



# STAFF REPORT – CP-8-19

## *Comprehensive Plan Amendment*

Brier Creek Parkway Street Plan

### OVERVIEW

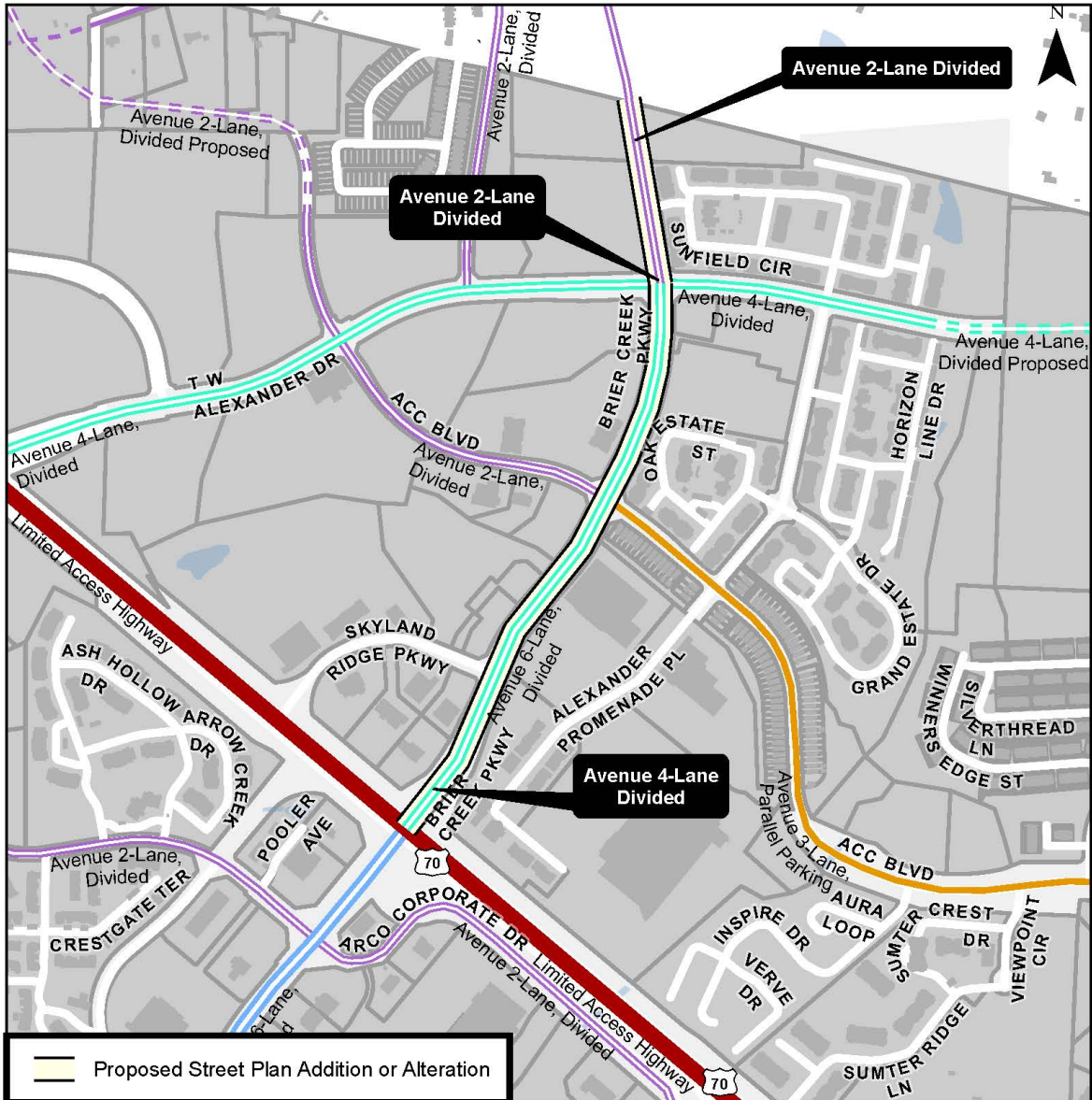
The proposed 2030 Comprehensive Plan amendment is a request to amend Map T-1, which depicts the City's Street Plan. The request is to change two roadway designations along a .66-mile portion of Brier Creek Parkway extending north from Glenwood Avenue (I-70) to better align with current conditions and planned improvements in Durham County. The southern segment of Brier Creek Parkway extends approximately a half mile is currently designated Avenue 6-Lane, Divided and built out as an Avenue 4-Lane Divided. The northern segment of Brier Creek Parkway extends approximately one tenth of a mile north of its intersection with ACC Boulevard and is currently designated as an Avenue 4-Lane, Divided and built out as Avenue 4-Lane Divided up north through the Durham County line.

The section of Brier Creek Parkway bisects a primarily commercial area just north of its intersection with Glenwood Avenue. The land use pattern as Brier Creek Parkway continues northbound towards the Durham County line transitions into a mixture of multi-family residential, undeveloped land and some office buildings. The proposed changes to Map T-1 Street Plan will better align the Raleigh portion of Brier Creek Parkway with the Durham County continuation of the road. Brier Creek Parkway continues through Durham County as a two-lane, undivided roadway for approximately .88 miles until it comes to a "T" intersection at Leesville Road.

The Future Land Use Map (FLUM) categories for the area generally align with the current zoning, which may indicate that development entitlement will not see much change and the subsequent traffic projections based on estimated development may remain steady. The FLUM designations surrounding the site decrease in density as Brier Creek Parkway travels north away from Glenwood Avenue, and include a portion of Regional Mixed Use up to ACC Boulevard where the FLUM designation changes to Moderate and Medium Density Residential with Office Residential & Mixed Use to the north and east of the residential designations.

There is one undeveloped parcel adjacent to Brier Creek Parkway that was the subject of a conditional use rezoning case; Z-10-2018. The rezoning request was to amend zoning conditions to allow for greater development entitlement, the base zoning district remained the same at OX-5-CU. The City Council approved this request on February 4, 2019.

## Proposal to Amend the Street Plan



Map T-1: Street Plan Changes

(A) Modify Brier Creek Parkway designation from "Avenue 6-Lane, divided" to "Avenue 4-Lane, divided" between Glenwood Avenue and TW Alexander Drive.

(B) Modify Brier Creek Parkway designation from "Avenue 4-Lane, divided" to "Avenue 2-Lane, divided" north of TW Alexander Drive.

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

The following list 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 meets the challenge of a changing condition in the Durham County street plan that calls for Brier Creek Parkway to be an Avenue 2-Lane, Divided roadway. This section of the road is one of multiple north-south connections into Durham County, and the proposed change seeks to match the road width with the current buildout and future plans of Durham County.

The existing Avenue 4-Lane, Divided roadway designation on the northern section of Brier Creek Parkway amendment was derived from the Durham County’s previous land use policies that called for Brier Creek Parkway to be an Avenue 4-Lane, Divided roadway; this plan has since changed to the current buildout of Avenue-2 Lane, Undivided. The development patterns provided by the market in the area around the request are not likely to produce the level of vehicle trips that would require an Avenue 4-Lane, Divided. Amending the street designation would better align the City of Raleigh’s plans with the City and County of Durham’s plans.

**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 request may have benefits for the City as a whole as it will reduce the planned roadway width of Brier Creek Parkway north of Glenwood Avenue, in accordance with regional traffic demand models. Limiting the vehicle lanes on Brier Creek Parkway may encourage multimodal transportation and may provide safer crossings and circulation for pedestrians and cyclists.

This request may also avoid unnecessary Right-of-Way dedication from private property, as Brier Creek Parkway is not currently built out to the planned Avenue 6-Lane, Divided along all of its sections as the plan currently indicates. Additionally, amending the Street Plan to match the current conditions may result in less impervious surface, which in turn may result in less stormwater runoff.

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

The proposed amendment is **consistent** with the following relevant Comprehensive Plan policies:

**Policy LU 4.1 Coordinate Transportation Investments with Land Use**

*Ensure that transportation decisions, strategies, and investments are coordinated with and support the City's land use objectives.*

**Policy LU 4.2 Transportation in Support of Walkable Neighborhoods**

*Make the design and scale of transportation facilities compatible with planned land uses and with consideration for the character anticipated by this Comprehensive Plan for the surrounding neighborhood.*

**Policy T 1.1 Coordination with the Future Land Use Map**

*Transportation planning, development, expansion, and investment in transportation facilities should be coordinated with the Future Land Use Map.*

The proposed reduction in planned roadway size designation on Brier Creek Parkway reflects a more recent understanding of the land use potential in the nearby area. Anticipated land uses and densities in the area are likely to be adequately served by the proposed Avenue 4-Lane, Divided and Avenue 2-Lane, Divided roadway designations.

**Policy T 2.16 Assessing Changes in Road Design**

*Subject all proposed changes to the treatment of existing vehicular rights-of-way, such as changes to the number and type of travel lanes, to a study prior to implementation to determine the impacts on the larger network and the level of service of all relevant modes.*

This amendment was brought forth by the Raleigh Department of Transportation (RDOT) who evaluated the capacity and traffic demand on Brier Creek Parkway using the Triangle Regional Model (TRM); a tool that is developed and maintained by the Capital Metropolitan Planning Organization (CAMPO) to predict future vehicle volumes in the region based on various census, economic and infrastructure factors. The results of this study determined that the expanded capacity reflected in the current Street Plan would allow for more traffic than is anticipated through the year 2045.

The proposed amendment is **inconsistent** with the following relevant Comprehensive Plan policies:

No policies identified.

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

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

The Triangle Regional Model (TRM) used to evaluate projected traffic volumes along and immediately surrounding Brier Creek Parkway determined that current roadway capacity is sufficient to serve development in the surrounding area. This amendment may better match the planned road width with the volume of traffic being generated by surrounding development. The amendment may encourage more comfortable pedestrian and bicycle

facilities by encouraging lower traffic speeds; as wide roads with excess capacity tend to encourage faster driving speeds.

**B. Existing or future land use patterns;**

The proposed amendment may provide a road that is appropriately sized to meet the anticipated growth and development in the area.

**C. Existing or planned public services and facilities;**

No impacts identified.

**D. Existing or planned roadways;**

This street plan amendment will leave the City of Raleigh section of Brier Creek Parkway at a similar size and capacity to the City and County of Durham's section of Brier Creek Parkway, which can help with traffic flow and safety.

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

There will be less pervious surface required in the area to support the flow of traffic, which may in turn lead to less stormwater runoff.

**F. Other policies of the Comprehensive Plan.**

No other relevant policies were identified.

**STAFF FINDING:**

The request is consistent overall with identified Comprehensive Plan policies.

**STAFF COORDINATOR:**

Sara Ellis, [sara.ellis@raleighnc.gov](mailto:sara.ellis@raleighnc.gov), 919.996.2234

# Comprehensive Plan Amendment Petition



Department of City Planning | 1 Exchange Plaza, Suite 300 | Raleigh, NC 27601 | 919-996-2626

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

### Applicant Information

Name \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

Phone \_\_\_\_\_

Fax # \_\_\_\_\_

Email \_\_\_\_\_

### Requested Amendment

Future Land Use Map  
(Cite all affected parcels  
below)

Plan Text (Cite relevant  
section/page below)

Area Plan Map/Text (Cite  
all affected parcels and  
relevant section/page below)

Other Map  
(Specify name/map number)

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**

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](http://www.raleighnc.gov/cp)

**B Conditions that warrant the plan amendment**

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.

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

(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)

Explain how the amendment addresses the six guiding themes of the Comprehensive Plan.

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

Explain how the amendment advances and protects the general health, safety and welfare of the citizens.

### 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	<input type="checkbox"/>	<input type="checkbox"/>
Completed and signed petition	<input type="checkbox"/>	<input type="checkbox"/>
Attached map clearly showing boundaries of area and requested Comprehensive Plan Amendment	<input type="checkbox"/>	<input type="checkbox"/>
Attached written statement that addresses subsections A, B, C and D	<input type="checkbox"/>	<input type="checkbox"/>
Applicable fee (make check or money order payable to: City of Raleigh)	<input type="checkbox"/>	<input type="checkbox"/>
Additional information as required (traffic study, etc.)	<input type="checkbox"/>	<input type="checkbox"/>



Raleigh

MEMO

TO: Bynum Walter, Planning Department

FROM: Jason Myers, Transportation Department

DEPARTMENT: Planning

DATE: June 18, 2019

SUBJECT: Raleigh Street Plan (Map T-1) Amendment – Brier Creek Parkway

The City of Raleigh Department of Transportation (RDOT) is requesting revision of the Comprehensive Plan as described herein. This evolution was triggered by recent development and infrastructure approvals in Durham County adjacent to the City of Raleigh’s jurisdiction.

Map T-1 of the Comprehensive Plan depicts the City’s Street Plan, which identifies the location and classification of planned streets throughout the city. This application is in reference to two (2) Street Plan changes along Brier Creek Parkway in northwest Raleigh, near the Durham border.

**Description of Requested Amendment to the Comprehensive Plan**

The following changes to the Raleigh Street Plan (Map T-1):

(A) Modify Brier Creek Parkway designation from "Avenue 6-Lane, divided" to "Avenue 4-Lane, divided" between Glenwood Avenue and TW Alexander Drive

(B) Modify Brier Creek Parkway designation from "Avenue 4-Lane, divided" to "Avenue 2-Lane, divided" north of TW Alexander Drive

**Conditions that Warrant the Plan Amendment**

Staff has evaluated volumes on the various segments of Brier Creek Parkway projected for the year 2045 by the Triangle Regional Model (TRM). The TRM is a tool that is developed and maintained by the Capital Area Metropolitan Planning Organization (CAMPO) to predict future vehicle volumes in the region based on various census, economic, and infrastructure factors.

Table 1: Projected Daily Volumes on Brier Creek Parkway (Year 2045)

Segment of Brier Creek Parkway	Capacity (VPD)
Glenwood Ave to Acc Blvd	35,082
Acc Blvd to TW Alexander	14,870
TW Alexander to Andrews Chapel Hill Rd	10,740

An evaluation of these forecast volumes indicate that the existing proposed street designations in the Raleigh Street Plan would carry a vehicle capacity larger than the actual anticipated traffic volumes on Brier Creek Parkway in 2045.

Municipal Building  
222 West Hargett Street  
Raleigh, North Carolina 27601

One Exchange Plaza  
1 Exchange Plaza, Suite 1020  
Raleigh, North Carolina 27601

City of Raleigh  
Post Office Box 590 • Raleigh  
North Carolina 27602-0590  
(Mailing Address)



In addition, the City of Durham's jurisdiction begins just north of T W Alexander Drive. The portion of the street within their jurisdiction was recently built as a two-lane street.

### **Relevance of the Amendment to the Plan's Six Vision Themes**

New streets identified on Map T-1 are required to be constructed during property development and redevelopment. As such, Map T-1 in general is important to the implementation of the Comprehensive Plan's six Vision Themes, but more specifically to the following:

***Economic Prosperity and Equity.*** These proposed amendments are located within an Economic Development Target Area. These Target Areas are part of the City's Comprehensive Plan and may refer to a need and / or opportunity for economic improvement. Widening streets beyond their needed capacity may negatively impact the economic vitality of the area. Dedicating excess public right-of-way to vehicle infrastructure may visually and functionally affect the area's sense of place and thus may have implications for attracting people and businesses.

***Managing Our Growth.*** The proposed street plan amendment will help realize this vision theme by maintaining an appropriate street cross section for anticipated traffic volumes. This amendment lays the groundwork for future economic development opportunities that will bring more jobs, housing, and commercial activity to the Brier Creek Parkway area.

***Coordinating Land Use and Transportation.*** The proposed amendment to the Street Plan will provide a street classification that appropriately supports future traffic volumes. The result will be investment in transportation that is in concert with desired land use patterns to plan more effectively for housing, employment, retail uses, and public services.

***Greenprint Raleigh – Sustainable Development.*** Street widening results in increased impervious surface and may impact wetlands and habitats. This amendment contributes to sustainability in Raleigh by avoiding widening where it is not needed.

***Growing Successful Neighborhoods and Communities.*** This amendment will maintain the sense of place that is experience while walking or biking along Brier Creek Parkway.

### **How the Amendment Advances Public Health, Safety, and General Welfare**

This amendment will reduce the width of the planned cross section of Brier Creek Parkway north of Glenwood Avenue. This may foster more diverse development with reduced disturbance to the community. Limiting the vehicle lanes on Brier Creek Parkway will encourage multimodal transportation and may provide safer crossings and circulation for pedestrians and cyclists. Street level amenities will offer places for citizens to gather, rest, and enjoy happenstance interactions with other members of the community. For these reasons, the amendment to Map T-1 will advance the public health, safety, and general welfare of the City of Raleigh.