



Staff Report – CP-2-16

Comprehensive Plan Amendment

Staff recommends four changes to the Economic Development element of the 2030 Comprehensive Plan to reflect a new Economic Development Toolkit and new criteria for Economic Development Priority Areas.

Item 1: Economic Development Element – Areas of Intervention Box

This request would revise the Areas of Intervention text box on page 155 of the Comprehensive Plan to reflect new criteria used in the creation and administration of Map ED-1: Target Areas for Economic Development. The new criteria focus economic development resources in industrial areas and provide greater specificity for targeting resources to “high poverty” areas zoned for non-residential uses.

Areas of Intervention: A Geographic Focus for Economic Development

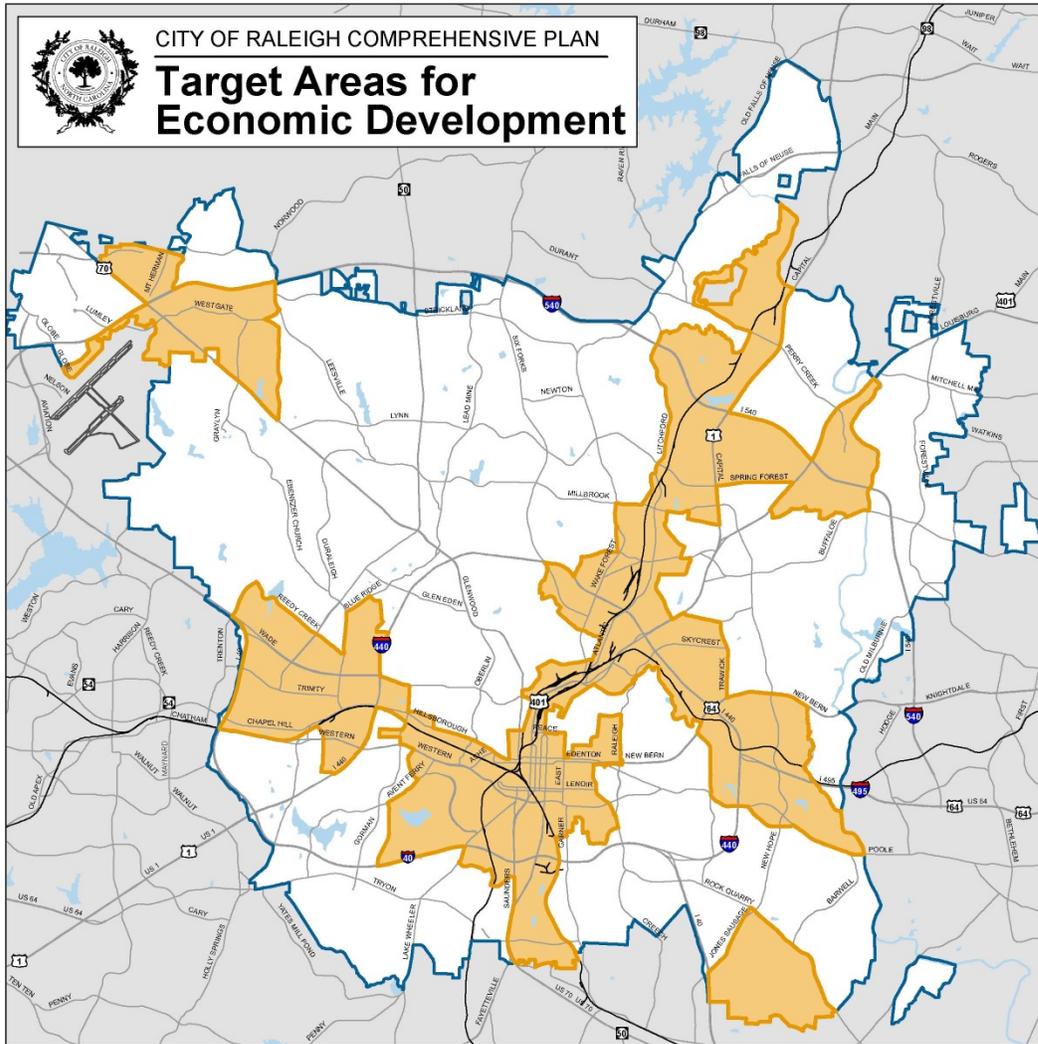
An analysis of Raleigh was conducted to identify areas that demonstrate a need for economic development intervention and that also present opportunities for economic development. Areas were scored according to a number of variables. Each of these areas appears on **Map ED-1: Target Priority Areas for Economic Development**. Areas shaded in ~~red~~ **orange** correspond to geographies, **measured in block groups, that meet one or both of the following criteria:**

- 1. Census Block Groups in which 40% or more of the Block Group are zoned for non-residential uses; and that are considered “high poverty” or are adjacent to “high poverty” block groups.**
- 2. Census Block Groups in which 40% or more of the Block Group are zoned for industrial use.**

~~with both an abundance of housing code violations and instances of tax arrears (need), as well as concentrations of underutilized land (opportunity).~~ The map is an illustrative tool based upon quantitative analysis and is intended to provide the City with an identification of under-performing areas that can benefit from economic development activities. See *Section 4.7 of the Community Inventory (Volume II)* for more details about this analysis

Item 2: Map ED-1: Target Priority Areas for Economic Development

This request would revise Map ED-1: Target **Priority** Areas for Economic Development to reflect new economic development criteria, which focus economic development resources in industrial areas and provide greater specificity for targeting resources to “high poverty” areas zoned for non-residential uses.



MAP ED-1

 Economic Development Target Areas

 Raleigh Jurisdictional Limit



0 0.5 1 2 Miles

Map created 2/1/2016 by the City of Raleigh
Department of City Planning

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER’S REVIEW AND RECOMMENDATION:

Item 3: Policy ED 5.11 – Targeting Investment

This request would make the following revisions to Policy ED 5.11 – Targeting Investment. These revisions reflect proposed new criteria for the Economic Development Toolkit.

Target incentives and programs for public and private investments in ~~residential~~, commercial and industrial areas based on criteria evaluating need and effectiveness. Need is demonstrated by socio-economic indicators and evidence of physical disinvestment. Effectiveness means that the target area is appropriate and ready for economic development.

Item 4: Action Item ED 5.5 –Economic Development Toolkit Review

This request would add an Action Item outlining a new objective to revisit and revise the Economic Development Toolkit, including **Map ED-1: Target Priority Areas for Economic Development**. The following language is suggested.

Complete yearly analysis of the Economic Development Toolkit and revise Toolkit criteria and Map ED-1 as needed.

The following lists of considerations for the Planning and Development Officer’s review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

The proposed amendment strengthens the City’s commitment to economic development in two important sectors of the city’s economy:

1. Areas (census block groups) zoned for non-residential uses that are located in or adjacent to areas considered to be “high-poverty.”
2. Areas in which a significant portion of the land (40%) is zoned for industrial use.

2. The proposed amendment is in response to changes in state law;

N/A

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The proposed amendment will focus economic development resources toward areas that together constitute approximately one quarter of all land in the city.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is consistent with these key Comprehensive Plan policies:

Policy LU 11.2 Location of Industrial Areas

Accommodate industrial uses – including municipal public works facilities – in areas that are well buffered from residential uses (and other sensitive uses such as schools), easily

accessed from major roads and railroads, and characterized by existing concentrations of industrial uses. Such areas are generally designated as “General Industrial” on the Future Land Use Map.

Policy ED 1.1 Corridor Revitalization

Stimulate the revitalization and redevelopment of Raleigh’s aging commercial corridors and centers through the use of targeted economic development programs, zoning, land use regulations, public investments in infrastructure, and incentives.

Policy ED 2.1 Neighborhood Reinvestment

Encourage reinvestment to improve existing neighborhoods and to attract skilled workers to Raleigh.

Policy ED 2.3 Focusing Redevelopment

Focus redevelopment efforts on a small number of neighborhoods each year. Continue public involvement until the economics shift and private investment can take over.

Policy ED 2.4 Attracting Investment to Emerging Neighborhoods

In neighborhoods with little private investment and low social and economic indicators, encourage additional development and density to enhance these neighborhoods and create a larger market base to support more and better goods and services for existing and new residents.

Policy ED 2.5 Blight Abatement

Reverse conditions of decline and deterioration that have affected some older areas of Raleigh. These conditions are detrimental to economic and equitable growth.

Policy T 4.1 Promoting Transit

Promote and support quality transit services to enhance mobility options and to meet the needs of the City’s residents and visitors, with a focus on transit-dependent households.

Policy ED 5.11 Targeting Investment

Target incentives and programs for public and private investments in residential, commercial, and industrial areas based on criteria evaluating need and effectiveness. Need is demonstrated by socio-economic indicators and evidence of physical disinvestment. Effectiveness means that the target area is appropriate and ready for economic development.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;

The proposed amendment is specific to two broad geographies - high-poverty areas where non-residential zones predominate, and areas where industrial zones predominate. The proposal to dedicate economic development resources to these geographies will improve their economic performance, in addition to improvements to the built environment and public realm.

B. Existing or future land use patterns;

The proposed text amendment is consistent with land use goals and policies contained within the Comprehensive Plan. With regard to industrial areas, the

proposal encourages the clustering of industrial uses, a key recommendation of the Comprehensive Plan. Regarding areas zoned for non-residential uses that are also considered “high poverty,” the proposal will strengthen the performance of non-residential uses.

C. Existing or planned public services and facilities;

The proposed amendment will focus economic development resources in the targeted areas. Increased public and private investment in businesses and communities will lead to improved public services and facilities in those areas.

D. Existing or planned roadways;

The proposed amendment will attract development, which typically devotes resources to improving roadways in the vicinity of the development.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

The concentration of industrial land uses, a key component of the proposed amendment, limits potential negative impacts of such uses on the city at large. Investments in both target geographies could lead to cleanup and redevelopment of brownfields.

STAFF RECOMMENDATION:

Approval based on the above list of considerations for the Planning and Development Officer’s review.

STAFF COORDINATOR:

Charles Dillard charles.dillard@raleighnc.gov



Certified Recommendation of the City of Raleigh Planning Commission

SUBJECT: CP-2-16 Comp Plan Amendment
REQUEST: The proposed change would amend the 2030 Comprehensive Plan.

RECOMMENDATION:

FINDINGS AND REASONS:

The attached document represents the recommended revisions as a result of Planning Commission deliberations and discussion.

To PC:
Case History:

To CC:

City Council Status: _____

Staff Coordinator: Charles Dillard: (919) 996-2651; charles.dillard@raleighnc.gov

Motion:
Second:
In Favor:

Opposed:
Excused:

This document is a true and accurate statement of the findings and recommendations of the Planning Commission.

Signatures: (Planning Director)

(PC Chair)

Date:

Date:



Planning & Development

Planning and Development

One Exchange Plaza
1 Exchange Plaza, Suite 304
Raleigh, NC 27602
Phone 919-996-2626
Fax 919-516-2684

Comprehensive Plan Amendment Petition

A request to amend the 2030 Comprehensive Plan text, maps or content.

Applicant Information

Name		
Address		
City	State	Zip
Phone	Fax #	Email

Requested Amendment

<input type="checkbox"/> Future Land Use Map (Cite all affected parcels below.)	<input type="checkbox"/> Plan Text (Cite relevant section/page below.)	<input type="checkbox"/> Area Plan Map/Text (Cite all affected parcels and relevant section/page below.)	<input type="checkbox"/> Other Map (Specify name/map number.)
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Brief Description of Amendment:

The undersigned applicant(s) hereby certifies that, to the best of his or her knowledge and belief, all information supplied with this application is true and accurate.

Signature _____ Date _____

Signature _____ Date _____

Office Use Only

File # CP- _____ Fee Paid _____ Check # _____ Received By _____

Directions for Filing a Comprehensive Plan Amendment Petition

- | | |
|----------|--|
| 1 | Filing a Petition: A petition must be clearly and accurately written or typed. Petitions may be filed in person at One Exchange Plaza or by mail: Planning & Development PO Box 590, Raleigh, NC 27602. Petitions to amend the Comprehensive plan must be approved by the City Council, upon a recommendation by the Planning Commission. Submittal of a Comprehensive plan amendment must be in accordance with the filing schedule (coming soon). |
| 2 | Fee: A fee as specified on the Development Fee Schedule must be submitted with this petition. Fees are due at the time of petition submittal, and are non-refundable. |

Information That Must be Submitted with Petition

- | | |
|---|---|
| A | Description of requested amendment to the Comprehensive Plan |
| <p>Clearly explain the amendment to the Comprehensive Plan. If the request is to alter the Plan text, cite the section, page number and policy or action short title. Suggested text amendments should be submitted in 'blackline' or 'strikeout' format (text recommended to be removed should be strikethrough, added text should be bold). If the request is to alter the future land use map, list all affected parcels (by PIN or address), area of request, the current designation and recommended designation. Suggested amendments to any map should be described and illustrated. List any applicable area plans that provide detailed guidance for the property, with any suggested amendments. The Comprehensive Plan can be found online at www.raleighnc.gov/cp</p> | |
| B | Conditions that warrant the plan amendment |
| <p>Describe the conditions that warrant the plan amendment such as unforeseen circumstances or the emergence of new information, unanticipated changes in development patterns, rezoning, transportation improvements, economic opportunities, etc.</p> | |
| C | Relevance of the amendment to the Plan's six vision themes
<small>(1. Economic Prosperity and Equity 2. Expanding Housing Choices 3. Managing Our Growth 4. Coordinating Land Use and Transportation 5. Greenprint Raleigh 6. Growing Successful Neighborhoods and Communities)</small> |
| <p>Explain how the amendment addresses the six guiding themes of the Comprehensive Plan.</p> | |
| D | How the amendment advances public health, safety and general welfare |
| <p>Explain how the amendment advances and protects the general health, safety and welfare of the citizens.</p> | |

Comprehensive Plan Amendment Checklist

Please check off each space or "N/A" for not applicable. Submit all required documentation to the Planning Department.

Checklist	Completed	N/A
Had pre-application meeting with Planning staff to discuss proposal		
Completed and signed petition		
Attached map clearly showing boundaries of area and requested Comprehensive Plan Amendment		
Attached written statement that addresses subsections A, B, C and D		
Applicable fee (make check or money order payable to: City of Raleigh)		
Additional information as required (traffic study, etc.)		

Comprehensive Plan Amendment Petition (CP-1-16) – Accompanying Information

A. Description of requested amendment to the Comprehensive Plan

The proposed amendment to the Comprehensive Plan includes replacing the existing Map ED-1: Target Areas for Economic Development (Element D: Economic Development, Section D.5: Economic Development and Land Use, page 156), with a new map that utilizes revised economic development criteria. Additionally, the proposed amendment includes revisions to the text box on page 155: “Areas of Intervention: a Geographic Focus for Economic Development.” Both the map and the text box are located within Element D: Economic Development, Section D.5: Economic Development and Land Use.

The proposed new Map ED-1 is attached.

The following Text Box revisions are suggested:

Areas of Intervention: A Geographic Focus for Economic Development

An analysis of Raleigh was conducted to identify areas that demonstrate a need for economic development intervention and that also present opportunities for economic development. Areas were scored according to a number of variables. Each of these areas appears on **Map ED-1: Target Areas for Economic Development**. Areas shaded in ~~red~~ **orange** correspond to geographies, measured in block groups, that meet one or both of the following criteria:

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~~with both an abundance of housing code violations and instances of tax arrears (need), as well as concentrations of underutilized land (opportunity).~~ The map is an illustrative tool based upon quantitative analysis and is intended to provide the City with an identification of under-performing areas that can benefit from economic development activities. *See Section 4.7 of the Community Inventory (Volume II) for more details about this analysis*

B. Conditions that warrant the plan amendment

The proposed amendment is warranted as it reflects a revised focus on non-residential geographies, especially those areas that are zoned for industrial uses. Furthermore the revised criteria utilizes United States Census and Department of Housing and Urban Development metrics for poverty that provide greater transparency and legibility than the criteria that are used for the existing Map ED-1. In addition to revised criteria, the proposed new map utilizes Census

Block Groups with clear boundaries, providing for improved map legibility over the current map's shaded, undefined boundaries.

C. Relevance of the amendment to the Plan's six vision themes.

1. *Economic Prosperity and Equity*

The proposed amendment is relevant to this vision theme in a number of ways. First, a primary focus of this vision theme is equity. The proposed new target areas for economic development include areas in which poverty is prevalent, or where areas of poverty are located within close proximity. By targeting development activities and tools in high-poverty areas, the city would be promoting business and labor expansion in areas currently lacking adequate labor and economic resources. Siting new and expanding businesses in poor communities provides for new job opportunities for those communities' populations. Second, by targeting economic development activities in industrially-zoned areas of the city, Raleigh is promoting diversity, equity and innovation, key values of this vision theme. Industrial businesses provide well-paying job opportunities for local residents who lack higher education. Additionally, industrial businesses are a primary source of innovation, and targeting economic development tools in industrial areas will increase Raleigh's profile as a city of innovation, especially in high-tech, clean-tech and green-tech, three sectors identified within this vision theme.

2. *Expanding Housing Choices*

The proposed amendment is relevant to the vision of expanded affordable and workforce housing options in that it targets development activities in areas that suffer from high incidences of poverty, thereby focusing resources that will expand job opportunities for impoverished and underemployed communities.

3. *Managing Our Growth*

The proposed amendment promotes quality growth in that it targets economic development resources to existing communities, thereby promoting infill development and redevelopment of underutilized areas of the city. Furthermore, by targeting existing industrial areas, the proposed map and text revisions will concentrate development resources in existing industrial areas and will discourage development of new industrial areas in inappropriate locations.

4. *Coordinating Land Use and Transportation*

The proposed map revision identifies target areas that coincide with many areas identified on the city's growth framework and transit plan maps. Targeted economic development activities in these areas will promote intensification along existing and proposed transit lines, and will encourage infill rather than greenfield development on the city's edges. Additionally, many of the city's industrial areas are located along rail lines. Thus, targeting economic development resources in these areas will encourage the expanded use of rail and decreased use of roadways for freight and cargo transportation.

5. *Greenprint Raleigh – Sustainable Development*

By targeting economic development resources in industrial areas, particularly for businesses engaged in innovative green technologies, this amendment will promote continued sustainable development. Furthermore, by targeting resources in existing

communities, the amendment will promote sustainable infill development, thereby limiting unsustainable outward growth.

6. *Growing Successful Neighborhoods and Communities*

Successful neighborhoods are places where people can live, work and play. By targeting economic development resources in areas with high incidences of poverty, the proposed amendment will promote infill development that includes expanded job opportunities, as well as opportunities to redevelop underutilized and blighted properties. Furthermore, by promoting expanded job opportunities within communities, the proposed amendment would create new opportunities for multi-modal and active transportation patterns, thereby reducing reliance on automobiles.

D. How the amendment advances public health, safety and general welfare

1. *Public Health*

The proposed amendment promotes public health in that it seeks to expand access to jobs and economic resources for diverse, underemployed and impoverished population groups, thereby providing greater financial security that improves access to health care, quality food, and education. Additionally, targeting economic development resources to innovative industrial sectors could reduce reliance on businesses with large negative environmental impacts and could improve the overall environmental performance of the city's industrial economy.

2. *Safety*

Safety is a topic that encompasses issues of crime, transportation and environmental risk, among others. The proposed amendment advances and promotes crime prevention and fighting policies and actions of the city by targeting investment in communities that currently suffer from high incidences of poverty. Encouraging redevelopment of blighted properties, more prevalent in poor communities, would both improve perceptions of safety but would also eliminate potential underobserved locations where crimes frequently occur. With regard to improved access to job opportunities in impoverished communities, the proposed amendment would give residents of poor communities viable employment options that could discourage them from engaging in illegal activities that are prevalent in such communities. Furthermore, improving the financial stability of communities generally promotes a greater sense of ownership and provides more "eyes on the street," a critical element in a community's crime-fighting effort. With regard to transportation safety, the proposed amendment targets economic development resources in areas that have high incidences of poverty and a lack of job opportunities. The result is that many residents of these communities are forced to drive to other communities for work, placing strain on existing transportation networks. Increased job opportunities within communities could reduce trip times and pressure on the city's roadways, thereby reducing traffic accidents and costly delays. Finally, the proposed amendment would target resources in established industrial areas, and would discourage the development of new industrial areas in close proximity residential populations. City policies promote the isolation of high-impact industrial operations; the proposed amendment would further encourage this practice.

Additionally, targeting resources for sustainable and innovate industrial businesses would create a safer industrial economy overall.

3. *General Welfare*

The proposed amendment would have the effect of expanding economic opportunity in both impoverished communities and industrial business areas. A diverse and geographically dispersed economy will help Raleigh to achieve the visions and themes of the Comprehensive Plan. Cities thrive when all of its communities are economically stable; the proposed amendment will help stabilize and secure the city's impoverished and industrial communities.