



I. Introduction

Raleigh, the capital of North Carolina, is a fast-growing city located in the fastest-growing region of the State, the Research Triangle. Home to nearly 390,000 people, the City is expected to grow to almost 600,000 by the year 2030. Since the last Comprehensive Plan was written in 1989, Raleigh's population has increased by 72 percent. Growth of this magnitude is not incidental. Raleigh's innumerable assets, including a strong and diversified economy, a highly-educated populace and a great education system, plentiful parks, and its resurgent Downtown, are major factors in attracting new residents and businesses from around the country and the world. The transformation has made Raleigh one of the 50 largest cities in the United States.

Raleigh's growth and relative prosperity make planning for the City's future critically important. In fact, the need for good city planning has never been greater as Raleigh addresses its growth and development challenges. How do we accomplish growth while maintaining Raleigh's outstanding quality of life and retaining the assets that make Raleigh special? How do we add to the community while preserving its past? How do we manage growth and make our land use more supportive of transit and walkable neighborhoods? How do we sustain our environment for the present and renew

it for the future? How do we provide decent and affordable housing options? How do we position Raleigh to remain nationally competitive with a strong economy?

The Comprehensive Plan is the key policy document that helps make the city workable, livable, and prosperous. This 2030 Comprehensive Plan provides the Vision and strategies for Raleigh to prosper and grow as a modern, 21st century city. The Plan provides an integrated approach to all aspects of Raleigh's physical development and related economic and social issues, with an emphasis on environmental, economic, and social sustainability; enhancing land use and transportation coordination; and developing attractive and prosperous neighborhoods for all. The Comprehensive Plan seeks to:

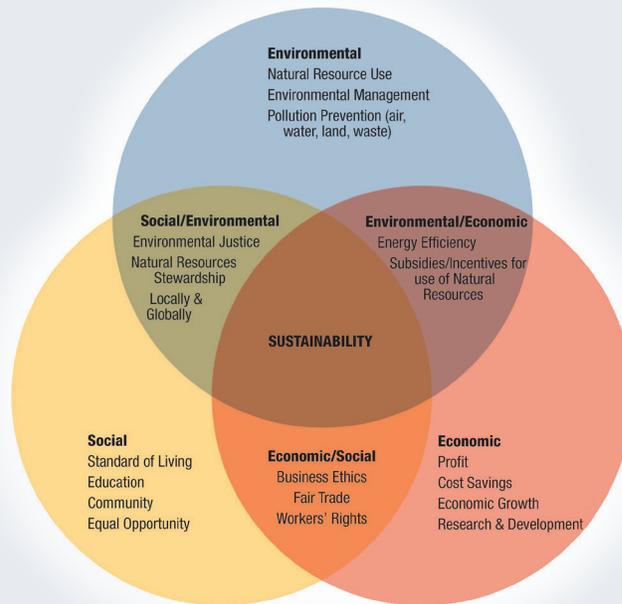
- Inspire with bold ideas to help shape development today and tomorrow;
- Provide the basis for orderly, consistent, and predictable land use decision-making;
- Facilitate quality development throughout Raleigh;
- Provide a "greenprint" for more sustainable growth patterns; and
- Build on the ideas and guidance from the many participants in the Planning Raleigh 2030 process.

Raleigh's Commitment to Sustainability

Raleigh's commitment to sustainability is a cornerstone of its vision for the future. That vision is broad and comprehensive and focuses on the interdependent relationships of environmental stewardship, economic strength, and social integrity. These three elements, referred to as the "triple bottom line" of sustainability, define the vision and will serve to guide the choices and decisions Raleigh will need to make as a 21st Century City of Innovation.

Consistent with this vision, the City has created a citizens Environmental Advisory Board, established full time Sustainability Initiatives Manager and Energy Manager positions, adopted a fossil fuel reduction goal, enacted an energy efficient buildings standard of LEED Silver for City buildings, and has endorsed the U.S. Mayors Climate Protection Agreement to develop a greenhouse gas emissions reduction strategy for the City.

There are many other sustainability initiatives on-going in the City including LED lighting, greening the City’s vehicle fleet, supporting the creation of green jobs, a teleworking program, renewable energy projects, rainwater harvesting, water reuse, tiered water rates, sustainable purchasing policies, employee health and wellness programs, innovative financing strategies, and public-private collaboration, among others. Many of these are described in greater detail in the Plan elements.



1.1 Purpose of the Comprehensive Plan

Legal Basis, Role, and Content

Although the State’s zoning enabling statute establishes that “zoning regulations shall be made in accordance with a comprehensive plan,” North Carolina’s cities are not required by state law to prepare a comprehensive land use plan, and the nature of such a plan is not defined by statute. However, Raleigh has a long history of using a comprehensive planning document to establish policies that respond to the requirements and aspirations of the City’s residents, and accordingly influence social, economic, and physical development. Past comprehensive plans

have been used to promote economic growth and jobs and guide private and public investment. To achieve its vision for the future, Raleigh needs a revised and updated Plan that will promote sustainability, while maintaining and enhancing the natural and architectural assets of the City, and promoting the social and economic welfare of its residents.

History of Planning in Raleigh

Raleigh has a tradition of developing comprehensive plans dating back to 1913. The City’s last plan, adopted in 1989 and subsequently amended, is 20 years old. Much has changed in that time, with the most significant change being the rate at which the City’s land area has grown, exceeding the rate of



population growth. Since 1980, the City’s population has more than doubled from approximately 150,000 to nearly 390,000, and the City’s land area has almost tripled in size from approximately 55 to 140 square miles. This 2030 Comprehensive Plan strives to ensure that green and sustainable principles such as improved transit and transportation, the coordination of land use and infrastructure, the conservation of existing neighborhoods and thoughtful development of new communities, and the renaissance and growth of downtown, are incorporated into the City’s plans and actions for the next twenty years.

Relationship to the 1989 Comprehensive Plan

The 1989 Comprehensive Plan introduced new tools to manage and shape growth, including Urban Form elements, various guidelines, and Small Area Plans. However, the 1989 Plan grew cumbersome over time, as numerous amendments and additions added length and complexity. The Plan’s framework, focused heavily on the specific issues of suburban commercial corridors, did not adequately address new growth challenges. Area-specific plans grew to account for two-thirds of the plan’s length, containing very detailed guidance for specific areas while the citywide policies remained far more general. Given its age and these considerations, the City decided the 1989 Plan no longer met the present and future challenges facing the City. In addition, the 1989 Plan did not articulate a set of priorities or specific actions that were to be undertaken to implement its recommendations.

As part of this comprehensive planning process, a “policy audit” of Raleigh’s long-range plans, including the 1989 Comprehensive Plan and related Area Plans, District Plans, Corridor Plans, and System Plans was conducted. More than 100 documents were reviewed and over five thousand policy statements were cataloged, organized by topic, and analyzed for their relevancy. The audit provides a baseline for the development of the 2030 Comprehensive Plan’s policies and actions, providing a means of identifying which existing planning policies should be carried forward, deleted, updated, merged, or redirected to other documents.

Policies remaining relevant to today’s context were then included in updated form in this Plan.

This 2030 Comprehensive Plan is based on the long heritage of city planning in Raleigh and brings the Plan into the modern era of plan-making. It provides guidance for policy implementation and outlines a process for tracking progress through an Implementation Element—the absence of such an element was a notable deficiency in the 1989 Comprehensive Plan.

Relationship to the Capital Improvement Program

The Comprehensive Plan provides guidance on the need to manage growth and development and to continue investment in the City’s physical infrastructure and buildings. The Plan recommends enhancing the capital improvement planning and budgeting process by implementing more explicit ties between the Comprehensive Plan and the development of the Capital Improvement Program (CIP) as well as the establishment of priorities among various potential capital investments. In addition, for each recommended action in this 2030 Raleigh Comprehensive Plan, the Implementation Element identifies whether capital dollars are required to implement that action. There are about 70 such actions in the Plan where the need for capital funds is indicated.

The Capital Improvement Program

The Capital Improvement Program (CIP) is a ten year, two phase plan adopted by City Council that serves as a statement of city policy regarding the timing, location, and funding of major public facilities in the City of Raleigh. The CIP is developed by analyzing public facility needs, projecting fiscal resources, establishing priorities, and developing schedules for their implementation. Six programmatic categories are included: Transportation, Public Utilities, Parks, Stormwater Utility and Neuse Basin Environmental, Housing, and General Public Improvements. The Phase I program,

encompassing the first five years of the CIP, includes schedules and budget estimates for projects approved by Council in previous editions of the CIP, as well as additional projects recommended as the result of planning processes. The first two years of the CIP serve as the basis for the capital portion of the annual operating budget and biannual budget projection. The Phase II program, spanning the second five year period, provides a more general review of projects and capital maintenance needs necessary for the continuation of services to the citizens of the City.

1.2 How the Comprehensive Plan is to be Used

This document has been designed for use by elected and appointed officials, City government administration and staff, residents, businesses and developers, and others with an interest in the future of Raleigh.

This Comprehensive Plan will be used to:

- Establish the vision for what Raleigh can achieve and aspires to achieve by 2030;
- Consolidate and coordinate in one comprehensive document the policies that relate to the City's physical and economic growth and development for all City departments;
- Guide decision-making and evaluation of zoning map and text amendments and discretionary development approvals;
- Coordinate capital investment by linking the Capital Improvement Program to the Comprehensive Plan; and
- Identify short to long-term strategic actions for the City to undertake. These actions will be monitored annually to ensure implementation and accountability.

The intent of this Plan is to make it easy to read and accessible to all. Key issues are described with data to make the purpose of policies more apparent. Graphics, maps, photos, and charts have been used to illustrate major points and improve the legibility of the text. Text boxes are used to present background information or highlight issues.

As the City's primary policy and planning document addressing the physical development of the City, the Comprehensive Plan is of particular interest to elected officials who must adopt it and fund its implementation, appointed officials who will use it as a guide to discretionary decisions, as well as City agency heads who are charged with its implementation and the update of other plans to conform with it.

The Comprehensive Plan is also an important source of information and guidance to private sector actors involved in development. The Land Use Element and Future Land Use Map provide clear guidance on preferred zoning classifications for particular properties, which will assist in the preparation of rezoning petitions. Many policies describe desired development outcomes, and consistency with these policies will be a factor in the review of many discretionary development applications such as conditional use rezoning petitions and preliminary site plans and subdivisions (1). The Plan will help the private sector anticipate future public investment priorities. It will also bring more predictability to the zoning and development review and approval process for developers, property owners, and concerned citizens alike.

Finally, the Comprehensive Plan is also a resource for those who seek general information on how the City may change over the next 20 years, as well as those who want or need to understand how the City plans to respond to particular issues and problems.

The Comprehensive Plan's Future Land Use Map is incorporated as part of the document and provides the foundation for decisions regarding land use and zoning. This map appears as a poster-sized foldout. It is supplemented by the Growth Framework Map,

1 The City has available a stand-alone guide highlighting those policies most relevant to conditional-use zoning petitions and preliminary development applications.



which provides a vision for the City's future growth, and by numerous smaller maps that appear throughout the text of the Plan.

Vision, Policy, Action

At the heart of the Comprehensive Plan are six Vision Themes, described in greater detail in the Framework chapter, which were identified through the Civic Engagement process. These six themes constitute the goals of the plan and are referenced in all Plan Elements and every policy statement.

Advancing the six themes are the Plan's Policies. All policies respond to and fulfill one or more of the vision themes. Policies provide general guidance for decision-makers and help direct the City towards achieving the guiding themes. Policies are generally open ended as to time frame, as they provide ongoing direction. The policies in this document are organized by topics that indicate the subject being addressed.

Actions are specific measures that the City will undertake to implement the policies. All actions link back to one or more policies in the same section in which they appear, although not every policy has a corresponding action. While some actions are ongoing, most have an identifiable end state after which the action is considered complete. All actions are prioritized and assigned to different City agencies in the Action Plan and Matrix.

The policies and actions contained within the Comprehensive Plan have implications for the capital and operating budgets of the various departments of City government, and therefore are subject to the same budgetary constraints as any other long range plan. The number and type of actions implemented in any given year will be determined by budget considerations in addition to the priorities set forth in the Implementation Element.

Interpretation of Policies

Policies provide direction for decision-makers regarding particular courses of action to pursue. They are also intended to guide decisions regarding

the review and approval of development proposals, and the consistency of petitions to amend the City's official zoning map.

Based on the specifics on a particular policy, it may apply exclusively to City actions, or it may set forth an expectation regarding private sector activities. The former policies are typically worded as an ongoing aspiration or intent, using active words such as "encourage", "promote", and "provide". The latter such policies are typically worded as a statement expressing a desired state or outcome, utilizing the word "should" to distinguish the policy statements in the Plan from the legal requirements found in the City's codes, where the word "shall" is the norm. In any specific case where the application of a Comprehensive Plan policy conflicts with a use, height, or density standard in the zoning and development code, the code standard will control.

Rezoning petitions, as well as certain development applications, are subject to review for consistency with the Comprehensive Plan. Consistency is relative and not absolute. It is not anticipated that every proposal and project will implement every Plan policy. Projects and proposals that implement one or more Plan policies and are not in conflict with the overall goals of the Plan and key policies as highlighted above will be judged to be consistent. Projects and proposals that are in conflict with the overall goals of the plan and contradict key policies will be judged to be inconsistent. More guidance on consistency determinations can be found in A.1 'Future Land Uses'.

The Plan has been written to be free of internal conflicts, meaning that as a general rule, implementing one policy should not preclude the implementation of another. However, situations that are site- and/or project-specific may arise, where specific policies present competing objectives. Judgment will be required to balance the relative benefits and detriments of emphasizing one policy over another. When weighing competing objectives, greater weight should be given to achieving overall policy objectives on an area- and city-wide scale rather than a site-specific scale, and decision-makers should consider the cumulative impacts of making a number of similar decisions over time.

1.3 Organization of the Plan

Planning Raleigh 2030 is organized into citywide elements that follow this introductory chapter. The Plan begins with the Framework chapter that sets the stage for the Plan by summarizing the key citywide issues driving the need to update the Plan. It provides an overview of growth forecasts, defines the Vision and themes that serve as the overarching goals for this Plan, and describes the role of the Growth Framework and the Future Land Use Map, (the two poster-sized maps that provide the basis for the Comprehensive Plan's written recommendations).

The subsequent elements each contain a summary overview to provide context and key issues, followed by citywide policies and actions to address these issues. Tables, images, text boxes, and maps supplement the narrative content. Following the Framework, the Plan's topical citywide elements are:

- **Land Use:** The Land Use Element provides a framework for all development-related decisions. It is the critical foundation upon which all other elements are based, and includes the Future Land Use Map and related policies and actions to guide growth in a more compact and efficient pattern over the next 20 years.
- **Transportation:** The Transportation Element guides future development of the City's roads and highways, public transit systems, and bike and pedestrian networks to support the City's desired land uses and urban form; slows the growth of vehicle miles traveled; diversifies away from the use of single occupancy vehicles; and reduces air pollution and greenhouse gas emissions. The aim is to achieve a balanced and efficient transportation system for Raleigh's expanding populations and their corresponding needs.
- **Environmental Protection:** The Environmental Protection Element contains the policies and actions required for the City of Raleigh to preserve its natural resources and address challenges related to global climate change and the need to become more sustainable.
- **Economic Development:** The Economic Development Element includes recommendations to enhance Raleigh's competitive advantages and build on its culture of innovation. It addresses ways to revitalize aging neighborhood and commercial corridors, assist local entrepreneurs, provide job training and education, and harness the benefits of tourism, visitation, and the creative industries.
- **Housing:** The Housing Element includes recommendations on housing needs and encouraging homeownership, preserving existing affordable housing, creating new affordable housing, aging in place and universal access, and encouraging mixed-use development that includes affordable and workforce housing.
- **Parks, Recreation, and Open Space:** This Element addresses park planning and acquisition, greenway and trail planning and connectivity, open space conservation, capital improvement planning, and the preservation of special landscapes, among other issues.
- **Public Utilities:** The Public Utilities Element includes recommendations to ensure the long-term adequacy and safety of the drinking water supply, distribution system, and the wastewater system. It also addresses stormwater, energy, telecommunications, and utility extension policies.
- **Community Services and Facilities:** The Community Services and Facilities Element provides direction for government buildings, solid waste services, emergency services, schools, and libraries. A key focus for this element is managing limited resources, encouraging co-location, and supporting infill development.
- **Urban Design:** The Urban Design Element provides recommendations to address place-making and reinforcement of the design of Raleigh's neighborhoods, business districts, and commercial corridors; preserve important views; and provide the framework to guide the design of future development.
- **Historic Preservation:** The Historic Preservation Element includes guidance to preserve and promote the historic identity of Raleigh and sustain great historic communities



in which to live and work. The element includes recommendations to enhance regulatory tools and incentives, promote preservation, and improve coordination among role players with a stake in, and impact upon, preservation.

- **Arts and Culture:** The Arts and Culture Element provides a consolidated framework to support the arts in Raleigh, and makes recommendations to address funding to support public art, arts districts and other incentives to encourage artists, and cultural facilities expansion to serve the City's growing needs.
- **Regional and Inter-Jurisdictional Coordination:** This Element provides guidance for intergovernmental cooperation in planning and providing essential public services that impact the region as a whole, including transportation, land use and growth management, economic development, education, protection of natural resources, and public services.
- **Downtown Raleigh:** This element contains policies and actions that are specific to the urban core of the City, addressing growth and development in Raleigh's traditional downtown and its growth as a mixed-use center.

The Plan also includes 22 **Area Plans** brought forward in revised form from the 1989 Plan. These plans were created through focused, community-based planning efforts. They include policies too detailed and area-specific to be included in a citywide Plan element. The decision of which plans, and which plan policies, to bring forward was based on an exhaustive policy audit of every adopted geographically-focused plan. All the Area Plans have been streamlined and rewritten to conform to the conventions used throughout the remainder of this Plan. Land Use recommendations from adopted Area Plans are reflected on the citywide Future Land Use Map.

The Plan's **Implementation Element** organizes the priorities, responsible agencies, and necessary partnerships to implement the Plan's policies and actions. It highlights the Capital Improvement Plan and other priorities required to implement the Plan's

recommendations. Most significantly, this element includes a guide for keeping the Plan current and reporting progress toward reaching the Plan's Vision for 2030.

The Plan is supplemented by the detailed background studies in the City of Raleigh **Community Inventory Report**. The reader seeking more background information and data analysis is encouraged to refer to this valuable resource material, which is included under separate cover as Volume II.

1.4 Civic Engagement Process

Civic Engagement is a central component of the comprehensive planning process. The Department of City Planning has been the lead agency for the update of Raleigh's Comprehensive Plan, providing a wide variety of civic engagement opportunities and forums throughout the city. These have included public workshops, smaller scale community meetings, stakeholder roundtables, and online consultation. The centerpiece of the public outreach effort has been a series of nine citywide public workshops held in three rounds of three.



The first round of workshops was held in November 2007 to allow public participation in developing the vision and themes to guide the overall planning effort. These workshops were publicized widely in the local news media, including print, radio, and television, as well as the City's website. Close to 400 members of the community participated in the workshops, responding and reacting to an overview

of existing conditions and an assessment of the “State of the City” in small group sessions. More than 150 people participated online in this round.

The second round of workshops was held in March 2008, as the effort moved from analysis to policy development. Approximately 250 people attended and participated in these workshops, responding to questionnaires regarding their values related to economic development and equity, growth management, housing, land use, transportation, neighborhood and community development, and sustainability. Another 30 completed the surveys online.

The final round of workshops was held in January 2009 to present a Public Review Draft of the Plan to the community. These workshops were conducted in an “open house” format, with opportunities to interact with City staff at booths addressing clusters of specific Plan Elements and topics. Approximately 230 members of the public attended these workshops. The entire Plan was made available for review and comment at the City’s interactive website from December 1, 2008 through January 31, 2009. As part of this process, over 1,200 comments were received on the Public Review Draft of this document, with hundreds of substantive changes to the Plan being made in response. A substantial majority of comments were constructive and indicated support for the Plan.

These city-wide forums have been supplemented by a number of other civic engagement opportunities:

- **Big Ideas Week** was held in April 2008 in venues ranging from a tavern at Moore Square to Marbles Kid’s Museum. Approximately 125 people were involved, and came up with creative and transformative ideas at brainstorming sessions about topics such as a World-Class Welcome, City Places for People, Transit for All, Capital Boulevard Redesigned for Living, and Downtown 24/7.
- **Kids City** was held in May 2008. Approximately 600 people (children 10 and under with supervising adults) participated in constructing a city. The children used recycled boxes, construction paper, string, tape, crayons, markers, and other creative tools to construct their ideal city on a grid that spread out over the museum’s first floor. The grid included streets and other transit corridors, greenways, downtown, suburbs, small town, and farm land. Over the course of the day, Raleigh grew from a small 18th century ‘planned’ capital city to a 21st century metro area.
- Two **public workshops** were held at the Urban Design Center in June 2008 to discuss Raleigh’s downtown. They attracted more than 100 participants: discussing issues and concerns at the first workshop; and potential policies, programs, and projects at the second workshop.
- In addition, **roundtable discussions** for topic- and issue-focused stakeholders were also held throughout the process to address specific issues and opportunities facing the City. Fourteen such forums were conducted, addressing the Arts Commission, Appearance Commission, Environmental Advisory Board, Affordable Housing, Environmental Sustainability, Developers, Homebuilders, the Greater Raleigh Chamber of Commerce, Cooperating Raleigh Colleges, Raleigh Historic Districts Commission, the Hillsborough Street Partnership, and Complete Streets advocates, among others.
- The City held **community meetings** and input sessions with Citizens Advisory Councils at their invitation. A total of six such sessions were held, the largest being a joint meeting involving the partnership of the five CACs comprising the Southeast quadrant of Raleigh, which drew about 150 participants.
- Following the release of the Public Review Draft of the Comprehensive Plan, a total of 14 **public briefings**, consisting of a presentation followed by questions and answers, were held to present the Draft. Three of these were evening sessions, while the remainder also served as briefings to appointed boards and commissions. All were open to the general public.
- In addition, the City developed an **interactive website** for the plan update including a comment functionality allowing participants to enter comments on draft documents online and view others’ comments. Among the



documents that were opened for online review and comment were the summary reports for the November and March workshops, the City of Raleigh Community Inventory Report, and the Public Review Draft of the Comprehensive Plan.

Many residents, governmental agencies, businesses, institutions, and leaders have helped shape this Plan. Their continued commitment will be needed to carry the Plan forward in the coming years to provide a more prosperous and sustainable city for subsequent generations.



2. Framework

The Framework chapter provides the context for the rest of the Comprehensive Plan by describing the key trends and issues that undergird the Plan’s recommendations. These issues include: addressing the City’s expansive growth; the need to better coordinate land use and transportation decision-making; expanding housing choices and the affordable housing supply; ensuring sufficient water resources to support a growing city and region; expanding economic opportunity for all of Raleigh; investing in transit; and preserving and improving the City’s natural resources.

The Framework chapter also includes a description of Raleigh’s growth forecasts. The forecasts are expressed in terms of projected jobs and households for the City to the year 2030. It also provides the City’s Vision Statement and six vision themes that provide the frame for the Comprehensive Plan and serve as its overarching goals. Finally, the Framework chapter describes the Growth Framework Map and the Future Land Use Map.

2.1 Planning Context and Key Issues

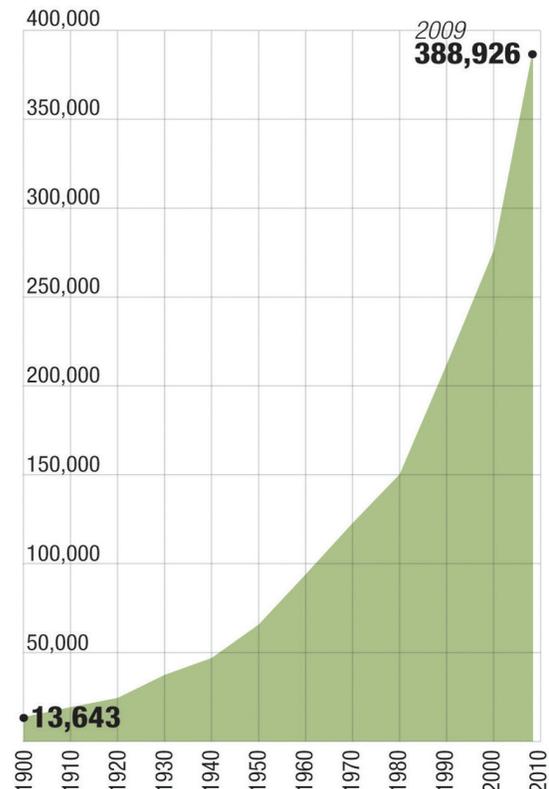
A critical part of the Comprehensive Plan Update process has been an analysis of the current and future state of the City. To accomplish this, a Community Inventory Report was compiled at the start of the planning process to provide the factual and analytical foundation for the Comprehensive Plan Update. The Community Inventory Report focuses on the issues facing the City today and through the year 2030. Each topical chapter presents an analysis of existing conditions and trends, identifies key issues and challenges, and highlights potential strategies to address the issues. To make the Plan as reader-friendly as possible, detailed findings from the 400-page Community Inventory Report have not been included in the text and narrative of the Comprehensive Plan’s recommendations in this volume. The reader seeking more background information and data analysis is encouraged to refer to this valuable

resource material, which is included under separate cover as Volume II. Key findings on issues and trends from the Community Inventory Report are summarized below.

Demographic and Household Trends

From its founding as the State Capital in 1792, the City of Raleigh has been on a growth path for more than 200 years. From 1900 to 2000, the City of Raleigh grew from a small town of fewer than 14,000 people to a city of more than 270,000. The City added population in every census year, with an annualized growth rate ranging from 2.0 to 4.3 percent. The annualized growth rate was 3.5 percent in the 1980s, 2.7 percent in the 1990s, and according to the City’s estimates, recent growth has been close to the top of this range, at an average of 4.2 percent per annum. As of summer 2009, the City’s population was about 389,000, up 112,000 from just 2000.

Population Growth 1900-2009



Although population has increased, population density decreased from about 8,000 persons per square mile in 1900 to about 2,800 persons per square mile by 1960, remaining at that general level ever since. This is largely due to post-war suburbanization, annexation, and expanding city limits.

The most prevalent type of housing within Raleigh is single-family detached housing accounting for 48 percent of the total housing stock. Less than 6 percent of the City's housing stock was built prior to 1950, and about one-fifth of the units in existence in 2008 were developed since the turn of the 21st century. A key part of the overall image of the City is defined by the neighborhoods where the pre-1950s era housing is located, and maintaining the viability of this older stock is important to maintaining the City's character.

Homeownership growth in the City has mirrored national trends, having risen from 47 percent in 1990 to nearly 54 percent as of 2006. However, this is below the national average of 67 percent, likely due to the large amount of multifamily rental housing in the City, and its large student and younger population. Raleigh's population is projected by the Capital Area Metropolitan Planning Organization (CAMPO) to grow from a 2005 total of 370,000 to about 580,000 in 2030, and nearly 600,000 by 2035, an increase of about 60 percent. Greater growth is possible: an analysis of the land capacity within the City's current jurisdiction, and under current zoning, found the potential for a population of 670,000 within the jurisdictional boundary.

Land Use and Zoning

The land use pattern established inside the Beltline before the 1960s is largely single-family in character with small neighborhood commercial centers outside of downtown. Interconnected curvilinear grids are a common street pattern in many of these areas. Duplex and small multi-family dwellings are often found mixed into otherwise single-family neighborhoods. Cameron Village, which opened in 1949 as one of the first shopping centers in the nation outside of a downtown central business district (CBD), remains the largest of the inside

the Beltline retail centers. Medium to high density residential and office land uses concentrate around this retail center.

The land use pattern outside the Beltline is characterized by residential neighborhoods on loosely connected and cul-de-sac streets. Land uses tend to be separated by buffer yards rather than by using design to transition in scale and use. Multi-family developments are plentiful but tend to be organized as self-contained pods with internal, private circulation systems intermingled with parking areas.

Both the single-family and multi-family areas lack the street connectivity that helps facilitate walking, which in turn funnels all car trips to major streets even for local trips such as grocery shopping, and presents challenges to first responders in emergencies.

With rising levels of congestion and worsening air quality, these development patterns will need to adapt if the City is to be able to continue to provide for a high quality lifestyle and sustainable development.

Economic Development and Employment Trends

The economic development analysis provides valuable insight into the City's employment base and economic strengths and weaknesses. It notes that within the region as a whole, Raleigh's economy has shifted to one that is more technology-based and less reliant on government and manufacturing. The agricultural and mining industries are two other sectors that have registered losses in Raleigh. The region as a whole, however, is recognized as an economic powerhouse for biotech innovations, medical breakthroughs, technological advancements, state-of-the-art educational institutions, and advanced research—all pivotal factors in its economic performance, with Raleigh partaking significantly in these successes.

Housing and Neighborhoods

There is a need for Raleigh to increase housing opportunities for existing and future residents and to create diverse neighborhoods of choice that attract



new investment without excluding residents due to housing costs or discriminatory practices. The coordination and funding of housing and neighborhood planning activities and programs across several City departments will be a significant challenge for Raleigh during the next 20 years.

Transportation

The City faces a number of challenges related to planning for and investing in a multi-modal transportation system. Expanding transit will be key to the future viability, sustainability, and livability of the City and region. Additional investments in the greenway system specifically, and pedestrian and bicycle infrastructure generally, are also important. Roadway capacity and connectivity, providing mobility for automobiles and direct routes for pedestrians, is also important as growth continues and traffic demands increase.

Water

The City's public utilities are regional in nature. Merged utilities service all the municipalities in eastern Wake County. Further, the Towns of Fuquay-Varina and Holly Springs periodically rely on the City for potable water supply. The City also has or is planning water interconnects with the Town of Cary, the City of Durham, and Johnston County. From a wastewater standpoint, during extreme low flow events, the City's Neuse River Wastewater Treatment Plant (WWTP) discharge can be up to 40 percent of the river flow at the downstream water supply intake for Johnston County. It is obvious that planning the infrastructure of the water system must be done with the perspective of the entire region in mind. There is a need to avail all of the opportunities to make additional water system connections with neighboring systems for assistance during drought and other emergency situations. Currently, State inter-basin transfer regulations constrain the ability to pursue new water supplies outside the immediate area, and reuse regulations also make it difficult to access reuse water as a resource to the fullest extent, as reuse water is regulated as wastewater (although the regulatory environment is evolving).

Environmental Resources

The City needs to move ahead in promoting methods of development and conservation that improve the long-term health of human and ecological systems. This should include sustainability efforts such as water conservation, energy conservation, recycling and solid waste management, and environmentally sensitive building and development practices, e.g., green building, low-impact development, and increased protection of natural resources. With air and water quality already impaired, both existing developed areas and new developments must find ways to lessen their impact if growth is to be accommodated without significant increases in environmental degradation.

Parks, Recreation, and Greenways

The City of Raleigh has an extensive parks, recreation, and greenway system that encompasses approximately 8,800 acres of land (by contrast, there are approximately 90,000 acres in Raleigh's municipal boundaries). As the City grows, this inventory of open spaces and active living facilities will also need to grow to maintain desired levels of service. Acquisition priorities and programming will have to strike a balance between recreation and leisure needs and efforts to promote the preservation of non-programmed open space and green infrastructure essential to addressing the environmental impacts of growth and development. Ideally, both goals can work in concert.

Community Facilities

A community facility is established primarily for the benefit and service of the population of the community in which it is located. Uses include but are not limited to schools, community centers, aquatic facilities, libraries, police stations, fire stations, and government buildings. The demand for new schools, based on the rapid growth in school-aged population, is outpacing the County's ability to plan for and build schools. Other community facilities also must be addressed to keep pace with development.

Historic Resources

In its built environment, Raleigh provides a continuous experience of its evolving character that visually documents architectural resources from virtually every era of its development. Its growth and history can be traced through Joel Lane’s 1767 residence, the 1792 William Christmas plan, its early infrastructure-building period between 1875 and 1900, its growth from a town to a city between 1900 and 1920, its boom years in the 1920s, the depression years that followed and the post WW-II recovery years until 1965. Raleigh was a small town for much of its history; its tremendous growth occurred during the last 50 years, and predominantly during the last 25. As a result, Raleigh’s historic fabric is a scarce resource requiring special effort to ensure its preservation.

2.2 Growth Forecasts

Past Growth Trends

The 20th century saw the City of Raleigh grow from a small town of fewer than 14,000 people to a city of more than 380,000. The City added population in every census year, with an annualized growth rate ranging from 2.0 to 4.3 percent. Growth is nothing new to Raleigh; however, the long-term exponential growth trend of the City means that the magnitude of growth in terms of total new population added has gotten larger each decade. Historical growth trends are shown in **Table F-1**.

While nearly every part of Raleigh has experienced some growth, much of the City’s recent residential growth has been concentrated in three areas with the greatest concentrations of vacant land. These include the northwestern and northeastern fringe areas, which include large-scale developments such as Brier Creek and Wakefield; and to a lesser extent southeast Raleigh. These trends are illustrated on **Map F-1**.

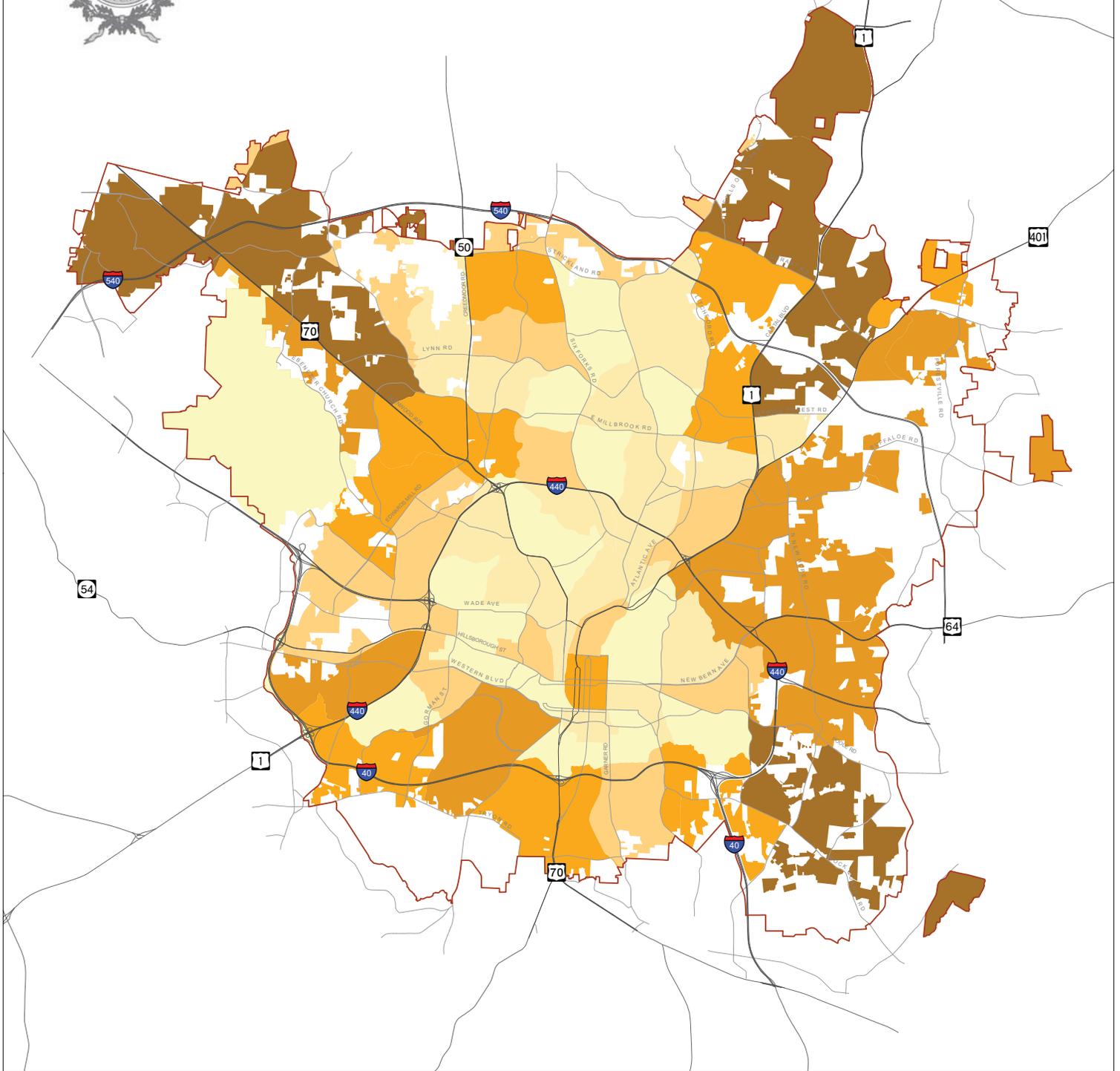
Table F-1 Population Growth, Land Area, and Density, City of Raleigh, 1900 - 2007

Year	Population	APGR*	Land Area	Population Density
1900	13,643	--	1.76	7,765
1910	19,218	3.5%	4.03	4,773
1920	24,418	2.4%	6.96	3,508
1930	37,379	4.3%	7.25	5,153
1940	46,879	2.3%	7.25	6,463
1950	65,679	3.4%	10.88	6,035
1960	93,931	3.6%	33.67	2,790
1970	122,830	2.7%	44.93	2,734
1980	150,255	2.0%	55.17	2,724
1990	212,092	3.5%	91.40	2,321
2000	276,093	2.7%	118.71	2,326
2007	367,995	4.2%	139.92	2,630

Source: U.S. Census Bureau, Raleigh Department of City Planning
 (*Annualized Percent Growth Rate)



Residential Growth 2000-2009



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

Future Growth

Population and Households

Raleigh’s population is projected by the Capital Area Metropolitan Planning Organization (CAMPO) to grow from a 2005 total of 370,000 to about 580,000 in 2030, and nearly 600,000 by 2035, an increase of about 60 percent. The entire county is expected to more than double in population over the same time period. These growth projects are illustrated in Figure F-1.

The household projections for Raleigh and Wake County mirror the population projections. Raleigh’s total number of households is projected to grow from a 2005 total of 150,000 to about 240,000 by 2035, an increase of about 60 percent.

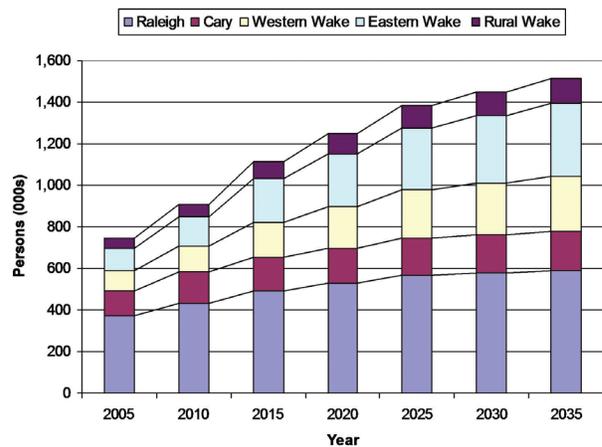
These growth forecasts, if realized, would correspond to a significant decrease in the rate of the City’s growth, although the absolute growth of about 100,000 per decade is comparable to the past two decades. Analysis of the City’s land capacity has found no physical impediment to reaching a population of 670,000 by 2030 within the City’s current jurisdiction, based on current zoning and assuming development takes place mostly on vacant land (note that the CAMPO forecast includes land outside of the City’s jurisdiction in the future annexation areas, or Urban Services Areas). Further, if Raleigh were to continue to grow at its historic 100-year average of 3.2 percent per year, its population would reach 800,000 by 2030. For these reasons, the CAMPO forecasts are considered by the City to be conservative.

Jobs

The Capital Area Metropolitan Planning Organization (CAMPO) has issued employment projections through 2035 for the broader Triangle Region. Employment in Raleigh is expected to increase from about 260,000 jobs in 2005 to 430,000 by 2035, an increase of 65 percent (or an average of 2.2 percent annually). Over the same time period, Wake County employment is projected to grow from 433,000 to 850,000 jobs, nearly doubling. These figures are consistent with population and household growth for the same time period. Raleigh provides the majority of the Raleigh/Cary

metropolitan area’s employment, though growth will continue to spread into Cary, smaller towns, and unincorporated areas of Wake County as well as neighboring counties.

Figure F-1 Population Projections, Wake County and Municipal Areas, 2005 – 2035



Source: Capital Area Metropolitan Planning Organization

Future Growth and Development Capacity

According to State law, Raleigh can exercise “extra-territorial jurisdiction” over development and zoning decisions for land areas up to three miles beyond its current boundaries, subject to County approval. As of 2008, within the City’s current limits and its extra-territorial jurisdiction (ETJ), approximately 18,700 acres are available as developable land—defined as vacant parcels and residentially-zoned parcels greater than three acres, outside of a mapped floodplain. Approximately 68 percent (about 12,800 acres) of this developable land lies outside of the City’s current limits but within its ETJ.

Based on recent development trends and assumptions that future densities will replicate maximum zoning allowances, Raleigh’s developable land area could potentially yield 120,000 dwelling units and 87 million square feet of non-residential development. Based on a straight line projection of recent absorption rates, it may take about 20 years for this amount of development capacity to be absorbed. However, this 20-year development



capacity within the City’s ETJ does not take into account potential infill and redevelopment within older portions of Raleigh or zoning changes that could increase densities.

For more information on population, household, and employment growth and development capacity, please refer to the City of Raleigh Community Inventory Report.

2.3 Vision and Themes

The issues identified above and public feedback from workshops helped develop a vision for Raleigh’s future that provides the framework for the development of the Comprehensive Plan. The Vision Statement is supplemented by six themes that serve as the Plan’s goals.

Raleigh’s Vision Statement for 2030

Raleigh will be a city that values and fosters development that provides economic prosperity, housing opportunity, and equity for all Raleigh residents. Raleigh will embody environmental conservation, energy efficiency, and sustainable development. Raleigh will be a great place to live with distinctive and attractive neighborhoods, plentiful parks and green spaces, quality schools and educational opportunities, and a vibrant downtown.

Vision Themes

Six key themes reinforce Raleigh’s Vision for 2030 and serve as Planning Raleigh 2030’s overall goals: Economic Prosperity and Equity; Expanding Housing Choices; Managing Our Growth; Coordinating Land Use and Transportation; Greenprint Raleigh—Sustainable Development; and Growing Successful Neighborhoods and Communities. They express and reinforce the major concerns the Plan seeks to address and the issues raised by the public.

Economic Prosperity and Equity



Raleigh will embrace and value diversity, innovation, and equity so that there is a high level of opportunity and quality of life for all residents. All areas of the City and its residents will prosper from the City’s economic expansion.

Raleigh will be nationally known for its cluster of high-tech, clean-tech, and green-tech research and development firms based on cooperative relationships among local universities, government, and private firms. Raleigh’s skilled labor force will attract businesses that take advantage of the highly educated and technically oriented residents, which in turn will continue to fuel the development of quality residential and employment opportunities. Expanded educational and training programs will provide the opportunity for all of Raleigh’s population to participate in the expanding economy. We will also embrace creative economic sectors, and our city will be enlivened with nationally-regarded arts groups, performance spaces, and residents employed in creative occupations that will enhance our economy, community, and the quality of our lives.

Expanding Housing Choices



Raleigh will have an expanded supply of affordable and workforce housing options that provide housing opportunities for all segments of our population. This expanded supply of decent affordable housing will provide stability for families, improve opportunities for education and career advancement, and reduce homelessness for low and moderate income households.

Managing Our Growth



Raleigh will foster quality growth through more integrated land uses, alternative transportation modes, green building technologies and development practices, open space acquisition, and resource conservation. We will manage growth and provide desirable spaces and places to live, work, and play while also cooperating with other jurisdictions in the region. Adequate infrastructure will be planned and in place as development comes on line.

Coordinating Land Use and Transportation



Raleigh will coordinate its transportation investments with desired land use patterns to plan more effectively for housing, employment and retail uses, and for public services. Higher density residential and mixed-use development will provide the land use

pattern needed to support successful new local and regional public transit services. We will also have additional bicycle and pedestrian facilities and roadways that better serve us all.

Greenprint Raleigh – Sustainable Development

 Raleigh will be nationally recognized as a model green city. Environmental sustainability and stewardship—the protection and wise use of resources for existing residents and future generations—will be institutionalized. Individuals, institutions, businesses, and government will work together and enhance the natural environment through policies, decisions, and investments. The City will significantly improve its environmental policy framework and land management practices; protect sensitive lands; and preserve water, air, and land resources.

Growing Successful Neighborhoods and Communities

 Growth and new development will be accommodated within Raleigh through creative solutions that conserve our unique neighborhoods while allowing for growth and expanding our local businesses. The City will have healthy and safe older neighborhoods that are conserved and enhanced through careful infill development that complements existing character and responds to natural features. Places of historic and architectural significance will be protected. Newly developed areas will be diverse, walkable neighborhoods providing convenient access to open space, community services, retail, and employment.

2.4 Framing Maps

Taken together, the context and key issues, growth forecasts, and vision and themes provide a foundation for planning the future of Raleigh. The Plan Elements following the Framework chapter examine these conditions in much more detail and provide the roadmap to addressing Raleigh’s growth and development. The text of these elements is supplemented by two maps providing essential land use and development guidance. The Growth Framework Map shows where the City will

encourage infill and mixed-use development, and defines priority corridors based on transportation function and relationship to adjacent land uses. This map is fully described in this section. It sets forth a vision for how the City should grow and also has implications for the management of transportation corridors and their relationship to adjacent land uses. The Future Land Use Map is new to the 2030 Comprehensive Plan and shows the general character and distribution of recommended and planned uses across the City. This map carries the same legal weight as the text of the Comprehensive Plan. It is introduced in this Framework chapter and its use and application are described in Element A: ‘Land Use’.

Growth Framework Map

The Growth Framework Map represents a vision for accommodating the next 120,000 households and 170,000 jobs anticipated for Raleigh by 2030. Under current zoning and assuming largely greenfield development, this amount of growth could be entirely accommodated within the City’s jurisdiction, but would result in a centerless and undifferentiated pattern of sprawling development. The Growth Framework Map seeks to redirect a full 60 percent of this future growth into downtown and a series of seven city growth centers, 12 transit-oriented centers, and over 40 mixed-use community centers, connected via a network of parkways, multimodal corridors, and urban streets.

Growth Framework Elements: Centers

The new Growth Framework proposes a simplified hierarchy of four types of centers:

1. *Downtown Regional Center:* Encompassing the existing and future limits of the City’s urban core, stretching south towards I-40 and north along Capital Boulevard, the Downtown Regional Center is where the most intense growth and highest levels of transit, bicycle, and pedestrian access are contemplated. Consistent with the eastward shift of regional growth patterns, the Downtown Regional Center emerges as a true hub for a rapidly growing region, served by highways, rail transit, high-speed intercity rail, and local and express bus.



2. *City Growth Centers:* Located throughout the City and along major urban and transit corridors, these centers provide significant opportunities for new residential and economic development and redevelopment. City Growth Centers are generally in locations with combined highway and targeted transit access, such as key interchanges along the Beltline and Outer Loop. These centers include Crabtree Valley; an expanded “Midtown” linking North Hills with the Highwoods office park and stretching south of the Beltline to embrace significant redevelopment opportunities at the terminus of Six Forks Road; Triangle Town Center; and Brier Creek. The Cameron Village area is also designated as a City Growth Center.
3. *Transit-Oriented Centers:* Located at station areas outside of the Downtown Regional Center where rail transit stops are proposed, these centers are programmed for increased density and special design standards promoting enhanced pedestrian mobility and reduced parking requirements. There is some overlap with City Growth Centers.
4. *Mixed-use Community Centers:* Located generally at places where transit and urban corridors intersect, and where there is an existing base of mixed-uses, these centers are targeted for infill development and improvements to urban design and connectivity intended to retrofit them over time as more integrated, walkable centers. Examples include the Six Forks Station area, the intersections where Millbrook crosses major north-south corridors, and various aging shopping areas in Southwest and Southeast Raleigh along New Bern Avenue and Western Boulevard corridors.

Growth Framework Element: Corridors

A simple hierarchy of corridors is proposed: highway, urban, multi-modal and parkway:

1. *Highway corridors* correspond to limited access, grade-separated roadways designed to accommodate high-volume and higher-speed regional traffic flows. These include existing highways such as Interstates 40, 440,

and 540; upgraded federal and state highways such as the U.S. 64 bypass; and roadways programmed for such improvements in the future, such as U.S. 1 north of I-540. Long-standing policies, continued under this Plan and implemented through the use of Special Highway Overlay Districts (or SHODs), call for these corridors to be separated from adjacent uses by wide, forested evergreen buffers, and for off-premises signs such as billboards to be prohibited. Transit services along highways would generally consist of express bus service and, in the future, incentives for car pooling.

Interstate 440 with development behind a SHOD forested buffer.



2. *Urban corridors* are characterized by denser residential and commercial development, with buildings brought forward to meet the street and sidewalk, and parking areas located to the side and/or rear of buildings. More than a single bay of parking between streets and buildings is strongly discouraged. Architecture is used to frame the public realm, and urban design rather than landscaped buffers is preferred as a means of integrating adjacent development which differs in use or scale. Urban corridors also generally host at least local bus service. An example of such a corridor is Peace Street.

Urban Corridors on Glenwood Avenue and at North Hills (Popup full image)



3. *Multi-modal corridors* are similar to urban corridors in terms of development pattern and landscape approach, but are targeted for a higher level of transit service such as enhanced bus, express bus, bus rapid transit, or streetcar. Some of these corridors are high-ridership

routes on the CAT system, some have been identified as corridors in the Strategic Transit Advisory Commission (STAC) plan, and others have been identified to connect identified centers. In addition, many of these corridors have been highlighted for bicycle improvements in the City's Bicycle Master Plan. Based on the level of transit service provided, development intensities are expected to be higher, and parking requirements to be lower, with a greater emphasis on shared parking. Pedestrian amenities within developments along transit corridors should be built to a higher level than other corridors. An example of such a corridor is Six Forks Road.

Multimodal Corridors



4. *Parkway corridors* are suburban roadways characterized by thick tree canopies and abundant landscaping. Buildings are generally set back further from the street, and pedestrian and transit access are not as prominent as on other corridors, although bus service may be present along parkways. Adjoining land uses



are primarily residential with locally-serving commercial. An example of such a corridor is Lynn Road.

Parkway Corridors



Growth Framework Map: Usage and Applicability

The elements of the Growth Framework Map described above do not carry specific policy implications and only acquire the force of policy via references to the map in the policy statements of the Plan Elements. The intent is to implement the vision for growth and connectivity illustrated on the Map through more specific policy tools, such as the Future Land Use Map; and through amendments to the City’s ordinances, such as the adoption of special overlay districts to implement the preferred development pattern along particular segments of designated Multi-modal, Urban, and Parkway corridors. The center designations do not carry with them any recommendations for specific uses, heights, or densities for particular parcels, and

will not be used by the City as part of the review of any zoning map amendment or development plan. Likewise, the corridor designations correspond to the general character and usage of corridors, but the implementation of the corridor vision will include a more detailed specific examination of the unique character of specific corridor segments.

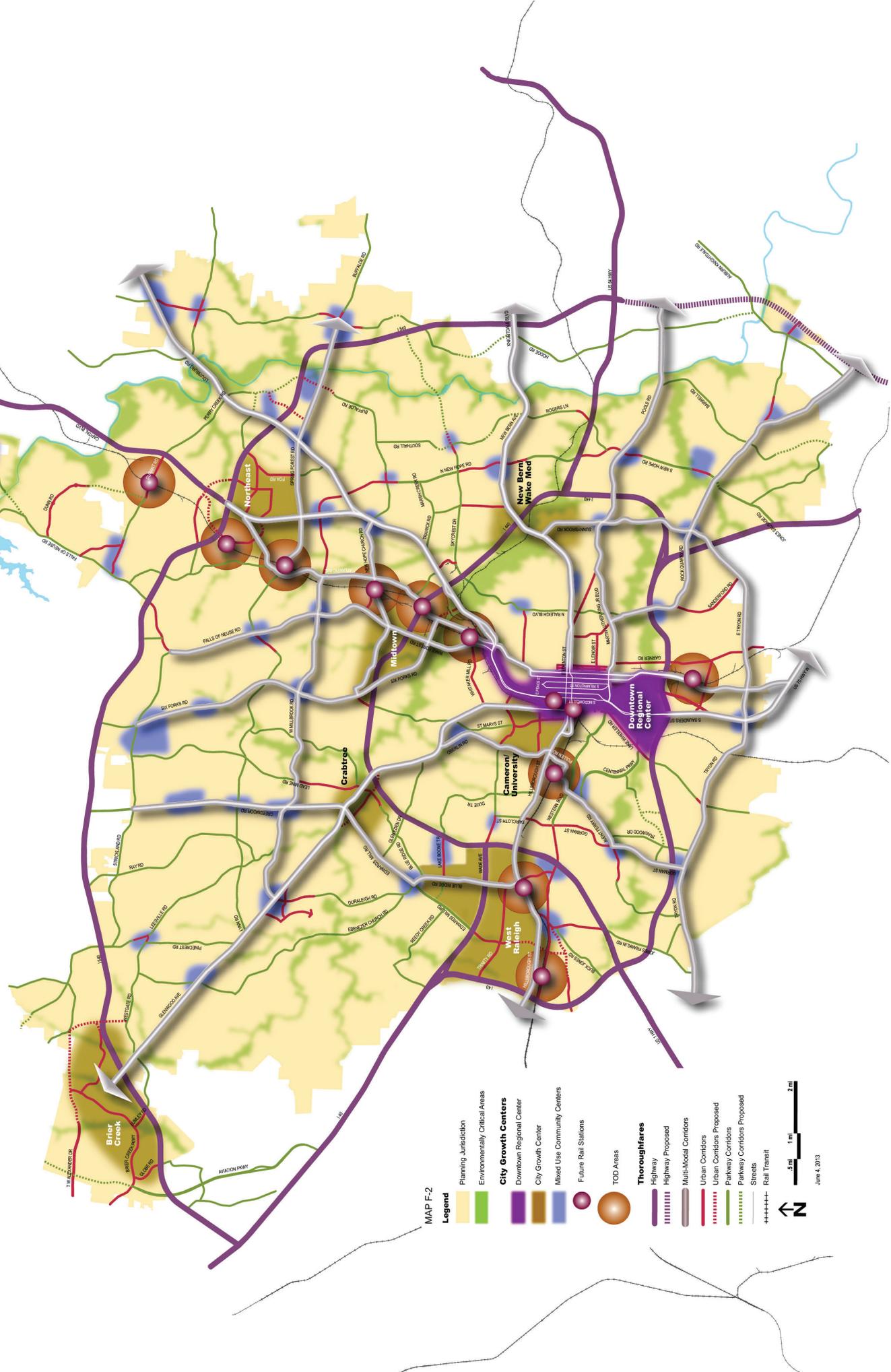
Future Land Use Map

The Future Land Use Map is the centerpiece of the Land Use Element of the Comprehensive Plan and the primary means to shape the City’s future growth. It sets forth the planned development pattern of the City from now until 2030.

The Future Land Use Map is a policy tool designed to guide future decision-making. It provides the geographic framework for the City’s land use and zoning policies. The Future Land Use Map is used alongside the Plan’s written policies to determine whether specific petitions for rezoning are consistent with the Plan. It is also used to develop geographically-detailed projections for the future growth of the City, which in turn will be used to plan for roads, transit, parks, utilities, and community facilities such as police stations and libraries.

A total of 19 land use categories are designated on the Future Land Use Map, including: five residential categories; five mixed use categories; three employment categories; two public and institutional categories; two park and open space categories; and two special categories. These categories and the application and use of the Future Land Use Map are explained in the Land Use Element.

RALEIGH COMPREHENSIVE PLAN
Growth Framework



MAP F-2

Legend

- Planning Jurisdiction
- Environmentally Critical Areas
- City Growth Centers**
 - Downtown Regional Center
 - City Growth Center
 - Mixed Use Community Centers
 - Future Rail Stations
- TOD Areas
- Thoroughfares**
 - Highway
 - Highway Proposed
 - Multi-Modal Corridors
 - Urban Corridors
 - Urban Corridors Proposed
 - Parkway Corridors
 - Parkway Corridors Proposed
 - Streets
 - Rail Transit

Scale: 0, .5, 1, 2 Miles

June 4, 2013



2.5 The Power of Planning

Given the extensive engagement of the citizenry in the update of this Comprehensive Plan and widespread support of its key goals, the impact of the Plan and the plan-making process will have far-reaching effects on everyone who lives or works in Raleigh. It will affect where and how development occurs; where green space, recreation facilities, and parks are improved; how enhanced transit, bicycle, and pedestrian facilities are implemented, and how neighborhoods are conserved and enhanced as desirable places to live. It is also hoped that it will serve as a model for future plans, both large and small, undertaken by the City of Raleigh.

