



EDENTON AT
BLOUNT

EDENTON AT
SWAIN

EDENTON AT
TARBORO

NEW BERN STATION AREA PLANNING STUDY

WESTERN STATIONS

07.05.2022

MORGAN
AT BLOUNT

NEW BERN
AT SWAIN

NEW BERN
AT TARBORO

RALEIGH BLVD



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PLAN ACKNOWLEDGMENTS

The New Bern Station Area Planning Study: Western Stations report 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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TABLE OF CONTENTS

1	VISION AND GUIDING PRINCIPLES	2		
	OUR STORY	2		
	WESTERN STATIONS COMMUNITY VISION STATEMENT	3		
	CORRIDOR GUIDING PRINCIPLES	4		
2	COMMUNITY AND ECONOMIC DEVELOPMENT	10		
	RECOMMENDATIONS	10		
3	HISTORY AND CULTURE	13		
	APPROACH	13		
	WESTERN STATIONS HISTORY AND CULTURE MAP	13		
4	MOBILITY	16		
	APPROACH	16		
	WESTERN STATIONS MOBILITY FRAMEWORK MAP	17		
	RECOMMENDATIONS	19		
5	OPEN SPACE AND PUBLIC REALM	24		
	APPROACH	24		
	OPEN SPACE AND PUBLIC REALM FRAMEWORK MAP	24		
6	LAND USE AND ZONING	27		
	APPROACH	27		
	WESTERN STATIONS PROPOSED LAND USE AND ZONING MAP	28		
	RECOMMENDATIONS	31		
7	ACTION	33		
	SUMMARY OF ALL RECOMMENDATIONS	33		

1

VISION & GUIDING PRINCIPLES

1 VISION AND GUIDING PRINCIPLES

OUR STORY

THE STORY OF NEW BERN AVENUE: WESTERN STATIONS

The New Bern Avenue corridor is composed of diverse residents who make up welcoming and friendly communities. **This strong sense of community is what drew many to the area and what they view as a valuable and integral part of the corridor.**

In the 1940s and 1950s, New Bern Avenue was a place where there was enough space to raise chickens and a turkey in the backyard. In the 1960s, 1970s, and 1980s, children could be seen riding their bikes up and down the side streets. Neighbors knew each other, and evenings were filled with neighborhood games of basketball and football.

However, in recent years there has been considerable growth and change. In the past, neighborhoods were filled with traditional residential architecture. Today, participants noted increases in large, modern homes and businesses.

HISTORIC DEVELOPMENT OF THE WESTERN STATIONS AREA

The Western Stations Area has a pre-WWII urban fabric, representing the period of development where the primary modes of travel were rail, streetcar, and walking. This area is home to notable institutions such as St. Augustine College (now

University), established in 1867 by The Freeman's Bureau and Protestant Episcopal church to educate black teachers, that led to the development of many of the adjacent African-American neighborhoods.

Today, this street pattern remains uniform and grid-like, with few discontinuities. The smaller blocks allow this development pattern to be very walkable.

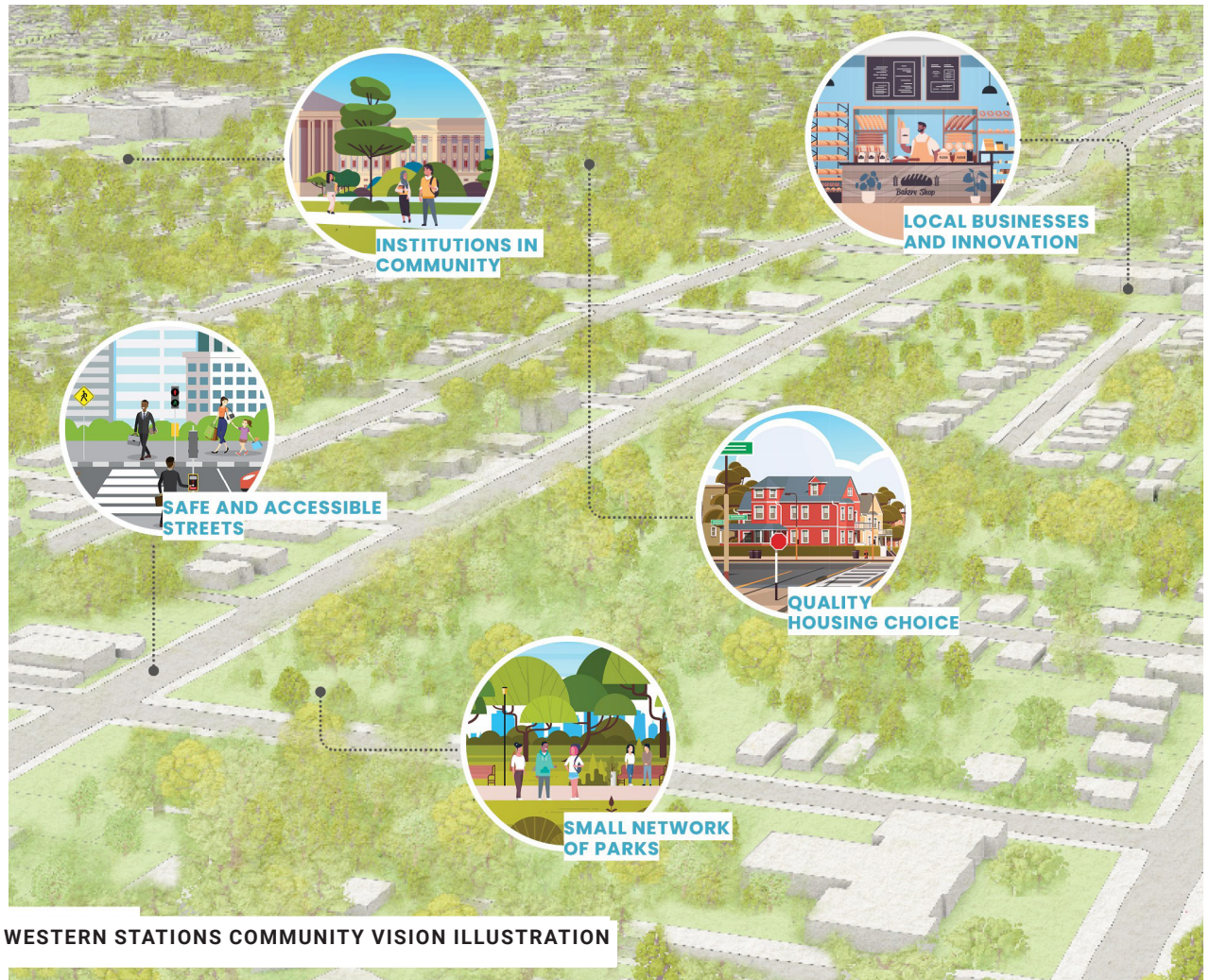


WESTERN STATIONS COMMUNITY VISION STATEMENT

“Our history, our culture, and our stories — reflect clearly and brightly in our ever-evolving neighborhoods along New Bern Avenue. We embrace growth, but it is firmly guided by our strengths and needs.”

To us this means:

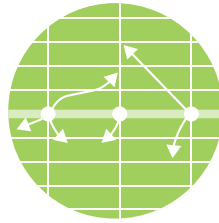
- As we grow, quality housing choices, both existing and new, remain affordable to all and blend with the existing built environment.
- Well-established local businesses and institutions sit side-by-side with neighborhood-fueled innovation to reinforce the strength of Black Main Street.
- Longtime institutions that define the community, such as St. Augustine’s University, expand their presence and continue to play a leading role in the neighborhood.
- We retain and expand our network of small, well-maintained parks in each neighborhood.
- Our streets are safe, well-lit, and accessible to people of all abilities.



WESTERN STATIONS COMMUNITY VISION ILLUSTRATION

CORRIDOR GUIDING PRINCIPLES

Four overarching principles have been established for the entire New Bern corridor; these principles are shown at right. Specific approaches to achieving principles in the Western Stations Area are described in this section.



**NEW BERN IS A
CONNECTOR**



**GROW,
TOGETHER**



**EMBRACE
NEW BERN'S
PERSONALITIES**



**PREPARE FOR
CHANGE**



WALKING TOUR IN AREA'S NEIGHBORHOODS



ENLOE HIGH SCHOOL PUBLIC WORKSHOP



STAKEHOLDER MEETING FOR WESTERN STATIONS

NEW BERN IS A CONNECTOR

- **Prioritize Tarboro Street** as a safe, connected North/South bike/ped path. This should extend from **St. Augustine's University** from the north to **MLK Jr. Boulevard** to the south.
- **Prioritize Swain Street** as a safe, connected North/South bike/ped path.
- **Prioritize Oakwood Ave** and **Martin St** as parallel connectors to complement the BRT corridor.
- **Safe, slower streets** are a priority.



TARBORO STREET AND OAKWOOD AVE INTERSECTION TODAY

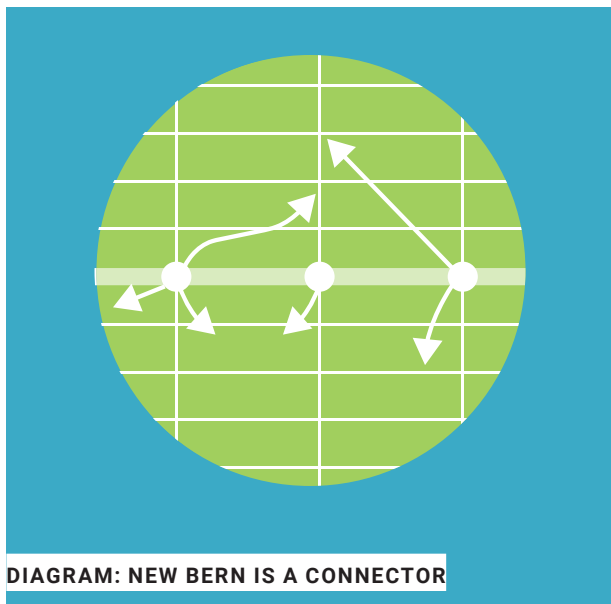


DIAGRAM: NEW BERN IS A CONNECTOR

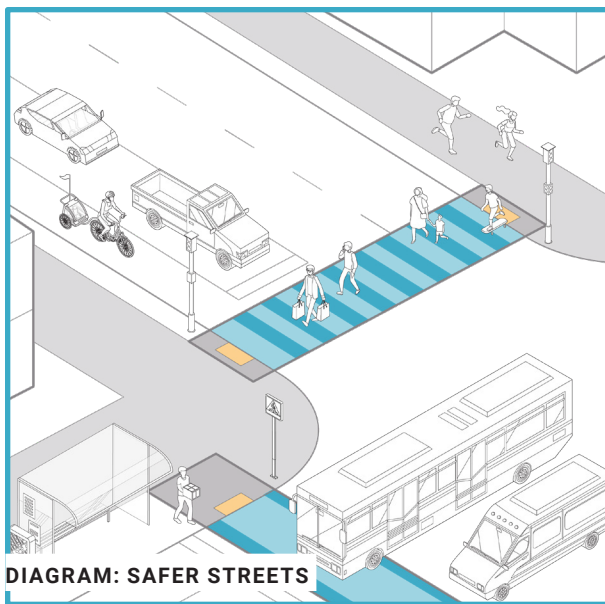


DIAGRAM: SAFER STREETS

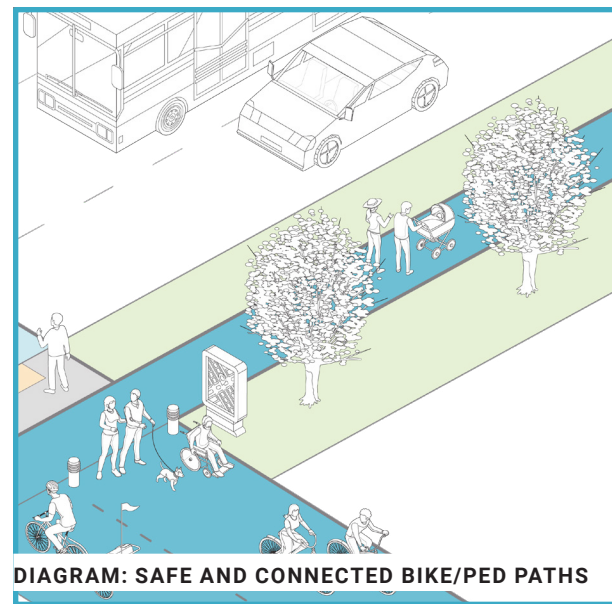
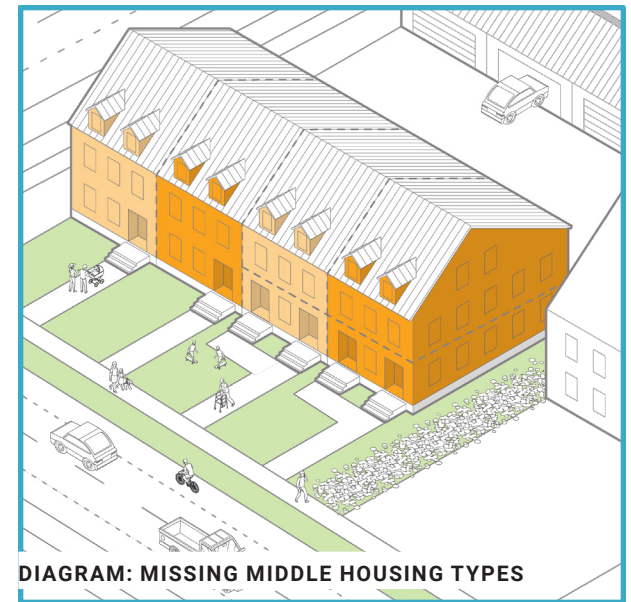


DIAGRAM: SAFE AND CONNECTED BIKE/PED PATHS

GROW, TOGETHER

- **Develop a main street program** that retains existing and attracts new **black-owned businesses** along New Bern.
- Support a **local business alliance** that will be tasked with business attraction and retention and the establishment of a BID (Business Improvement District).
- Prioritize education for **new and existing residents regarding access to housing options** available to them, such as Missing Middle development.
- Create a storefront location staffed by City of Raleigh employees to provide **information, advice and resources for residents and business owners** to grow and thrive.
- Support growth at St. Augustine's University by partnering on **business incubator spaces**, safe routes to school and including areas owned by St. Augustine in the TOD Overlay.



EMBRACE NEW BERN'S PERSONALITIES

- Establish a cultural trail on **Tarboro Street** from the **St. Agnes Hospital** site on **Oakwood Avenue** to the **Dr. Martin Luther King Jr. Memorial Gardens**; this trail should be aimed at telling the stories of the community. Identify key landmarks and people who contributed to the history of College Park community and beyond.
- Utilize key sites like the **NC State-owned DMV site** as places to include higher density and mixed-use development.
- Explore the possibility of creating a **community museum** co-located with the **Richard B. Harrison Community Library**.



NC STATE-OWNED DMV SITE TODAY



DIAGRAM: EMBRACE NEW BERN'S PERSONALITIES

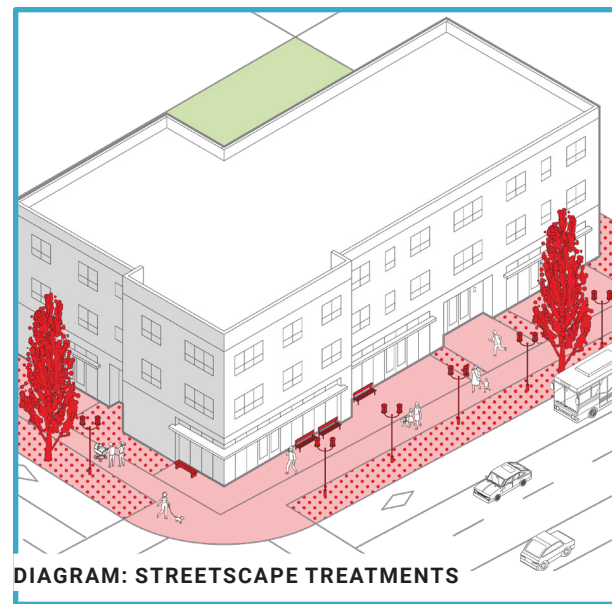


DIAGRAM: STREETSCAPE TREATMENTS

PREPARE FOR CHANGE

- Apply the TOD Overlay along New Bern Avenue that **supports 5-7 story mixed-use** development.
- Work with **developers and community stakeholders** to create development strategies that can be utilized as **missing middle housing** that also fit in a typical lot.
- Educate **homeowners about their options** to prevent displacement by new development, and be able to benefit from investment in the community instead.



EXISTING HOUSING IN THE AREA - NEW CONSTRUCTION (625 NEW BERN CONDOS, PHOTO: INSIGHT REAL ESTATE)



DIAGRAM: PREPARE FOR CHANGE

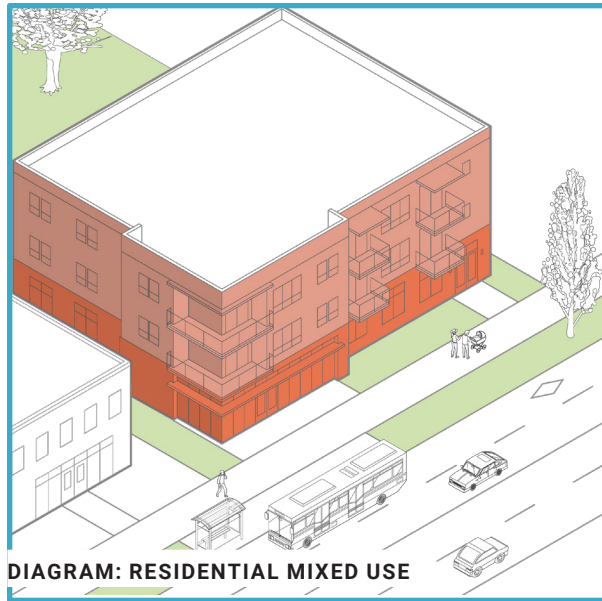


DIAGRAM: RESIDENTIAL MIXED USE

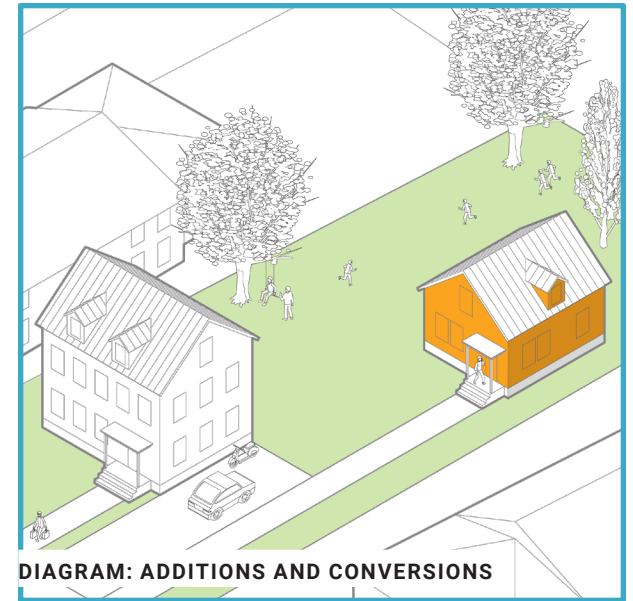


DIAGRAM: ADDITIONS AND CONVERSIONS

2

COMMUNITY & ECONOMIC DEVELOPMENT

2 COMMUNITY AND ECONOMIC DEVELOPMENT

RECOMMENDATIONS

CREATE AND MAINTAIN AFFORDABLE HOUSING

Establish a framework for residents and small developers to create and maintain Naturally Occurring Affordable Housing (NOAH) and new affordable housing using money from the Affordable Housing Bond.

- **Provide a range of housing types for a range of income levels**
- **Produce new units and rehabilitate units where financially viable**
- **Seek innovative development partnerships**



A RANGE OF HOUSING TYPES: TOWNHOUSES

CREATE A PUBLIC-FACING CITY OFFICE AND SITE-SPECIFIC PROGRAMS

Create a public-facing City Office located within this area of New Bern Avenue, for the community to receive immediate and direct technical support and education on the programs available while learning practical ways to invest and improve upon their properties. Programs such as the following:

- **Business improvement Grant (BIG) Program**
- **Build-Up Grants**
- **Façade Rehabilitation Program**



EXAMPLE OF A PUBLIC-FACING CITY OFFICE

STRENGTHEN RELATIONSHIPS

Strengthen relationships with public and private partners in the area to help activate and support community needs. The following is a list of funding sources and/or partners to support community-focused initiatives:

- **Wake County Partnership Fund**
- **Downtown Raleigh Alliance**
DRA Storefront Upfit Grant
DRA Small Business Workshops
- **Southeast Raleigh Promise**



PUBLIC WORKSHOPS IN THE COMMUNITY

ACTION/PROJECT/POLICY*	TIMELINE	PLANNING-LEVEL COST CATEGORIES
POLICY: OPPORTUNITY FOR ALL - SUPPORT LOCAL BUSINESSES AND ENTREPRENEURS		
Create more job and entrepreneur opportunities along New Bern and other BRT corridors		
ACTIONS		
Acquire the former DMV site. Working with community partners, identify a set of goals to be met through its development and pursue development. Reserve subsidized space within development for existing corridor businesses facing displacement.	Near-term	High Cost - Assumed \$4 million to \$6 million per acre
POLICY: CELEBRATE BLACK RALEIGH		
Sustain New Bern Avenue as a center of Black culture and economic opportunity.		
ACTIONS		
Create a community museum. Explore the possibility of creating a community museum co-located with the Richard B. Harrison Community Library.	Long-term	High cost to build; lower cost (estimated at \$100K) to study
POLICY: GROW AROUND TRANSIT		
Support the region's investment in transit and improve housing choice and environmental sustainability by allowing more people to live and work near BRT stations and frequent transit.		
ACTIONS		
Design and implement a pedestrianized plaza (Falcon Square) at the intersection of Oakwood and Tarboro streets. The plaza will allow vehicles but will prioritize pedestrians and create a grand entrance to St. Augustine's University.	Medium-term	\$1 to \$2 million

* refers to policy rather than geographic-location

3

HISTORY AND CULTURE

3 HISTORY AND CULTURE

APPROACH

The historic location of Black Main Street in Raleigh was along East Hargett Street downtown between Fayetteville and Blount Streets. **A product of historic segregation regulations, this two-block concentration of Black-owned businesses included medical offices, a hotel, restaurants, barbershops, retailers, and law offices.**

These businesses began to disappear in the 1960s because of the rise of suburban shopping centers and desegregation.

Today, the College Park neighborhood along New Bern Avenue is home to a concentration of Black-owned businesses. With changes occurring in the community, **these businesses are again threatened with displacement or closure.**

WESTERN STATIONS HISTORY AND CULTURE MAP

For additional detail see [Map 4.2.A Western Stations History and Culture Map](#) on the next page.



ST. AGNES HOSPITAL IS A HISTORICAL LANDMARK



**PROTECT
HISTORIC
SPACES**

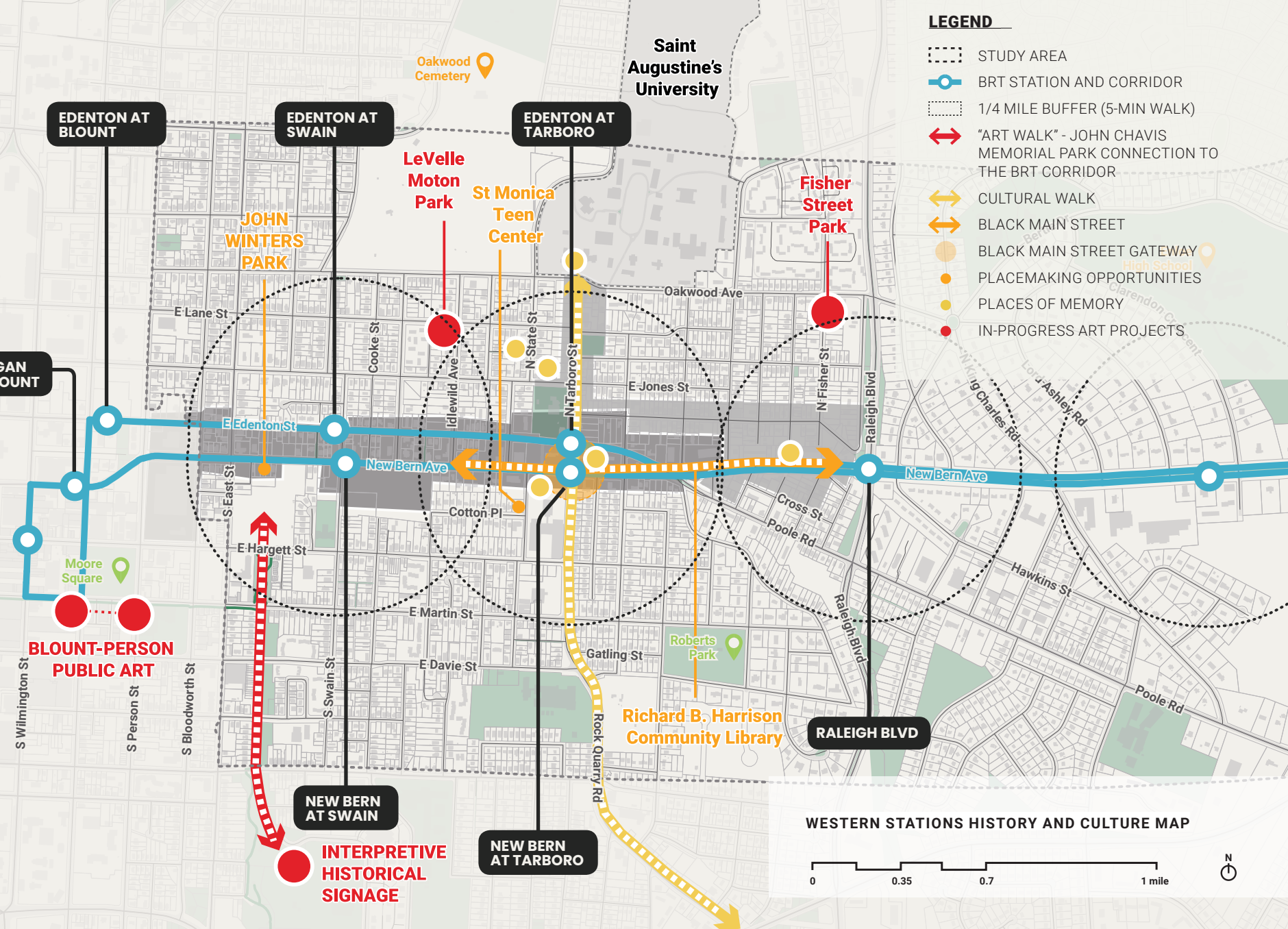


**PROMOTE
HISTORICAL
AND CULTURAL
ASSETS**



**PRESENT THE
HISTORY
OF EACH
COMMUNITY**

HISTORY AND CULTURE APPROACH



4 **MOBILITY**

4 MOBILITY

APPROACH

This section of the study area is closest to downtown, where the street grid complements bicycling and walking, **reinforcing the significance of multimodal travel.**

Future BRT stations along New Bern Avenue will be accessed directly from adjacent residential streets,



EXAMPLE OF PEDESTRIAN REFUGE ISLAND

many of which have minimal sidewalks or lack adequate bicycle facilities.

Speeding vehicles are common and pose a safety concern to all users. Our shared vision for a walkable community involves the key themes listed at right.



EXAMPLE OF CURB EXTENSION (TRAFFIC CALMING)



**FOCUS ON
SAFETY**



**INCREASE
ACCESS**

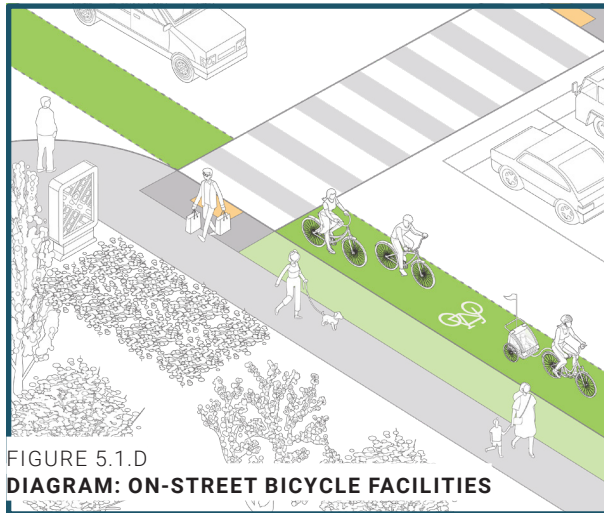


**ACKNOWLEDGE
EQUITY**



SET TO ACTION

MOBILITY APPROACH



WESTERN STATIONS MOBILITY FRAMEWORK MAP

This Mobility Framework Map is used to guide the more detailed elements within this plan.

See [Map 5.2.A Western Stations Mobility Framework Map](#) on the next page.





WESTERN STATIONS MOBILITY FRAMEWORK MAP



RECOMMENDATIONS

IMPROVE EXISTING STREETS

With the future New Bern Avenue side path as the primary multimodal spine running east-west through the Western Stations Area, several other streets in the local grid network are recommended to fill walking and bicycling gaps, calm traffic, and feed pedestrians and bicyclists into the BRT stations.

Some east-west examples include **Oakwood Avenue, E Jones Street, E Martin Street, Poole Road**, and a handful of smaller sidewalk gap projects. North-south examples **Swain Street, Tarboro Street, and Raleigh Boulevard**.



TARBORO STREET BEFORE

Tarboro Street is an important connection to the BRT station, with opportunities for traffic calming, separated bicycle lanes, and intersection safety improvements such as **high visibility crosswalks and median refuge islands**.

Addressing the lack of safe crossing along Tarboro Street and in other locations should be an early priority in making the street network in the western study area safer for pedestrian users.



TARBORO STREET AFTER - PROPOSED



FIGURE 5.3.C
TARBORO AND GATLING STREET BEFORE

COMPLETE STREETS POLICY

Raleigh's Complete Streets Policy (2015) recognizes that a complete streets network, **“provides safe and equitable mobility choices, recognizes all users regardless of physical ability or mode of travel, provides amenities and infrastructure for all modes, and complements adjoining architectural, economic, community, and land use patterns.”**

This policy should be used to help implement traffic calming, intersection improvements, filling of sidewalk gaps, and other recommendations that help create complete streets out of the identified key connectors to BRT stations.



TARBORO AND GATLING STREET AFTER

PLAN FOR A WALKABLE AND BIKEABLE FUTURE

As the multimodal network is implemented it will be important to do so in a way that reinforces plans currently in place, such as the Raleigh Downtown Transportation Plan, the BikeRaleigh plan, the Raleigh Pedestrian Plan, the Capital Area Greenway Master Plan (update underway), and other mobility-related plans.

These plans call for **bikeway improvements to Oakwood Avenue, Lenoir Street, and Raleigh Boulevard**, just to name a few. Similarly, plans to add Citrix Cycle stations at Swain and Tarboro streets near planned BRT stations are valuable multimodal investments.



OAKWOOD AVE AND COOK STREET BEFORE



OAKWOOD AVE AND COOK STREET AFTER - PROPOSED

ACTION/PROJECT/POLICY*	TIMELINE	PLANNING-LEVEL COST CATEGORIES
POLICY: CONNECT PEOPLE TO STATIONS		
It will be safe and easy to walk to BRT stations from nearby neighborhoods. This means filling in sidewalk gaps, improving pedestrian facilities at intersections, and designing and installing other first/last mile connections to stations.		
ACTIONS: CONNECT PEOPLE TO STATIONS		
Design and install Oakwood Ave traffic calming mini roundabouts	Near-term	\$200-\$400K
Design and install Tarboro traffic calming and streetscape [Lane/Jones]	Near-term	\$532K
Design and install improved Tarboro crossing at Gatling Street	Near-term	\$200-\$400K
Design and install Oakwood Ave multimodal improvements	Medium-term	\$1 million
Design and install Fisher Street pedestrian/bike improvements	Near-term	\$1.3 million
* refers to policy rather than geographic-location		

TOTAL COST OF WESTERN STATIONS MOBILITY IMPROVEMENTS



5

OPEN SPACE & PUBLIC REALM

5 OPEN SPACE AND PUBLIC REALM

APPROACH

The community loves their existing green spaces and could fully utilize even more. In a mature, developed area such as this one, however, new park space can be difficult to identify and prohibitively expensive to acquire.

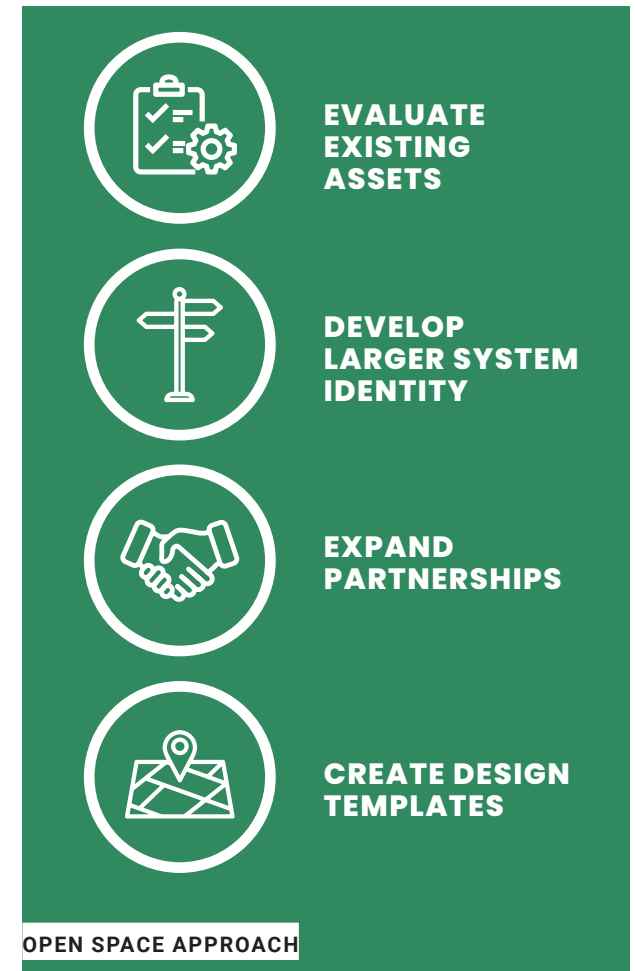
Instead of seeking large, formal parks this plan recommends **focusing on 'opportunistic' open space** – small spaces that may be too small for development or redevelopment such as single and partial home lots.

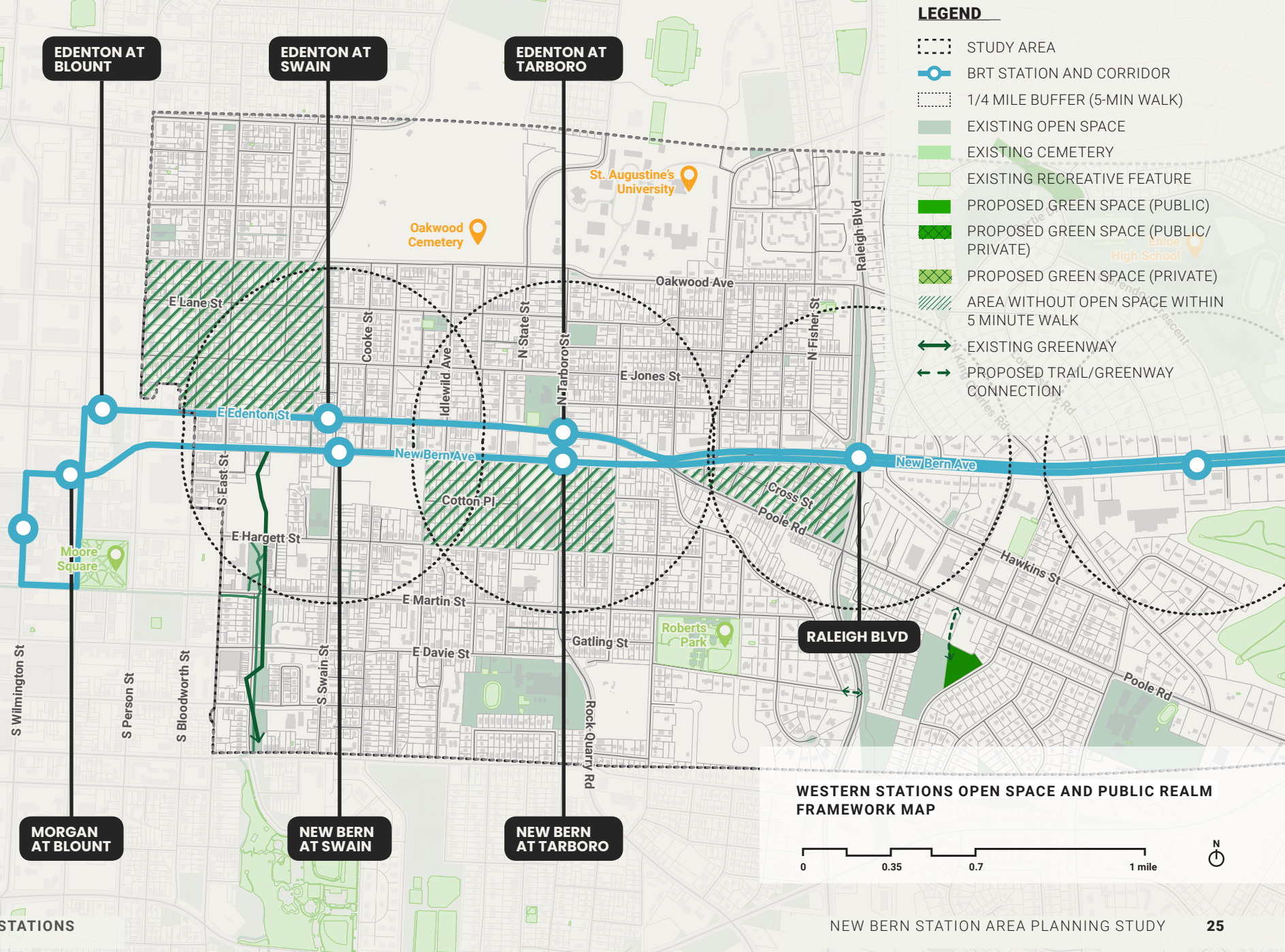
Champions might include the city, local non-profits or even the community itself. **Oakwood Park is a successful example of this approach:** a corner lot that was purchased and maintained by the Oakwood Community Association as a park, and eventually taken over by Raleigh Parks.

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 6.2.A Western Stations Open Space and Public Realm Framework Map](#) on the next page.





6

LAND USE & ZONING

6 LAND USE AND ZONING

APPROACH

- Target strategic locations to modify base zoning district.
- Remove existing GR (Green) frontage requirements frontages where TOD is applied.
- Activate new development and increase the presence along the street (entry spacing and pedestrian access standards through the TOD overlay).

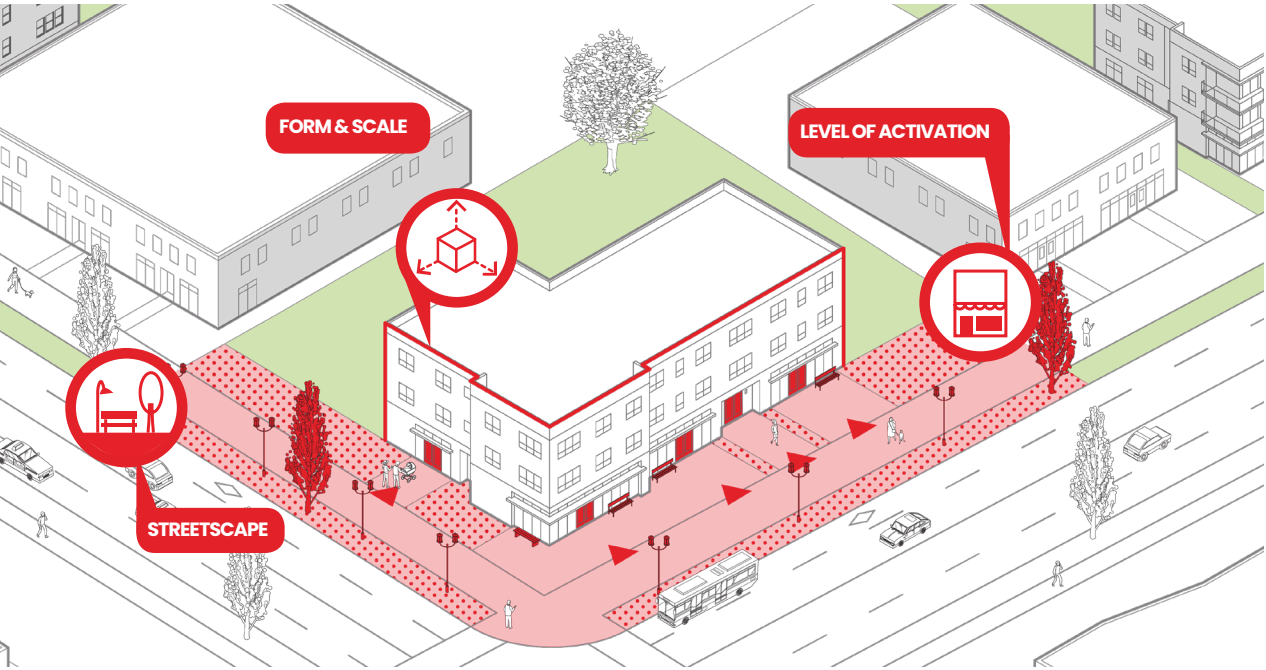


DIAGRAM: STREET-LEVEL ACTIVATION TREATMENTS NEAR STATION AREAS

**REZONE BASE DISTRICTS**

**ADJUST BUILDING FORM**

**MATCH LOCAL IDENTITY**

**ACTIVATE STREETS**

**ENHANCE PEDESTRIAN CONNECTIONS**

LAND USE AND ZONING APPROACH

WESTERN STATIONS PROPOSED LAND USE AND ZONING MAP

The Western Stations Area Proposed Land Use and Zoning Map is used to guide the more detailed elements within this plan.

- See [Map 7.2.A Western Stations Existing Land Use and Zoning Conditions Map](#) on the next page.
- See [Map 7.2.B Western Stations Proposed Zoning and Height Recommendations Map](#) on the next page.

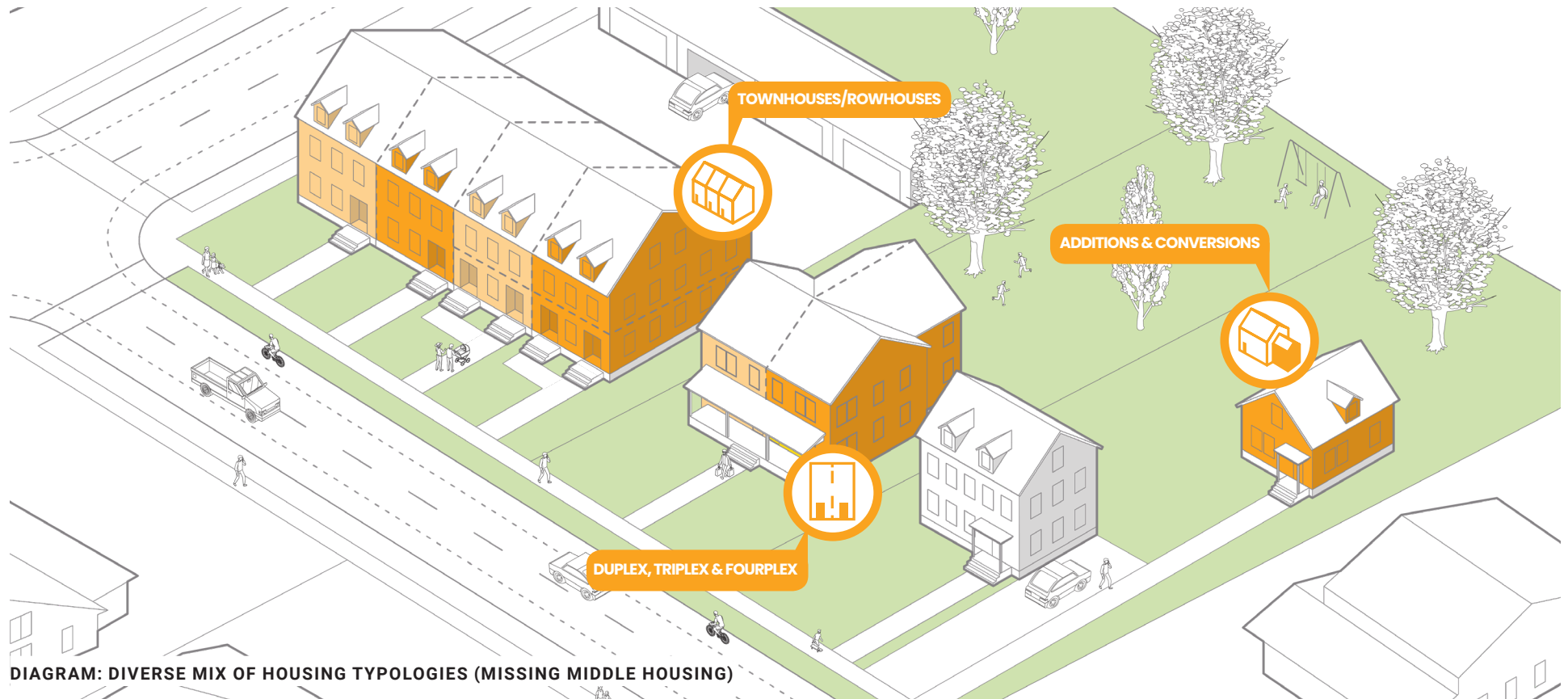
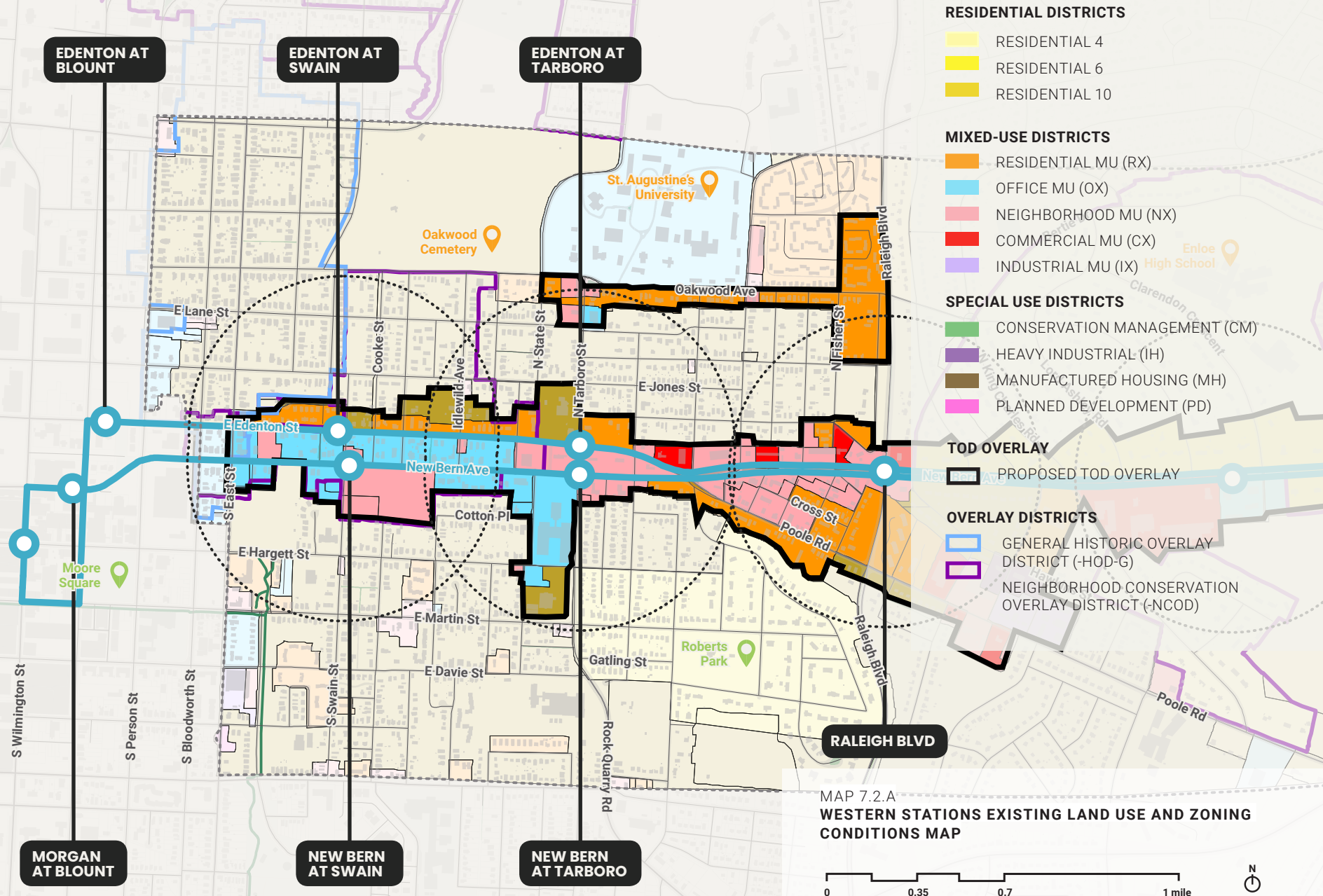
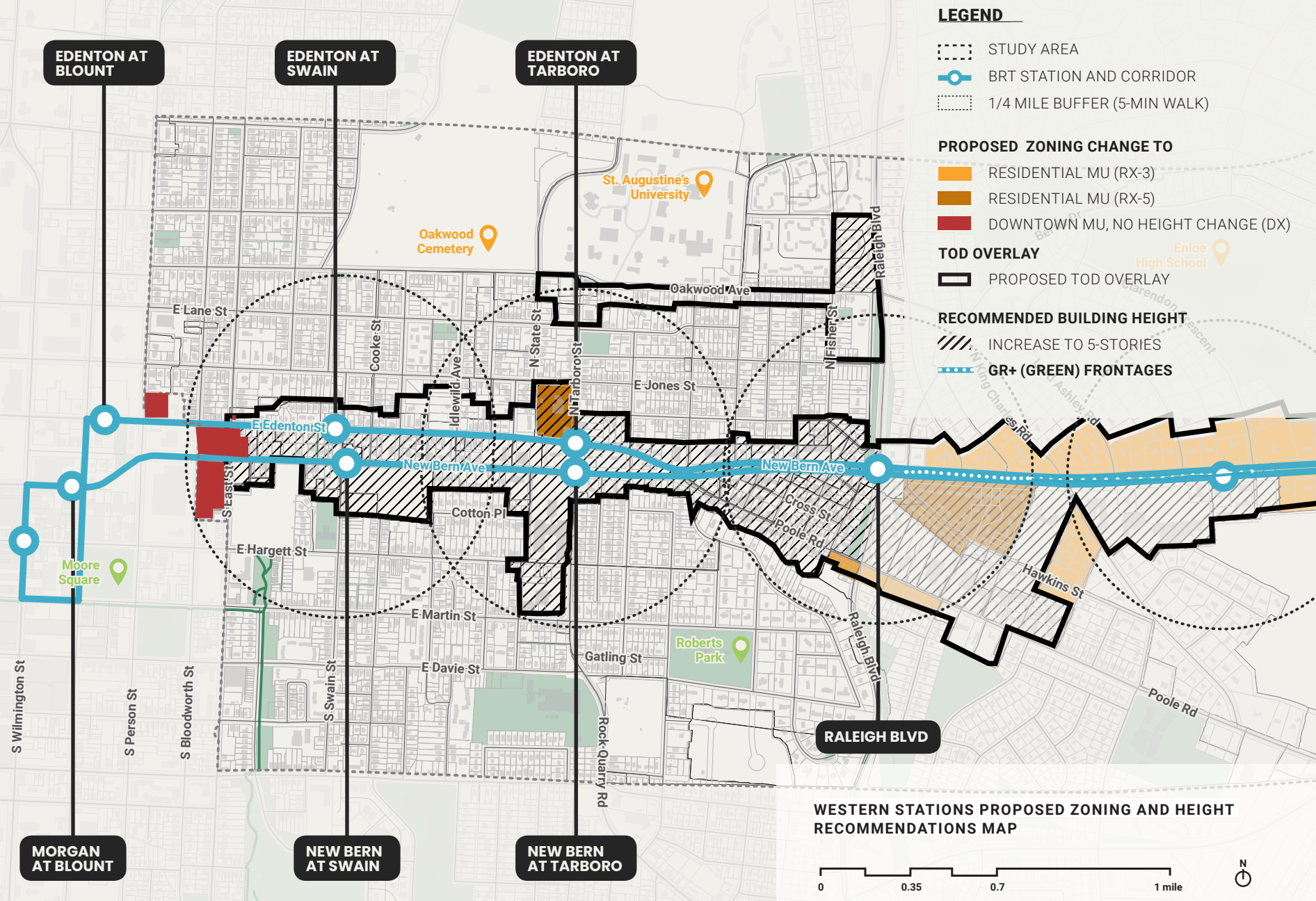


DIAGRAM: DIVERSE MIX OF HOUSING TYPOLOGIES (MISSING MIDDLE HOUSING)





RECOMMENDATIONS

ACTION/PROJECT/POLICY*	TIMELINE	PLANNING-LEVEL COST CATEGORIES
REZONE BASE DISTRICTS		
Strategically rezone base districts under the TOD Overlay to generate transit-supportive growth	Near-term	Low cost
ADJUST BUILDING FORM		
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	Near-term	Low cost
MATCH LOCAL IDENTITY		
Require new setbacks and street protective yard standards to reflect the different local character along the corridor	Near-term	Low cost
ACTIVATE STREETS		
Apply Urban Frontage Standards that generate an active and engaging street edge	Near-term	Low cost
ENHANCE PEDESTRIAN CONNECTIONS		
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)	Near-term	Low cost

* refers to policy rather than geographic-location

7 **ACTION**

7 ACTION

SUMMARY OF ALL RECOMMENDATIONS

GROW AROUND TRANSIT



GROW WITH TRANSIT

Support investment in transit and improve housing choice and environmental sustainability

HOUSING FOR ALL



AFFORDABLE

Create long-term **affordable housing units** through zoning incentives and direct subsidies

PUBLIC PLACES AROUND TRANSIT



\$1.5–\$2.5M

Create new **public spaces** in key locations and tell the story of the area through public art and memorials

AFFORDABLE HOUSING OPTIONS



\$30–\$36M

Add to affordable housing options, including for **low and very low income households**

DEEPEST AFFORDABILITY



FOCUS

Dedicate funding to housing opportunities **for households below 30 percent of the area median**

CELEBRATE BLACK RALEIGH



\$800K–\$1M

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

OPPORTUNITY FOR ALL



\$400K–\$10M

Create **more job and entrepreneur opportunities** along New Bern and other BRT corridors

PUT PEDESTRIANS FIRST



\$1–\$3M

For the corridor to be a place that is **comfortable and safe for people walking and taking transit**, prioritizing pedestrian safety.

CONNECT PEOPLE TO STATIONS



\$6–\$8M

Filling in sidewalk gaps, **improving pedestrian facilities at intersections**, and designing and installing other first/last mile **connections to stations**

SUMMARY OF RECOMMENDATIONS AND ESTIMATE COST/INVESTMENT

