

# City of Raleigh



## Garner Road Area Redevelopment Plan

**Prepared by the Southeast Raleigh Assembly**

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# GARNER ROAD AREA REDEVELOPMENT PLAN

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## I. INTRODUCTION

On May 5, 1998 the City of Raleigh adopted the Crosslink Small Area Plan as an amendment to the Raleigh Comprehensive Plan. This small area plan contains recommendations for the improvement of the Garner Road residential and industrial areas that require implementation through the City's redevelopment programs. Recommendations in that plan include the need to:

- Redevelop the brownfield area as an economic development park providing space for business and industrial development in Southeast Raleigh, as well as job opportunities for low and moderate income families;
- enhance and improve areas immediately surrounding the industrial area to increase the economic viability of economic opportunities;
- improve and promote public safety initiatives to reduce crime in the area;
- enhance and improve existing single family residential areas and promote homeownership;
- emphasize the development of job and skill training programs within the redevelopment area;
- provide transitions between residential and industrial areas; and
- provide for the sensitive reuse of brownfield areas.

Based on these recommendations, an application was made to and approved by the US Environmental Protection Agency (EPA) for a pilot Brownfield Assessment in the Garner Road area. With the assistance of a neighborhood Stakeholders Working Group, the “*Raleigh*

*Brownfield Assessment Pilot Project: Analysis of Reuse and Redevelopment Options*” was finalized in February of 2001. This report recommended possible land use and urban design scenarios, and specifically called for a redevelopment plan to be prepared to guide improvements to the area, including streetscape improvements, rehabilitation and/or acquisition of blighted and underutilized properties and appropriate redevelopment of those properties. To initiate the redevelopment planning process, the Garner Road Redevelopment Area was certified by the Raleigh Planning Commission on August 14, 2001 as a blighted area meeting the standards established in G.S. 160A-503 for a predominately Residential Redevelopment Area.

This Certification Report adopted by the Planning Commission on August 14, 2001 indicated that the area contained significant blighting factors necessitating the preparation of a redevelopment plan and undertaking redevelopment actions to alleviate the blighted conditions. The following excerpts from the Certification Report illustrate the existing conditions contributing to blight in the Garner Road area:

### **Neighborhood Statistics and Conditions:**

#### **Land Use**

Land uses within the 108.7-acre study area are predominantly residential and industrial with 66.2 (61%) acres and 24.7 (23%) acres respectively. The remainder of the study area consists of churches, small convenience stores, a few large vacant lots, and a greenway.

Of the 194 structures in the area, 172 are residential. Of these, 94 are single-family homes and 78 are multi-family structures, mostly duplexes or quads. The area also includes eleven industrial structures, five churches, and two small convenience stores.

Two major land uses negatively affect the study area. First, on the southwest side of the study area, there is no buffer or transition between residential properties east of Garner Rd. and the industrial areas west of Garner Road. A large industrial building directly across Garner Road from the residential area is deteriorated and the owner often parks buses and buses to be repaired in a vacant lot adjacent to the residential part of the study area. Second, the eastern border of the study area abuts the Raleigh Correctional Center for Women. These two factors have a negative effect on the residential properties and have contributed to their decline.

#### **Zoning**

The zoning for the study area is either Residential 20, 82.9 acres (76%), or Industrial 2, 24.7 acres (23%). In addition, a 1.1-acre (1%) parcel at the corner of Martin Luther King, Jr. Blvd. and Holmes Street is zoned Neighborhood Business.

#### **Building Conditions**

City staff surveyed the area. Each structure was graded according to the condition of the roof, chimney, paint, cornices, outside walls, doors and windows, porches and stairs, and foundations. Each individual structure was then ranked under one of the following categories:

**Standard** – This is a building which has no defects, or a building with slight defects which are normally corrected during the course of regular maintenance. The structure is in sound condition with very little deterioration.

**Deteriorated** – Several components of a deteriorated structure are falling into disrepair. These components may include crumbling or leaning chimney, front porch sagging, paint peeling, walls or roof line indicating weakening of the major structural members, holes and cracks or crumbling foundation, doors and window decay.

**Dilapidated** – This is a building that shows severe deterioration, especially structurally. These buildings have major defects and are beginning to fall into structural disrepair. They need to be replaced or demolished. These conditions are caused largely by neglect and the age of the structure.

The following table indicates the number and percentage of standard, deteriorated, and dilapidated structures in the Garner Road study area:

Building Condition	Number of Buildings	Percentage of Buildings
Standard	60	30%
Deteriorated	131	68%
Dilapidated	3	2%
<b>Total</b>	<b>194</b>	<b>100%</b>

As the table indicates, 70% of the structures surveyed are either deteriorated or dilapidated. This exceeds the minimum two-thirds threshold defined in the state statutes for the definition of a blighted area. Map 4 shows how each structure in the area was classified.

According to the 1990 census, most of the houses built in the area were built during the 1980s, and the median age of the houses is 19 years old. The conditions of the houses range from excellent to severely dilapidated. Throughout the area, well-maintained brick houses are interspersed with deteriorating houses and houses built from painted concrete block. There are also many houses used as duplexes. Most of these duplexes have both deteriorating structures and deteriorating yards.

The study area west of Garner Road consists of industrial buildings. While many of these buildings are in standard condition, there are several that are deteriorated, in particular those directly across Garner Road from the residential area of Garner Road. Even the industrial buildings classified as standard have a negative effect upon the residential neighborhood as no buffer exists between them and the residences.

**Lot Layout and Lot Access**

The lot layout in the study area is inconsistent on most streets. The primary cause is large variation in the front setback for structures on each street. This creates an unpleasing streetscape,

which negatively affects residential properties on the street. In addition, 17 of the 167 residential lots in the study area are smaller than the minimum lot area required for R-20 zoning.

### **Public Streets and Rights-of-Way**

The majority of the public streets within the study area do not meet the design criteria as presented in the “City of Raleigh Streets, Sidewalks, and Driveway Access Handbook.” Only Martin Luther King, Jr. Blvd., State St. south of Bragg, Peterson St., McMakin St., and Bragg St. west of State meet the standard. Coleman St., Gregg St., Holmes St., Spaulding St., State St. north of Bragg, Angelus St., Sawyer Rd., Garner Rd., Hoke St., Saints St., and Bloodworth St. do not meet the standard. While most of these streets have a concrete curb and gutter, they do not meet the standard due to the absence of a sidewalk on at least one side of the street. Garner, Saints, and Angelus lack a concrete curb and gutter in addition to not having sidewalk on either side of the street. As a major thoroughfare, Garner Road should have concrete curb and gutter with sidewalks on both sides of the street. The current widening of Garner Rd. will include curb and gutter and a sidewalk on one side of the street.

### **Flood Zones**

Six structures along State Street toward the southern part of the study area lie within a 500-year flood zone. There are six additional properties on State and Bragg Street that are impacted by a 100-year flood zone and another five impacted by a 500-year flood zone but whose structures do not lie in a flood zone.

### **Public Utilities**

City water and sewer serve all properties in the study area lines.

### **Public Safety**

Over the past five years, crime issues have contributed significantly to the blighted nature of the study area. Between 1996 and the present, over 4,100 calls for police service were made. The largest number of calls for police service involved burglary/larceny/robbery related incidents, totaling 960. In this period, 747 drug-related incidents involving possession, sale, or manufacture were reported. A total of 700 assault calls were also reported in the five years from 1996 to 2000.

### **Other Blighting Influences**

In addition to deteriorated buildings, 25% of the structures in the study area are on lawns that city staff classified as deteriorated. This deterioration included trash in the lot, dirt yards, overgrown yards, and tall weeds. Several vacant lots in the study area were also poorly maintained and overgrown.

### **Social and Economic Conditions**<sup>1</sup>

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<sup>1</sup> Source: U.S. Bureau of the Census, 1990 and 2000 census, City of Raleigh Planning Data.

## **Census Tract and Housing**

The proposed Garner Road Redevelopment Area is located in Block Group Number 2 of Census Tract 508. Census data in this report is for this block group.

Of the 172 residential structures in the study area, 10% are vacant. Based on interpolation from 2000 census data, only 13% of the occupied housing units in the study area were owner-occupied, as compared to 52% for the City of Raleigh. The rate of owner occupied housing decreased slightly from the 1990 rate of 14% while the rate for the City increased from 47% to 52% in the last 10 years.

The 1990 median rental price for a unit in the study areas was \$381, comparable to \$394 for the city of Raleigh.

## **Property Values**

In 1998 the median value for a residential property in the study area was \$54,000. This was only 55% of Raleigh's citywide median value of \$98,600.

As of January 1, 2001, the average property value for a residential property in the study area was \$100,012. This was only 61% of Raleigh's citywide average of \$164,310.

## **Population and Ethnicity**

According to the 2000 Census, approximately 1236 persons lived in the study area. In 2000, the average persons per housing unit in the study area was 2.60. This was an increase from the 1990 value of 2.40 persons per housing unit. At the same time, the City of Raleigh increased only slightly from 2.42 to 2.45 persons per housing unit.

In 2000, 70% of the residents of the study area were African-American, 27% were Hispanic or Latino, 2% were white, and 1% were of another race. The racial classification of the City of Raleigh in 2000 was 61% white, 28% African-American, 7% Hispanic or Latino, 3% Asian, and 1% of another race. In 1990, the study area was 100% African-American.

## **Education and Income**

According to the 1990 Census, 23% of residents of the study area did not have formal education past the 8<sup>th</sup> grade. Only 47% of residents aged 25 or higher in the study area held a high school diploma, compared to 86.6% for the City of Raleigh. Only 8% of residents in the study area held a bachelor's degree compared to 40.6% for the City of Raleigh.

In 1990, the study area had a median household income of \$16,958, 57% lower than the \$42,212 median household income for the City of Raleigh.

## **Conclusion**

The following blighted conditions have been found in the Garner Road study area, which meet the criteria in State Statutes for designating a “Redevelopment Area.”

- 1) Substandard conditions exist in 70% of the structures in the study area. These substandard buildings have a tremendous impact on neighborhood stability.
- 2) There is no buffer between the residential part of the study area east of Garner Road and the industrial area west of Garner Road. The deterioration of businesses on Garner Road and the spillover of these businesses into the residential area west of Garner Road make the lack of a buffer a major blighting condition.
- 3) The east side of the study area is directly across the street from the Raleigh Correctional Center for Women.
- 4) Evidence of chronic crime substantially impairs the sound growth of the community.
- 5) Poor streetscape design and non-conforming lot sizes have a negative impact on property values in the area.
- 6) Socio-economic conditions in the Garner Road area indicate a lower economic base for supporting new businesses and residential investment. A predominance of low-income residents with little disposable income has resulted in minimal investment in building maintenance and property upkeep.
- 7) In 1998, the median property values for the study area were only 55% of the citywide average.
- 8) The area’s infrastructure does not meet city design guidelines. This is primarily due to a lack of sidewalks on most streets, but some major streets also lack curb and gutters.
- 9) 25% of the structures in the study area are on properties that city staff classified as deteriorated and overgrown. Several vacant lots in the study area were also poorly maintained and overgrown.

Because of these conditions, city intervention is justified in order to stabilize the neighborhood and to revive the health, safety, and welfare for residents and property owners. Without such intervention and infusion of resources, further decay, decline in the tax base and general divestment is very likely to occur.

This plan will establish mechanisms for the removal of substandard conditions and incompatible uses. The redevelopment activities proposed in this plan will also provide a more secure and stable environment for continued investment in this portion of the City and the creation of jobs, especially for low and moderate income area residents.

This redevelopment plan is one of a number of possible economic development tools that may be used to improve the conditions in this area. It is a legal instrument that permits the City of Raleigh to acquire and sell property for private development, using its condemnation authority if necessary.

This plan is also a public policy tool that directs local and Federal funds into distressed areas. It is a useful blueprint for the community, including local residents, property owners and businesses, to use in crafting strategies for area redevelopment. As a revitalization tool and

public policy focus, the Garner Road Area Redevelopment Plan is intended to be flexible enough to address a variety of problems and opportunities. It may be revised from time to time to address changing conditions, property owner or redeveloper initiatives and public funding timetables.

## II. PROJECT DESCRIPTION AND BOUNDARY

Generally, this plan describes activities to be undertaken by the City of Raleigh, North Carolina (herein referred to as the "City") in the area generally bounded by S. Bloodworth St., Garner Road, Martin Luther King, Jr. Blvd., Coleman Street, State Street and Peterson Street. The activities will be undertaken in accordance with North Carolina Urban Redevelopment Law (General Statutes of North Carolina, Chapter 160A, Article 11 as amended).

The Garner Road project area contains 107± acres. Currently, the area has 172 residential structures, 11 industrial structures, 5 churches, 2 small convenience stores and several vacant parcels (see Existing Land Use Map). Building and property conditions within the area show a high degree of deterioration. Under the state redevelopment statutes, two-thirds of the structures in an area must be deteriorated or dilapidated for that area to qualify as blighted. Within the project area, 70% of the structures are either deteriorated or dilapidated. The area is zoned mostly Residential-20 (76%), with the parcels fronting on the west side of Garner Road zoned Industrial 2 (23%) and a small piece of Neighborhood Business (1%) at Martin Luther King, Jr. Blvd and Holmes St. The area also has unusually high crime statistics, a major blighting factor requiring redevelopment actions.

This project area was certified as a redevelopment area by the Raleigh Planning Commission on August 14, 2001. The boundary of the Garner Road Area Redevelopment Plan is shown on the Location Map, and is described as follows:

**Beginning** at a point, said point being the intersection of the centerline of Hoke Street and the centerline of Bloodworth Street; thence easterly along the centerline of Hoke Street 780ft ? to the intersection with the centerline of Garner Road (S.R. 1004); thence northerly along the centerline of Garner Road 855ft ? to its intersection with the centerline of Bragg Street; thence easterly along the centerline of Bragg Street 595ft ? to its intersection with the eastern line extended of property with Wake County PIN 1703.16.93.8970; thence northerly with said property line extended 168ft ? to the northeastern corner of said property; thence westerly along the northern line of said property 51ft ? to its intersection with the eastern line of property with Wake County PIN 1703.16.93.7991; thence northerly along the eastern line of said property and the properties with Wake County PINs 1703.16.94.8141 and 1703.16.94.7303 for 578ft ? to its intersection with the southern line of the property with Wake County PIN 1703.16.94.7671; thence westerly with the southern line of said property and the property with Wake County PIN 1703.16.94.7600 for 126ft ? to the southwestern corner of said property; thence northerly along the western line extended of said property 242ft ? to a point in the centerline of Martin Luther King Jr. Blvd; thence easterly along the centerline of Martin Luther King Jr. Blvd 590ft ? to its intersection with the centerline of Holmes Street; thence southerly along the centerline of Holmes Street 150ft ? to its intersection with the southern line extended of property with Wake



County PIN 1713.13.04.3580; thence easterly with the southern line extended of said property and the property with Wake County PIN 1713.13.04.4570 241ft ? to its intersection with the eastern line of the property with Wake County PIN 1713.13.04.4484; thence southerly along the eastern line of said property and the properties with Wake County PINs 1713.13.04.4307, 1713.13.04.4219 and 1713.13.04.4214 for 250ft ? to its intersection with the northern line of the property with Wake County PIN 1713.13.04.4210; thence easterly along the northern lines extended of said property and the property with Wake County PIN 1713.13.04.6149 for 236ft ? to its intersection with the centerline of Gregg Street; thence northerly along the centerline of Gregg Street 98ft ? to its intersection with the southern line extended of property with Wake County PIN 1713.13.04.9302; thence easterly with said southern line extended 277ft ? to the southeastern corner of said property; thence northerly along the eastern line extended of said property and the properties with Wake County PINs 1713.13.04.8388, 1713.13.04.9455 and 1713.13.04.8544 for 304ft ? to a point on the centerline of Martin Luther King Jr. Blvd; thence easterly along the centerline of Martin Luther King Jr. Blvd 870ft ? to its intersection with the centerline of Coleman Street; thence southerly along the centerline of Coleman Street 205ft ? to its intersection with the northern line extended of property with Wake County PIN 1713.13.14.7341; thence westerly with said northern line extended 303ft ? to the northwestern corner of said property; thence southerly along the western line of said property and the properties with Wake County PINs 1713.13.14.7253, 1713.13.14.6179, 1713.13.14.6182 and 1713.13.14.6084 for 352ft ? to the southwestern corner of said property; thence easterly along the southern line extended of said property and the property with Wake County PIN 1713.13.14.8013 for 289ft ? to a point in the centerline of Coleman Street; thence southerly along the centerline of Coleman Street 266ft ? to its point of intersection with the centerline of Bragg Street; thence westerly along the centerline of Bragg Street 552ft ? to its point of intersection with the centerline of State Street; thence southerly along the centerline of State Street 1,652ft ? to its point of intersection with the centerline of Peterson Street; thence westerly along the centerline of Peterson Street 490ft ? to its intersection with eastern line extended of the property with Wake County PIN 1713.17.02.6366; thence northerly with the eastern line extended of said property and the properties with Wake County PINs 1713.13.03.8044, 1713.13.03.8136, 1713.13.03.7297 and 1713.13.03.7336 for 1,690ft ? to its intersection with the northern line of the property with Wake County PIN 1713.13.03.5490; thence westerly with the northern line of said property and the properties with Wake County PINs 1713.13.03.4490, 1713.13.03.3461, and 1713.13.03.2364 for 516ft ? to its intersection with the western line of said property; thence southerly along the western line extended of said property and the property with Wake County PIN 1713.13.03.2252 for 369ft ? to its intersection with the centerline of McMakin Street; thence easterly along the centerline of McMakin Street 150ft ? to its intersection with the western line extended of the property with Wake County PIN 1713.13.03.3064; thence southerly with said western line extended 175ft ? to its intersection with the northern line of the property with Wake County PIN 1713.17.02.6366; thence westerly with said northern line 88ft ? to a point on the eastern right-of-way of Carnage Drive; thence continuing westerly 50ft ? to a point on the western right-of-way of Carnage Drive, said point also being in the northern line of the property with Wake County PIN 1713.13.02.0982; thence continuing westerly along said northern line 200ft ? to the northwestern corner of said property; thence southerly along the western line of said property and the properties with Wake County PINs 1713.13.02.0882, 1713.13.02.0785, 1713.13.02.0770, 1713.13.02.0663, 1713.17.02.0474, 1713.17.02.0376, 1713.17.02.0278 and 1713.17.02.0271 for 793ft ? to its intersection with the

northern line of the property with Wake County PIN 1703.20.92.9031; thence westerly along said northern line extended 220ft ? to a point in the centerline of Sawyer Road; thence southerly along the centerline of Sawyer Road 100ft ? to its intersection with the southern line extended of the property with Wake County PIN 1703.20.92.6104; thence westerly with said southern line extended 192ft ? to the southwestern corner of said property; thence northerly with the western line of said property 78ft ? to its intersection with the northern line of the property with Wake County PIN 1703.20.92.5004; thence westerly along the northern line extended of said property 183ft ? to a point in the centerline of Garner Road (S.R. 1004); thence southerly along the centerline of Garner Road 495ft ? to its intersection with the northern line extended of the property with Wake County PIN 1703.20.81.8261; thence westerly with said northern line extended 852ft ? to its intersection with the extended centerline of Bloodworth Street; thence northerly along the said centerline extended 1,402ft ? to the point of **Beginning** containing approximately 107 ? acres.

### III. PLAN GOALS

The principal goals of this redevelopment plan are to rehabilitate and develop new housing stock, create economic development and employment opportunities in the Garner Road corridor especially for low and moderate income people, sensitively redevelop the idle and possibly contaminated properties in the industrial area, demolish or rehabilitate deteriorated buildings and visually enhance the area. Specific goals of this plan are as follows:

- To eliminate blighted conditions detrimental to sound economic growth and development within the redevelopment area;
- To encourage rehabilitation of existing residential and nonresidential structures, not shown for demolition, where economically feasible and consistent with the other redevelopment plan goals;
- To ensure that new construction blends well with the surrounding area in both scale and style;
- To ensure that the quality of development and standards for infrastructure is consistent with citywide quality and standards;
- To create a pedestrian-friendly environment, including a connected sidewalk network, landscaping that beautifies but does not create a safety hazard and adequate street lighting to reduce visible street crime;
- To reflect the interests of the community in this plan, wherever practical, as expressed during the planning process;
- To create an environment with rehabilitated and new housing east of Garner Road, and compatible industrial and commercial uses west of Garner Road;
- To create transitions, where possible, such as landscaped buffers, between the residential and nonresidential areas along Garner Road and Hoke St.;
- To reduce overall crime to ensure the safest area possible through the cooperation of residents, property owners and the Raleigh Police Department and to promote public safety initiatives in the area;
- To demolish designated deteriorated structures and offer vacant lots for new construction as specified in the land use plan;

- To assemble substandard residential lots and recombine into standard lots for new housing construction;
- To encourage the development of greenways and the protection of natural features, riparian buffers and flood prone areas along tributaries of Walnut Creek;
- To engage in cooperative redevelopment/reinvestment programs and ventures, where appropriate, with area institutions, nonprofit organizations and businesses;
- To encourage partnerships that create economically thriving mixed-use business development in the redevelopment area, including entrepreneurs that live and work in Southeast Raleigh;
- To increase availability of goods and services, including neighborhood-serving commercial establishments, within the redevelopment area;
- To create investment opportunities for new housing and industrial developments through land assemblage, site preparation and public infrastructure improvements;
- To improve economic opportunities for residents of the area, including the development of job and skill training programs within the redevelopment area, encouraging partnerships that result in job training, and encouraging partnerships with existing organizations that provide training in “soft skills”, vocational skills, day care and other services that enable people to enter the work force to earn a living wage;
- To establish programs and community outreach that will eliminate the perception of the redevelopment area as unsafe, including efforts at reducing visible street crime and improving community appearance;
- To work closely with residents currently living in the area and who want to remain in the area to find nearby replacement housing, wherever practical;
- To increase the percentage of owner-occupied housing in the redevelopment area; and
- To implement a focused City code enforcement effort for substandard housing and environmental conditions within the area.

#### **IV. LAND USE AND ZONING PLAN**

In order to achieve the goals of this plan, the use of land acquired by the City within the project area will be made subject to the requirements and restrictions specified in this land use plan. These requirements and restrictions will be made effective by recording them as restrictive covenants in the Office of the Register of Deeds, Wake County, North Carolina, to which reference will be made in the deeds of project area properties or by including the applicable restrictions in instruments of conveyance.

The project area shall accommodate predominately new residential infill development, new industrial and commercial redevelopment, and rehabilitation of both residential and nonresidential structures not acquired for redevelopment purposes. Uses existing in the area prior to plan adoption, and not on properties identified for City acquisition, which carry nonconforming status under the applicable zoning classifications shall be allowed to continue under present City zoning code provisions if the uses do not create objectionable conditions for surrounding residential uses because of excessive noise, odor, traffic, lighting, storage or refuse areas, on-street parking, hours of operation, overcrowding, or other negative impacts.

This plan identifies residential areas of redevelopment activity on the east side of Garner Road and nonresidential areas of redevelopment activity on the west side of Garner Road. There should be a general balance of funding for these residential and nonresidential activities to achieve both economic development and new job opportunities for the larger area, while stabilizing adjacent neighborhoods and creating standard housing for area residents.

**Garner Road West** One of the highest priorities of this redevelopment plan is to provide economic development opportunities in the Garner Road corridor and to create jobs for low and moderate income people, including area residents. Attention needs to be given as soon as possible to acquiring and redeveloping the industrial properties on the west side of Garner Road as set forth in the “*Raleigh Brownfield Assessment Pilot Project: Analysis of Reuse and Redevelopment Options*”. It is proposed that the industrial properties on the west side of Garner Road, south of Hoke Street and up to the railroad spur line, be acquired, cleared and assembled for redevelopment. Proposed uses for the assembled site or sites are light industrial, commercial flex uses and possibly mixed uses (retail, office and upper floor residential) or a combination of these uses. The final uses will be determined pursuant to further design analysis and market studies scheduled to take place pursuant to the adoption of this plan.

Proposed new development in this area should respect the scale of the surrounding area, and be in accordance with any other design guidelines in this plan. In addition to new development on assembled sites, the plan proposes that all properties not acquired should be rehabilitated. The nonresidential structures and developed properties on the west side of Garner Road not acquired for redevelopment are proposed to be rehabilitated to meet building code, landscaping and sign regulations, and visually improved to contribute to the economic revitalization of the area. This would include screening and landscaping of auto or other storage areas, cleaning overgrown areas and removing dumped debris. Participation in a streetscape improvement program along Garner Road is strongly encouraged.

The redevelopment site may need to be further analyzed to determine if any contamination exists. If any cleanup is necessary, prior to offering the property for sale, the City should explore options for using the Brownfield Cleanup Revolving Loan Fund or other programs through the State and Federal government to make the site clean, safe and liability-free for private redevelopment.

The existing Industrial 2 areas not acquired and assembled for redevelopment should remain zoned Industrial 2. Industrial 2 properties acquired by the City through this plan and assembled for new light industrial and commercial uses should be rezoned by the City to Industrial 1 Conditional Use, unless a mixed use scenario is pursued. If residential uses are considered, a rezoning to Industrial 1 Conditional Use with High Density Housing Overlay should be examined.

Zoning conditions should address uses to be permitted, scale and height of proposed development, building orientation and setbacks, access controls on Garner Road, access from Hammond Road, building materials, landscaping, lighting, stormwater controls, hours of operation, and other conditions that may be needed to promote the economic development and creation of new jobs in the area, while respecting the character and stability of the residential

areas to the east and north.

**Garner Road East** It is important that the blighted residential area east of Garner Road be redeveloped and stabilized to provide good, standard housing for area residents, as well as a contributing environment for future economic development and private investments in the adjacent Garner Road West area. Wherever practical and economically feasible, substandard housing should be considered for rehabilitation in the area east of Garner Road. Rehabilitation may not be feasible or desirable where the costs for such actions are excessive in light of current property values and where parcels have been identified in this plan for acquisition to facilitate the assembly and recombination of substandard and vacant lots into standard lots for new housing construction. New single family residential infill development should also be a high priority for this area and should fit well into the established pattern of residential development in the neighborhood. Residential redevelopment should focus on projects geared towards owner-occupied housing.

In addition to the acquisition and redevelopment of individual scattered substandard residential lots and structures throughout the area, six residential areas east of Garner Road have been identified for more focused redevelopment activities as described below. These residential areas are listed below in general priority as a guide for budgeting purposes. Within the total area, however, properties or groups of properties may be acquired and redeveloped on a case-by-case basis as opportunities may arise to further the overall goals and implementation of this plan.

**Brown-Birch:** The Brown-Birch housing complex is a highly visible and strategically located project within the overall redevelopment plan area. Due to various City Code deficiencies and substandard conditions, this plan recommends that the Brown-Birch multi-family development between McMakin Street and Bragg Street be assembled as necessary under single ownership and redeveloped. This action could be undertaken by the City, by private or nonprofit organizations, or through appropriate public/private partnerships. Single ownership will resolve several obstacles to the improvement of Brown-Birch resulting from the existing individual ownership of buildings, and improve the access/driveway issue, trash collection and general maintenance needs. It is highly recommended that a business plan be initiated to determine the most advantageous use of this site based on its strategic location and to determine the appropriate plan of action for redevelopment of the tract through continued rehabilitation of existing units and new housing construction, as deemed necessary and appropriate, to provide a sound mix of housing types and to meet overall neighborhood housing needs. A possible redevelopment scenario, as of the adoption of this plan, could be the provision of affordable elderly rental housing with a mix of affordable family rental units. The redeveloped Brown-Birch complex should be considered as a potential relocation opportunity for neighborhood residents whose properties have been designated for acquisition and redevelopment, thereby allowing existing residents to remain in the same neighborhood. The current zoning in this area is R-20 and should remain at that density due to its existing development characteristics.

*In order to undertake the redevelopment of Brown-Birch, it will be necessary that private participation and the infusion of significant private dollars be an integral part of the revitalization of the Brown-Birch complex. Such private participation must be identified and secured before the implementation of this project can proceed. During the period that such a*

*public/private effort is being pursued and solidified, funding and implementation of other identified area projects will proceed. However, it should be noted that this is such a visible and strategic location, the redevelopment of Brown-Birch should remain as a high priority project in the overall redevelopment plan. Improvements to the Brown-Birch complex are critical to the success of other redevelopment activities in the larger area, especially the surrounding single family residential areas and the industrial area on the west side of Garner Road.*

**State Street (North Section):** This plan recommends the acquisition of both single and multi-family properties on the east side of State Street generally between Martin Luther King, Jr. Blvd. and Bragg Street. It is proposed that this area be assembled, cleared and re-combined or subdivided into standard lots for new single family housing. The small convenience store on State St., that is zoned R-20 and currently constitutes a nonconforming use, should be considered for acquisition and redevelopment for residential uses.

**Bragg Street:** This plan recommends the acquisition of substandard, predominately single family properties on the south side of Bragg Street. It is proposed that this area be assembled, cleared and re-combined or subdivided into standard lots for new single family housing.

**Sawyer Road:** This plan recommends the acquisition of substandard single and multi-family properties and vacant properties on the west side of Sawyer Road between Peterson Street and McMakin Street. These properties should be assembled, cleared and re-combined or subdivided into standard lots for new single family detached housing.

**State Street (South Section):** This plan recommends the acquisition and assembly of several substandard, predominately multi-family properties on the west side of State Street north of Peterson Street. These structures should be considered for rehabilitation, paving of parking areas, landscaping and other needed improvements. Future use as subsidized affordable housing should be pursued, whether publicly owned or sold with restrictive covenants to a single private or nonprofit entity. Private acquisition and rehabilitation of this area, as well as active code enforcement, could be pursued here as long as the overall redevelopment goals of this plan are accomplished. Both Sawyer Road and State Street (South Section) are considered close priorities and implementation of these area recommendations could be considered on an equal basis as opportunities arise.

In addition to the areas listed above for focused acquisition and redevelopment, an additional area of focused attention has been identified. This area, consisting of individual single family lots and homes on the east side of Garner Road across from the Garner Road nonresidential, industrial area could undergo private redevelopment over time should the area not be deemed desirable for single family residential uses. The following recommendations are made:

**Garner Road Frontage Lots (East):** This plan recommends that the predominately single-family properties and vacant lots on the east side of Garner Road, south of McMakin Street and across from the Garner Road industrial area be designated as a corridor transition area within the Raleigh Comprehensive Plan with land uses as recommended for Frontage Lots on Major Thoroughfares. These uses include medium density residential uses (8 to 14 dwelling units per acre) and low intensity office uses, plus limited residential business uses where such uses are not

incompatible with adjacent low density residential developments. To accommodate this redevelopment action, this area could be rezoned over time for R-15, Office and Institutional and Residential Business uses with conditions to respect the adjacent residential character and to establish a good transition between the adjacent residential areas to the east and the industrial/commercial area to the west. These privately initiated rezoning cases within this corridor transition area should be conditional use and should consider the following guidelines as zoning conditions to assure good transitions with adjoining uses:

- Small transition area frontage lots should be reassembled for infill or redevelopment wherever possible.
- FARs for development in corridor transition areas should not exceed .33. Additional intensity beyond these limits up to .50 may be considered for owners or developers who assemble small corridor transition area frontage lots into larger tracts. In those cases, maximum building lot coverage shall not exceed 30 percent for one-story structures or 25 percent for two story structures.
- Recombination of single family lots during redevelopment is preferred to individual lot redevelopment. Direct thoroughfare access from individual, redeveloped former single family lots is strongly discouraged.
- Non-residential transition lots not in focus areas but having thoroughfare frontage should have a low intensity appearance. This could be done with landscaping, combining lots and shared access points that are a minimum of 400 feet apart.
- Transition yards shall be provided in transition areas for nonresidential uses and shall consist of a minimum area of 50 feet extending from rear property line. The minimum transition yard may be varied due to topographic conditions or existing lot configuration and should not exceed 30 percent of the area of the lot.
- Adequate access must be provided to the thoroughfare without causing undue congestion or placing excessive traffic or parking loads on adjacent local residential streets. Direct access points to the thoroughfare should be no closer than 400 feet apart. Access points may be varied due to topographic conditions. Cross access and shared parking should be used where appropriate.
- Along Garner Road where residential development is not practical or desirable, low-intensity O&I and Residential Business uses may be allowed when these nonresidential transition uses are compatible with residential uses. Compatible uses include churches, schools, day care, social organizations, clinics, art studios/galleries, beauty/barber shops, limited retail sales, funeral homes, professional offices and small business-service firms, etc. These low intensity uses should be residential in scale and have a minimal impact on and serve as transitions to lower density residential land uses. Such uses would also have a minimal impact on traffic. Typically, low intensity office and residential business uses would incorporate adequate landscaping, screening and buffering adjacent to residential uses. The appropriate height and scale, as well as impacts on adjacent uses or facilities, should be evaluated on a case-by-case basis.
- New development should not adversely impact adjoining residential properties as a result of stormwater runoff, site lighting or noise caused by high levels of activity, late hours of operation or service area functions.
- Adverse impacts on adjacent residential properties should not be created by new development as a result of bulk, scale, mass, fenestration or orientation of new structures.

- Maximum building height should be 25 feet for nonresidential uses and 2 1/2 stories for residential uses. The maximum building height would be measured from the finished curb elevation of Garner Road.

This plan further recommends that a large portion of the existing R-20 zoning in the area east of Garner Road be considered for rezoning to a lower zoning classification in keeping with existing and proposed development patterns. Based on an analysis of the existing and proposed development patterns, R-10 would provide a good base zoning for future revitalization efforts. The Brown-Birch area and adjacent multifamily developments on Sawyer Road should be considered for rezoning to R-15 to better match its current development character.

The small lots zoned Neighborhood Business at the corner of Holmes St. and Martin Luther King, Jr. Blvd. should be considered for rezoning to R-10 to match surrounding zoning patterns.

**Walnut Creek Urban Wetland Educational Park** Although not within the boundaries of this redevelopment plan, this valuable wetlands area along Walnut Creek and its continued development as an urban wetland educational park is strongly supported by this plan. Such a park and educational center adjacent to the redevelopment area would promote both the stabilization and infusion of private investments in both the residential and nonresidential areas immediately to the north. It would further provide an important catalyst and attraction for new economic development activities in the Garner Road corridor and the brownfield area. This park would include existing City properties south of Peterson Street between Garner Road and State Street, as well as property currently owned by the State of North Carolina between Garner Road and Hammond Road. These wetland areas are valuable natural resources that should be protected and enhanced through educational programs and sensitive development of trails and interpretive facilities. This area also contributes to stormwater quality in the area and region. Efforts should be made by the City and other public and private groups to secure funding to support continued acquisition or granting of easements for necessary park lands and implementation of a park master plan.

## **V. PRELIMINARY SITE PLAN**

The Preliminary Site Plan is intended as a general design guide for redevelopment in the project area. It illustrates a conceptual layout for new construction and various public infrastructure improvements. More detailed site planning recommendations will follow the adoption of this plan through a community design workshop and through necessary market studies. Modifications to the site plan will be allowed according to individual needs of redevelopers provided they do not conflict with the land use and development provisions of this plan.

The preliminary or conceptual site plan included in this plan deals mainly with the rehabilitation and/or construction of new light industrial, commercial and possibly mixed uses west of Garner Road and the rehabilitation and construction of new housing in the area east of Garner Road. To accommodate these new uses, the existing lot layout in portions of the redevelopment area will need to be changed through the recombination/subdivision process. In addition, sidewalks need to be installed on several streets in the redevelopment area as noted herein.



All new buildings will be placed out of the 100-year floodplain, with only greenway trails, public utilities, open space amenities and environmentally sensitive offstreet parking, if needed to support adjacent redevelopment, to be placed within these floodprone areas. The plan proposes that natural riparian areas and vegetated buffers be protected or established within 50 feet of Walnut Creek and its tributaries. The only uses allowed in these riparian areas would be carefully installed greenway trails, public utilities and open space amenities. Wetland and marsh areas along Walnut Creek should be preserved where possible for stormwater management, as well as environmental protection purposes. Further study should be undertaken to determine the feasibility of a Walnut Creek Wetlands Educational Park on the east and west sides of Garner Road between Hammond Road and State Street.

A possible water quality management pond is under consideration on the tributary of Walnut Creek north of Bragg Street, between Gregg St. and State St. As the pond is further reviewed, the City should utilize citizen involvement in the decision process. If this pond is constructed, it should be carefully designed and maintained by the City to positively contribute to the neighborhood character and to become a neighborhood asset. It is important that the natural areas and buffers immediately adjacent to the pond, as well as the pond itself, be kept clean and safe, and not become a negative impact on adjacent residential properties or the neighborhood. Surplus properties acquired to construct this stormwater facility should include necessary easements for pond protection, but should be considered for recombination/subdivision into standard lots, if possible, for new housing construction.

The **Garner Road West** area should undergo a general clean-up and landscaping effort with existing buildings being rehabilitated to meet various City Code standards or acquired and demolished for redevelopment purposes as indicated above. Environmental assessments for brownfield contamination should be conducted, and remediation undertaken, possibly through the City's Brownfield Cleanup Revolving Loan Fund, as part of the assemblage and redevelopment process. Visual improvements to this area should include the paving of gravel parking areas, screening of storage areas, general landscaping and the removal of dumped debris and overgrown weeds. The front facades of existing industrial buildings, not acquired and demolished for redevelopment purposes, should be rehabilitated. Such improvements could benefit from the City's facade renovation grant program. Landscaped buffers should be established, where possible, between these industrial uses and any adjacent residential uses. Garner Road is currently undergoing extensive improvement through the City's street improvement bond program.

**Streetscape Plan:** A detailed streetscape plan is proposed and funded for Garner Road to visually improve this older residential/industrial area and help to integrate it with the surrounding redevelopment project with its proposed new construction and rehabilitation. This plan should include both the east and west sides of the right-of-way of Garner Road from the intersection of Martin Luther King, Jr. Blvd. to Walnut Creek. Sidewalks and street tree planting, as well as landscaped transition areas where adequate right-of-way is available, should be part of this streetscape plan. Overhead utility lines should be consolidated or placed underground, where possible, and street lighting needs should be part of this more detailed planning effort. Along this stretch of Garner Road, every effort should be made to minimize curb cuts and promote shared drives and parking facilities. The City should encourage property owners to maintain the

streetscape on their property once it is constructed.

## VI. ESTIMATED COSTS AND METHODS OF FINANCING

A. Property Acquisition/Assemblage	\$13,400,708
B. Relocation	\$1,647,099
C. Moving/Demolition	\$457,800
D. Planning	\$250,000
E. Rehabilitation	\$2,250,775
F. Public Improvements	<u>\$1,075,000</u>
<b>Total:</b>	<b>\$19,081,382</b>

<b>SOURCES OF FUNDING</b>	<b>CDBG</b>	<b>Other Sources</b>
FY 02-03	\$25,000	\$0
FY 03-04	\$425,000	\$1,100,000
FY 04-05	\$450,000	\$1,210,000
FY 05-06	\$525,000	\$1,331,000
FY 06-07	\$550,000	\$1,464,100
FY 07-08	\$570,000	\$1,610,510
FY 08-09	\$575,000	\$1,771,561
FY 09-10	\$580,000	\$1,948,717
FY 10-11	\$590,000	\$2,143,588
FY 11-12	<u>\$490,000</u>	<u>\$1,721,906</u>
<b>Total:</b>	<b>\$4,780,000</b>	<b>\$14,301,382</b>

The source of funding is the City of Raleigh General Fund, the City of Raleigh CDBG funds and other public and private grant funds that may be secured. Innovative financing tools, including public/private partnerships and private resources, should be explored to expedite the implementation of this plan.

## VII. REDEVELOPMENT ACTIONS

### Intent

This section explains those actions that the City intends to use in the redevelopment area to implement the objectives and land use proposals in this plan. These are activities that are authorized under the Urban Redevelopment statutes, actions which the City may take under other North Carolina laws, and activities that the City may elect to undertake by expanding its involvement in and encouragement of neighborhood revitalization.

In order to achieve the objectives listed above in Section III of this plan, the City will undertake

the following redevelopment activities over a several year period:

- Acquire, clear of encumbrances and dispose of real property within the project area.
- Relocate individuals from acquired property.
- Convey real property to qualified and willing redevelopers under the conditions described in this plan.
- Construct certain improvements to public rights-of-way and City property.

### **Proposed Actions**

It is the intent of the City and of this plan to provide appropriate incentives for redevelopment as are necessary to fulfill the objectives of this plan. These incentives may include any or all of the actions described below permitted under current and pending North Carolina Statutes. The specific type and extent of public action will be determined by the needs of each development opportunity or program and will be detailed in amendments to this plan and/or other publications.

### **Planning & Administration**

The City will continue efforts to access and respond to changed conditions, needs, and desires of residents, businesses, property owners and potential developers. The City will also continue to respond to the economy of the area and the City, and to coordinate and manage resources to achieve plan objectives. This effort may result in the publication of additional reports, regulations, guidelines, plans, project proposals or other documents that aid in achieving the objectives of this plan. In addition, the City may hold public meetings to elicit additional information on the public needs and desires for the redevelopment area. The City may also participate in planning efforts with other public and private interests to accomplish plan objectives. The City will coordinate planning and implementation activities and bring zoning and other regulations and public facility plans into conformance with the basic objectives and intent of this plan.

### **Assistance and Counseling**

The City or its designated agent will provide technical assistance and counseling to property owners and occupants within the redevelopment area regarding the methods and impacts of the implementation of this plan. The City or its agent may assist in the preparation of development proposals, coordinate development proposals with other agencies or interests on a formal or informal basis, counsel property owners and tenants on available assistance, and prepare informational or promotional documents which aid in the achievement of the objectives of this plan.

The City will take special care when working with elderly property owners and their families in the redevelopment area. The City will detail the redevelopment process and implementation of the plan to property owners, with special assistance to be provided, if needed, for elderly residents. The City will use existing provisions for working with sensitive cases, such as these, and will continue to adapt its process to meet the needs and relocation requests of these persons.

The City or its agent shall focus on an educational component for residents and property owners to better understand the redevelopment process and implementation, the rezoning process, and

other related information. This can be accomplished in conjunction with a future community design workshop and also through other means.

### **Provision of Public Services, Improvements and Facilities**

The City will undertake public improvements within the project area, including sidewalk construction or repair, street tree plantings, and replacement of curbing where necessary. These improvements are intended to support private investment and to aid in changing the image of the project area. The City shall encourage property owners to maintain streetscapes on their property.

The City or its agent will also provide the highest available levels of public services throughout the redevelopment area. These may include police, fire, sanitation, social service, inspections and other service functions which support plan objectives. As part of this service, the City will maintain the greenway throughout the redevelopment area. The plan calls for any dangerous vegetation to be removed along the greenway. This may include areas of thick bushes that obscure parts of the trail and may be havens for illegal activities. The plan also encourages the City to increase housing code enforcement throughout the redevelopment area through the duration of the redevelopment process and after implementation.

In addition, the City will take appropriate administrative actions which expedite the review and implementation of redevelopment project proposals. The City may also arrange or contract for the furnishing or repair, by persons or agencies, public or private, for services, privileges, streets, utilities or other facilities or public amenities to achieve plan objectives.

### **Preparation of Land for Redevelopment**

The City will prepare land for development or reuse. The following actions are commonly associated with urban redevelopment and will be used as necessary to implement key projects.

### **Acquisition**

The City may purchase, obtain options upon, acquire by gift, grant, bequest, devise, eminent domain or otherwise, any real or personal property or any interest therein, necessary or incidental to a redevelopment project. Whenever possible, property will be acquired through negotiation with owners. The basis for negotiation will be the fair market value of the property as determined by competent appraisers and approved by the City. Where negotiation does not result in a satisfactory agreement, or where the City may require immediate possession to carry out projects and/or clear title, the property may be acquired by eminent domain proceedings and just compensation awarded in accordance with the law.

Within the redevelopment area, property may be acquired for the following purposes:

- To remove buildings which are structurally substandard;
- To remove other buildings in order to effectively remove blighting influences which are exerted on the area. Such blighted influences include, but are not limited to, incompatibility of use with the land use provisions of the plan and obsolete buildings not suitable for improvement or conversion;
- To provide sites for needed public improvements or facilities in proper relationship to the

- projected demand for such facilities or improvements;
- To expedite and ensure the improvement of underutilized property, vacant or vacated land, to meet the objectives of this plan;
  - To assemble land to provide adequate public access to lots, and to resubdivide and recombine those lots as necessary, in order to provide adequate access where inadequate access or no access is currently available;
  - To clear sound and deficient buildings to the extent necessary to assemble land into parcels of adequate shape and size to meet contemporary development needs and standards and to allow new construction of key economic development opportunities;
  - To clear, move, hold, rehabilitate, restore, or otherwise improve for resale substandard properties which, after due process as described herein or in plan amendments, are not improved under an approved publicly subsidized or funded program or rehabilitation and repair.

Properties to be acquired are shown on the Land Acquisition Map and as discussed in the plan text.

#### **Property Designated for Acquisition**

The City will acquire fee simple absolute title to property in the project area identified on the Property Acquisition Map. The acquisition is necessary to achieve conformance with the land use provisions of this plan, to assemble tracts for new development, and to carry out other general objectives of this redevelopment plan.

#### **Acquisition of Properties Not Designated For Acquisition**

It may be necessary to acquire by purchase or condemnation for redevelopment purposes fee simple interest in properties in the project area not designated for acquisition on the Property Acquisition Map in order to insure that redevelopment takes place in a timely manner and in accordance with the land use provisions and development requirements of the plan. Such properties may be acquired by the City if the owners do not bring them into compliance with the land use and rehabilitation requirements contained in this plan. Properties will be inspected by the City and the owners notified of all improvements necessary to bring the property into compliance with standards of this plan. If compliance cannot be obtained, the City may take such actions as is necessary to acquire the property.

Additional properties may also need to be acquired in order to assemble a redevelopment site if it is determined that other properties are necessary to package the site for a particular redevelopment proposal where a larger or differently shaped site is needed to accommodate the development and to meet city code requirements such as parking or setbacks, or to avoid developing in floodprone areas or in areas of extreme topography.

#### **Clearance and Land Preparation**

The City will, as appropriate under the provisions and objectives of this plan, clear, demolish, remove, hold or otherwise improve for redevelopment any property acquired in the project area, including as necessary, the preparation of property for new construction.

#### **Disposition and Dedication**

The City may sell, exchange, transfer, assign, subdivide, mortgage, pledge, hypothecate or otherwise encumber or dispose of any real property or any interest therein; provided that the City finds that the sale or other transfer of any such part will not be prejudicial to the sale of other parts of the redevelopment area.

The transfer of land or interest therein will be in accordance with this plan, subject to such agreements, covenants, conditions and restrictions and other continuing controls as may be deemed to be in the public interest and to carry out the objectives of this plan. The plan may be amended from time to time to add additional land use controls, standards and regulations for project areas. These additional requirements will provide the basis for design review and control by the City and the City for any and all real property disposed of by the City for private development in the area.

The methods of property disposition in the redevelopment area will vary in accordance with current redevelopment statutes. These may include:

- sale to the highest responsible bidder after required advertisements and bidding procedures, for the purposes under this plan, or for a specific purpose designated after required hearings and plan amendment;
- sale to a lesser bidder, after required hearings and City approval, where the City finds that the general public welfare and proper development of the community will be better served by the accepted bid;
- convey at private sale particular properties, at not less than fair market value, to any redeveloper where the City finds the proposed redeveloper is the only known available, qualified and willing redeveloper for the contemplated use and that: the proposed project is necessary to facilitate the relocation of displace; or that the project is necessary to assure development which will have the desired effect upon neighboring properties and the redevelopment area; or that the project will assure that the property will not be unused and off the tax rolls for an undue length of time;
- sale at private sale or without consideration to the municipality real property as, in accordance with the plan, is to be laid out into streets, alleys, and public ways;
- convey at private sale, grant, or dedicate, with or without consideration, easements and right-of-way for public utilities, sewers, streets, and other similar facilities, in accordance with the redevelopment plan;
- convey at private sale, with or without consideration to the municipality or other appropriate public body such real property as, in accordance with the plan, is to be used for parks, schools, public buildings, facilities or other public purposes as defined and authorized under the City's Charter; and
- convey to a non-profit association or corporation operated exclusively for educational, scientific, literary, cultural, charitable or religious purposes of such associations or corporations, after a public hearing and approval of the City and for not less than fair market value.

The City will dispose of property as permitted under North Carolina Redevelopment Law, special enabling legislation for the City of Raleigh and other applicable State legislation.

### **Funding, Estimated Costs and Method of Financing Redevelopment**

The City will actively pursue all possible sources of funding to achieve the objectives of this plan. This may include, but not be limited to, bond issues, loans, grants, general fund expenditures, special assessments, participation in Federal programs, County and State assistance, joint exercises with other units of government, cooperation and coordination in joint development mixed-use projects with private and public agents, sale of property or services and any and all other authorized legal actions.

The City may engage in special economic development actions within the area. It may package development proposals and coordinate and solicit such proposals for redevelopment projects. The City may provide or contract to provide special counseling and technical assistance to businesses within and locating in the redevelopment area. The City intends to support the economic development of minority and small business firms in the area, including assistance in building renovations, in accordance with the land use and development guidelines and the overall objectives for area redevelopment.

The method that the City will use to undertake area redevelopment precludes a precise and comprehensive estimation of redevelopment costs and revenues at the beginning of this program. The levels of public redevelopment activity will depend upon the relative interest and ability of redevelopers, investors, property owners and tenants to pursue the project proposals and programs outlined in this plan.

The City will provide financing for this plan from a variety of sources, including loans, grants, contributions, private resources and such other legally available funds, as may be determined and specifically applied to the financing of designated projects and programs in plan amendments, grant applications, and City budgets. The development of private sources of revenue to assist in implementing this plan is strongly encouraged.

Community Development Block Grant entitlement funds will be used for redevelopment activities primarily benefiting area residential and commercial property owners under such programs as housing rehabilitation, business rehabilitation and acquisition and relocation assistance. Block Grant funding will be used insofar as possible to leverage private funds and to supplement other revenue sources for these rehabilitation, and economic development activities in the area. The future level of Community Development Grant expenditures in the redevelopment area will not be such as to jeopardize home improvement efforts under the loan and grant program in this area or other Community Development neighborhoods with prior rehabilitation commitments.

### **Rehabilitation**

It is the intent of this plan that all buildings to remain in the redevelopment area, not subject to acquisition and clearance under the aforementioned provisions, will be rehabilitated and repaired to a safe, sanitary, functional, and attractive condition. The City will undertake and participate in formal rehabilitation programs of assistance to businesses and homeowners. Refer to the specific guidelines for rehabilitation contained later in this plan. Programs of rehabilitation will be approved and implemented under approval processes as is deemed appropriate by the City.

All existing structures within the project area not specifically designated for acquisition by the City will be subject to compliance with the rehabilitation standards of this plan. To assure compliance, existing structures shall be inspected by the City and property owners subsequently notified of all improvements necessary for adequate rehabilitation. Following this notification, the City will offer assistance and advice, and establish a time frame for carrying out necessary improvements. Failure to make substantial progress rehabilitating the property within the established time frame may subject the property to acquisition by the City. Where structures are in such deteriorated or inadequate condition to make any substantial rehabilitation efforts unfeasible, the City may acquire subject properties, demolish existing structures, and pursue new development according to the land use and development requirements set forth in this plan.

### **Relocation**

The City will assist in the relocation of residents, businesses, and individuals displaced from properties acquired by the City in the project area in accordance with applicable State and Federal laws. The City has, in compliance with State and Federal law, a feasible method for relocation of families and individuals to be displaced from the project area. Relocation services will be extended to persons and nonresidential establishments displaced by project actions. The relocation of site occupants will be in accordance with the following policies of the Uniform Relocation Act (URA) and the City's Optional Relocation Policy for locally funded capital improvement projects:

- Relocation advisory assistance by the relocation staff;
- Referrals to displacees for comparable replacement dwellings from a full range of neighborhoods within Raleigh's housing market;
- Comparable replacement housing that is within the financial means and adequate to displacees' needs;
- Referrals to appropriate agencies or services that will assist the displacee as needed;
- Business concerns and non-profit organizations to be displaced shall be provided assistance to aid in their satisfactory re-establishment with a minimum of delay and loss of earnings;
- The City will give a minimum of 90 days notice before requiring actual relocation; and
- The City will provide financial assistance to displacees who meet the eligibility criteria in accordance with URA.

No family or individual would be required to move from a home in the project area unless they have an opportunity to obtain suitable standard housing. As property is acquired, the occupants will be advised in writing and by personal interview in regard to their relocation, and information will be furnished as to suitable accommodations available.

The relocation officer of the City will be in charge of the relocation activity, and will maintain contact with the occupants, and assist the displacee with locating suitable standard housing available in the community and offer all possible assistance within the City's power for relocation of occupants of the project area.

The City considers a dwelling unit to be "standard housing" and to be decent, safe and sanitary



when:

- It is in compliance with Raleigh City Building, Housing, Fire and Sanitary Codes;
- It is in good repair and is weather tight, with no leakage or dampness;
- It has no health, fire or safety hazard within the structure or in the immediate vicinity;
- It has safe running water, a private flush toilet, and a bathroom with tub or shower with hot and cold running water, all within the dwelling unit;
- It has permanent, reasonably efficient kitchen facilities, including sink, cooking stove connections, shelves and storage space for food and utensils;
- It is large enough to accommodate a family without overcrowding;
- It is equipped with adequate heating equipment, and it is adequately ventilated in every room by at least one opening which is screened or has screens available;
- It is safely and adequately wired for electricity;

It is intended that all dwellings into which project area displaced persons relocate will be inspected by the City's relocation staff. If the dwellings are not found to be decent, safe and sanitary, the move will be considered as a temporary relocation and the displacees will be given up to 18 months to locate standard housing.

The relocation method is intended to remove any necessity to resort to eviction proceedings which would be a last resort only if a family or individual completely fails to cooperate with the City, or rejects relocation service or accommodations available without reason, or maintains a nuisance, or fails to recognize his or her obligation for rent due. Relocation will follow acquisition in an orderly manner, giving families or individuals sufficient time to choose a new home and prepare to relocate and that acquired property will not be operated and managed longer than necessary except in unforeseen circumstances.

### **Redevelopers' Obligations**

The redevelopers will be required by contractual agreement to observe the land use requirements of this plan and applicable amendments and disposition supplements. These instruments will spell out in detail provisions, standards, and criteria for achieving the development and design objectives and requirements set forth in the plan. Redevelopers will be selected on the basis of their proposals, a determination of their ability to carry out such proposals and their conformance to the plan. The City, in disposing of land in the plan area which will be redeveloped, within its contracts, deeds or other instruments with such parties, include such terms and conditions as in the judgment of the City will be necessary or advisable to ensure the redevelopment of the plan area, and to prevent a reoccurrence of conditions of blight in the area. Such provisions will be contained in such contracts, deeds, or other instruments irrespective of whether or not they duplicate in whole or in part the requirements of existing or proposed zoning ordinances or other local laws or regulations with respect to the project area zoning and other laws or regulations. Such contracts, deeds and other instruments, in addition to including other terms and conditions as the City may find desirable in order to implement and effectuate the objectives of this Redevelopment Plan, will obligate the purchasers of property in the project area and their successors in interest to the following:

- Devote the parcels owned by them to and only to the uses specified in the Redevelopment

Plan;

- Diligently pursue the construction of improvements agreed upon in the disposition contract and to begin and complete such improvements within a reasonable length of time as determined in the contract. (This obligation, however, will not be made applicable to mortgages and their successors in interest);
- Make no change in such improvements, after completion of the construction, that are not in conformity with this plan;
- Not to assign contract rights, or to resell or otherwise transfer the land (or interest therein) purchased by them, prior to the completion of the improvements thereof, without the approval of the City and except on a basis satisfactory to the City and not to speculate in or with respect to such land; and
- Not to effectuate or execute any agreement, lease, conveyance, or other instrument, whereby any parcels in the Project Area owned by them are restricted upon the basis of race, religion, age, sex, sexual orientation, color or national origin in the sale, lease, or occupancy thereof. (This obligation is to be effective without limitation as to the time, regardless of any termination date provided with respect to any other provision in the Redevelopment Plan).

The City shall be a beneficiary of all such covenants and obligations, and it (in addition to other appropriate public agency) shall be entitled to represent the interest and to act on behalf of the City and community in enforcing such and any other covenants and obligations as to the redevelopment and continued uses in accordance with this plan. The City shall provide, upon proper completion of the improvements, a Certificate of Compliance which will be available for recording and will represent a determination that the covenants, with respect to the construction of the improvements, have been complied with and that their existence is terminated.

Prior to disposal of property within the plan area the City shall reserve the right to review and approve or reject a prospective redeveloper's plan after review and recommendations as may be provided by another appropriate public agency or board. The proposed plan should include the following features:

- Location of all principal buildings and accessory buildings;
- Location and arrangement of automobile parking, if any;
- Location of all vehicular drives and entrances and exits to public streets;
- Existing and proposed landscaping and other amenities;
- Location of pedestrian walkways and sidewalks; and
- Location of all other major site features, such as drainage systems, fences, general landscaping features, and easements.

Building data will include elevations, floor plans, building floor area, and perspective drawings as necessary to describe proposed improvements and their relationship to neighboring properties.

The City shall then consider the development proposal in the light of both compliance with regulations and requirements of this plan and the appropriateness of the proposal in question. A positive finding by the City shall constitute preliminary approval. Prior to beginning construction on the property, the redeveloper shall then submit final plans to the City for approval. These plans shall receive final approval if they are deemed to be in substantial

compliance with, and have not significant variation from, the plans which were given preliminary approval. This final approval shall be in addition to approvals and permits from other public agencies.

### **Management and Implementation of the Redevelopment Plan**

The scope and manner of implementing redevelopment will require ongoing actions over an extended period of time to achieve meaningful and major improvement of the area. A way must be provided to stimulate, expedite, and coordinate these activities to develop and maintain momentum to assure maximum results. Many different public agencies and sources of funding will be involved, and a wide range of private initiatives and participation will be required. Therefore, strong organizational and management resources must be provided.

### **Restrictions and Their Duration**

Any sale, lease, retention or dedication for public purposes of land in the project area will be subject to those restrictions and regulations in applicable public codes adopted and enforced by the City of Raleigh and/or Wake County and/or the State of North Carolina. In case of conflict between the land use and building requirements stated in this plan and applicable public codes, the more restrictive shall apply. No covenant, agreement, lease, conveyance or other instrument shall be affected or executed by the City or the purchasers or lessees from it (or any successors in interest thereto) which restricts the land in the project area upon the basis of race, creed, color, sex, sexual orientation or age in the sale, lease or occupancy thereof. The controls and restrictions provided by the Redevelopment Plan shall be enforced and in effect from the date of approval of this plan by the City and shall remain in effect until the year 2028.

## **VIII. DESIGN AND DEVELOPMENT CRITERIA**

New developments proposed for this area should be examined on a case-by-case basis to determine compatibility of their designs with the surrounding area. This area is an important gateway into Raleigh's south side. It also serves as an entrance to the older South Park neighborhood to the north. It is important that new construction in this redevelopment area respect the unique qualities of the surrounding districts. New development in this redevelopment area should be of the highest quality of construction and design.

### **Design and Site Development Guidelines for New Construction**

#### **Building Orientation**

Industrial buildings along Garner Road should have sensitively designed front or side facades that will complement the residential structures across the street. The front facades of new industrial buildings should be oriented to Garner Road. The rears of these buildings and service areas should not be placed on the residential side of the development.

#### **Building Setbacks**

Setbacks within the industrial area should be based on site conditions, should be as close as practical to the street and should present the best possible visual impact from the adjacent thoroughfares. Buildings should not encroach upon the 100-year floodplain of Walnut Creek.

### Parking

Any required parking areas should be located principally at the interior of the lot and behind or alongside the structure rather than along the street frontage, where practical. Parking should be located in small, well-landscaped bays rather than unbroken, expansive lots. Parking that consists of multiple spaces should be screened from nearby streets and residential areas.

### Landscaping

The massing and character of landscaping should create transitions, where practical, along Garner Road between industrial uses and residential uses. Parking areas, utility areas, dumpster locations and the like should be heavily landscaped and/or screened, but should not be designed so as to become havens for illegal activities.

### Waste Storage

Dumpsters or other trash storage and collection facilities and exterior mechanical equipment shall be screened from view of adjoining properties and public rights-of-way. There should be very little, or no outdoor storage of recycled and other salvaged material within the industrial area.

### Scale, Height and Design

The size, mass and height of new industrial structures should not negatively impact nearby residential structures. The overall height of new industrial or nonresidential buildings west of Garner Road should not be greater than 40 feet from the grade level curb elevation of the primary access street for the building site. The front facades of nonresidential structures on Garner Road or facades facing residential structures should be of a material compatible with and complementary to residential structures, such as brick or stucco, with regular window and door openings rather than solid walls.

### Dwelling Unit Size.

Individual housing units should be as spacious as possible. Efficiency units should be a minimum of 250 square feet. Depending on the number of bathrooms, one-bedroom units should be in the general range of 700 to 800 square feet and two-bedroom units, 900 to 1,200 square feet.

### Signage.

Billboard (outdoor advertisement) and other off premise signs shall be prohibited in the redevelopment area. Free-standing signs shall be ground low profile and shall not be taller than 3.5 feet.

## **Design and Development Guidelines for Rehabilitation**

### Architectural Traditions

Any exterior alteration shall preserve and respect the structure's original architectural details on architecturally significant buildings. Rehabilitation of buildings not considered to be architecturally significant should be well designed and complementary to other redevelopment efforts in the plan area. Rehabilitation shall be of a quality and extent that aids in upgrading the

image of the area.

#### Exterior Appearance and Alteration Guidelines

Basic details of existing facade design should be retained on architecturally significant buildings. Materials or design techniques foreign to the era of the building should not be employed in facade alterations unless such changes are considered to be complementary to other redevelopment projects and architectural styles used in the redevelopment area. Existing building facades should not be covered with materials such as wood shingles or aluminum siding. Natural brick masonry should be left unpainted unless necessary to protect a deteriorated surface. Signs, where allowed, should complement the building facade rather than dominate. Large signs or advertisement posters which obscure large portions of the glass display area or other architectural elements shall not be permitted. Canvas or vinyl-coated canvas awnings shall be permitted. Aluminum awnings or canopies and mansard roofs are discouraged.

#### Service and Parking Areas

Service areas, including trash storage and collection facilities, and exterior mechanical equipment, shall be screened from view of adjoining properties and public rights-of-way. Parking areas and service drives should be paved, well landscaped and screened from adjacent right-of-ways and private property. Open yard areas shall be landscaped with plant materials to complement the building and surrounding streetscape environment.

#### Maintenance Requirements

Repoint, repaint, and repair existing building walls as necessary. Broken window panes should be replaced and deteriorated window or door frames and trim pieces should be repaired or painted. Faulty gutters and downspouts should be repaired. Leaking roofs, copings, and flashings should be repaired. Landscaped areas should be mowed, mulched, weeded, and free of trash.

### **IX. PROCEDURES FOR CHANGES TO THE PLAN**

This plan amendment may be modified by the City at any time provided that proper notice, hearings and opportunities for review by the public are carried out in accordance with North Carolina Urban Redevelopment Statutes.

The general Redevelopment Plan may be modified and amended by the City at any time provided, if modified after the sale of property in the area, the modification must be consented to by the redeveloper or redevelopers of such property or his successors or their successors in interest who are affected by the proposed modification.

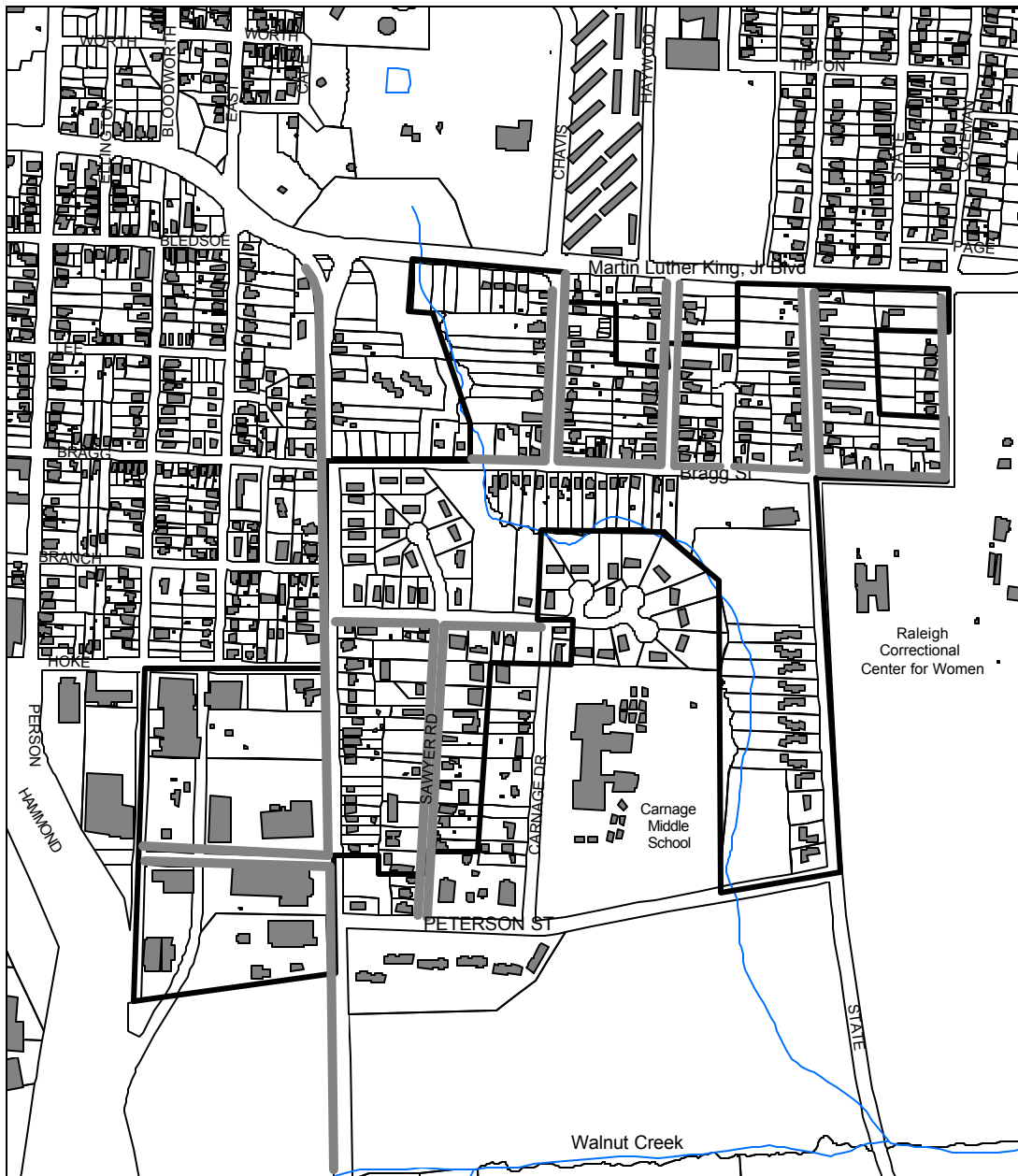
Where the proposed modification will substantially change the Redevelopment Plan as previously approved by the governing body, the modification will be approved by the City as required under the Urban Redevelopment Statutes. Substantial modifications will include amendments to this plan for major development projects and programs requiring public financing, acquisition and clearance and other redevelopment actions.

As appropriate, disposition supplements, rehabilitation programs, and other plans, standards of

design and development, regulatory controls, procedures and organizational requirements may be added to this plan. When considering modifications or amendments in the plan, the City will provide an opportunity for appropriate review by City agencies and interest groups or boards. The City will recommend procedures and designated groups and/or agencies for coordinating and implementing such review as may be required.

# Garner Road Area Redevelopment Plan

Proposed Public Improvements



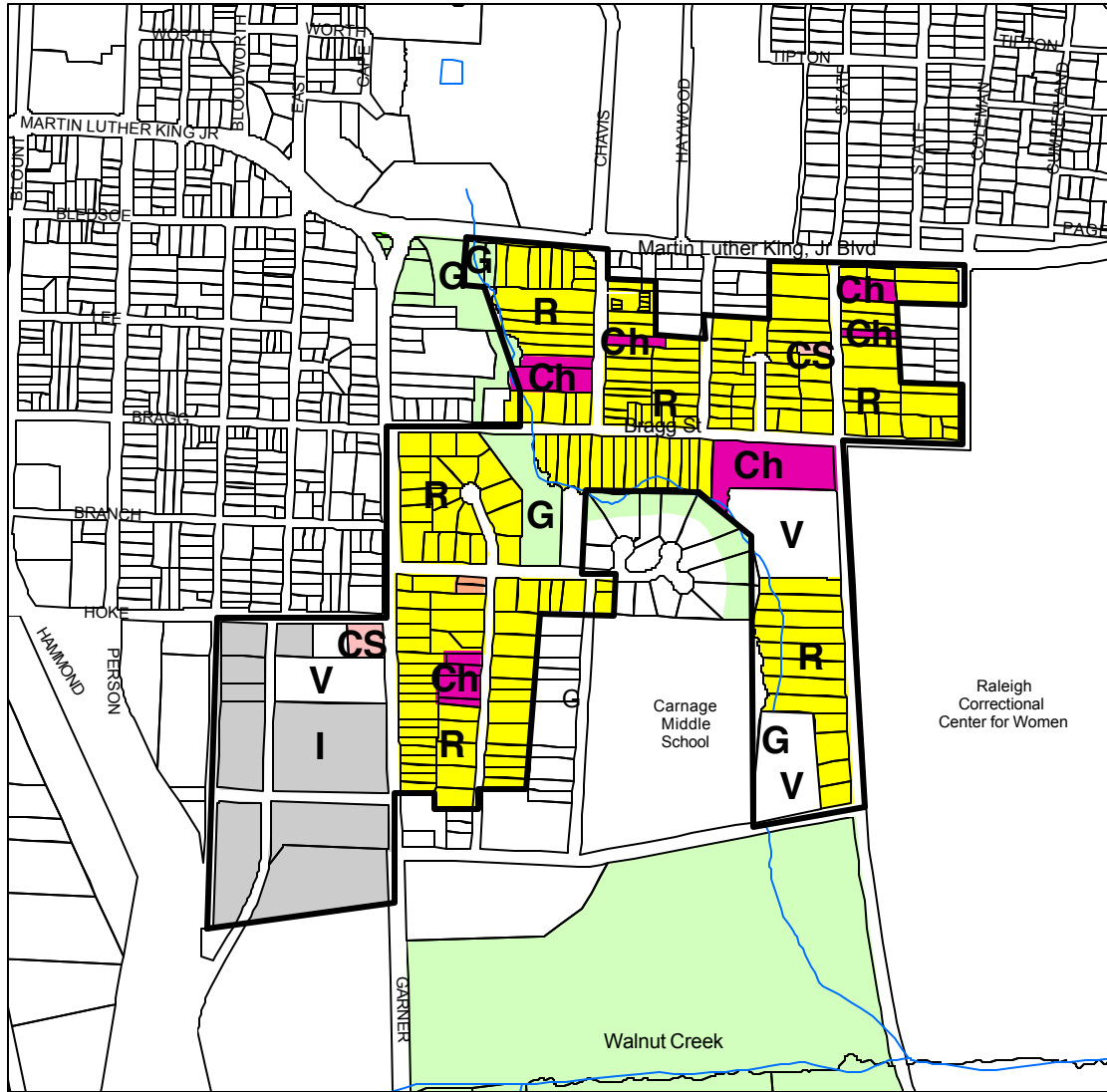
**Legend**



- Hydrology
- Redevelopment Plan Boundary
- Public Improvements


1 inch equals 570 feet

# Garner Road Area Redevelopment Plan

Existing Land Uses



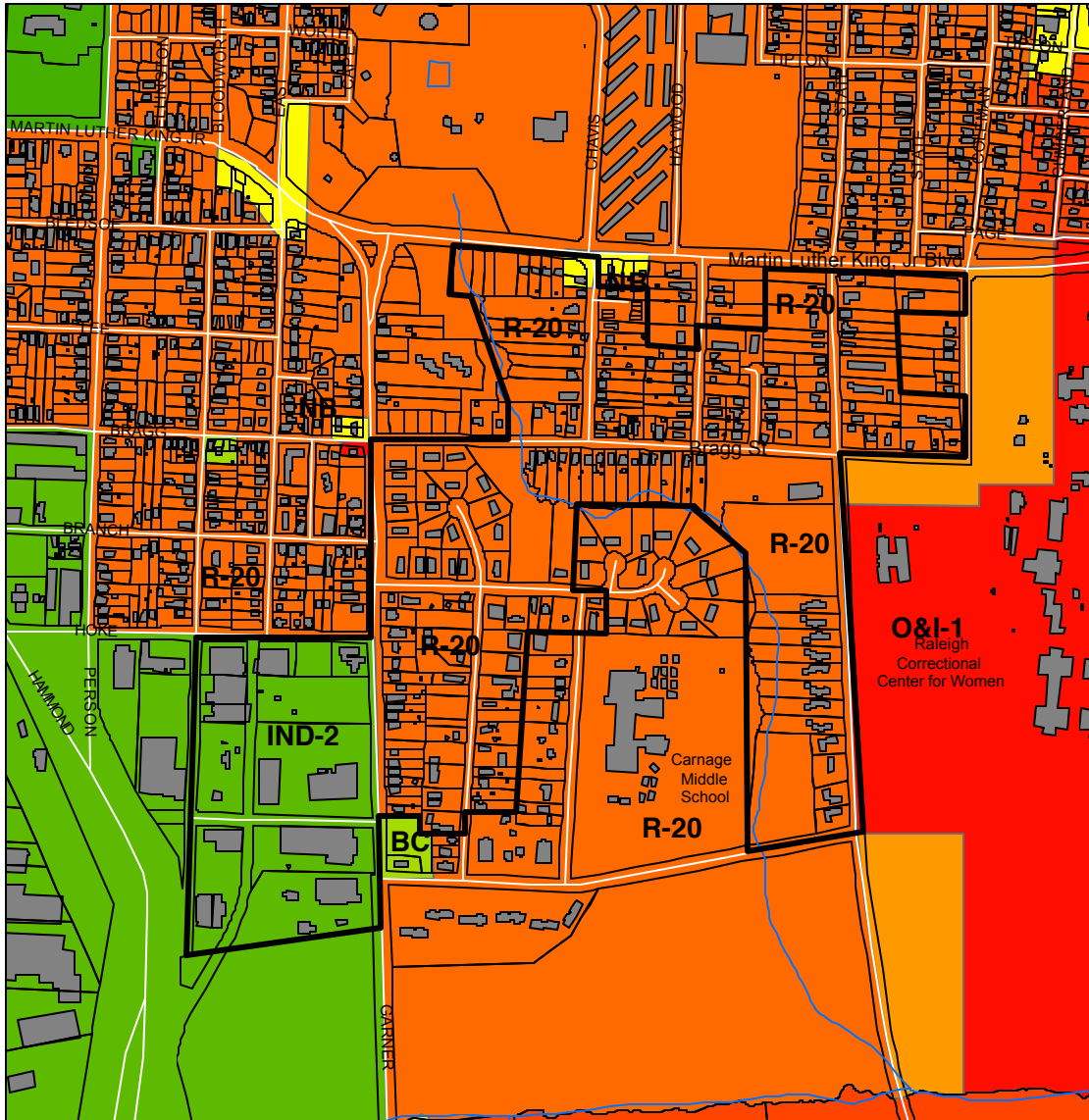
<b>Legend</b>	
 Hydrology	Ch - Church
 Redevelopment Plan Boundary	I - Industrial
	CS - Convenience Store
	R - Residential
	B - Business
	G - Greenway
	V - Vacant

  
 1 inch equals 653 feet





# Garner Road Area Redevelopment Plan


Existing Zoning



**Legend**

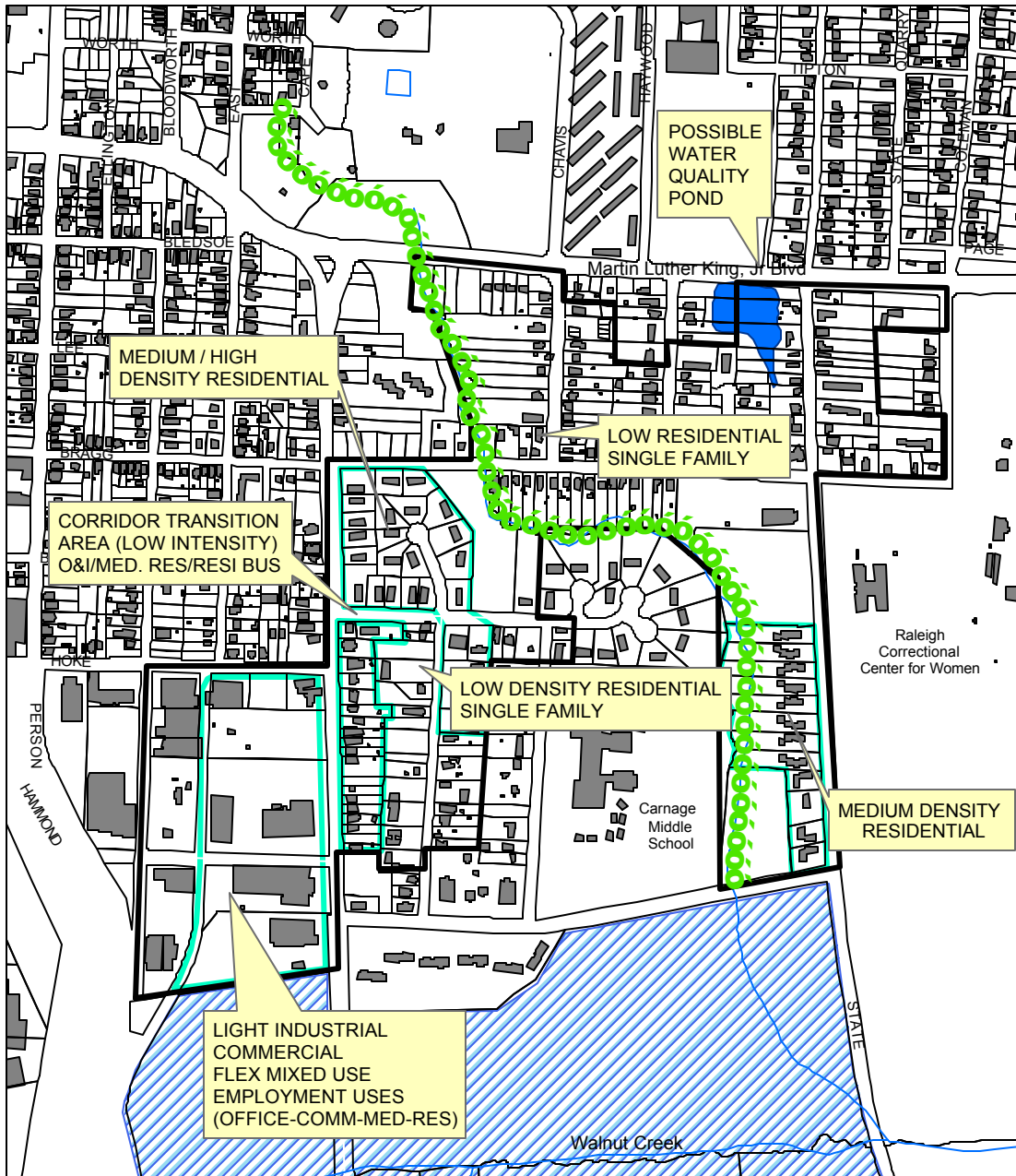
- IND-2 - Industrial 2
- NB - Neighborhood Business
- R-10 - Residential 10
- R-20 - Residential 20
- O&I-1 - Office and Institutional 1
- O&I-2 - Office and Institutional 2
- BC - Buffer Commercial

 Hydrology  
 Redevelopment Plan Boundary

  
 1 inch equals 626 feet

# Garner Road Area Redevelopment Plan

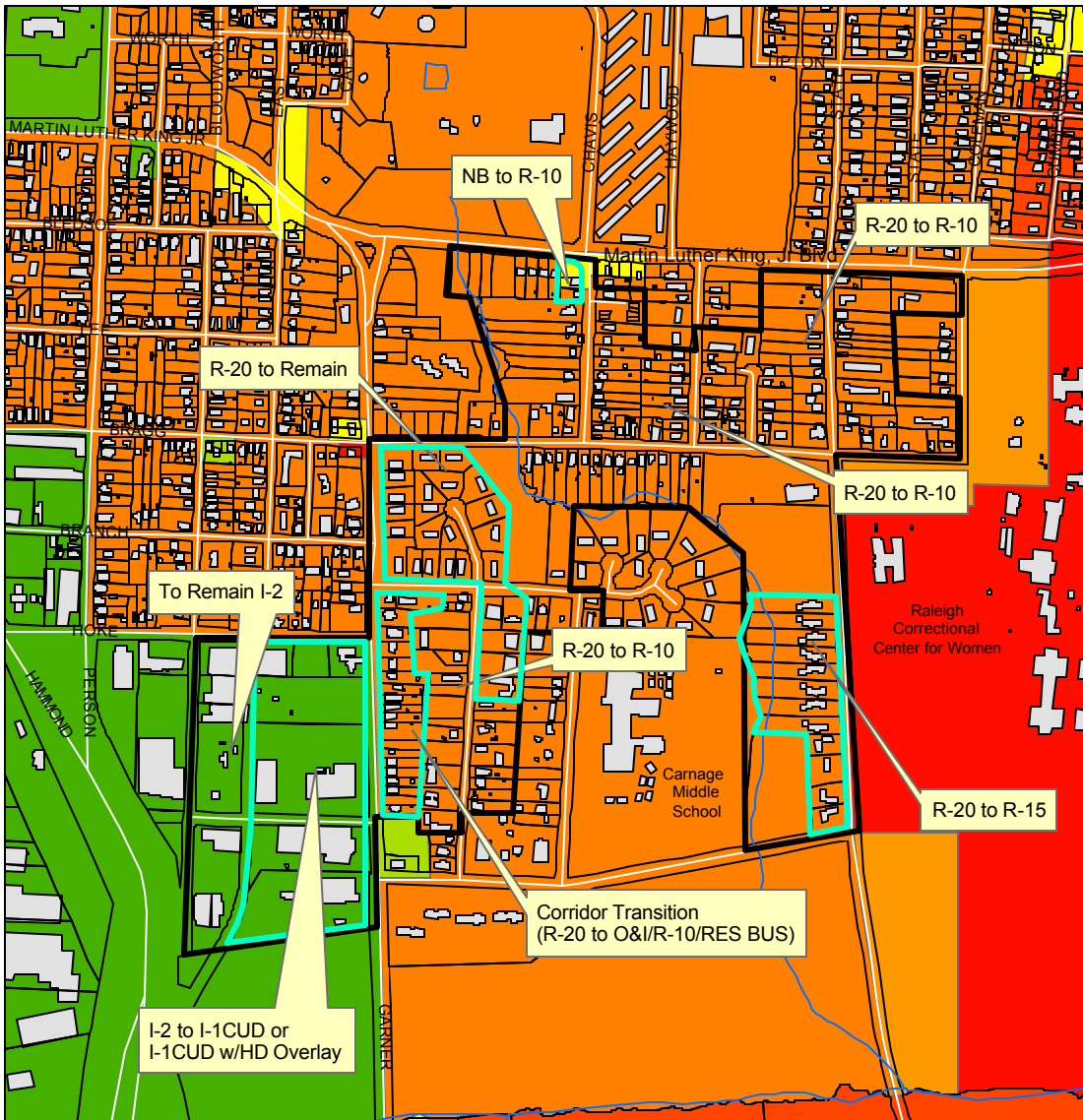
## Proposed Land Use Plan



<b>Legend</b>	Greenway
Hydrology	Wetland Park
Redevelopment Plan Boundary	
	1 inch equals 564 feet

# Garner Road Area Redevelopment Plan

Proposed Zoning Plan



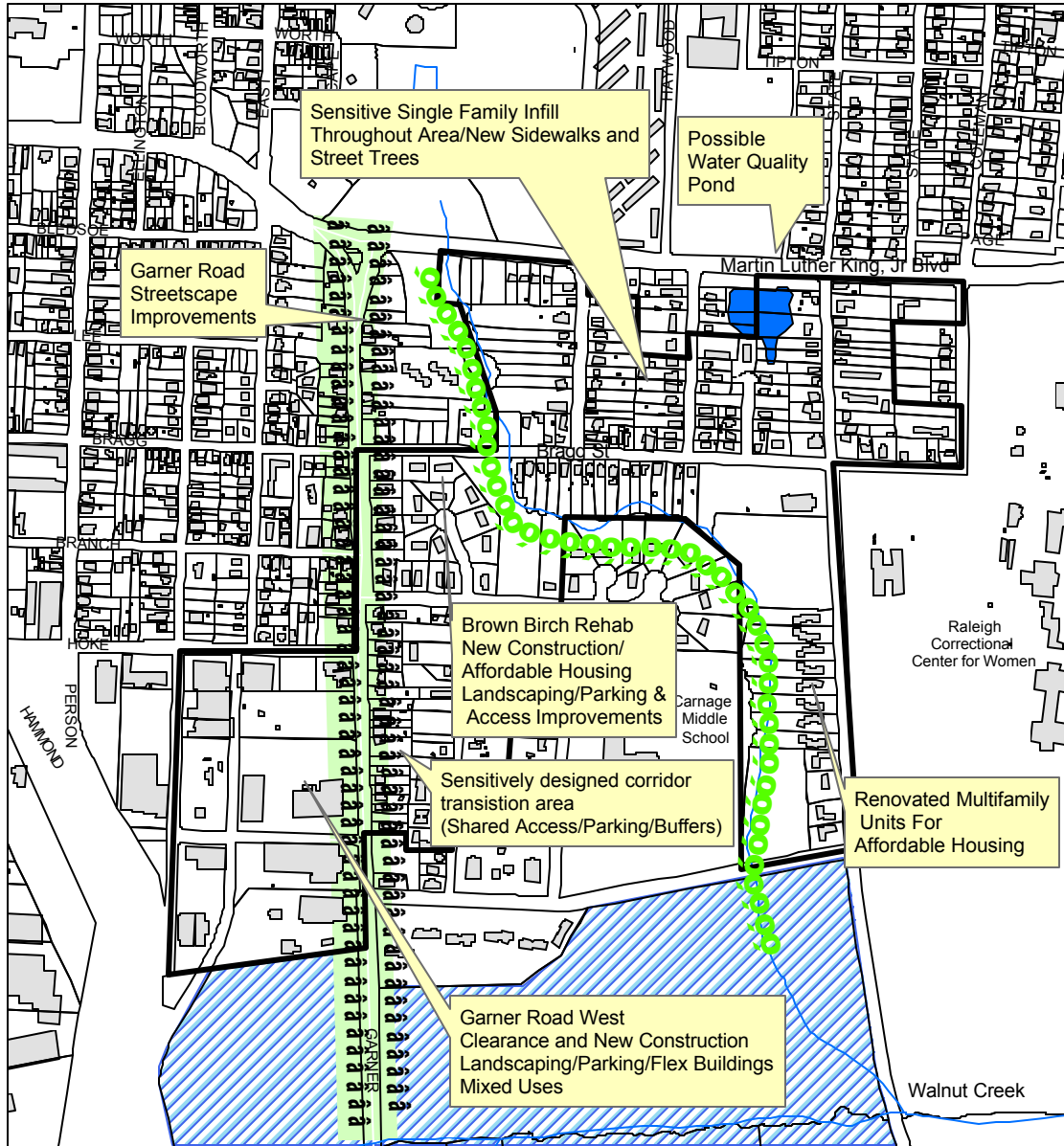
**Legend**

-  Hydrology
-  Redevelopment Plan Boundary

  
 1 inch equals 630 feet

# Garner Road Area Redevelopment Plan

Preliminary Site Plan

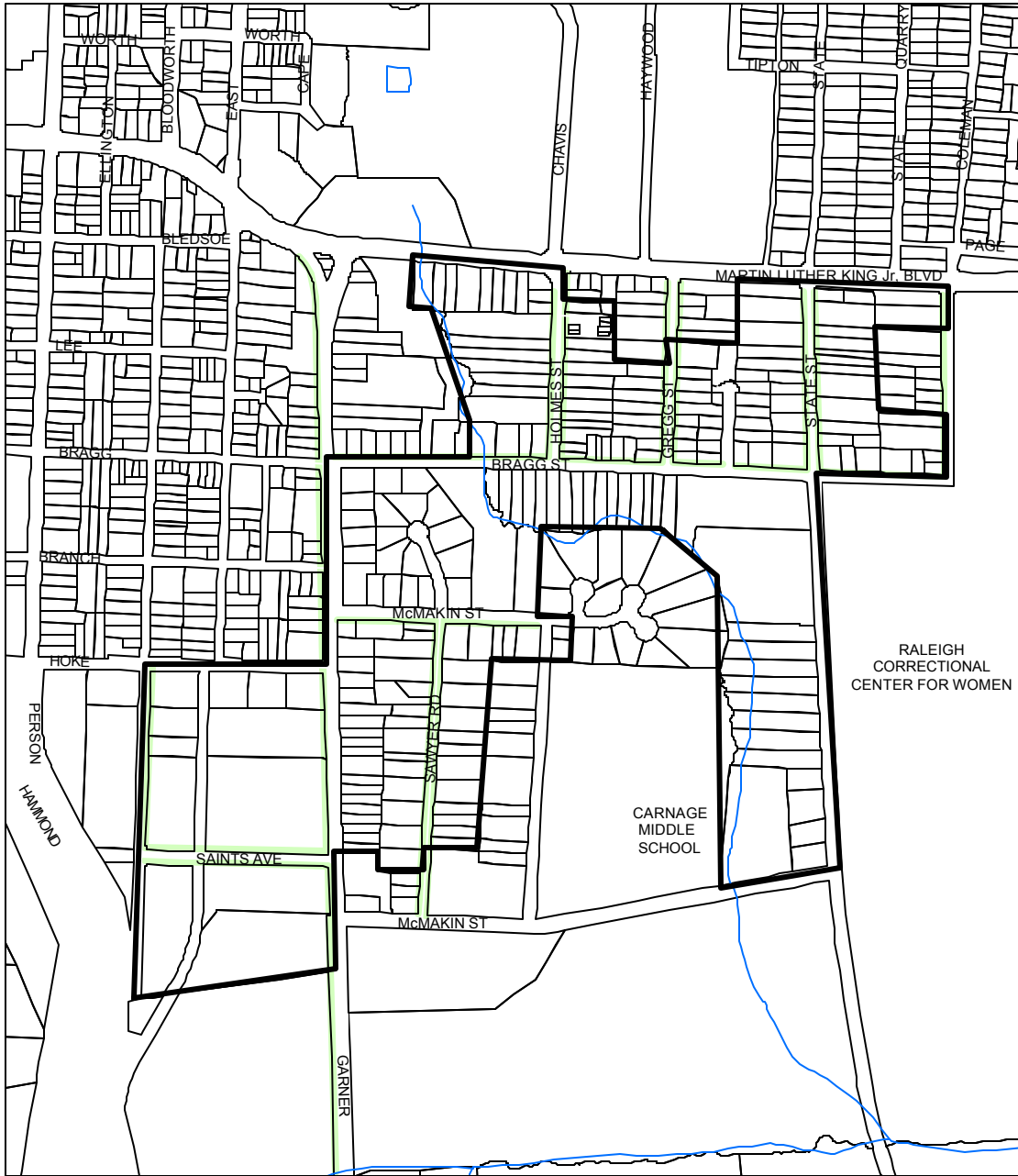


<b>Legend</b>		Greenway
		Hydrology
		Redevelopment Plan Boundary
		1 inch equals 600 feet


\*Site Plan to be completed through community design workshops.

# Garner Road Area Redevelopment Plan

Proposed Public Improvements

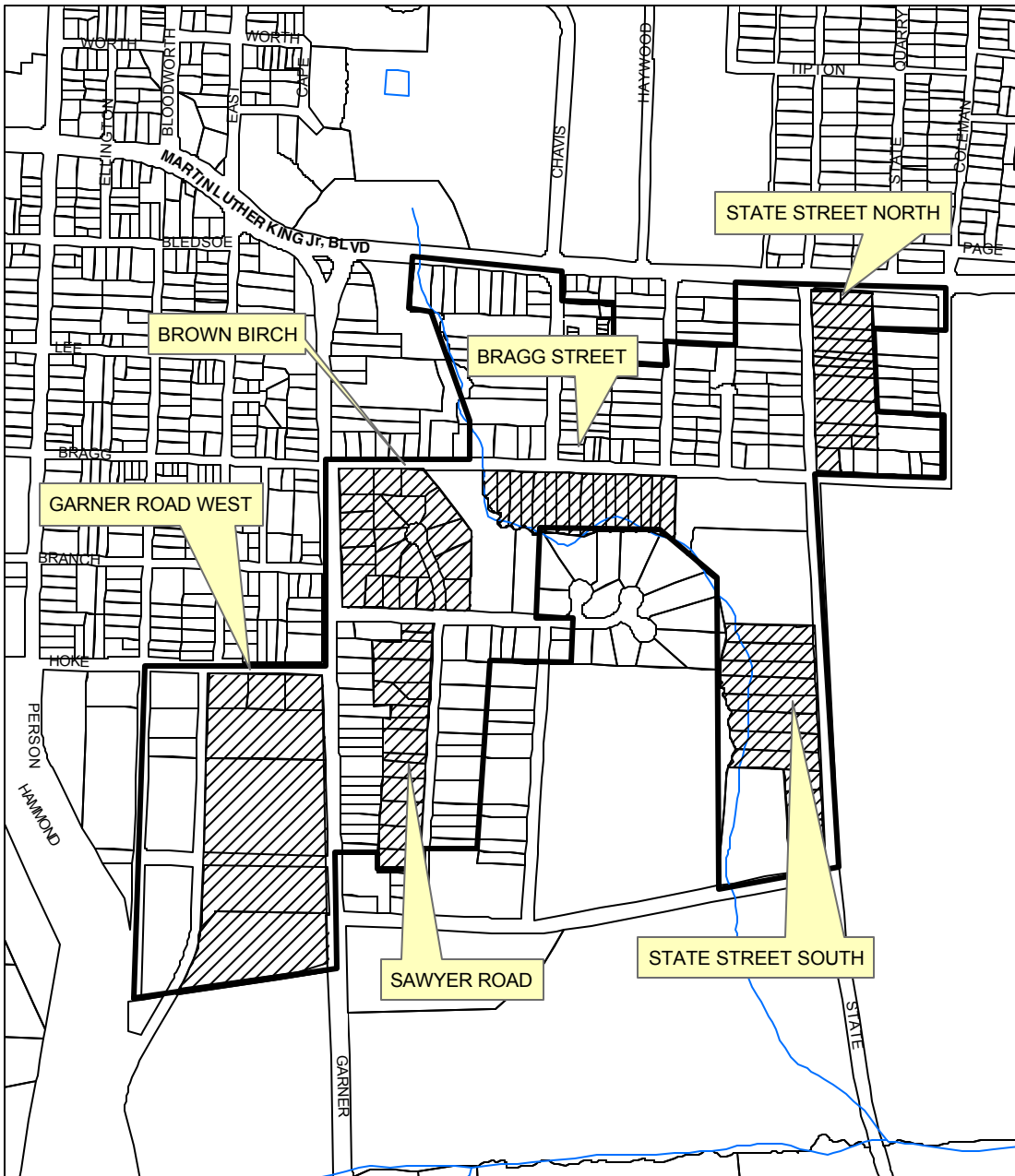


**Legend**  
Street Improvements Throughout the Area


  
1 inch equals 561 feet

# Garner Road Area Redevelopment Plan

## Land Acquisition Map



**Legend**

 **Focused Land Acquisition Areas\***

\*Focused acquisition areas not to exclude individual acquisitions throughout plan area.

