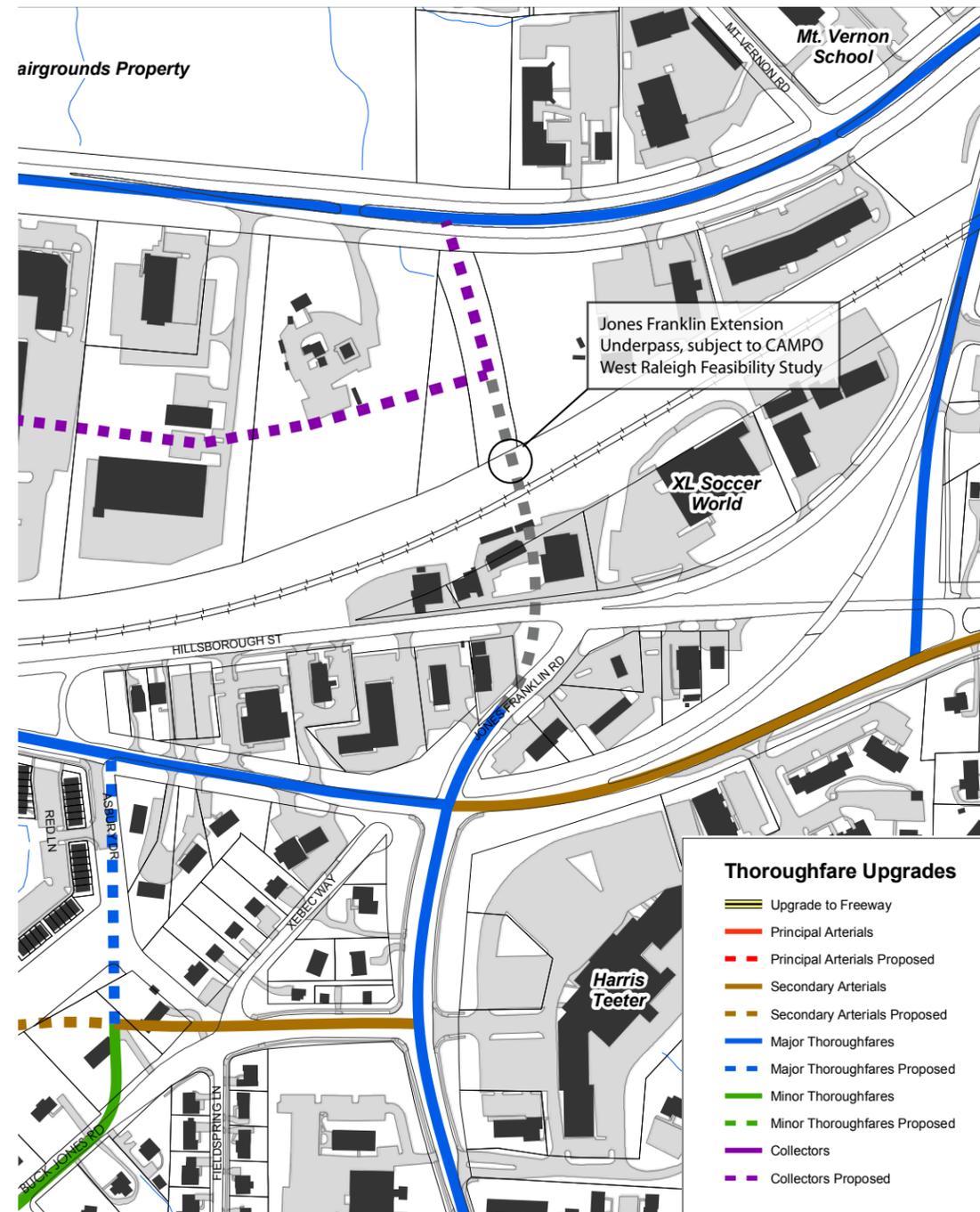
- T-1. Improve and coordinate transit facilities in the district.
- T-2. Continue the "boulevard" street design of Western Boulevard into and through the study area as a two-way, non-bifurcated thoroughfare.
- T-3. Improve bicycle and pedestrian facilities.
- T-4. Consolidate bus services through the use of shared facilities.
- T-5. Improve roadway stormwater management to alleviate issues to private property.

Recommended Actions

- T-6. Authorize the Office of Transportation Planning to conduct a preliminary engineering study of the proposed roadway changes, including the Western Boulevard Extension (a.k.a. Cary Towne Boulevard Extension), Jones Franklin Road Extension, and Western Boulevard Consolidation.
- T-7. Add Western Boulevard streetscape to the streetscape prioritization list.
- T-8. Continue sidewalks under the rail bridge on Hillsborough Street.
- T-9. Coordinate with NCDOT Hillsborough Street Bridge Replacement project, B-4656, to increase walkway connectivity, stormwater management, and transit facility upgrades as part of that project.
- T-10. Explore closure and removal of Xebec Way as part of a redevelopment scenario.



Existing Thoroughfare Map



Proposed Alterations Thoroughfare Map



Preferred pedestrian and public realm images as identified by workshop attendees in the visual preference study

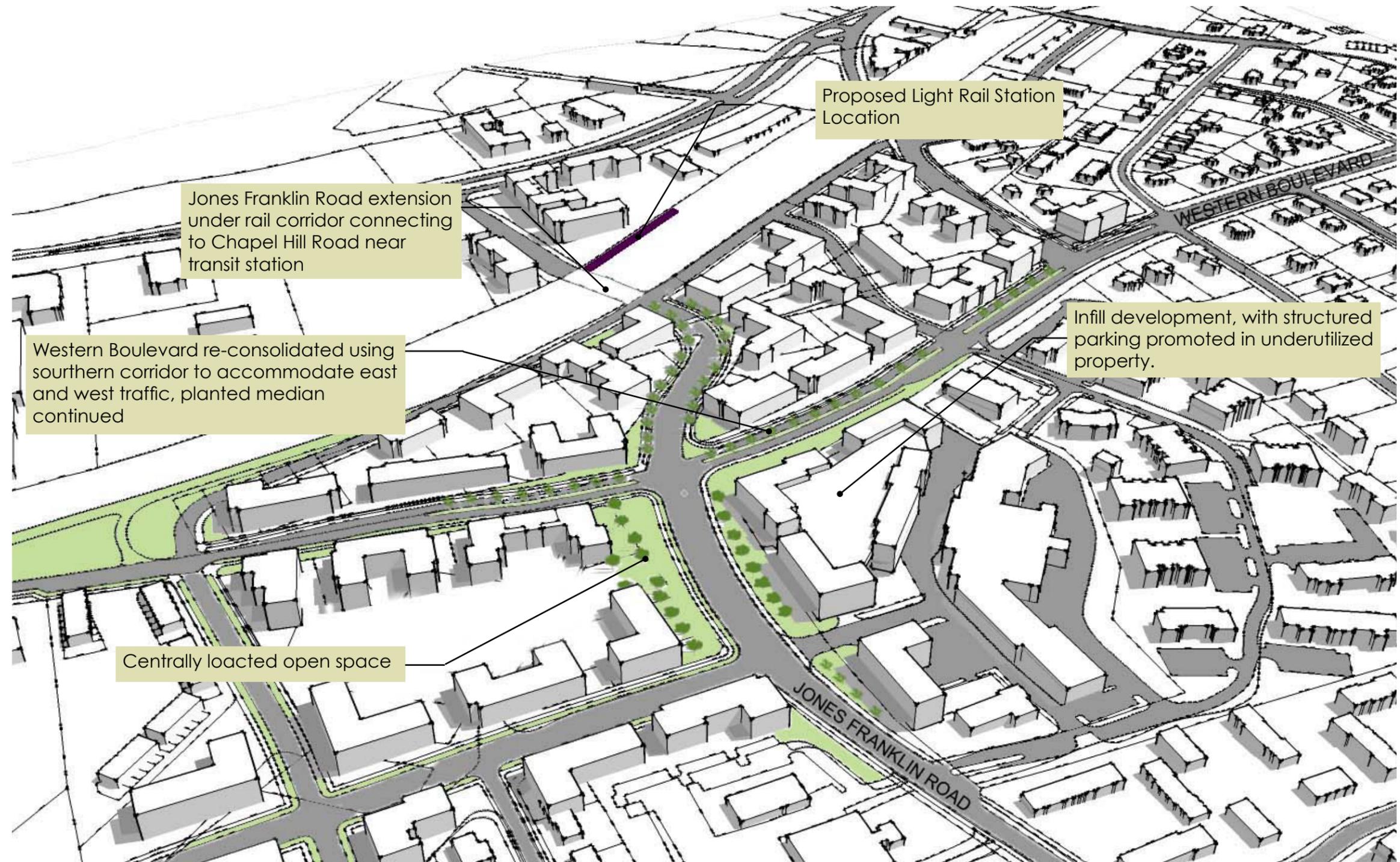
Aesthetics + Form

Recommended Outcome

AF-1. New and Infill Development should employ urban street sections and frontages except on Western Boulevard and Jones Franklin Road, where a "green frontage" with generous setback should be encouraged.

AF-2. Create various open space options throughout the study area, including central open space centered along Jones Franklin Road.

AF-3. New and infill development should be tallest (5-7 stories) toward rail and should taper down (to 3-5 stories) along the edges of the study area.



Recommended Actions

AF-4. Investigate traffic impact of proposed development and infill as illustrated. See appendix for preliminary findings.

AF-5. Continue to work with TTA to coordinate design and placement of station area.

AF-6. Integrate the findings of this study into subsequent station area studies.

AF-7. Develop a Streetscape Plan for the study area to include wide sidewalks, street trees, benches, lighting and common open space.

AF-8. Identify and fund opportunities for improved bus stops and shelters.



Preferred architectural character and development images as identified by workshop attendees in the visual preference study

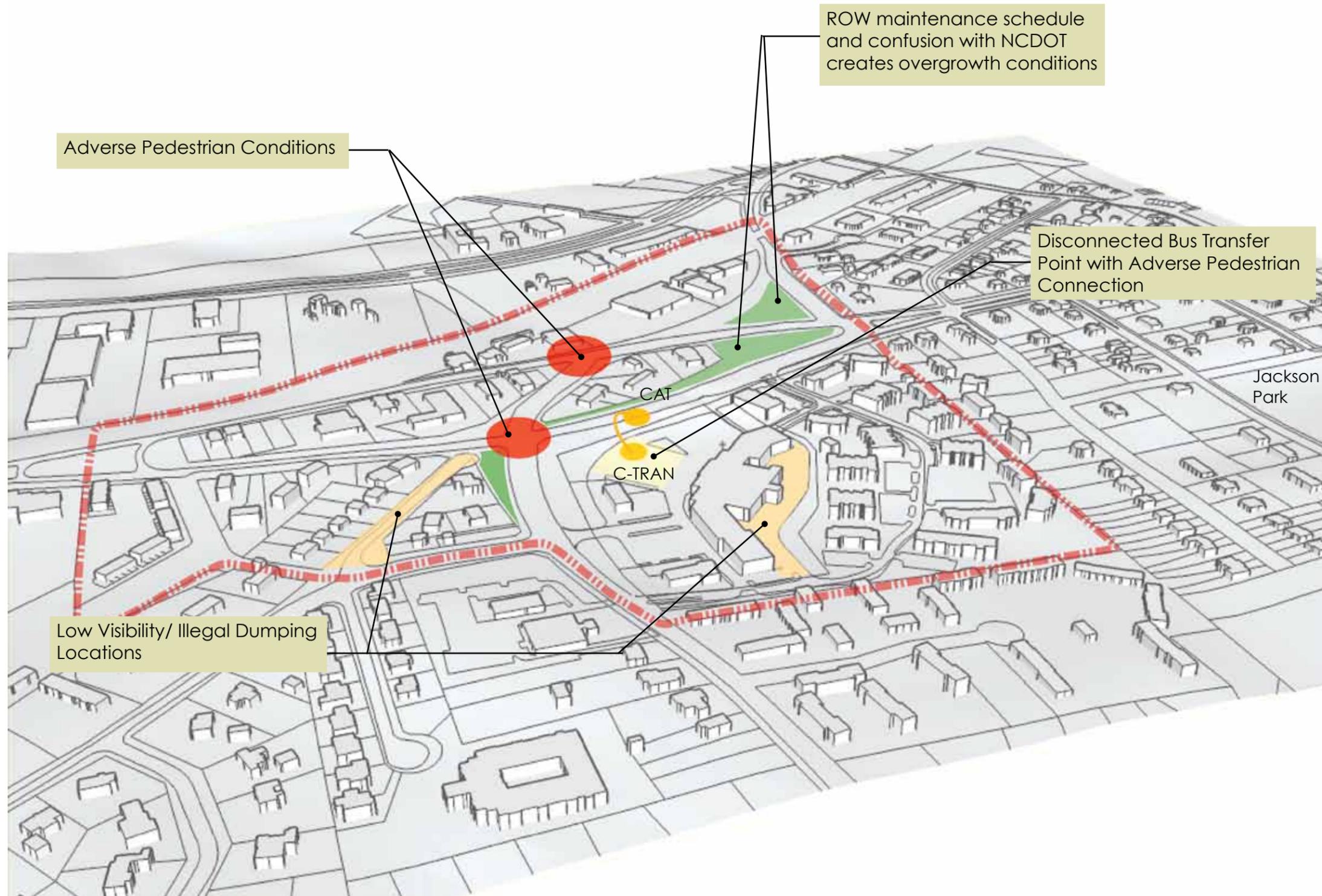
Crime Prevention Through Environmental Design (CPTED)

Recommended Outcome

- C-1. Consolidate bus stops.
- C-2. Improve/Add sidewalks and pedestrian crossing signals.
- C-3. Engage Inspections and Raleigh Police Department to continue landlord training, violation enforcement, and community policing efforts.
- C-4. Street lighting should enhance pedestrian and vehicular safety.

Recommended Actions

- C-5. Improve street lighting.
- C-6. Encourage clean-up of private property and enforce violations.
- C-7. Study traffic calming measures on Buck Jones Road.
- C-8. Authorize Raleigh Police Department to conduct CPTED review and issue report.
- C-9. Evaluate ROW maintenance schedule and overlap with NCDOT to determine schedule and delineate boundaries.
- C-10. Determine authority to enforce illegal dumping (in right-of-way and on private property).



Appendix



Office of Transportation Planning's Traffic Assessment of Raleigh Urban Design Center's Proposed Redevelopment Plan for Special Study Area A-9 (Jones Franklin Road)



City of Raleigh North Carolina

October 17, 2011

MEMORANDUM

TO: Eric Lamb, PE
Manager, Office of Transportation Planning

FROM: Bowman Kelly, PE, PTOE
Transportation Engineer, Office of Transportation Planning

SUBJECT: Traffic Assessment of Raleigh Urban Design Center's Proposed Redevelopment Plan for Special Study Area A-9 (Jones Franklin Road)

Based on a recent study for TIP Project B-4656, NCDOT has decided to demolish the existing Hillsborough Street bridge over Western Boulevard and construct an at-grade intersection. The Hillsborough Street connection will be aligned to Western Boulevard as shown in Figure 1.

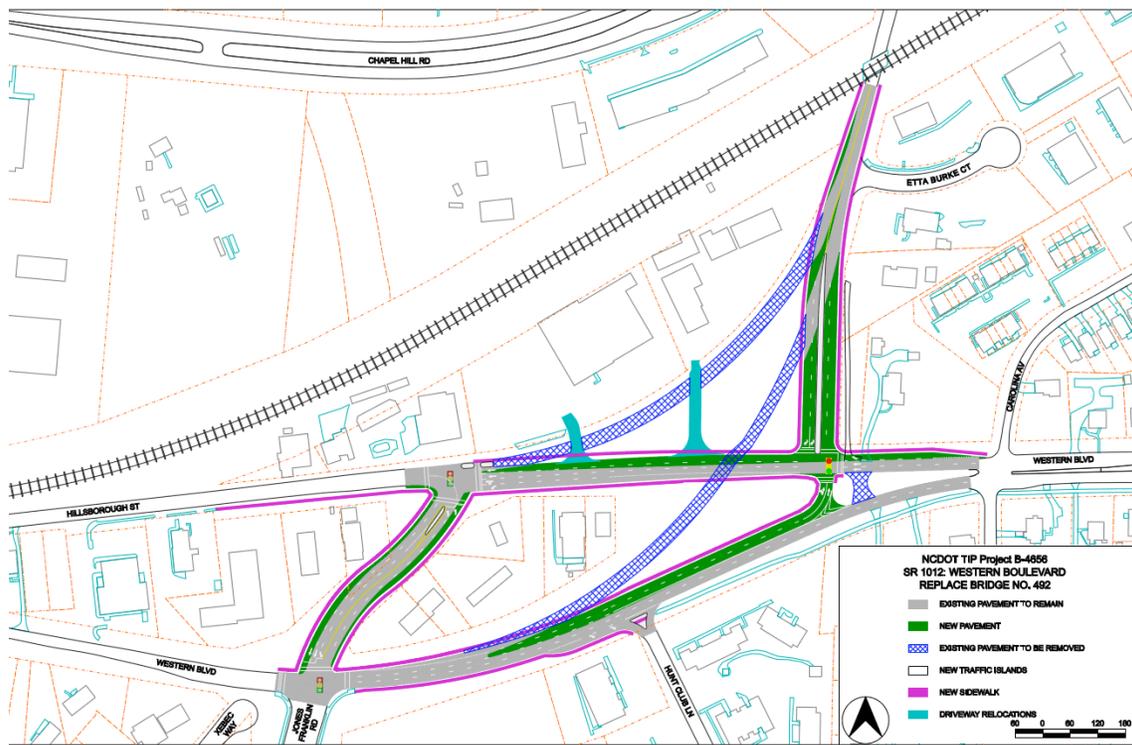


Figure 1: Proposed B-4656 Bridge Replacement

The Office of Transportation Planning (OTP) was tasked to investigate the traffic impacts of replacing the Hillsborough Street bridge with an at-grade intersection and to advise NCDOT of the City of Raleigh's interests in this project. In May 2010, the Office of Transportation Planning determined that replacing the Hillsborough Street bridge would not adversely impact network traffic flow along the Western Boulevard or Jones Franklin Road corridors and that the City would support NCDOT's plans for removing the bridge.

To ensure that transportation decisions, strategies, and investments are coordinated with and support the City's land use objectives, the Office of Transportation Planning was further tasked to investigate the potential traffic impacts of an initiative by the Raleigh Urban Design Center (UDC) to realign the roadway network for Special Study Area A-9 (Jones Franklin Road)¹. Special Study Area A-9 is bounded roughly by Asbury Drive, Hunt Club Lane, the eastern property line of Plaza West Shopping Center and the Norfolk-Southern Railroad. This initiative is consistent with the Raleigh 2030 Comprehensive Plan to identify the infrastructure investments required to make sites in under-performing areas more competitive for economic development. Specifically, the initiative would eliminate the current bifurcation of Western Boulevard and provide a traditional rectilinear street grid to circulate traffic around the edges of high-density redevelopment. Revisions to the existing roadway network would include 1) adding a direct connection between Cary Towne Boulevard/Western Boulevard Extension and Jones Franklin Road, 2) adding a direct connection between Buck Jones Road and Western Boulevard, 3) adding an additional connection between Jones Franklin Road and Chapel Hill Road under the Norfolk-Southern Railroad corridor. A schematic diagram of the proposed roadway revision is shown in Figure 2.

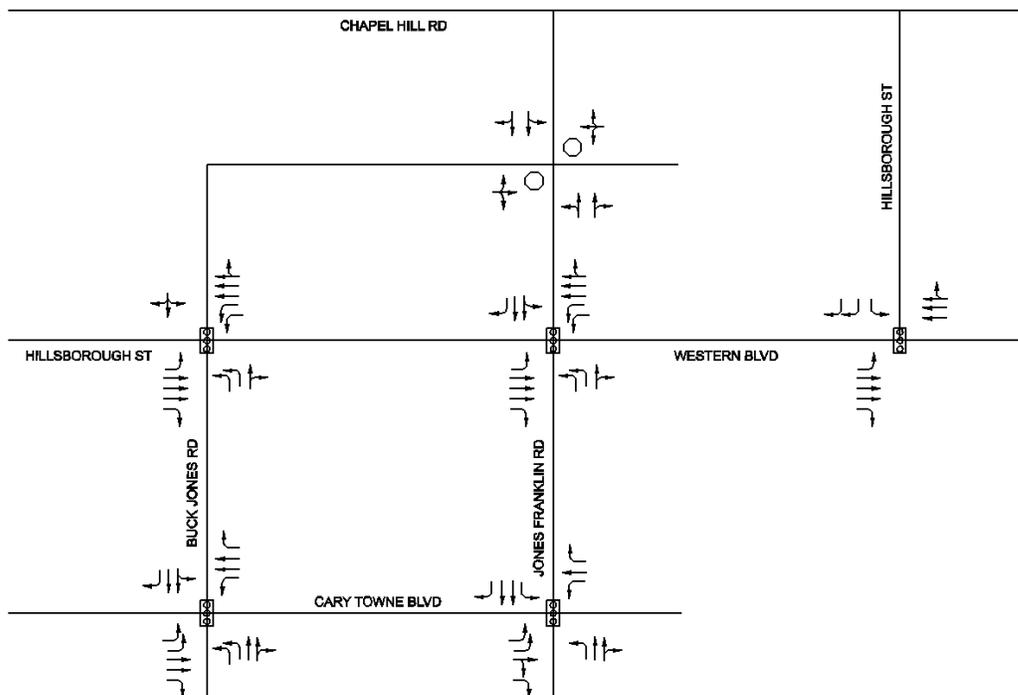


Figure 2: UDC Scenario for the Jones Franklin Road Area

¹ Raleigh 2030 Comprehensive Plan, Future Land Use Map,
<http://www.raleighnc.gov/search/content/PlanLongRange/Articles/2030ComprehensivePlan.html>

A key assumption of the UDC initiative is construction of a link between Cary Towne Boulevard Extension and Jones Franklin Road. Through a process of balancing traffic sources with traffic “sinks”, OTP staff estimated the volume of diverted trips from west Raleigh/east Cary into Special Study Area A-9 (Jones Franklin Road). The expected *increase* in traffic traversing the study area is approximately 2700 vph entering vehicles and 2700 vph exiting vehicles during the peak hour.

Once traffic volumes for the build-out year 2030 were estimated and trips were assigned to the roadway network, OTP staff began an iterative process of determining the number of through lanes and auxiliary turn lanes for each segment of the roadway network. Constraints used for this process were: 1) a maximum of six through lanes (three each direction) for any roadway segment, 2) a maximum of two left-turn lanes at the approaches to signalized intersections, 3) a maximum of one right-turn lane at the approaches to signalized intersections. The underlying premise of constraints analysis is that traffic networks do not have unlimited resources to move vehicles through the system. Thus, constraints separate practical solutions from impractical ones.

In order to provide levels-of-service better than LOS-F for most intersections shown in Figure 2, it would be necessary to add 5 additional lanes with a median to the new segment of Buck Jones Road that connects directly to Western Boulevard. In addition, the network would require reconstruction of the existing (one-way, eastbound) 2-lane and 4-lane segment of Western Boulevard between Burton Avenue and Carolina Avenue into a continuous six-lane, two-way segment with dual left-turn lanes and an exclusive right-turn lane at the intersections of Western/Buck Jones, Western/Jones Franklin and Western/Hillsborough. Further, it would be necessary to add a southbound thru lane on Jones Franklin Road where it intersects with the Plaza West Shopping Center’s main driveway and a southbound receiving lane on the departure side of the intersection. With these improvements in place, motorists could expect improved network performance even with the increase in traffic volume as shown in Table 1 below:

2030 Network Totals			
	B-4656 Bridge Replacement	UDC Initiative	CHANGE
Vehicles Entered	4435	7103	2668
Vehicles Exited	4254	6928	2674
Control Delay / Veh (sec/veh)	94	57	-37
Total Delay / Veh (sec/veh)	101	57	-44
Total Delay (hr)	580	415	-165
Stops / Veh	0.48	0.61	0.13
Stops (#)	9905	16084	6179
Average Speed (mph)	5	8	3
Total Travel Time (hr)	661	512	-149
Distance Traveled (mi)	3166	4078	912
Fuel Consumed (gal)	639	626	-13
Fuel Economy (mpg)	5.0	6.5	1.5

Table 1: Network Measures of Effectiveness

Note that even with the additional laneage described above the intersection of Western Boulevard and Buck Jones Road will operate at LOS-F. Not until Edwards Mill Road is extended southward to intersect with Cary Towne Boulevard Extension could motorists expect any improvement in delay and queuing at Cary Towne Boulevard and Buck Jones Road.

The Urban Design Center's vision for realigning roads in the Jones Franklin area passed initial screening tests by the Office of Transportation Planning for feasibility. OTP staff recommends a more in-depth study with both a traffic and multimodal level-of-service (MMLOS) component, as well as land use, economic and environmental components before proceeding with the public involvement process and/or Comprehensive Plan amendments.