

Southeast Special Area Study

Summary of Draft Recommendations

MAY 2021

Draft Recommendations

- Summary of Recommendations

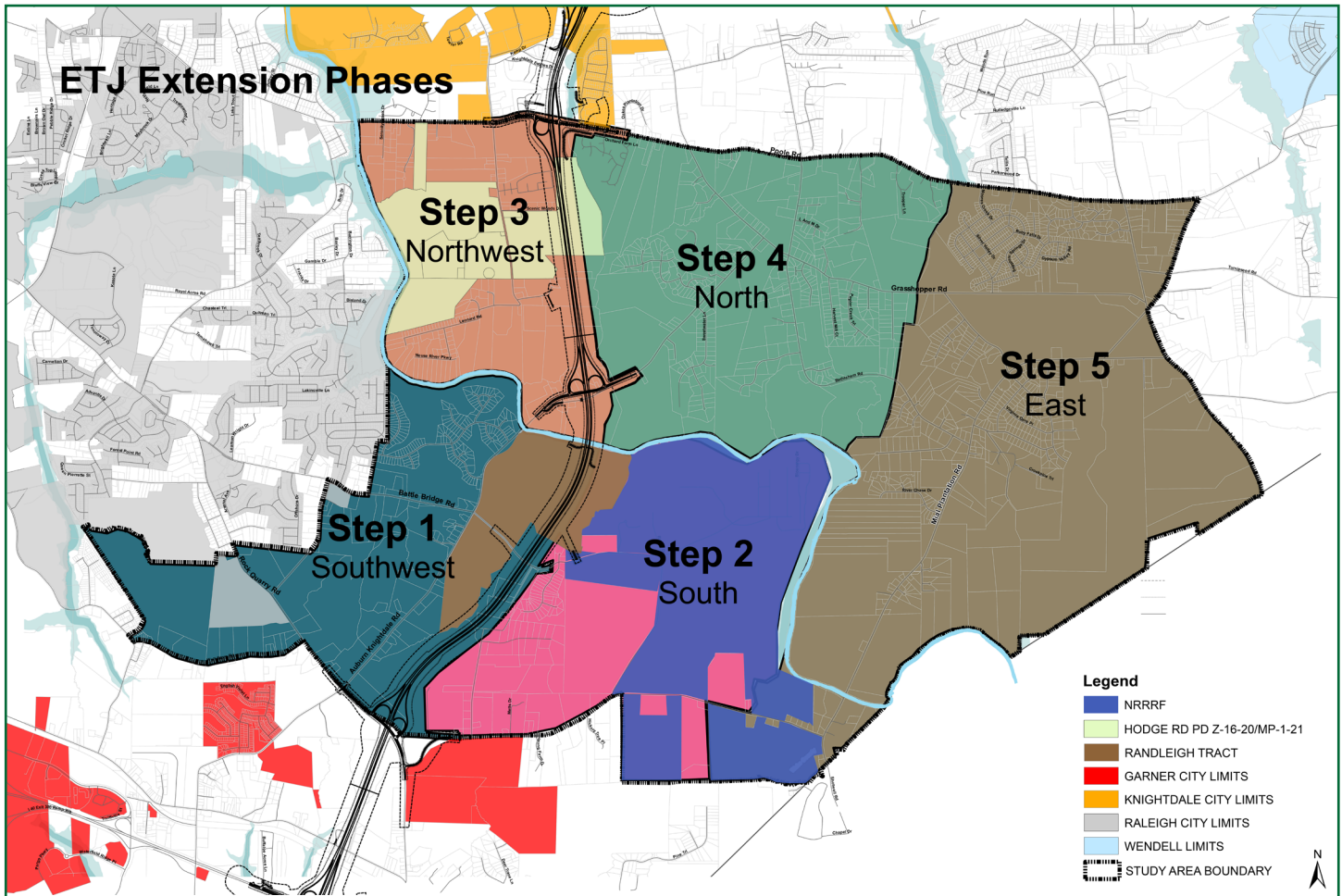
This is a summary of the draft recommendations of the Southeast Special Area Study, a small-area study focused on southeast Wake County between Poole Road, Smithfield Road, and Old Baucom Road. The recommendations include a mix of recommended policies and a phased approach to extending the extraterritorial jurisdiction (ETJ). If adopted by the City Council, the recommended policies will be incorporated in the 2030 Comprehensive Plan.

The following draft recommendations were presented to the City Council at a [work session](#) on April 20, 2021. These recommendations aim to address the southeast community's priorities of protecting open space, improved travel and better connectivity for pedestrians, cyclists, and motorists, and providing better access to goods and services.

Extension of the ETJ

The second phase of community engagement (February-March 2020) centered on a discussion of how the community's priorities could be advanced by extending the City's ETJ and applying Raleigh planning and zoning standards. The [Phase Two Survey results](#) showed a split among respondents' preference for ETJ extension. Most respondents to the survey favored no extension. However, among residents who favored extending the ETJ, most preferred extending it for three miles (the extent allowed by NC law) over a one mile extension (eastward to the future I-540 corridor). In response, City Council directed staff to develop a phased approach for extending the ETJ that would allow Raleigh to implement area-specific policies in the Southeast Special Study Area. Staff has outlined five phasing steps for extension, along with a time frame and recommended draft policies for each area.





Future Land Use Map Amendments

The current Future Land Use Map (FLUM) designates most of the Southeast Special Study Area as Rural Residential or Low Density Residential, with a few areas of Community Mixed Use located at primary road intersections. Also, the lands associated with the Neuse River Resource Recovery Facility (NRRRF), owned by the City of Raleigh, are designated as Public Facilities. The draft amendments to the FLUM would not change the Rural Residential and Low Density Residential designation for most of the study area. The changes would occur mainly in the

southwestern part of the Study Area, and apply to Steps 1 and 2 of a phased ETJ extension.

For Area (Step) 1, the FLUM would be amended to change approximately 1,000 acres from Low Density Residential to a mix of Moderate Density Residential, Community Mixed Use, and Office and Residential Mixed Use. These changes are intended to increase the residential density in the area and create a more efficient land pattern and encourage mixed use development to provide land for office and retail uses and employment generating uses.

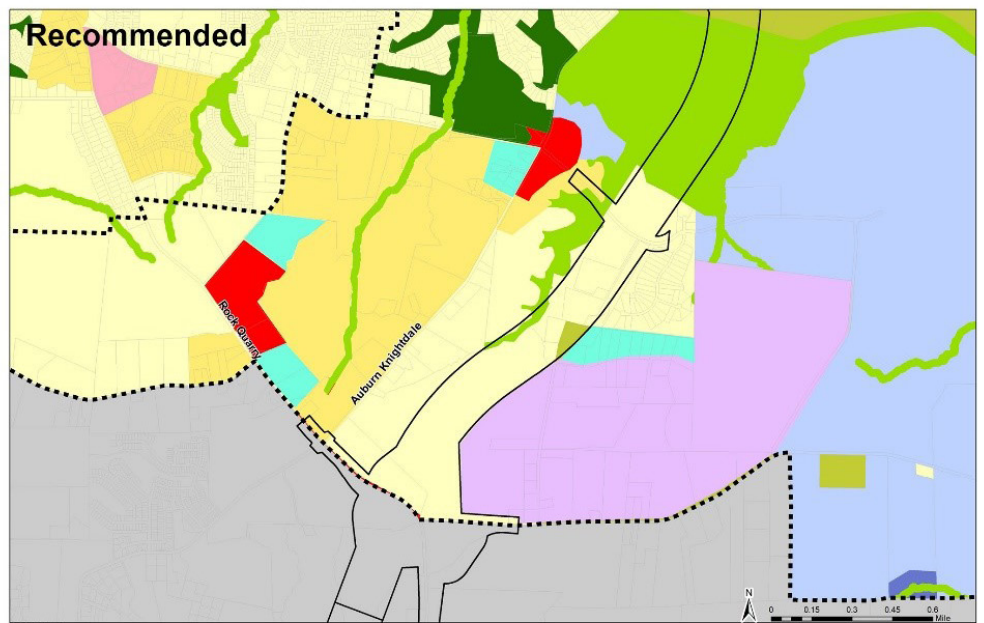
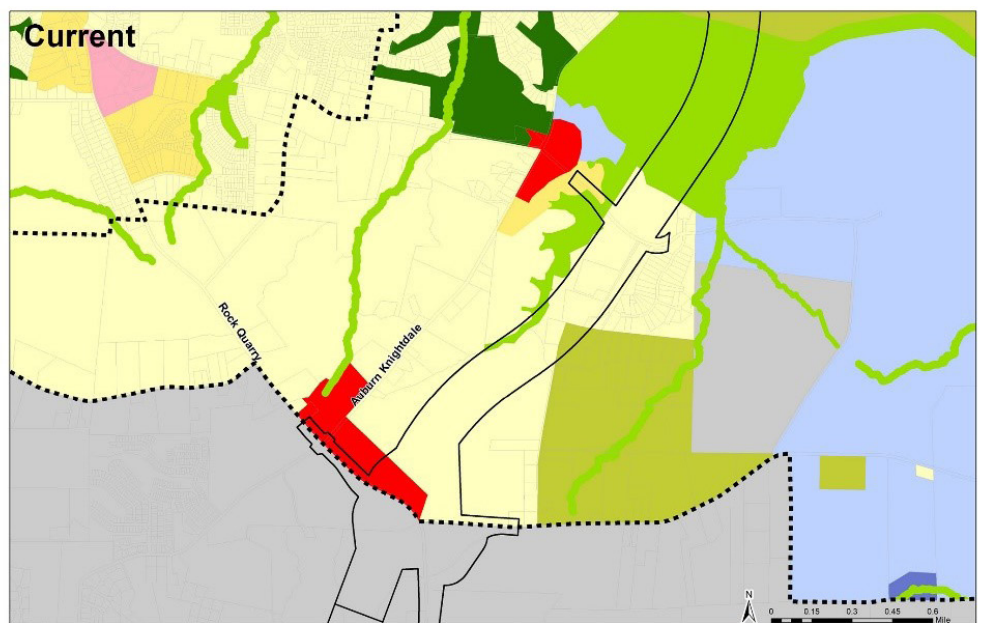
For Area 2, east of the future I-540 corridor, the FLUM would be amended to create an area designated for Business and Commercial Services. This designation can provide land for light industrial, employment- generating uses. Several factors led to this draft recommendation. First, the area is situated between the future interstate and the expanse of City-owned land associated with the NRRRF. About a third of this area is currently used as a private construction debris

landfill, which is expected to reach capacity in about six years. It is also part of a federally designated [Economic Opportunity Zone](#), so new industry looking for interstate access and close proximity to water treatment could provide tax incentives for investors and jobs for southeastern Wake residents. The City would promote this area for investments in green technology, including agricultural biotechnology and renewable energy.

Current and Recommended Future Land Use Guidance

Legend

-  I-540 Preferred Alignment
-  Rural Residential
-  Low Density Residential
-  Moderate Density Residential
-  Medium Density Residential
-  High Density Residential
-  Office & Residential Mixed Use
-  Neighborhood Mixed Use
-  Community Mixed Use
-  Regional Mixed Use
-  Central Business District
-  Office/Research & Development
-  Business & Commercial Services
-  General Industrial
-  Public Facilities
-  Institutional
-  Public Parks & Open Space
-  Private Open Space
-  Special Study Area



Draft Recommended Policies

In addition to amendments to the Future Land Use Map, the draft recommendations include area-specific guidance for the entire study area, including policies and actions on open space preservation, connectivity, stormwater, economic development, and sustainability. Where applicable, these recommended policies and actions would be implemented through amendments to other policy maps in the [Comprehensive Plan](#), including Map T-5 Planned Interchanges and Grade Separations, and Map PR-1 Parks and Greenways System.

These draft policies aim to address the community priorities through the following methods:

- Focus development in clusters around major intersections to preserve open space.
- Enhanced vehicular and pedestrian connectivity.
- Enhanced greenway connectivity.
- Incorporation of green stormwater infrastructure (GSI) to protect water resources.
- Incorporation of green building practices and renewable energy technologies to save energy and reduce our carbon footprint.
- Modified regulations for the Conservation Development Option to provide incentives for broader use in order to protect the

natural character of an area through the preservation of open space, recreation areas, environmental features and scenic vistas.

- Establishment of a stormwater mitigation bank for preserving wetlands and riparian habitat.
- Support public and private conservation efforts for the preservation of water resources.
- Incentivize large parcel assemblages for master planning of new development.

Next Steps

These are the draft recommendations for the Southeast Special Area Study. The next step is Phase Three of community engagement, which will occur during June 2021. Comments from the community will be gathered in community meetings and an online survey. Community input will be used to refine the final recommendations that will be presented to the public in Fall 2021. Additional opportunities for input, including review by the Planning Commission and the City Council, will be advertised on the [project webpage](#).





CP-X-21 SOUTHEAST SPECIAL AREA

Comprehensive Plan Amendment: New Section of Area-Specific Guidance

SOUTHEAST (SE) Area-Specific Guidance

This is a city-initiated amendment to the 2030 Comprehensive Plan to incorporate new area plan policies and actions to implement the Southeast Special Area Study. The amendment would add a new Southeast (SE) subsection to the area-specific guidance section of the Comprehensive Plan.

The Southeast Special Area Study was conducted for the area in southeast Wake County bounded by Poole Road, Smithfield Road, and Old Baucom Road. The actions and policies of the plan are organized around major topics of importance to the community, including open space preservation, connectivity, stormwater, economic development, and sustainability. This area-specific guidance is a response to four community priorities that were communicated through the study: preservation of open space, improving travel by car, improving travel on foot and by bike, and increasing access to shopping and destinations.

Open Space Preservation

Policy SE 1 Preserving Open Space Through Nodal Development

Development and redevelopment should be established in a way that maintains the area's rural and low-density character. Commercial and higher density residential development should occur in clusters around major intersections.

Policy SE 2 Preserve Agriculture and Forestry

Facilitate partnerships between resource landowners and community organizations to identify opportunities to leverage the land resource, particularly for agriculture, forestry, and other 'active' open space uses. Support efforts to link resource landowners to local urban markets through local organizations such as the Capital Area Food network.

Policy SE 3 Large Site Development

Where possible, development should occur through thoughtful large site development and Planned Development Districts to avoid piecemeal development that creates sharp changes in the development pattern.

Action SE 1 ETJ Extension

Extend the extraterritorial jurisdiction in the southeast area and rezone associated acreage in Wake County in line with the recommendations of this area study.

Action SE 2 Conservation Development Option

Review Conservation Development option standards for open space continuity and revise to encourage use of the option and promote preservation of land.

Action SE 3 Preserve Open Space Along the I-540 Corridor

Initiate discussions with willing landowners to preserve open space along the future I-540 expressway. Explore changes to the Special Highway Overlay District (SHOD) regulations to strengthen tree protection and incentivize preservation of open space along the corridor.

Action SE 4 Tools for Land Preservation

Study the feasibility of land management techniques such as graduated density zoning, transfer and/or purchase of development rights, and other tools to incentivize large parcel assemblages for master planning. Encourage resource landowners to consider conservation easements and other estate planning tools to preserve key natural resource areas. Utilize existing opportunities such as Wake Soil & Water Conservation District's annual Keeping the Farm Workshop and the NC Wildlife Resource Commission's Green Growth Toolbox to inform and educate resource landowners.

Action SE 5 Regional Open Space Preservation

Develop a framework for a regional greenbelt of preserved open space. Consolidate greenway and open space planning among southeastern Wake County' municipalities to connect greenway corridors, existing parks and open spaces, natural areas and working lands. Work with Wake County agencies and regional non-profit organizations, such as the Triangle Land Conservancy, the NC Mountains-to-Sea Trail, the Wake County Open Space Program and the Wake Soil & Water Conservation District to identify and prioritize key locations for easements and acquisitions to create a regionally interconnected open space system.

Action SE 6 Brownfield Landfill

Initiate discussions with Wake Reclamation LLC to explore possibilities for future reclamation of the Brownfield Landfill site, which is expected to close in 2027.

Action SE 7 Apply SHOD

Apply the Special Highway Overlay District to the I-540 alignment in the project area.

Connectivity

Policy SE 3 Road Connectivity

Promote road connectivity between the Neuse River and I-540 through connections like the Hodge Road extension at the planned interchange at Auburn Knightdale Road and the Auburn Knightdale Road extension at Bethlehem Road.

Policy SE 4 Regional Greenway Connectivity

Promote regionwide connectivity of municipal greenway systems to the Neuse River Trail, Williamson Preserve, and a potential corridor paralleling I-540. Educate, inform and encourage willing resource landowners to become partners in preserving a protected network of green spaces for both ecological health and sustainable economic development.

Action SE 7 Build Regional Greenways

Coordinate with southeastern Wake County municipalities (Town of Garner, Town of Knightdale, and Town of Wendell) on regional greenway connections with Poplar Creek and Marks Creek to link the Williamson Preserve with the Neuse River Trail.

Stormwater

Policy SE 5 Green Stormwater Infrastructure

Integrate green stormwater infrastructure (GSI) and Low Impact Development techniques into new development throughout the study area, especially in areas where the Future Land Use Map recommends mixed-use development through Business & Commercial Services, Community Mixed Use, and Office Mixed Use designations.

Policy SE 6 Green Streets

Establish “green streets” on new local roads in the study area that reduce stormwater runoff, decrease vehicle speeds, and include a mix of expanded sidewalks, shared-use paths, and bicycle lanes. Make connections to existing and planned greenway corridors to maximize the routes available to people walking and biking.

Action SE 8 Stormwater Mitigation Banking

Establish a mitigation bank for preserving wetlands and riparian habitat in the study area.

Action SE 9 Stormwater Analysis

Conduct detailed analysis of the stormwater drainage basins that overlap the southwest, south, and northwest portions of the study area for use in planning and implementation of GSI.

Economic Development

Policy SE 7 Green Tech Sector Jobs

Ensure that adequate land is zoned so that Green Tech jobs can locate in the study area with access to the area’s natural resources.

Policy SE 8 Equitable Development for the SE Study Area

Future economic development strategies should leverage local anchor institutions such as our universities, and rely on existing assets, such as non-profit institutions, to foster resilient and inclusive economies that benefit the Southeast Raleigh community and the City as a whole.

Action SE 10 Utilizing Land Resources as an Economic Development Asset

Collaborate with partners such as NC State University, NC Biotechnology Center, Center for Environmental Farming Systems, and study area resource landowners to assess potential of Study Area as element of agricultural technology cluster; identify agricultural lands for enterprises related to agricultural biotechnology, renewable energy/biofuels, carbon sequestration, feedstock, specialty crops, and ecotourism-related enterprises.

Sustainability

Policy SE 9 Sustainable Development

Promote green building practices and renewable energy technologies in the study area. These facets should be part of overall strategies to build resilience into new construction on greenfield sites.

Policy SE 10 Protect Water Resources

The Neuse River is the predominant natural resource of the Study Area, and the sub-basins of Poplar Creek, Marks Creek, and other smaller tributaries and intermittent streams comprise the hydrologic network. The city should support public and private conservation efforts as well as development strategies that are tailored to protecting these vital resources.

Action SE 11 Collaboration with Wake County Public Schools

Collaborate with WCPSS on environmental/ecological/sustainability curricula at future schools planned for the Randleigh tract.

Action SE 12 Expand Buffers along Neuse River and Tributaries

Initiate discussions with willing landowners to expand beyond the regulatory floodplains and prescribed buffers of the Neuse River and associated tributaries to enhance preserved green space, wildlife habitat, and floodplain protection.

Public Utilities

Policy SE 11 Maintain Compatible Land Uses Adjacent to the NRRRF

Prioritize acquisition of buffer areas around Neuse River Resource Recovery Facility to prevent incompatible development adjacent to spray application fields for wastewater effluent. Explore landowner incentives for granting conservation easements for nutrient credits in the study area.

Policy SE 12 Expand the Use of Reuse Water

Promote the availability of reuse water at the Neuse River Resource Recovery Facility for residential, commercial, and agricultural irrigation and as a cost-saving benefit for new industry in the area.

Urban Design

Policy SE 13 Rural Village Design

Explore zoning policy tools to allow and encourage compact rural village development at major intersections. This policy will be refined with the final phase of public engagement.



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