



2030 COMPREHENSIVE PLAN UPDATE STAFF REPORT

Section 1: Introduction & Section 2: Framework

OVERVIEW

This report outlines the substantial changes to the first two sections of the 2030 Comprehensive Plan, *Introduction* and *Framework*, that were suggested by the Planning Department, other city staff, and the general public as part of the first five-year Update process.

As part of the Update process, the entire Plan received a round of general copy editing. Corrections for errors in grammar, punctuation, and internal consistency were made as needed without notation. Other minor technical changes to verbiage or terminology may have also been made without notation. For example, references to the city's defunct Zoning Ordinance were replaced with references to the Unified Development Ordinance, references to the "Multi-modal Transit Center" were replaced with "Union Station."

An account of detailed changes can be found in the attached "blackline" documents.

Section 1: Introduction

The *Introduction* section explains what the Comprehensive Plan is, how it was crafted and adopted in 2009, and the history of planning in Raleigh that preceded and led up to it. This section also emphasizes Raleigh's overarching commitment to sustainability and briefly explains how that commitment informs the rest of the document.

In the Update, the subsection titled "Raleigh's Approach to Planning" was expanded with much more historical context about the city's previous comprehensive plans and the concepts behind the approach to 2030 Plan.

A subsection describing the 1989 Comprehensive Plan, which was the last plan adopted before the 2030 Plan in 2009, was removed. In its place is a subsection about how the Plan and the city's Strategic Plan, adopted in 2015, work together to articulate and advance Raleigh's vision and principles.

The "Organization of the Plan" subsection was refreshed to reflect the new terminology used throughout the Plan.

A subsection was added that details the public engagement process used to guide the five-year Update. The core of the public engagement lasted from 2014 through 2017 and involved four phases, each comprised of a mixture of public meetings, online interaction, internal focus groups, and published draft documents for comment.

Policies to be Amended by the Update:

- There are no policy items in this section.

Actions to be Amended by the Update:

- There are no action items in this section.

Maps to be Amended by the Update:

- This section contains no maps.

Text Boxes to be Amended by the Update:

- No text boxes were revised.

Section 2: Framework

The *Framework* section contains important information that shapes the rest of the Comprehensive Plan. First, this section examines trends related to population growth, land use, transportation, environmental resources, and transit, which together undergird the plan’s recommendations. Second, the city’s Vision Statement and six Vision Themes are presented, which inform all aspects of the Comprehensive Plan and serve as its overarching goals. Finally, the section introduces the Growth Framework and Future Land Use Maps, which together provide more clarity concerning where priority areas for development are located in the city.

The Update process was initiated in 2014 with a Due Diligence phase. This phase began with an update of the Data Book, a yearly publication of the City Planning Department that combines data from federal, state, and regional agencies with city records to produce a snapshot of the residents, economy, resources, and infrastructure of the city. Information from the Data Book was used to update the statistics cited in this section.

The summary of recent trends in Housing and Neighborhoods, Transportation, Environmental Resources, and Parks, Recreation, and Greenways were revised to include the major planning and policy efforts that have been completed since 2009. Those efforts are remarkable, including the “penny for housing” property tax increase, Wake County Transit Plan, Raleigh Union Station, green infrastructure policy, and the acquisition of Dix Park.

The Growth Framework Map was also revised to reflect these same achievements. The most significant changes to this map were made to incorporate the Wake County Transit Plan. Frequent Network and Commuter Rail Corridors from the Transit Plan were added, with an

additional indication of potential future Rail Corridors; Bus Rapid Transit Corridors were added as ¼ mile buffers along their proposed routes; historical Future Rail Stations, TOD Areas, and Multi-Modal Corridors were removed; and Urban Corridors and Parkway Corridors were updated in response to the Frequent Network routing.

Other changes to the Growth Framework Map include Environmentally Critical Areas being converted into an overall Greenprint category, including existing parks, greenway corridors, floodplains, and other known open spaces. The map was also redrawn with a new color palette chosen to complement the Update's new design.

Policies to be Amended by the Update:

- There are no policy items in this section.

Actions to be Amended by the Update:

- There are no action items in this section.

Maps to be Amended by the Update:

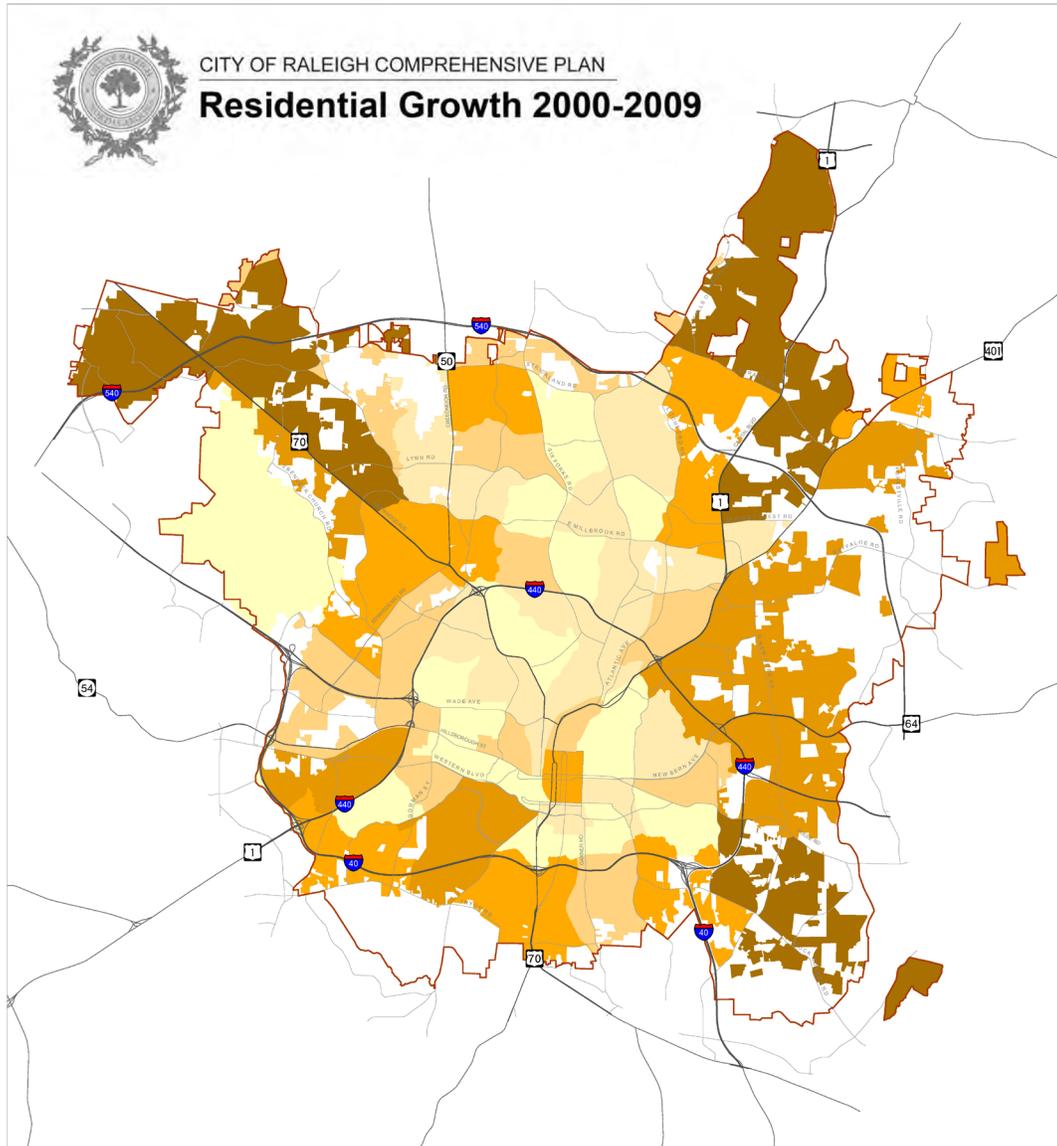
Revised Maps

- Map F-1 Residential Growth
- Map F-2 Growth Framework

Text Boxes to be Amended by the Update:

- This section contains no text boxes.

Residential Growth Map: 2009 Version



MAP F-1

Units added between 2000 & 2009

- Less than 50
- 50 - 200
- 201 - 500
- 501 - 1000
- 1001 - 3000
- 3001 - 6750

- ETJ
- Highway
- Major Streets



0 0.5 1 2 Miles

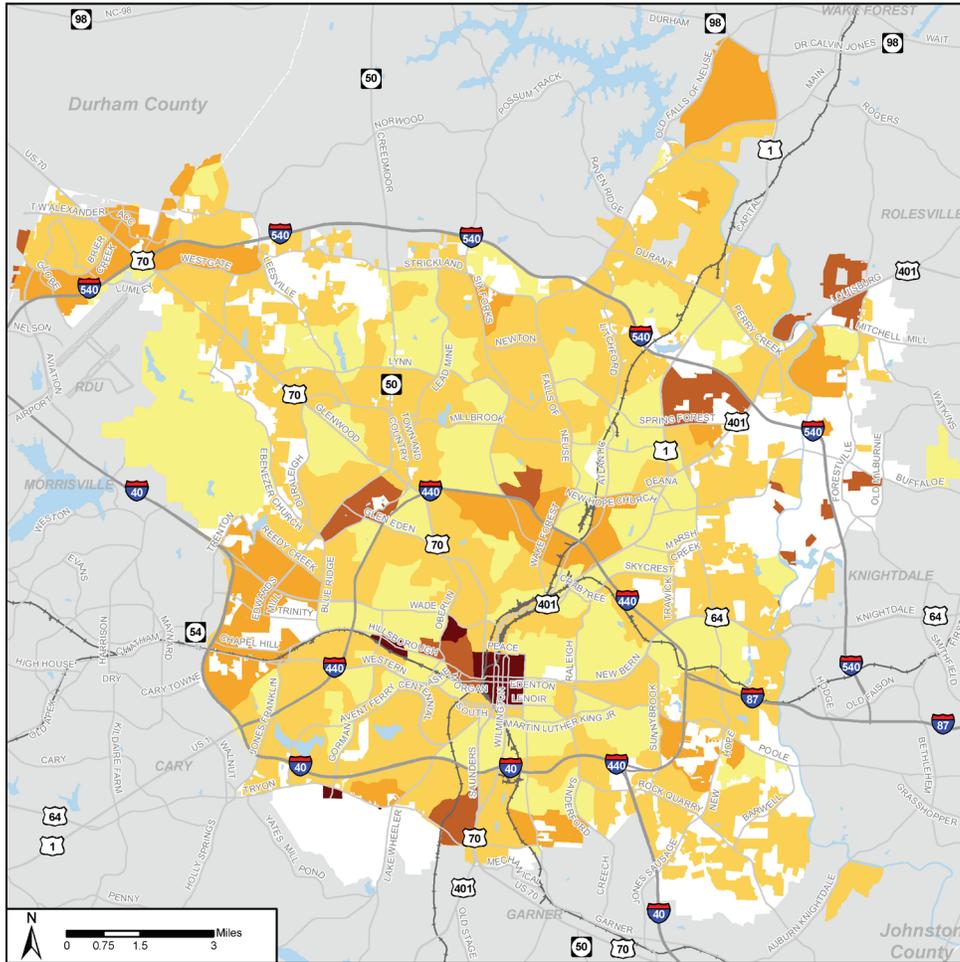
Map created 10/7/2009 by the City of Raleigh
Department of City Planning & GIS Division

Previous Version

Residential Growth Map: 2019 Version

Framework

F-1: Residential Growth 2010 - 2017

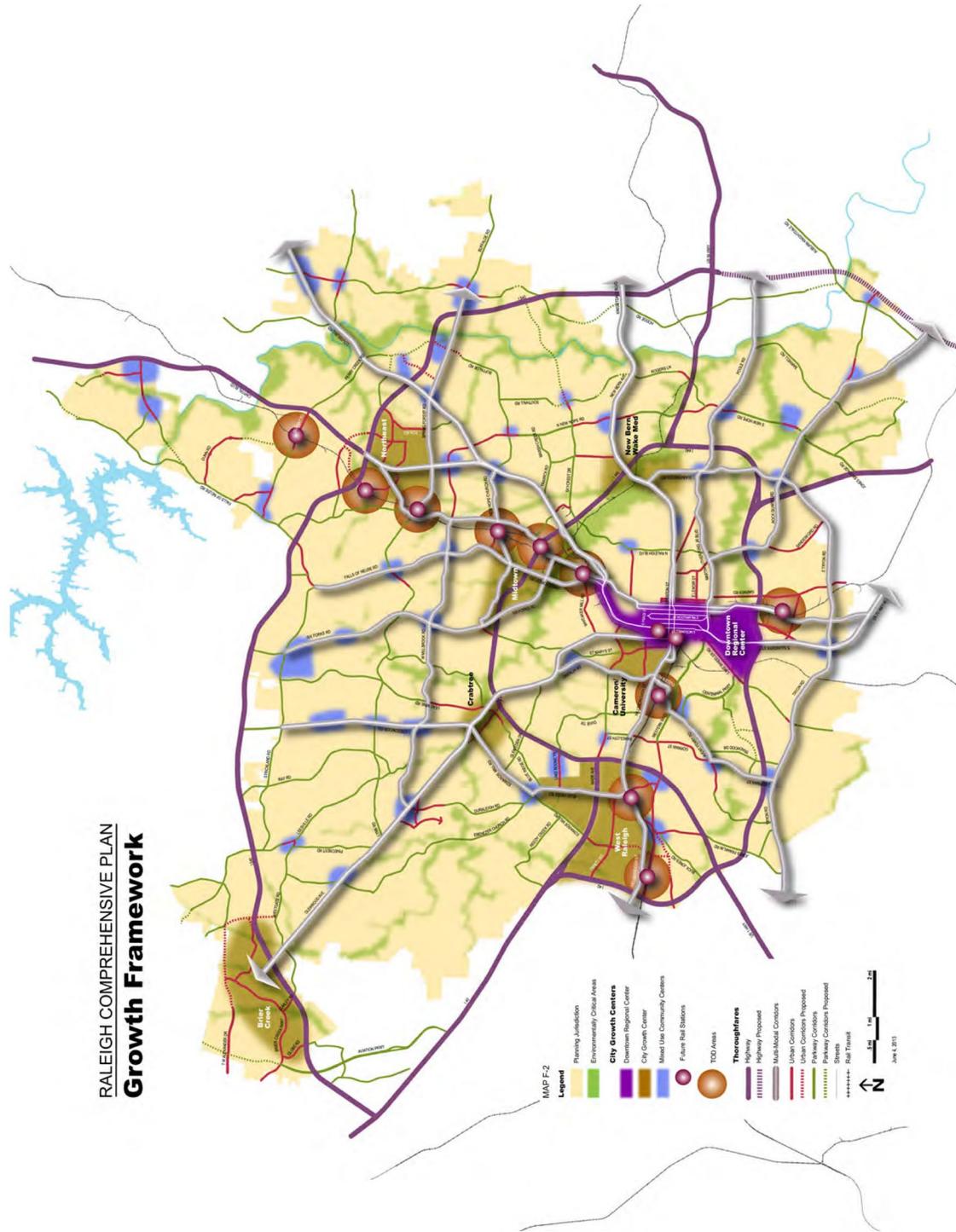


Housing Units Added per Acre Since 2010, by Census Block Group

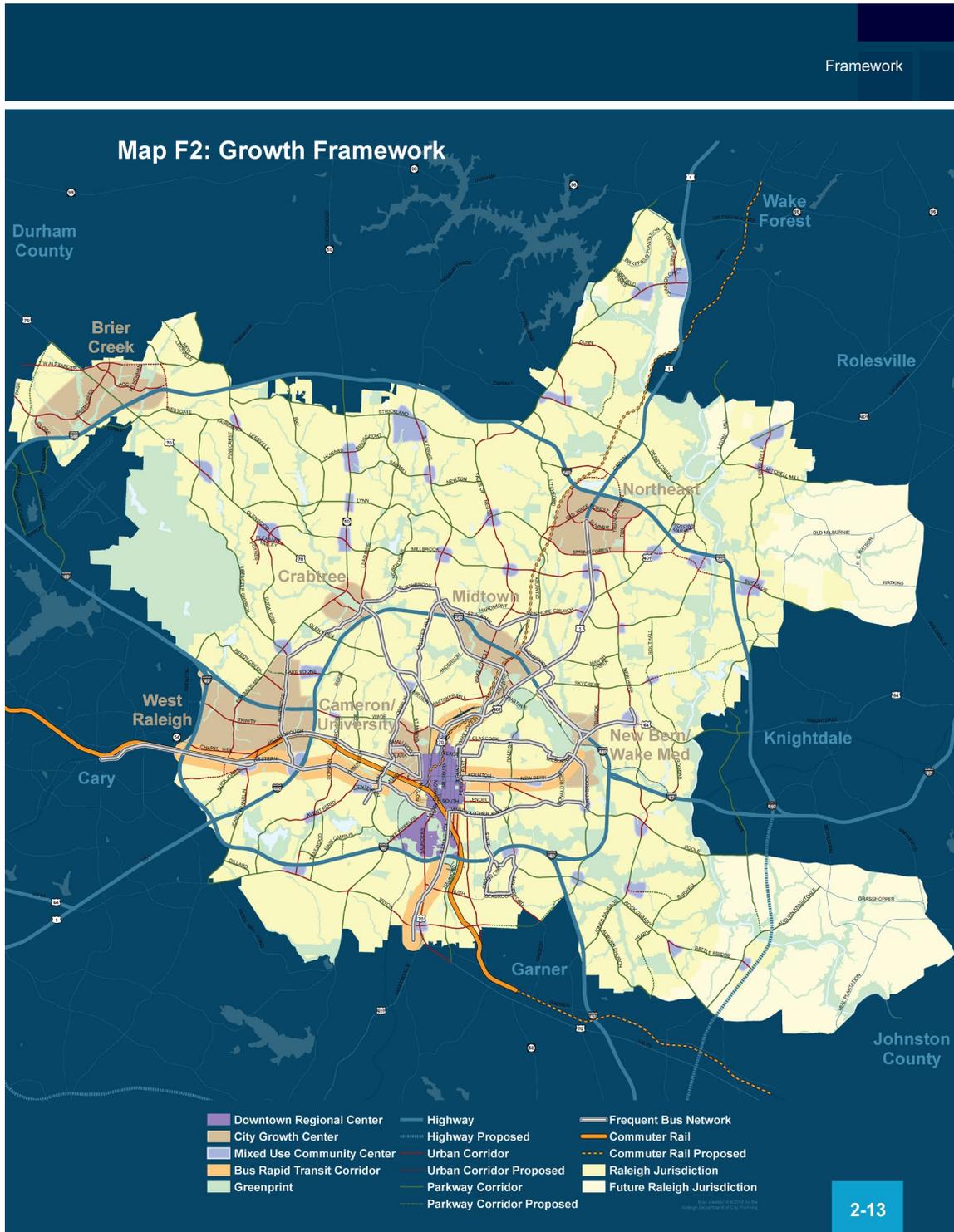


Map created 2/28/2018 by the Raleigh Department of City Planning

Growth Framework Map: 2009 Version



Growth Framework Map: 2019 Version



HISTORY OF REVISIONS

Relevant Policies or Plans Adopted Since 2009

2030 Comprehensive Plan

The 2030 Comprehensive Plan was drafted to respond to the significant market, economic, social, and environmental changes facing Raleigh at the start of the 21st century. It is much more specific in its policy guidance, includes an Implementation Section, and provides a land use plan that was absent from the 1989 Plan. The Plan included a policy that called for it to be updated every five years, and its policies and actions served as the starting point for the Update process.

Strategic Plan

The City of Raleigh Strategic Plan was adopted in 2015 and is guiding many efforts that implement or align with key Comprehensive Plan goals and actions. The Strategic Plan lays out a limited set of near- and mid-term initiatives that are oriented toward critically important municipal and community issues.

Data Book

The Raleigh Data Book is an annual publication of updated community information collected by City Planning staff. The Data Book builds upon the larger, more comprehensive “Community Inventory Report: Background Studies for the Comprehensive Plan” published in 2008. The Community Inventory Report remains the analytical basis for the City of Raleigh’s 2030 Comprehensive Plan.

Wake County Transit Plan

The Wake County Transit Plan, funded in 2016, envisions the most significant new transit investment in the city’s history. It will fund the creation of several bus rapid transit corridors, a large expansion of areas served by buses running every 15 minutes or less, and commuter rail service reaching to Durham and Garner. The Growth Framework Map in the *Framework* section was overhauled to incorporate the outcomes of this plan.

Relevant Topics from the White Paper

The white paper forecasted and informed the changes included in this Update.

General

- All data citations in the plan—whether in the text, map, tabular, or chart format—will be updated with the latest available numbers. **All statistics were updated with the latest data available.**
- It is recommended that a subset of the 550 policies in the plan having enhanced relevance to the review of rezoning petitions be highlighted as “key policies” and identified with a special symbol and/or formatting so that they stand out. **Seventy-nine key policies are now identified throughout the Plan with an orange dot.**

Introduction

- Now that the plan has been in effect for a number of years, the public is no longer benchmarking it against the prior plan, and much of the narrative about how the plan came to be; the process used to create it; how it incorporated what was relevant about the plan it was replacing; the what and why of everything new and different; and how the plan should be used can be streamlined and in some cases removed. Doing so implements an overall goal of this update to make the plan less verbose and more approachable. ***This narrative was streamlined and removed as suggested.***
- The History of Planning portion of this section should be updated to reflect current population and land use numbers. In addition, historical context should be added describing the transition from urban and walkable development that prevailed up to the mid-twentieth century, the dominance of suburban, auto-centric development that followed it, and how development has begun trending back toward more mixed-use, pedestrian focused development. ***This section was significantly revised as described.***
- The Relationship to the 1989 Comprehensive Plan section can be removed and replaced with a “Relationship to the Strategic Plan” subsection to emphasize the importance of coordinating long-term city initiatives with the shorter-term goals outlined by the Raleigh City Council. ***These sections were removed and added, respectively.***
- The “How the Comprehensive Plan Is to Be Used” section outlines the Comprehensive Plan’s organization into a vision, policies, and specific actions. A minor revision to this section is needed to reflect how the role of the plan in the development review process has changed with full implementation of the Unified Development Ordinance. ***Reverence to site plans and subdivisions was removed from this section.***
- The language related to Raleigh’s Area Plans should be revised to reflect the recommendation to rename this section of the plan to “Area-specific Guidance.” ***The terminology was revised and a more thorough description of the development process for Area Specific Guidance was added.***
- The Civic Engagement Process section can be summarized and shortened for the most part and an additional paragraph should be added to detail the outreach done as part of the Five-Year Comprehensive Plan update process. ***While this section was not shortened, an outline of the engagement process for the five-year Update was included.***
- Include new language related to the importance of resilience. ***The sidebar about Raleigh’s Commitment to Sustainability was not changed, but more information about resilience was added to the Environmental Protection section.***

Framework

- Amend the Demographic and Household Trends and Land Use and Zoning sections to reflect the growing population of millennials and empty nest baby boomers who are gravitating toward multifamily, urban-style housing. In addition, the adoption of a new zoning code which better facilitates mixed-use, pedestrian-friendly development should be added into the Land Use and Zoning section. ***These sections were revised as described.***
- Amend the Housing and Neighborhoods section to reflect the rising cost of housing in certain low-income neighborhoods and city efforts to mitigate that problem through recent policy commitments. ***This section was revised as described, which included an explanation of the property tax increase passed in 2016 known as the “penny for housing.”***
- Amend the Transportation section to reflect a renewed focus on regionally-interconnected public transit as evidenced by the Wake County Transit Plan. A brief outline of the Transit Plan should be added to reflect the direction that the city and county are going in. ***This section was revised as described.***
- Amend the Environmental Resources section to include language about the importance of resiliency in city operations and planning and the potential to implement Green Infrastructure. ***This section was revised as described.***
- Amend the Parks and Recreation section to include a line about the recent historic purchase of the Dorothea Dix property and the need to appropriately incorporate that into the park system for the good of city residents. ***This section was revised as described.***
- Amend the wording in the Transit-Oriented Centers and Corridors descriptions to include the importance of Bus Rapid Transit in future planning as outlined in the Wake County Transit Plan. ***This section was revised as described.***
- Amend the Growth Framework map to better complement future upgrades to the transit system associated with the Wake County Transit Plan. For example, this may mean modifying the future rail station designations and potentially adding in future BRT stations. ***This map was revised as described.***

Consistency with Vision Themes

Because the *Introduction* and *Framework* sections do not contain any policies or actions, their consistency with the Vision Themes, for the most part, is not applicable. The major exception to this is the Growth Framework Map.

The themes of **Coordinating Land Use and Transportation** and **Managing Our Growth**, both of which envision denser, more mixed-use development tied to improved alternatives to the automobile, are advanced by the inclusion the recommendations of the Wake County Transit Plan into the Growth Framework Map.

The expansion of the Environmentally Critical Areas category on the map into an overall Greenprint category supports the theme of **Greenprint Raleigh – Sustainable Development**, which advocates environmental sustainability and stewardship through environmental policy and land management practices; protecting sensitive lands; and preserving water, air, and land resources.

Departments Consulted

The *Introduction* and *Framework* sections contain mostly information about the plan itself, so minimal consultation with other city departments was necessary.



2030 COMPREHENSIVE PLAN UPDATE

STAFF REPORT

Section 14: Regional and Interjurisdictional Coordination

OVERVIEW

This section addresses population growth and other changes affecting the Triangle region, including climate change, community patterns, and shifting economies, with the view that cities cannot act in isolation. The section establishes policies and actions for coordinating with surrounding jurisdictions on physical infrastructure such as transportation and public utilities, community facilities such as libraries and schools, and policy initiatives regarding natural resources, growth management, and economic development.

The changes to this section are primarily to incorporate new studies, demographic information, and initiatives undertaken since the 2009 adoption of the 2030 Comprehensive Plan. The majority of policies and actions remain unchanged. Two policies and two actions were changed in the Update, in the “Environmental Sustainability and Natural Resources” and “Public Facilities and Infrastructure” subsections.

As part of the Update process, the entire Plan received a round of general copy editing. Corrections for errors in grammar, punctuation, and internal consistency were made as needed without notation. Other minor technical changes to verbiage or terminology may have also been made without notation. For example, references to the city’s defunct Zoning Ordinance were replaced with references to the Unified Development Ordinance, references to the “Multi-modal Transit Center” were replaced with “Union Station.”

An account of detailed changes can be found in the attached “blackline” document.

Policies to be Amended by the Update:

Policies Amended

- RC 6.5 Water Standards

Policies Removed

- RC 7.2 Balancing Infrastructure and Conservation

Actions to be Amended by the Update:

Actions Amended

- RC 7.2 Emergency Water Transmission

Actions Removed

- RC 6.7 Wildlife Habitats

Maps to be Amended by the Update:

This section contains no maps.

Text boxes to be Amended by the Update:

This section contains no text boxes.

HISTORY OF REVISIONS

Relevant Policies or Plans Adopted Since 2009

The Update includes references to new and amended plans and studies adopted since 2009:

Wake County Transit Plan

Funded in 2016, the Wake County Transit Plan envisions the most significant new transit investment in the city's history. It will fund the creation of several bus rapid transit corridors, a large expansion of areas served by buses running every 15 minutes or less, and commuter rail service reaching to Durham and Garner.

Raleigh's Major Investment Study and Downtown Operations Study

In conjunction with the Wake County Transit Plan, Raleigh has initiated a study to develop a plan for a multi-modal transportation network that will connect downtown to existing and developing transit network throughout Raleigh and Wake County.

TJCOG Transit Corridor Land Use & Housing

Starting in 2017, Triangle J Council of Governments has partnered with Cary, Garner, Morrisville, Raleigh, Wake County, Capital Area Metropolitan Planning Organization, GoTriangle, and Research Triangle Foundation on shared research and analysis aimed at helping local governments align housing and land use policies with the Wake County Transit Plan and understand existing conditions.

Wake County Affordable Housing Plan

The Wake County Affordable Housing Plan identifies strategies for the County and municipalities to address affordable housing needs. Among the identified strategies are land use policy, project-based programs, and public subsidy, an approach that will involve cooperation and coordination among multiple jurisdictions in Wake County.

Wake County Multi-Jurisdictional Hazard Mitigation Plan

Adopted in 2015, this plan merged the hazard mitigation plans of twelve municipalities and the county into one coordinated hazard mitigation plan. The plan identifies, analyzes, and assesses hazard across Wake County and fills the federal requirement and state requirements for hazard mitigation plans.

Relevant Topics from the White Paper

The white paper informed the changes to contextual information in the Update:

- The Update should reflect new initiatives and planning developments and remove outdated references. ***As a result, this section added reference to the Durham-Orange Light Rail, Wake County Transit Plan, and TJCOG's Wake Transit Corridor Land Use and Housing Planning project. In addition, Center of Region Enterprise and Wake County Affordable Housing Plan were also added to the contextual information in this section. Outdated information was removed throughout this section.***

Other Changes

In addition to changes that address topics from the White Paper, the Update includes changes to actions and policies in this section that reflect departmental comments. The Update includes revisions to Policy RC 6.5 Water Standards that strengthened language related to water quality standards for effluent and reinstated Action RC 7.2 Emergency Water Transmission. Policy RC 7.2 Balancing Infrastructure and Conservation and Action 6.7 Wildlife Habitats were removed in this section in favor of more specific guidance elsewhere in the Update.

Consistency with Vision Themes

Greenprint – Sustainable Development

This vision theme focuses on environmental sustainability and stewardship and notes the importance of institutions, businesses, individuals, and governments working together to enhance the natural environment. The Update maintains this commitment through the addition of updated information on climate change and resilience.

Coordinating Land Use and Transportation

This vision theme focuses on planning effectively for housing, employment, and public services through coordination of land use and transportation investments. The Update includes new relevant planning initiatives that reflect continued valuable coordination across the region.

Departments Consulted

The changes to this section centered on updating relevant partnerships and factual information. However, city departments were consulted as part of the process and the *Regional and Interjurisdictional Coordination* section saw some changes to policies and actions. In particular, Public Utilities provided input on this section that shaped the final document. In addition, Triangle J Council of Governments was involved in the writing of the public review draft.



2030 COMPREHENSIVE PLAN UPDATE

STAFF REPORT

Section 17: Implementation

OVERVIEW

This report outlines the substantial changes to the final section of the 2030 Comprehensive Plan, *Implementation*, that were suggested by the Planning Department, other city staff, and the general public as part of the first five-year Update process.

Subsection 17.1 “Zoning Regulations and Consistency” was revised to reference the Unified Development Ordinance instead of describing the intention to overhaul the city’s zoning regulations, which occurred in 2014.

Rather than advocating for a five-year sweeping update of the Comprehensive Plan, subsection 17.3 “Comprehensive Plan Updates and Amendments” now outlines a process in which the Plan is partially updated more frequently, in response to the most relevant or dynamic issues at the time.

The list of agency acronyms in subsection 17.5 “Action Plan” was updated to reflect restructuring and renaming of both internal city departments and the city’s outside agency partners. The two action matrices in this section were also updated to reflect the most current language and status of the Action Items elsewhere in the Plan.

As part of the Update process, the entire Plan received a round of general copy editing. Corrections for errors in grammar, punctuation, and internal consistency were made as needed without notation. Other minor technical changes to verbiage or terminology may have also been made without notation. For example, references to the city’s defunct Zoning Ordinance were replaced with references to the new Unified Development Ordinance, references to the “Multi-modal Transit Center” was replaced with “Union Station.”

An account of detailed changes can be found in the attached “blackline” documents.

Policies to be Amended by the Update:

Revised Policies

- IM 3.1 Five-Year Updates

Actions to be Amended by the Update:

Removed Actions

- IM 4.2 Small Area Studies

Maps to be Amended by the Update:

- This section contains no maps.

Text Boxes to be Amended by the Update:

- No text boxes were revised.

HISTORY OF REVISIONS

Relevant Policies or Plans Adopted Since 2009

2030 Comprehensive Plan

The 2030 Comprehensive Plan was drafted to respond to the significant market, economic, social, and environmental changes facing Raleigh at the start of the 21st century. It is much more specific in its policy guidance, includes an Implementation Section, and provides a land use plan that was absent from the 1989 Plan. The Plan included a policy that called for it to be updated every five years, and its policies and actions served as the starting point for the Update process.

Relevant Topics from the White Paper

The white paper forecasted and informed the changes included in this update.

- The adoption and implementation of the UDO needs to be reflected throughout this element. ***The subsection about zoning regulations was updated with information about the UDO.***
- If there are improvements needed to how the Comprehensive Plan informs priorities in the CIP, then this element needs to lie out a new strategy. ***A new strategy for coordinating with the CIP process was not included; the existing guidance remains.***
- Revise the Updates and Amendments section as necessary based on six years of Comprehensive Plan amendments and annual reports. Enhance the annual update process to include a strategic theme alongside the customary technical updates. ***A new approach to annual and periodic thematic updates to the Plan was introduced.***
- Reflect coordination with the city's Strategic Plan. ***Mention of the Strategic Plan was not added to this section, but has been addressed elsewhere throughout the Plan.***
- The section on Small Area Studies/Area Plans needs to be refreshed based on the department's new vision for how these will be incorporated into the Comprehensive Plan. ***This subsection was not substantially revised, but the introduction to Section 16: Area Specific Guidance was significantly rewritten.***

Consistency with Vision Themes

The policies and actions in the *Implementation* section exclusively relate to the Comprehensive Plan itself. Improvements to this section support all of the recommendations in the remainder of the Plan's sections, and are therefore consistent with all of the Plan's Vision Themes.

Departments Consulted

Other city departments had the opportunity to review and revise the Responsible Agency and Timeframe information included in the Action Plan Matrix.