# PLAN ACKNOWLEDGMENTS

The New Bern Station Area Planning Study was prepared by Stantec, for the City of Raleigh Planning and Development Department in close collaboration and engagement with community members, city staff, subconsultants and other local stakeholders.

## CITY OF RALEIGH

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1 INTRODUCTION

1.1 WHAT IS THIS PLAN ABOUT?

The New Bern Station Area Planning Study examines how to grow around a new Bus Rapid Transit line set to begin service in 2023. This plan is a continuation of work begun under the 2016 Wake Transit Plan and seeks to begin to implement the Equitable Transit-Oriented Development (ETOD) Guidebook approved by Raleigh City Council in early 2021.

This plan, grounded in an understanding of the current pressures of development, the aspirations and concerns of community members and the City’s direction to focus growth around rapid transit, sets out to achieve the goals shown at right. These elements are essential to create a holistic approach to growth along New Bern Avenue.

**IMPLEMENT ETOD PROCESS**
Implement specific recommendations set forth in the Equitable Transit-Oriented Development (ETOD) Guidebook that apply to the communities along New Bern Avenue.

**PUBLIC OUTREACH**
Engage the public in ways that build trust and foster collaborative solutions to the unique issues of rapid growth in Raleigh.

**ZONING/POLICY CHANGES**
Identify Zoning and Policy changes that are required to support growth around transit.

**AFFORDABLE HOUSING**
Identify places for Affordable Housing investments and activities from the Equity Fund to ensure everyone benefits from growth in the city.

**PEDESTRIAN/BIKE SAFETY**
Identify and document potential Capital Projects that will support walkable connected communities along New Bern Avenue.

**URBAN DESIGN/STREETSCAPE**
Conceptualize Urban Design interventions that add density responsibly, improve walkability and foster a sense of place around stations.

Figure 1.1A
PROJECT GOALS
The City of Raleigh, as the capital of North Carolina, is considered the second fastest-growing large metropolitan area in the country. A “fast-growing” area is defined as a large metropolitan area growing more than twice as fast as the national average during the 10-year period from 2010-2019. Raleigh has experienced a significant growth of 23% only behind Austin (Texas) with 29%. This means that since 2010, Raleigh has gained over 260,000 new residents and its expected to reach more in the coming years (Source: 2019 Population Estimates, U.S. Census Bureau and University of North Carolina at Chapel Hill 2020).

Because of this growth, planning for the city’s future needs to focus on effectively managing change and prioritizing infrastructure investments in a way that supports residents, businesses and other local stakeholders, both current and newcomers.

As part of this process, Wake County voters approved a plan in November 2016 with focused investment in public transit improvements. This includes building approximately 20 miles of improved transit facilities along four (4) Bus Rapid Transit corridors, and New Bern Avenue is the first of them. The overall goal is to provide frequent, reliable, urban transit options.
**1 INTRODUCTION | 1.1 WHAT IS THIS PLAN ABOUT?**

*Wake Transit Plan* creates a vision for the future of transit that includes Bus Rapid Transit (BRT), Commuter Rail, and Transit Frequency Improvements. The Plan calls for four (4) BRT corridors extending in each direction from downtown.

Wake County voters approve a half-cent sales tax to fund those improvements.

Major Investment Study finds all four (4) BRT corridors are viable, setting the stage for design work and federal funding.

*Equitable Development Around Transit Study (EDAT)* examines Land Use and Housing in areas around BRT corridors.

Planning work begins on Western and Southern BRT corridors.

Planning work begins on New Bern BRT project.

Raleigh receives a federal grant for construction.

*2015*

*2016*

*2017*

*2018*

*2019*

*2020*

*2021*

**NEW BERN STATION AREA PLANNING PROJECT BEGINS**

- Establishing Community Connections
- Affordable Housing Summit
- Bike/Pedestrian Workshops
- Project Kickoff: Resident Interviews, Development of The Story of New Bern, Planning & Design workshops/charrettes
- Corridor-Wide Conclusion Events: Draft New Bern Station Area Plans

**Final New Bern Station Area Plans**
- Presentation of plans to City Council

**FIGURE 1.2.A**

*PROJECT TIMELINE AND SCHEDULE*
1.3 HOW TO NAVIGATE THIS DOCUMENT

The New Bern Station Area Planning Study includes broad corridor-wide policies as well as three distinct geographic regions, categorized as Western, Middle and Eastern Station Areas. These geographic regions provide more detailed policies and direction, based on the local conditions.

The approach is to recognize unique circumstances that require further detail along a 5-mile corridor, while ensuring that corridor-wide elements provide a direction to City staff, residents, stakeholders, and developers in a consistent manner.

This plan includes material developed during three four-day workshops held in September and October 2021, as well as a series of community surveys, stakeholder interviews, and research by the project team. The plan will also provide strategic advice on best practices, to focus new development in a way that is equitable and accessible, while contributing to the growth of Raleigh in other positive ways.

1.4 WHAT THIS PLAN DOES NOT COVER

This plan does not address the design of the Bus Rapid Transit System, nor can it promise any specific developments. Rather, this plan is meant to be a strategic step in understanding any barriers to transit-oriented development; and a proactive approach toward managing growth and change to minimize any potential negative effects that occur with growth in our cities.

This plan considers everyone who lives and works along New Bern Avenue today, while anticipating how new residents and businesses will fit into the corridor in the future.

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BRT (BUS RAPID TRANSIT) STATION DESIGN OR ALIGNMENT

- Cannot change BRT station locations
- Cannot promise specific developments
- Cannot bring any specific businesses or homes to the community
- Can work with North Carolina Department of Transportation (NCDOT) on state maintained roads, but don’t control

DEVELOPMENT CURRENTLY UNDERWAY

- Cannot promise specific developments
- Cannot bring any specific businesses or homes to the community
- Cannot directly affect Wake County Public School System (WCPSS) schools

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FIGURE 1.4.B
WHAT THIS PLAN DOES NOT COVER
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2 VISION AND GUIDING PRINCIPLES

2.1 OUR STORY

2.1.1 STORY OF NEW BERN AVENUE

The Story of New Bern Avenue is a collection of oral histories examining the past, present, and hopeful future of the New Bern Avenue corridor. The purpose of the Story is to inform the New Bern Avenue Station Area Planning process and understand the history of the corridor to better plan for its future.

“Quiet. Dynamic. Finally, it’s starting to change. Finally.”

“My neighborhood is a predominantly Black townhome community. Kind of small. We’re kind of a family-extended family, I would say. We look out for one another. Most of the people here have been here for many years, so we’ve gotten to know each other pretty well.”

“I think it’s filled with resources and I’ve seen it develop across the decades or years, and I think it’s a wonderful place to live and to work.”

“I mean, it’s a nice neighborhood. It’s from low income to middle class in income. Most houses are brick ranches and it’s connected by Poole Rd to the city.”

In a few short sentences, how would you describe your neighborhood or the New Bern Ave corridor?

FIGURE 2.1.A
LINK TO THE STORY OF NEW BERN AVENUE VIDEO

FIGURE 2.1.B
STORY OF NEW BERN AVENUE: KEY HIGHLIGHTS
2.1.2 HISTORIC DEVELOPMENT OF THE CORRIDOR

Communities surrounding the New Bern Avenue have been thriving since at least the 1940s, and have seen significant change, including street cars, WWII, and development of the WakeMed campus, just to name a few.

Many of the neighborhoods along New Bern were once home to primarily Black residents. There were principals, school teachers, and professionals, and other workers and residents that made up the tight-knit community.

CLICK HERE

FIGURE 2.1.C
LINK TO HISTORIC DEVELOPMENT TIMELINE

FIGURE 2.1.D
CORRIDOR HISTORIC DEVELOPMENT PHASES
2 VISION AND GUIDING PRINCIPLES | 2.1 OUR STORY

MAP 2.1.A
HISTORIC DEVELOPMENT MAP

- STUDY AREA
- GENERAL HISTORIC OVERLAY DISTRICT
- HISTORIC LANDMARKS AND DISTRICTS
- DATING TO 18TH CENTURY
- 1800 - 1839 EARLY 19TH CENTURY
- 1840 - 1891 RAIL ROAD ERA
- 1892 - 1918 EARLY STREETCAR ERA
- 1919 - 1928 POST-WW1 SUBURBAN EXPANSION
- 1929 - 1944 GREAT DEPRESSION - WW2
- 1945 - 1967 POSTWAR NEIGHBORHOOD UNITS
- 1968 - 1995 SINGLE-USE SUBDIVISION ERA
- 1996 - 2015 NEW MILLENNIUM DEVELOPMENT
- 2016 - 2022 UDO ERA RECENT DEVELOPMENT

NEW BERN AT TARBO
NEW BERN AT SWAIN
MORGAN AT BLOUNT
EDENTON AT BLOUNT
RALEIGH BLVD
KING CHARLES
GORALEIGH STATION
EDENTON AT TARBO
Sunnybrook Rd
WakeMed Raleigh Campus
Raleigh Country Club
Poole Rd
Saint Augustine's University
S Tarboro St
E Edenton St
S Blount St
Walmart Supercenter
New Bern Ave
MEDICAL DISTRICT
440 PARKWAY
NEW HOPE RD
CORPORATION PARKWAY
TRAWICK
EDENTON AT SWAIN
EDENTON AT TARBO
KING CHARLES
GORALEIGH STATION
MORGAN AT BLOUNT
NEW BERN AT TARBO
NEW BERN AT SWAIN
2.2 ENGAGEMENT OVERVIEW

Project engagement included both online and in-person activities, and used strategies from the Community Engagement Process Development Public Participation Playbook.

To understand community preferences, this process was supported by ideas of community liaison group members, as well as neighborhood ambassadors, who assisted with developing the outreach process and gathering input.

- **HOUSING AFFORDABILITY**: Current residents express some concern about being priced out of the area due to rising rents and development pressures.

- **NEIGHBORHOOD CHANGE**: The idea of growth and change is received with mixed opinions, but people seem positive about coming opportunities.

- **PEDESTRIAN/BIKE SAFETY**: One of the top priorities for users of this corridor is to create safe biking routes and improve sidewalks throughout the area.

- **TREES AND VEGETATION**: Community residents value existing nature in the neighborhoods around the corridor, such as trees, vegetation and green/open spaces.

- **SUPPORT FOR COMMUNITIES**: Many people voiced their concerns about how development will impact local businesses and existing residents that are vulnerable to economic pressures.

- **ACCESSIBILITY FOR EVERYONE**: The corridor is an important route for many different residents in the area, including senior citizens and people with disabilities.
2.2.1 ENGAGEMENT ACTIVITIES

As part of a participatory process, the City of Raleigh gathered feedback from the community to help guide the station area planning process and provide the project team with insight on top priorities, concerns, and visions of current residents, workers, and travelers of the corridor.

- **Kickoff Meeting**: In person/Online
- **Community Interviews**: For the development of the Story of New Bern Avenue
- **Affordable Housing Summit**: 30-40 attendees over two days
- **Easy survey**: Viewed by 500 people, 150 participants
- **Western Stations Public Workshop**: 63 attendees, 57% Black residents

![FIGURE 2.2.B AFFORDABLE HOUSING SUMMIT](image)
![FIGURE 2.2.C WALKING & BIKING SUMMIT](image)
![FIGURE 2.2.D WESTERN STATIONS PUBLIC WORKSHOP](image)
2 VISION AND GUIDING PRINCIPLES | 2.2 ENGAGEMENT OVERVIEW

Raleigh Walking & Biking Summit
30-40 attendees

Middle Stations Public Workshop
60-80 attendees, 15% Black residents

Eastern Stations Public Workshop
15 attendees, 33% Black residents

Public Workshop with Enloe High School students
100+ students

Stakeholder Meetings with local business owners and institutions (St. Augustine, WakeMed, among others)

OCT 2021

NOV 2021

DEC 2021

JAN 2022

FEB 2022

MARCH 2022

APRIL 2022

Draft Recommendations presentation
In person/Online

Final Meeting of Community Group

Final Community Meeting

Initiation of Zoning and Comprehensive Plan changes

Presentation of Plan Recommendations to Planning Commission for their recommendation to City Council

FIGURE 2.2.F
PUBLIC WORKSHOP WITH ENLOE SCHOOL STUDENTS

FIGURE 2.2.G
STAKEHOLDER MEETINGS
2.2.2 SURVEY AND ENGAGEMENT RESULTS

WHAT PEOPLE LOVE...
- Stations
- Trees
- Shopping

WHAT CONCERNS PEOPLE HAVE...
- Safety
- Traffic
- Housing

WHAT OPPORTUNITIES PEOPLE SEE...
- Converting unused
- Development/Retail
- Open Space

WHAT IS THE COMMUNITY’S VISION...
- Uplifting experience
- Area Housing and People
- BRT Stations

FIGURE 2.2.H COMMUNITY SURVEY RESULTS SUMMARY

FIGURE 2.2.I VISUAL PREFERENCE SURVEY RESULTS

PEDESTRIAN EXPERIENCE
Top priorities: Safer Street Crossings

BIKING ENVIRONMENT
Top priorities: Additional Bicycle Amenities

MISSING MIDDLE HOUSING
Top priorities: Townhouses and Rowhouses

“Come join this rich history and this rich culture as we grow and expand. Don’t come take it over.”
2.3 COMMUNITY VISION STATEMENT

Focused on how we grow together, New Bern Avenue’s transformation expresses the vision of those living currently and those yet to come, to thrive. Growth along New Bern Avenue includes varied and affordable new housing at all levels; supports existing businesses while leaving the door open for new entrepreneurs, all connected with high-quality mobility options.

This corridor plan highlights the best of the past, and it also understands the present challenges to provide a future for all residents, businesses, and communities to grow together in a collaborative way.

“Gainfully employed within the community at all socio-economic levels”

“Safe at all times”

“Mixed income, not pocketed but meshed together”

“Complete connectivity and walkability”

“Incorporate the past into the future”

“A diverse, pedestrian-active community”

“Diversity of housing”

“Change in any area will create displacement - we need protections”

“NEED, NEED to make sure affordability is a key component of any development”

“Safe at all times”

“Walk to everything you need”

“A reimagined community will preserve our history and character”
2.4 CORRIDOR GUIDING PRINCIPLES

The four principles at right offer the foundation of this plan. These four principles guide the plan and will be repeated in each geographic area to reinforce the common themes while highlighting area specific goals to be met.
2.4.1 NEW BERN IS A CONNECTOR

Not only does this corridor connect communities, but it also connects people to jobs, services, housing, amenities, and nature. Recognizing its role as a connector, the new Bus Rapid Transit (BRT) service along with new pedestrian and bicycle facilities will provide a safe and accessible multimodal connection to the rest of the city.

Corridor Goals:

A. SAFE PATHWAYS

Prioritize safe pathways to and from New Bern Avenue for bikes and pedestrians

B. TREES AND LANDSCAPING

Support the replanting of trees, as well as investments in landscaping and public realm improvements along New Bern Avenue separately from the BRT design

C. WALKABILITY IMPROVEMENTS

Identify strategic improvements to the public realm that will support walkability throughout New Bern Avenue Corridor
2.4.2 GROW, TOGETHER

Raleigh is witnessing unprecedented growth and it comes with perils of displacement, gentrification, loss of historic businesses and homes. These changes can upend the lives and livelihoods of those who built and made Raleigh the unique place that it is.

Growth comes with opportunity as well, and everyone both current and new should have the same opportunities to grow together.

Corridor Goals:

A. SUSTAINED EDUCATION

Provide sustained education to existing and new residents, developers, and businesses about the overall growth strategy, their options, and rights to participate, and what this strategy means for them.

B. RESOURCE CENTER

Develop clear materials about the changes, what this means for the communities along New Bern and a single-stop resource center for this information, both digital and analog versions.

C. STRATEGIC SITES FOR GROWTH

Direct growth to strategic sites that can accommodate new building forms, and provide meaningful new housing and job centers. Growth within stable or built communities should capitalize on Missing Middle strategies that integrate better into existing communities.
2.4.3  EMBRACE NEW BERN’S PERSONALITIES

The cultural heritage of each community, natural landscapes, and historic businesses along the corridor will provide guidance to ensure new development respects the past, while contributing to the future personality that will become New Bern Avenue.

Corridor Goals:

A.  STREETSCAPE STANDARDS
    Establish streetscape standards, wayfinding and cultural paths that clearly relate to each of the three geographic areas of New Bern.

B.  LANDSCAPE STANDARDS
    Create landscape standards for new development that align with each geographic area’s personality.

C.  BUILDING AND URBAN DESIGN GUIDELINES
    Provide Building and Urban Design Guidelines that highlight the historical and architectural influences of each geographic area to provide inspiration and direction for all new development.

FIGURE 2.4.H
DIAGRAM: EMBRACE NEW BERN’S PERSONALITIES

FIGURE 2.4.I
DIAGRAM: STREETSCAPE TREATMENTS

FIGURE 2.4.J
LOCAL DISPLAY OF IDENTITY IN THE COMMUNITY
2.4.4 PREPARE FOR CHANGE

As with any urban environment, change is a constant element. New Bern’s transformation, development types that currently do not exist. To ensure these changes meet the aspirations of the community and do not negatively impact existing residents, preparation of the corridor is in order.

Corridor Goals:

A. AMENDMENTS TO BASE ZONING

Proactively apply Raleigh’s TOD overlay district along the corridor.

B. ACTIONABLE STEPS, ROLES AND RESPONSIBILITIES

Identify amendments to base zoning along the corridor that support Transit-Oriented Development types.

C. EQUITY FUND

Clearly identify actionable steps, roles, and responsibilities to ensure this plan continues the momentum of work completed to date.

D. CARBON EMISSIONS AND COMMUNITY HEALTH

Prioritize acceptable activities that may qualify for award of Equity Fund money.
3 URBAN FRAMEWORK

3.1 CORRIDOR URBAN FRAMEWORK

Understanding historic built form, development patterns and today's housing and business needs are essential to plan for the future of New Bern Avenue. The history of Raleigh can be directly traced from west to east along New Bern Avenue.

The corridor was first a series of streetcar communities built closest to downtown, then to a more car-centric suburban development that focused on housing in park-like settings and finally a corridor that is dominated by car-centric retail and office uses.

A recognition of this history, the existing built forms and how new development will interface with them is center to this plan's approach.
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4 COMMUNITY AND ECONOMIC DEVELOPMENT

4.1 OUR COMMUNITY IS GROWING

The Raleigh Metro Area is growing; in 2021 Raleigh saw a 3.74% growth rate, despite the impacts of COVID-19 according to U.S. Census Population Data.

This growth has been attributed to the ‘Great American Move’, a term used to describe the spike in migration from major cities to suburbs and smaller metropolitan areas like Raleigh.

According to the Urban Land Institute’s (ULI) Emerging Trends in Real Estate Report (2021), young professionals starting families make up much of this surge, as working from home has allowed certain flexibility to move to more affordable areas.

A major contributor to the continued population growth has been job growth. Raleigh was ranked the #1 Best City of Jobs in 2020, by Glassdoor; and it is also ranked as a Top 10 City Best Positioned to Recover from Coronavirus by Moody’s Analytics based on city population density, talented workforce, and educational attainment.

The Research Triangle Park has remained a powerful center of business, research, and development with established companies such as Bandwidth bringing $100 million in investments, and 1,165 new jobs.
4.2 NEW BERN CORRIDOR TODAY

Situated near downtown Raleigh, New Bern Avenue is experiencing significant growth. According to the Market Study completed for this project, future affordability is a major concern for prospective commercial and residential development along the corridor. As the planned BRT station designs are being completed and the residential market continues to thrive, the current growth trends will accelerate.

Much of the real estate in this area is still relatively affordable due to its age and condition, but it is quickly being “flipped” into newer developments that create a gap for many existing residents.

As the planned BRT station designs are being built and the residential market continue to grow, it is imperative to understand and plan for both commercial and residential development to ensure a thriving and connected community.

The corridor’s three study areas reflect their distinct community attributes, and each area has its own set of priorities and needs.

4.2.1 WESTERN STATIONS
- Closest to downtown
- Denser housing and offices
- Affordable housing hubs near Tarboro Rd and Raleigh Blvd
- Some walkable retail
- Deep history and long-standing communities

4.2.2 MIDDLE STATIONS
- WakeMed job center
- Low-rise apartment complexes
- Longview Shopping Center
- Surrounding single-family neighborhoods

4.2.3 EASTERN STATIONS
- Large strip retail shopping centers
- Very little office space
- Light industrial and logistics
- Single-family areas to the north

FIGURE 4.2.A HOUSING TENURE ALONG THE CORRIDOR
4.3 MEETING COMMUNITY NEEDS

One of the most consistent themes heard from the community engagement process is that residents love the diversity and intergenerational makeup of their communities. The value of living near downtown while still having a tight-knit community was the reason many newer residents chose to live around New Bern Avenue.

Residents also enjoy being able to walk to small businesses embedded within the community and expressed concern about some businesses being eventually priced out of the area. Many of the small businesses located along the BRT corridor have a long legacy in the community but are in aging buildings that need costly repairs that current rents cannot support.

Understanding that a growing city means demographic and consumer shift, it is important for the City of Raleigh to know who is living along New Bern Avenue, the existing development needs, and who might be attracted to these changing neighborhoods in the future.

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**FIGURE 4.3.A**  
CORRIDOR WIDE DEMOGRAPHICS SNAPSHOT

- **13.9K TOTAL POPULATION**
  - WHITE: 43%
  - BLACK: 4%
  - ASIAN: 2%
  - OTHER: 2%
  - 2 OR MORE: 4%

- **5.5K HOUSEHOLDS**

- **27.9K DAYTIME POPULATION**

- **842 TOTAL BUSINESSES**

- **933 HOUSEHOLDS WITHOUT VEHICLE**

- **33.8 MEDIAN AGE**
  - UNDER 18: 63%
  - 18 TO 65: 25%
  - AGED 65+: 12%
4.3.1 WHO ARE THE LEGACY RESIDENTS?

New Bern has many older, Black residents who have lived and raised families within the community. About 80% of the homes in the study area are renter occupied, and often need serious home improvements or repairs. With limited or fixed incomes, buying at rapidly increasing housing prices is not an option. Additionally, making the costly repairs that aging housing stock requires makes home ownership within the community very difficult and/or unlikely.

Some of the legacy residents are empty nesters who own their homes but have retired and are living on a fixed income. Many long-term residents of these communities love how close their children are to good schools, parks, and open space. They love the neighborhood and connections they have established but with rising costs and lack of housing diversity there are not many options to downsize. Maintaining their home is less desirable as they need less space and rising home values leads to rising property taxes. With a fixed income, there is a lot less tolerance in the budget for any changes.

**NET INCOME**

Represents the approximate take home income an individual receives after taxes.

**MONTHLY DEBT**

The amount of money used on common living expenses. Part of this remaining money should go to savings while part of it should go to daily necessities.

**SHOULD PAY**

Relates to the general principle that housing costs should not exceed more than 30% of your income monthly.

**HOME PRICE**

Based on generic factors such as good credit (690-710) and a $5,000 down payment to generate how much money one could borrow to purchase a home using a simple calculating tool.
4.3.2 WHO IS DRAWN TO NEW BERN AVENUE?

With St. Augustine’s University to the north of the study area, and the WakeMed campus in the center of the corridor, there are major anchor institutions that provide a large and consistent draw. Additionally, with the proximity to downtown, tech industry and other employers bring residents to New Bern Avenue.

These new households include students, young professionals, professors and other university staff, current and recent alumni, and families of varying sizes.

Small businesses along the corridor, especially in the Western Station Area and into the Middle Station Area, also have an impact on the retail character of their surrounding communities.

These retail interests are mostly multi-tenant retail centers located throughout the corridor, and they represent the entrepreneurial efforts of local business owners that employ residents and, in some instances, serve as important anchors to their neighborhoods.
4.4 MARKET TRENDS

4.4.1 COMMERCIAL AND OFFICE OVERVIEW

Most of the office space in the corridor lies either near downtown or in and around the WakeMed complex. The WakeMed area represents one of Raleigh’s biggest job hubs outside of downtown. In addition to the planned expansion in this area, the New Bern corridor could be positioned to capture some of this market in the future - especially as the benefits of BRT are realized.

Large government and medical institutions account for much of the office space and jobs on the corridor today. With jobs in the corridor being driven by government, healthcare, education, and professional services, attracting more of these spaces could be a well-timed opportunity.

Very little new office space has been delivered to the corridor in the past 20 years, even close to the Western stations area near downtown. Any new private office construction would mark a significant shift from recent development trends. Demand for new office space is expected to increase as the area continues to grow with its proximity to downtown and the growth objectives of the research industry.

Aside from the Eastern station area, there are relatively few sites on the corridor suitable for larger mixed-use projects. A focus on smaller infill opportunities would be in line with the market and desires of the community.

As for the retail opportunities along the corridor, we can find that the vast majority of retail space is oriented toward drivers rather than pedestrians or transit users. Creating more walkable retail – while preserving local businesses and jobs - will be key to transforming the corridor into a more transit-oriented district.

The most notable retail activity in recent years includes the location of Alamo Drafthouse in the Longview Shopping Center in 2018 and the acquisition of the Tower Shopping Center in the Trawick station area in 2021.
4.4.2 RESIDENTIAL AND AFFORDABILITY OVERVIEW

Housing programs in the United States measure housing affordability in terms of the percentage of income devoted to housing, with 30% being the level at which a household becomes cost burdened. Keeping housing costs below 30% of income ensures that household have enough money to pay for other living expenses. With transportation costs being the second highest expense for a household, however, affordability is more comprehensively defined by using the Center for Neighborhood Technology’s Housing and Transportation Index. Using this Index, a household is cost burdened when housing and transportation costs together reach 50%. The average housing and transportation costs along the New Bern Avenue study area range from 31%-47% of income. While still affordable, there are areas and portions of the population where maintaining affordability is already of concern.

Identifying and creating new tools to improve and sustain housing affordability for future development is pivotal. Protecting the strong sense of closeness that currently exists along New Bern is important for its future generations.

As for the current residential market along the corridor area, existing housing stock is changing. Though the majority of housing is detached single family, the corridor has relatively high rates of small multifamily development. On average, housing along the corridor is much older than housing in the city overall, which may contribute to the higher instance of owner-occupied homes valued below $150,000 on the corridor. The median owner-occupied home value on the corridor is $209,000, compared to $248,000 citywide.

While multifamily housing along the corridor is still limited to a few older low-rise developments, recent years have seen an influx of luxury townhomes near downtown. Additional typologies could become more common as a result of the City’s recently-passed Missing Middle ordinance.
4.5 APPROACH

4.5.1 MAINTAIN DIVERSITY

While the future is uncertain, growth in Raleigh and the New Bern corridor is evident and will likely increase. The only way to preserve the diversity in people and local businesses is to create opportunities for the community to evolve and grow. Maintaining diversity is threefold: diversity of housing to accommodate households with different needs, diversity of population with different realities living side by side, and diversity of jobs and businesses that make the region’s economy thrive.

Housing diversity and supporting small businesses while attracting larger investments and talent will allow New Bern to remain a thriving community where residents - both legacy and new - are able to thrive in place.

Left unchecked the market demand will continue to push higher-end products, making living here less attainable for the various types of people living in New Bern as well as those moving here. Growth should focus on accessible housing, and opportunities for employment and new business startups. Efforts should prioritize legacy residents.

---

1. The Middle Housing Study, Montgomery County Planning Department (2018)
4.5.2 CREATE LIFT

The city has already taken many important steps to help residents deal with development pressures, but a gap exists. Many people are unaware of the tools available to them, and city staff are stretched thin. Providing dedicated staff that can occupy a space within the neighborhood would allow residents to walk up as they are able to and have technical support, regardless of city department.

This landing space could serve as a central meeting place for various Public-Private Partnerships (collaboration between a government agency and a private-sector company), city staff, and any additional resources needed within the specific neighborhoods. Closing this gap would allow the public to have an active part in planning and development, while learning how to implement change within community happen through their local planning process.

These spaces should be thought of as an experimental collaboration space that can evolve its focus based on local needs. Examples of this are the Atlanta City Studio, which occupies storefronts in focus neighborhoods, or the Charlotte Urban Design Center that operates a centralized satellite office. A detailed study of structure and organization by the City can offer insight into a strategy that works best in Raleigh.
4.5.3 STRENGTHEN COMMUNITY TRUST

As mentioned, the city of Raleigh already has many existing programs to help small businesses and keep housing affordable, and these programs can and should be expanded to further support efforts within the New Bern corridor.

These programs include the Affordable Housing Bond, Business Investment Grant Program, Building Upfit Grants, Façade Rehabilitation Program, and partnerships with the Downtown Raleigh Alliance and Raleigh Chamber of Commerce.

While these organizations and programs provide significant support, many community members reported either being unaware of them, or distrustful of the city due to the history of housing production and local infrastructure choices.

A significant improvement—particularly in building trust—would be to be more present within the community by “meeting” the community where they are.

Creating a neutral space for the community to learn about City of Raleigh services and planning projects will help to provide more clarity on how planning decisions are prioritized and implemented as the work is being done.

The Atlanta City Studio’s work on Broad Street Boardwalk and South Broad Street are excellent examples of this type of community-led process.

The City of Raleigh’s success would depend on how well they are listening and creating innovative solutions for everyday issues; collaboration with the Raleigh Urban Projects Group is strongly encouraged.

2 Atlanta City Studio website: https://atlcitystudio.org/current-work
4.5.4 CONNECT PEOPLE WITH PLACES

Connectivity is a significant improvement needed along the corridor. As part of a stronger effort to connect people with places, the plan promotes key strategies to create safer and better connections between neighborhoods and their surrounding communities, such as:

- Smaller footprints for housing and commercial developments.
- Innovative design solutions.
- Removal of barriers through policy and zoning updates.
- More compact development.
- Micro loans to fund non-traditional buildings and businesses.
- Tool bank/Supply bank to keep building and maintaining affordable housing inexpensive to the owner.
## 4.6 RECOMMENDATIONS

<table>
<thead>
<tr>
<th>ACTION/PROJECT/POLICY*</th>
<th>LEAD</th>
<th>SUPPORT</th>
<th>TIMELINE</th>
<th>PLANNING-LEVEL COST CATEGORIES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>POLICY: HOUSING FOR ALL</strong></td>
<td></td>
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<tr>
<td>Increase affordable housing options, including for low and very low income households. Dedicate at least 20-40% of Housing Bond funds to this corridor.</td>
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<tr>
<td><strong>POLICY: Deepest Affordability</strong></td>
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<tr>
<td>Dedicate funding to housing opportunities for households below 30% of the Area Median Income (AMI).</td>
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<tr>
<td><strong>ACTIONS</strong></td>
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<tr>
<td>Increase the supply of subsidized rental units affordable to renters with income between 30%-60% AMI by means including working with Wake County to provide gap financing for Low Income Housing Tax Credit (LIHTC) projects located along the corridor.</td>
<td>Housing and Neighborhoods</td>
<td>Finance</td>
<td>Near-term</td>
<td>High cost $2.1 million</td>
</tr>
<tr>
<td>Preserving existing affordable rental units by using bond funding to acquire or support acquisition by nonprofits of older apartments and expiring LIHTC units.</td>
<td>Housing and Neighborhoods</td>
<td>Finance</td>
<td>Near-term</td>
<td>High cost $4 million</td>
</tr>
<tr>
<td>Support current homeowners with funding for repairs. Use Equity Fund resources to expand funding for owner-occupied repairs and market available resources to homeowners on the corridor through outreach to neighborhood associations, religious institutions, and other community nonprofits.</td>
<td>Housing and Neighborhoods</td>
<td>Finance</td>
<td>Medium-term</td>
<td>Moderate cost $900K</td>
</tr>
<tr>
<td>Increase the accessibility of homeownership for low-and moderate-income residents. Use bond funding to provide assistance to income-qualifying first time homebuyers.</td>
<td>Housing and Neighborhoods</td>
<td>Finance</td>
<td>Medium-term</td>
<td>High cost $1.5 million annual allocation from Bond for 5 years available</td>
</tr>
</tbody>
</table>

* refers to policy rather than geographic-location
<table>
<thead>
<tr>
<th>ACTION/PROJECT/POLICY*</th>
<th>DEPARTMENT AGENCY</th>
<th>TIMELINE</th>
<th>PLANNING-LEVEL COST CATEGORIES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Support current homeowners with ownership costs (property tax relief). Expand the availability of tax relief to include low-income homeowners to provide relief for increased taxes due to increasing prices.</strong></td>
<td>Housing and Neighborhoods/ Wake County</td>
<td>Medium-term</td>
<td>Moderate cost $3 to $4 million estimated</td>
</tr>
<tr>
<td><strong>POLICY: OPPORTUNITY FOR ALL, SUPPORT LOCAL BUSINESSES AND ENTREPRENEURS</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>Create more job and entrepreneur opportunities along New Bern and other BRT corridors.</strong></td>
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</tr>
<tr>
<td><strong>ACTIONS</strong></td>
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</tr>
<tr>
<td>Create a community-based center where various City agencies, contractors and partners can work directly with residents.</td>
<td>Community Engagement</td>
<td>Long-term</td>
<td>High cost $750K and $50K recurring cost</td>
</tr>
<tr>
<td>Provide financial and technical support to existing businesses during BRT construction and beyond. Would involve work on all BRT corridors; bring on a staff person to focus on small business development in conjunction with the BRT development and export best practices to future BRT corridors.</td>
<td>Finance</td>
<td>Near-term</td>
<td>High cost $5 to $10 million</td>
</tr>
<tr>
<td>Increase funding for facade grant and conduct outreach to business owners within the corridor to ensure they are aware of the program. Currently these programs have a combined $550,000 in annual funding.</td>
<td>Housing and Neighborhoods</td>
<td>Medium-term</td>
<td>Moderate cost $250K</td>
</tr>
</tbody>
</table>

* refers to policy rather than geographic-location
### ACTION/PROJECT/POLICY*

**POLICY: CELEBRATE BLACK RALEIGH**

Sustain New Bern Avenue as a center of Black culture and economic opportunity.

### ACTIONS

- Celebrate and sustain culture and enhance opportunity by developing a Black Main Street corridor in partnership with St. Augustine’s University. Economic development + public art and gateway features.
  - **DEPARTMENT AGENCY**
    - **LEAD**: Housing and Neighborhoods
    - **SUPPORT**: Equity and Inclusion
  - **TIMELINE**: Medium-term
  - **PLANNING-LEVEL COST CATEGORIES**: High cost
    - $250K to $500K

- Create a local business alliance. Build partnerships with small businesses in the corridor to provide internship and apprenticeship opportunities for young or retraining workers. Develop partnership with Wake Tech and/or St. Augustine’s to support training and other supportive services for students participating in the internship/apprenticeship programs.
  - **DEPARTMENT AGENCY**
    - **LEAD**: TBD
    - **SUPPORT**: Equity and Inclusion
  - **TIMELINE**: Medium-term
  - **PLANNING-LEVEL COST CATEGORIES**: Moderate cost
    - $40K to $140K

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* refers to policy rather than geographic-location
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5 HISTORY AND CULTURE

5.1 THE CORRIDOR’S UNIQUE IDENTITY

New Bern Avenue is not just a roadway, it is a cultural and historic icon that records the history of Raleigh and the people who have lived and still live along it. New Bern Avenue’s history and culture continues today, although its patterns and stories become more diluted and may risk complete loss in the future, as development pressures increase and erase some of the more physical expressions of community identity.

As we seek to preserve the corridor’s identity, it is crucial to note that New Bern is not a single entity. We are not preserving one identity, but rather a series of identities, distinct areas each with their own character that exist both independently and as a larger integrated corridor.

FIGURE 5.1.A
CORRIDOR AREA HISTORIC PAST: ELECTRIC STREETCARS RUN ALONG HILLSBOROUGH STREET (1894-1933)
5 HISTORY AND CULTURE | 5.1 THE CORRIDOR’S UNIQUE IDENTITY

FIGURE 5.1.B
HARGETT ST, 1926 - FROM THE CAROLINA POWER AND LIGHT COLLECTION (COURTESY OF THE STATE ARCHIVES OF NORTH CAROLINA)

FIGURE 5.1.C
RALEIGH FIRST BAPTIST CHURCH

FIGURE 5.1.D
HOME ON NEW BERN AVE WHERE THE RICHARD B. HARRISON LIBRARY NOW STANDS. (PHOTO TAKEN IN THE 1950S)

FIGURE 5.1.E
ENLOE HIGH SCHOOL OPENED IN 1962 AND HAS REMAINED A SIGNIFICANT INSTITUTION EVER SINCE
5.2 APPROACH

5.2.1 PROTECT HISTORICAL SPACES

Consideration should be given to protecting community-identified historic structures, spaces, or places along New Bern Avenue in a manner that authentically tells the stories of New Bern for current and future generations.

5.2.2 PROMOTE HISTORICAL AND CULTURAL ASSETS

A consolidated effort to promote the historical and cultural attributes of New Bern Avenue should be developed to ensure a comprehensive approach from overall management of historical assets to information provided to the public.

5.2.3 PRESENT THE HISTORY OF EACH COMMUNITY

Find opportunities to present the history of each community along New Bern Avenue in the public realm through commemoration, marked pathways, new open spaces and in unique ways that can authentically tell stories.
POLICY RECOMMENDATIONS

5.3.1 ESTABLISH FRAMEWORK FOR HISTORIC STORYTELLING

Establish a concise framework for historic storytelling along New Bern Avenue. This framework should consider elements like specific building preservation, open space preservation, a unified commemoration plaque program and historic walking paths throughout the corridor.

5.3.2 CREATE NEW BERN PUBLIC ART COMMITTEE

Create a New Bern public art committee that works collaboratively on Public Art installations, both permanent and rotating, that will provide opportunities to display art along the corridor in a variety of ways. This committee should develop a framework plan that describes parameters for selection, installation and other related logistics for both permanent and temporary artwork.

5.3.3 UTILIZE GATEWAY TREATMENTS IN CREATIVE WAYS

Reinforce the changing character of areas around the corridor by utilizing gateway treatments, to and from each segment of the whole corridor, in creative ways that express the community’s personality.
5 HISTORY AND CULTURE | 5.3 POLICY RECOMMENDATIONS

MAP 5.2.A
HISTORY AND CULTURE MAP

STUDY AREA
BRT STATIONS AND CORRIDOR
1/4 MILE BUFFER (5-MIN WALK)
GREENWAY/TRAILS
OPEN SPACE
"ART WALK" - JOHN CHAVIS MEMORIAL PARK
CONNECTION TO THE BRT CORRIDOR
CULTURAL WALK
PLACEMAKING OPPORTUNITIES
IN-PROGRESS ART PROJECTS
CULTURAL DISTRICT
NEW BERN-ST. AUGUSTINE'S CULTURAL DISTRICT
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6.4.3 NON-PHYSICAL POLICY ......................................... 56
6.4.4 ESTABLISH METRICS .............................................. 57
MOBILITY

6.1 CORRIDOR MOBILITY THEMES

6.1.1 NEW BERN AVENUE FUNCTIONS DIFFERENTLY TODAY

Although in recent decades New Bern Avenue was a main access point into Raleigh from I-95 and further east, that has changed with the construction and extension of surrounding interstates.

The transition of the street function, its current traffic volume, and vehicle speed have negatively impacted mobility choice and safety over the past 20 years, especially for vulnerable users (pedestrians and bicyclists).

FIGURE 6.1.A LACK OF SAFE BICYCLE FACILITIES FOR USERS

FIGURE 6.1.B NEW BERN AVENUE TODAY, TOWARD I-440, IS MAINLY A CAR-ORIENTED ROADWAY
6.1.2 CRASHES AND SAFETY CONCERNS REMAIN PRESENT

Total crashes along the New Bern Avenue corridor exceed the statewide average for similar roadways. Contributing factors include posted speed of 35-45 mph (although traffic flow is faster than these limits), the current roadway design as wide as 4+ lanes of travel with median, and the increasing vehicle size of trucks and SUVs, which are much larger and heavier than typical vehicles from 20+ years ago. Vehicle size and weight also increases vehicle stopping distances, and the potential force of impact.

6.1.3 EQUITY CONSIDERATIONS MAY BE OVERLOOKED

Many residents along this corridor lack access to a personal vehicle and are dependent on transit, and first/last mile pedestrian connections. Providing safe ways to walk and bike is an important equity concern. Sidewalks and bikeways are disconnected and, in many cases, are high stress for biking both along New Bern Avenue and its supporting roadway network. This leaves vulnerable user little choice but to walk or ride within the roadway, putting themselves at higher risk.
6 MOBILITY | 6.1 CORRIDOR MOBILITY THEMES

MAP 6.1.A
SIDEWALK COVERAGE AND VEHICLE SAFETY ANALYSIS OF THE CORRIDOR

LEGEND

STUDY AREA
- BRT STATIONS AND CORRIDOR
- 1/4 MILE BUFFER (5-MIN WALK)
- ROADS/STREETS
- GREENWAY/TRAILS
- FLOOD HAZARD AREAS

SIDEWALK COVERAGE
- LOWEST
- LOW
- MODERATE
- HIGH
- HIGHEST

VEHICLE CRASH SEVERITY (2015-2020)
- FATALITY
- SERIOUS INJURY
6.2 APPROACH

New Bern Avenue will involve improvements to:

6.2.1 FOCUS ON SAFETY
Increase safety for all users,

6.2.2 INCREASE ACCESS
Improve direct connections for all modes of travel.

6.2.3 ACKNOWLEDGE EQUITY
Commit to improving conditions for under-served or vulnerable users.

6.2.4 SET TO ACTION
Identify implementable projects or enhancements.
The following land development and mobility recommendations support station area planning along New Bern Avenue. Project cost estimates do not include design or right-of-way acquisition.

- Three priority locations for first-mile/last-mile improvements include the intersections of Trawick Road, Corporation Parkway, and New Hope Road, with improvements to ADA curb ramps, high visibility crosswalks, lighting, and sidewalk connections, among other engineering-level considerations. Improvements near Trawick, New Hope, and Corporation are estimated to be $1.6 million, $1.1 million, and $1.1 million, respectively.

- Tarboro Street recommendations include the design and placement of vehicular speed humps, raised pedestrian crossings, ADA curb ramps, high visibility crosswalks, and pedestrian lighting. The potential for a vehicular roundabout design at the Tarboro-Oakwood intersection is being discussed with internal staff, however, not currently part of the short term recommendations. Tarboro Street improvements are estimated to be $550,000.

- Improving access to the Raleigh Boulevard BRT station involves improvements along Fisher Street to serve as a neighborhood bikeway connection. This short-term project would involve a short section of multi-use path (MUP) to be constructed, with new bikeway signage, shared lane markings, and intersection crossing improvements further north. Fisher Street improvements are estimated to be $150,000.

- The Sunnybrook Road BRT station, adjacent to WakeMed Hospital, will continue to be a high ridership station. Improvements to access this station will include repurposing a portion of sidewalk as a 10’ wide sidepath for both walking and biking, with additional lighting, and intersection crossing improvements. Improvements along Sunnybrook Road are estimated to be $1.1 million.

- Swain Street and Hargett Streets would benefit from an improved connection between the BRT station(s) and the John Chavis Memorial Park, further south. Recommendations would include repair or replacement of existing sidewalk sections, adding high-visibility crosswalks and ADA curb ramps, as well as additional pedestrian lighting. Improvements are estimated to be $600,000.

For a closer look to more detailed elements within this plan, see Map 6.3.A Mobility Framework Map on the next page.
6.3 MOBILITY FRAMEWORK MAP

NEW BERN STATION AREA PLANNING STUDY CORRIDOR PLAN

MAP 6.3.A MOBILITY FRAMEWORK MAP

- STUDY AREA
- BRT STATIONS AND CORRIDOR
- 1/4 MILE BUFFER (5-MIN WALK)
- PROPOSED HIGH QUALITY INTERSECTIONS
- PROPOSED MIDBLOCK CROSSINGS
- PROPOSED CITRIX CYCLE STATIONS
- PROPOSED NEIGHBORHOOD ROUNDBOUGHT
- IMPROVED/PROPOSED SIDEWALK CONNECTIONS
- PROPOSED SHARED USE PATHS
- PROPOSED GREENWAY
- PROPOSED BIKE LANES
- PROPOSED NEIGHBORHOOD BIKEWAYS
- PROPOSED COMPLETE STREET
6.4 RECOMMENDATIONS

6.4.1 SAFETY FOCUS

Pedestrian crashes within Raleigh are trending upwards, mirroring national trends. Actionable items to reduce speeds or reduce crashes should be prioritized for the near-term, including reduction of citywide speed limit (35 mph).

6.4.2 PHYSICAL INFRASTRUCTURE

Prioritize short-term, quick-win improvements for safety at intersections to improve or reduce crossing distances. Additional improvements such as corridor retrofits need to be considered to enhance or repurpose roadways for more users and rebalance mobility priority. Utilize traffic engineering design in future projects to effectively reduce speeds and improve safety outcomes for all users.

6.4.3 NON-PHYSICAL POLICY

Adoption of Vision Zero policies and programs, as well as recommitment to existing Complete Streets policy, reflect a commitment to protecting lives.
6.4.4 ESTABLISH METRICS

Measurable targets should be used to track mobility improvements over time, some of which would include:

- Total miles of sidewalks or bike lanes added.
- Number of high visibility crosswalks or intersection treatments added.
- New ADA curb ramps installed.
- Rate of crashes, injuries, and fatalities over time.
- Percentage of transit stops that are accessible from sidewalks and curb ramps.

**FIGURE 6.4.D**
EXAMPLE OF SMALL SAFETY IMPROVEMENTS

**FIGURE 6.4.E**
TARBORO STREET AFTER - PROPOSED ILLUSTRATION EMPHASIZING SAFER PEDESTRIAN CROSSINGS
The New Bern corridor will be a place that is comfortable and safe for people walking and taking transit. This involves prioritizing pedestrian safety over allowing cars to travel faster.

### ACTIONS: PUT PEDESTRIANS FIRST

<table>
<thead>
<tr>
<th>ACTION</th>
<th>DEPARTMENT</th>
<th>LEAD</th>
<th>SUPPORT</th>
<th>TIMELINE</th>
<th>COST CATEGORIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify locations to expand the SafeLight red light camera program</td>
<td>Transportation</td>
<td>Engineering Services</td>
<td>Short-term</td>
<td>Staff time</td>
<td></td>
</tr>
<tr>
<td>Identify additional locations for right on red limitations</td>
<td>Transportation</td>
<td>Engineering Services</td>
<td>Medium-term</td>
<td>Staff time</td>
<td></td>
</tr>
<tr>
<td>Lower default citywide speed limit from 35 to 25 mph</td>
<td>Transportation</td>
<td>City Attorney</td>
<td>Short-term</td>
<td>Staff time</td>
<td></td>
</tr>
<tr>
<td>Pursue ability to install speed cameras</td>
<td>Transportation</td>
<td>City Attorney</td>
<td>Short-term</td>
<td>Staff time</td>
<td></td>
</tr>
<tr>
<td>Increase fines for speed and other moving violations, explore higher fines for larger vehicles</td>
<td>Transportation</td>
<td>Police/City Attorney</td>
<td>Short-term</td>
<td>Staff time</td>
<td></td>
</tr>
<tr>
<td>Where not specified as near-term actions, add sidewalks, crosswalks, median refuges, and other pedestrian improvements within 1/2 mile of New Bern Avenue</td>
<td>Transportation</td>
<td>Engineering Services</td>
<td>Short-term</td>
<td>Engineering design/ Construction materials/Staff time</td>
<td></td>
</tr>
</tbody>
</table>

* refers to policy rather than geographic-location
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7 OPEN SPACE AND PUBLIC REALM

7.1 CORRIDOR OPEN SPACE AND PUBLIC REALM THEMES

Parks, plazas, greenways, and other outdoor amenity spaces are critical to community character and cohesion. They are the lungs of the neighborhood, the places that soften the harder, rougher edges of urban living and the places where neighbors meet and gather.

In mature neighborhoods, and in a governmental context where resources are stretched thin, it can be difficult to create entirely new open spaces. This plan promotes:

- Enhancing existing resources.
- Adding small new spaces where possible.
- Connecting them all to each other to ultimately create a corridor-wide system that is greater than the sum of its parts.

7.2 OPEN SPACE AND PUBLIC REALM FRAMEWORK MAP

This Open Space and Public Realm Framework Map is used to guide the more detailed elements within this plan.

See Map 7.2.A Open Space and Public Realm Framework Map on the next page.
7 OPEN SPACE AND PUBLIC REALM | 7.1 CORRIDOR OPEN SPACE AND PUBLIC REALM THEMES

MAP 7.2.A
OPEN SPACE AND PUBLIC REALM FRAMEWORK MAP

STUDY AREA
BRT STATIONS AND CORRIDOR
1/4 MILE BUFFER (5-MIN WALK)
EXISTING OPEN SPACE
EXISTING CEMETERY
EXISTING RECREATIVE FEATURE
PROPOSED GREEN SPACE (PUBLIC)
PROPOSED GREEN SPACE (PUBLIC/PRIVATE)
PROPOSED GREEN SPACE (PRIVATE)
AREAS WITHOUT OPEN SPACE WITHIN 5 MINUTE WALK
EXISTING GREENWAY
PROPOSED TRAIL/GREENWAY CONNECTION
SHARED "COUNTRY LANE"
BOARDWALK TRAIL
## 7.3 RECOMMENDATIONS

<table>
<thead>
<tr>
<th>ACTION/PROJECT/POLICY*</th>
<th>DEPARTMENT AGENCY</th>
<th>TIMELINE</th>
<th>PLANNING-LEVEL COST CATEGORIES</th>
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</thead>
<tbody>
<tr>
<td><strong>POLICY: PUBLIC PLACES AROUND TRANSIT</strong></td>
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<tr>
<td>Create new public spaces in key locations and tell the story of the area through public art and memorials.</td>
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<tr>
<td><strong>ACTIONS: PUBLIC PLACES AROUND TRANSIT</strong></td>
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<tr>
<td>Establish a tree planting program that provides trees and planting assistance for private properties along the corridor.</td>
<td>Parks/Urban Forestry</td>
<td>Finance</td>
<td>Short-term</td>
</tr>
</tbody>
</table>

* refers to policy rather than geographic-location

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**FIGURE 7.3.A**
Anderson Point Park (Access to the Greenway)

**FIGURE 7.3.B**
Green Space Connections Example - Linear Parks
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8 LAND USE AND ZONING

8.1 CORRIDOR LAND USE AND ZONING FOCUS

As noted in the Guiding Principle, "Prepare for Change", zoning and land use policy must be amended in strategic ways along New Bern to ensure certainty to new development opportunities, and to signal to existing residents where changes will occur along the corridor and what measures will be in place to incorporate new development in a thoughtful manner.

KEY CORRIDOR THEMES

- Amend Zoning and Land Use Policy in strategic ways to ensure certainty to new development opportunities.
- Identify where changes will occur along the corridor and what measures will be in place to incorporate new development.
- Create a walkable and engaging public realm around the station areas.
- Promote a variety of mixed-use development types with active uses and densities that support the levels of intensity required for a transit-oriented environment.

FIGURE 8.1.A
DIAGRAM: DIVERSE MIX OF HOUSING TYPOLOGIES (MISSING MIDDLE HOUSING)
8.2 THE TOD OVERLAY

8.2.1 USING THE TRANSIT-ORIENTED DEVELOPMENT (TOD) OVERLAY

According to the Equitable Transit-Oriented Development Guidebook, the 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.”

This overlay is the core zoning mechanism set out to achieve the goals of the ETOD Guidebook. The application along the corridor signals to developers where new forms of density should occur, guides the use of public investment along the corridor to support the aims of the plan and focuses development that is compact, mixed-use, and dense around planned BRT stations.

Figure 8.2.A Example of Street Level Activation

Figure 8.2.B Example of Active Ground Floor Uses in a Mixed-Use Scenario
8.2.2 KEY FEATURES OF THE TOD OVERLAY DISTRICT

- Provides an “Affordability Bonus”: This allows more height in exchange for affordable housing units.
- Provides an “Employment Bonus”: This allows more height for job-generating uses.
- For Residential-zoned parcels: This allows additional building types, and density to provide more places to live near BRT Stations.
- Requires that buildings front the street.
- Requires at least two stories.
- 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.

8.2.3 ANALYSIS AND STRATEGIC APPLICATION

Strategic amendments to current zoning and land use policies will help ensure that future development along New Bern avenue, generates a walkable and engaging public realm. The goal is to promote mixed-use development types and appropriate density levels, for this type of transit-oriented environment.

Our analysis of the Unified Development Ordinance (UDO) and development scenario identified current site regulations that limit development opportunities. In addition, landscaping and setback requirements don’t reflect the character of each station area, with a lack of pedestrian connection requirements.

A transit-oriented environment can be achieved along New Bern Avenue by focusing amendments on concentrated use intensities, development flexibility, and pedestrian engagement.
8.3 APPROACH

8.3.1 REZONE BASE DISTRICTS
Strategically rezone base districts under the TOD overlay to generate the growth needed for supporting transit-oriented environments. Concentrate greater densities, building height, and use intensities around planned BRT station areas.

8.3.2 ADJUST BUILDING FORM
Revise dimensional standards to increase design flexibility and allow a greater variety of development types. Update step-back and buffer installation requirements for neighborhood transitions to reduce the impact of new mixed-use development next to surrounding neighborhoods.

8.3.3 MATCH LOCAL IDENTITY
Alter street landscaping and setback requirements to mimic the characteristics of New Bern in each station area. The street edge should be well-landscaped and appropriately dimensioned to create a sense of transition between new and existing development.

8.3.4 ACTIVATE STREETS
To ensure that new development has a strong presence along the street, a variety of active-based standards are needed. This can be accomplished by revising transparency, street-facing entrance, entrance frequency, build-to, and amenity space requirements. These inviting frontage treatments help to encourage interaction.

8.3.5 ENHANCE PEDESTRIAN CONNECTIONS
Strengthening the connection between the public sidewalk and active ground floor uses is critical to the success of transit-oriented development. Requiring direct connections and access points not only increase opportunities for pedestrians to engage with development along the corridor, but also create easily identifiable and conveniently located entrances for residents and visitors. To help create a safer walking experience, reduce the frequency of vehicle interaction along the primary street to limit direct vehicle interactions along the corridor.
8 LAND USE AND ZONING | 8.3 APPROACH

**MAP 8.3.A**
EXISTING LAND USE AND ZONING CONDITIONS MAP

- RESIDENTIAL DISTRICTS
  - RESIDENTIAL 4
  - RESIDENTIAL 6
  - RESIDENTIAL 10

- MIXED-USE DISTRICTS
  - RESIDENTIAL MU (RX)
  - OFFICE MU (OX)

- SPECIAL USE DISTRICTS
  - CONSERVATION MANAGEMENT (CM)
  - HEAVY INDUSTRIAL (IH)
  - MANUFACTURED HOUSING (MH)
  - PLANNED DEVELOPMENT (PD)

- TOD OVERLAY
  - PROPOSED TOD OVERLAY

- OVERLAY DISTRICTS
  - GENERAL HISTORIC OVERLAY DISTRICT (+HOD-G)
  - NEIGHBORHOOD CONSERVATION OVERLAY DISTRICT (+NCOD)
MAP 8.3.B
PROPOSED ZONING AND HEIGHT RECOMMENDATIONS MAP

STUDY AREA
- BRT STATIONS AND CORRIDOR
- 1/4 MILE BUFFER (5-MIN WALK)

ZONING CHANGE TO
- RESIDENTIAL 10 (R-10)
- RESIDENTIAL MU (RX-3)
- RESIDENTIAL MU (RX-5)
- DOWNTOWN MU, NO HEIGHT CHANGE (DX)

COMMERCIAL MU (CX-7)

TOD OVERLAY
- PROPOSED TOD OVERLAY
- INCREASE TO 5-STORIES
- INCREASE TO 7-STORIES
- INCREASE TO 12-STORIES
- GR+ FRONTAGES

NEW HOPE RD
RED RIVER GW.
W Walmart Supercenter

NEW BERN STATION AREA PLANNING STUDY
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## 8.4 RECOMMENDATIONS

<table>
<thead>
<tr>
<th>ACTION/PROJECT/POLICY*</th>
<th>DEPARTMENT AGENCY</th>
<th>TIMELINE</th>
<th>PLANNING-LEVEL COST CATEGORIES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1: REZONE BASE DISTRICTS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strategically rezone base districts under the TOD overlay to generate transit-supportive growth.</td>
<td>Planning and Development</td>
<td>TBD</td>
<td>Short-term</td>
</tr>
<tr>
<td><strong>2: ADJUST BUILDING FORM</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implement increased height maximums for base districts under the TOD overlay and revise bonus height requirements in TOD to generate appropriately scaled growth for each of the 3 station areas.</td>
<td>Planning and Development</td>
<td>TBD</td>
<td>Short-term</td>
</tr>
<tr>
<td><strong>3: MATCH LOCAL IDENTITY</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Require new setbacks and street protective yard standards to reflect the different local character along the corridor.</td>
<td>Planning and Development</td>
<td>TBD</td>
<td>Short-term</td>
</tr>
<tr>
<td><strong>4: ACTIVATE STREETS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Require additional frontage-based requirements for TOD that generate an active and engaging street edge.</td>
<td>Planning and Development</td>
<td>TBD</td>
<td>Short-term</td>
</tr>
<tr>
<td><strong>5: ENHANCE PEDESTRIAN CONNECTIONS</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Require additional standards for direct access and street-facing entrances to enhance pedestrian connectivity between the sidewalk and the building (TOD block sizes, block perimeter that supports walkability).</td>
<td>Planning and Development</td>
<td>TBD</td>
<td>Short-term</td>
</tr>
</tbody>
</table>

* refers to policy rather than geographic-location
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9 ACTION

9.1 MEASURING PROGRESS

This plan is not static. To ensure the actions and recommendations in this plan are implemented, the following reporting metrics should be published annually by the City of Raleigh to highlight progress made, adjustments required or identifying new policies that might be required to further these ideas.

9.2 PLAN METRICS

9.2.1 MOBILITY METRICS

- Crash trends (vehicle, bicycle, and pedestrian).
- Trail counts along Crabtree Creek or Neuse River Greenway Trails.
- Ridership trends by stop/station.
- Preference surveys of transit riders regarding first/last mile conditions.

9.2.2 HOUSING AFFORDABILITY METRICS

- Annual report measuring affordable housing supply in terms of units added, existing stock, and projected units created/needed through existing programs.
- Annual report on new development along the corridor, housing supply count and reporting on what development implemented TOD overlay projects with bonusing.

9.2.3 COMMUNITY DEVELOPMENT METRICS

- Annual report to monitor Storefront Raleigh activities (number of new businesses, engagement summary, annual investment summary, new job census)
- Establishment of New Bern Business Improvement District

FIGURE 9.1.A STREET SAFETY - PROPOSED ILLUSTRATION

CLICK THE LINK FOR UPDATES AND INFORMATION ON THIS PLAN
<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Cost</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>GROW AROUND TRANSIT</td>
<td></td>
<td>Support investment in transit and improve housing choice and environmental sustainability.</td>
</tr>
<tr>
<td>GROW WITH TRANSIT</td>
<td></td>
<td>Add to affordable housing options, including for low and very low income households.</td>
</tr>
<tr>
<td>AFFORDABLE HOUSING OPTIONS</td>
<td>$30-$36M</td>
<td>Create long-term affordable housing units through zoning incentives and direct subsidies.</td>
</tr>
<tr>
<td>DEEPEST AFFORDABILITY</td>
<td></td>
<td>Create more job and entrepreneur opportunities along New Bern and other BRT corridors.</td>
</tr>
<tr>
<td>OPPORTUNITY FOR ALL</td>
<td>$400K-$10M</td>
<td>Dedicate funding to housing opportunities for households below 30 percent of the area median.</td>
</tr>
<tr>
<td>PUT PEDESTRIANS FIRST</td>
<td>$1-$3M</td>
<td>Filling in sidewalk gaps, improving pedestrian facilities at intersections, and designing and installing other first/last mile connections to stations.</td>
</tr>
<tr>
<td>PUBLIC PLACES AROUND TRANSIT</td>
<td>$1.5-$2.5M</td>
<td>Sustain New Bern Avenue as a center of Black culture and economic opportunity.</td>
</tr>
<tr>
<td>CELEBRATE BLACK RALEIGH</td>
<td>$800K-$1M</td>
<td>Create new public spaces in key locations and tell the story of the area through public art and memorials.</td>
</tr>
<tr>
<td>CONNECT PEOPLE TO STATIONS</td>
<td>$6-$8M</td>
<td>For the corridor to be a place that is comfortable and safe for people walking and taking transit, prioritizing pedestrian safety.</td>
</tr>
</tbody>
</table>
NEW BERN STATION AREA PLANNING STUDY
CORRIDOR PLAN

Stantec