

# BRIEFING BOOK

# Southeast Special Area Study

RALEIGH DEPARTMENT OF CITY PLANNING  
NOVEMBER 2018





## Table of Contents

INTRODUCTION .....	3
SITE INFORMATION.....	3
DEMOGRAPHIC CONTEXT .....	9
ENVIRONMENT .....	10
LAND USE & DEVELOPMENT .....	15
TRANSPORTATION.....	24

## Introduction

The 2030 Comprehensive Plan states that area-specific planning studies should be undertaken for defined geographic areas that require more focused study area outreach. In addition to future land use designations, the Future Land Use Map designates seven Special Study Areas where further study, including focused community outreach, is needed to determine a preferred land use pattern. The Southeast Special Area Study includes one of those designated study areas.

The Southeast Special Area Study abuts Raleigh's southeast corporate boundary. This is an area that is affected by increased growth, planned investment in the City's public utilities infrastructure, the presence of important natural areas, the proximity of jurisdictions spanning multiple counties, and is bisected by a major interstate project. At the heart of these factors are important policy and planning questions for the area, which this study aims to approach.

### HOW TO USE THIS DOCUMENT

This document is intended to provide basic context to the study area to facilitate conversation between staff, stakeholders, and the public. It includes information on existing conditions, current policy, and established planning efforts in and around the study area.

### FOR MORE INFORMATION

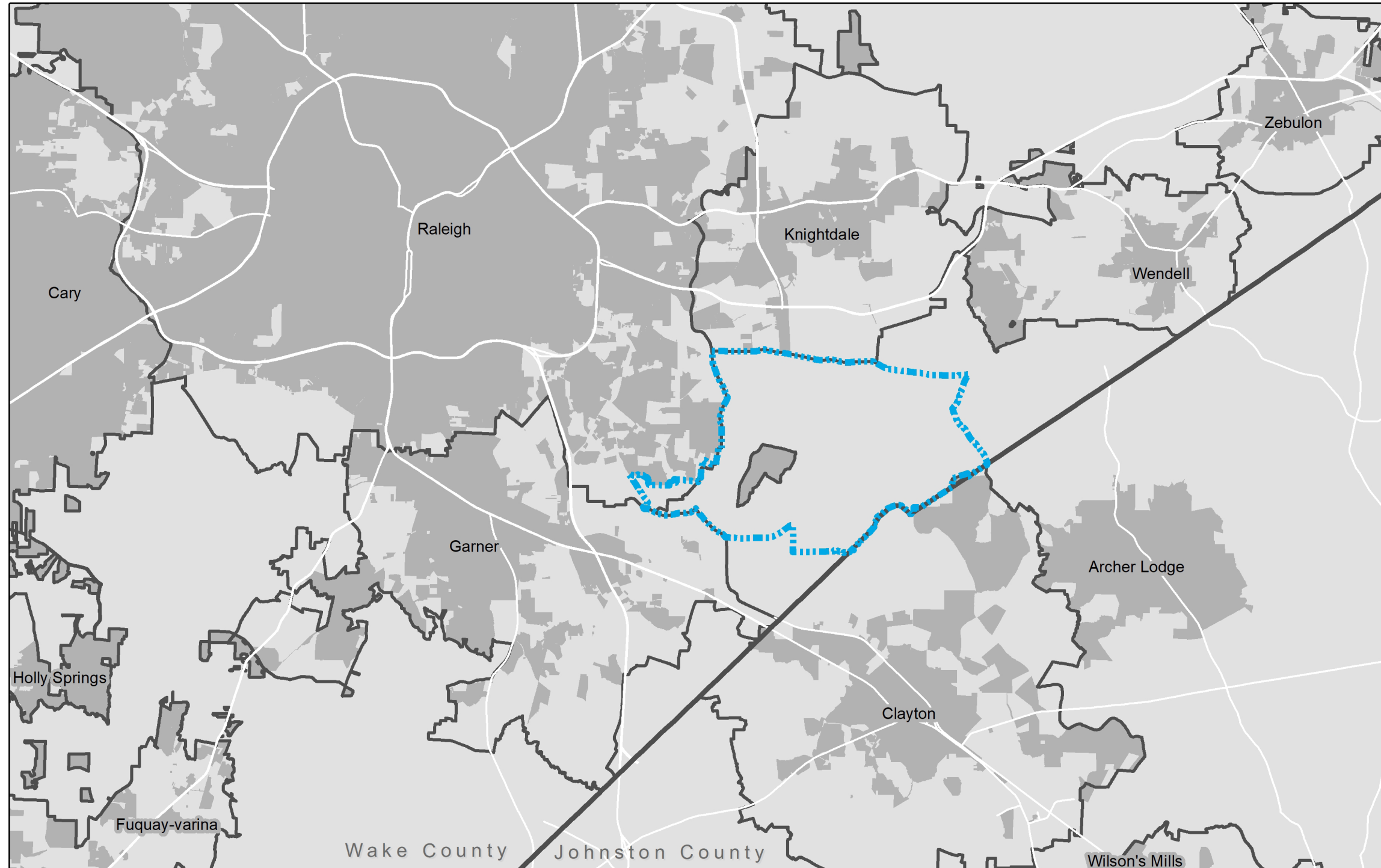
The staff contact for this project is Don Belk. He can be reached at [Donald.Belk@raleighnc.gov](mailto:Donald.Belk@raleighnc.gov).

## Site information


The Southeast Special Area Study focuses on approximately 18 square miles in southeast Wake County, bordering the City of Raleigh to the northeast and Johnston County to the southeast. The site is nearby several municipalities' extra territorial jurisdictions (ETJ), including Raleigh, Knightdale, Garner, and Clayton. The ETJ is the contiguous area in which a municipality has authority to enforce zoning and other planning tools.

The study area is also located at the nexus of nearby municipalities' urban service areas (USA). These are areas planned for utility service in the short- and long-term. The study area contains Raleigh's short and long-range urban service areas (USA). Knightdale's short-range USA is adjacent to the study area's northern boundary. The long-range USA for Wendell and Garner are also adjacent to the study area. See page 8 for more information.

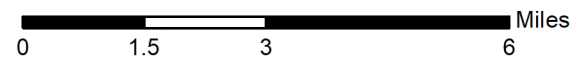


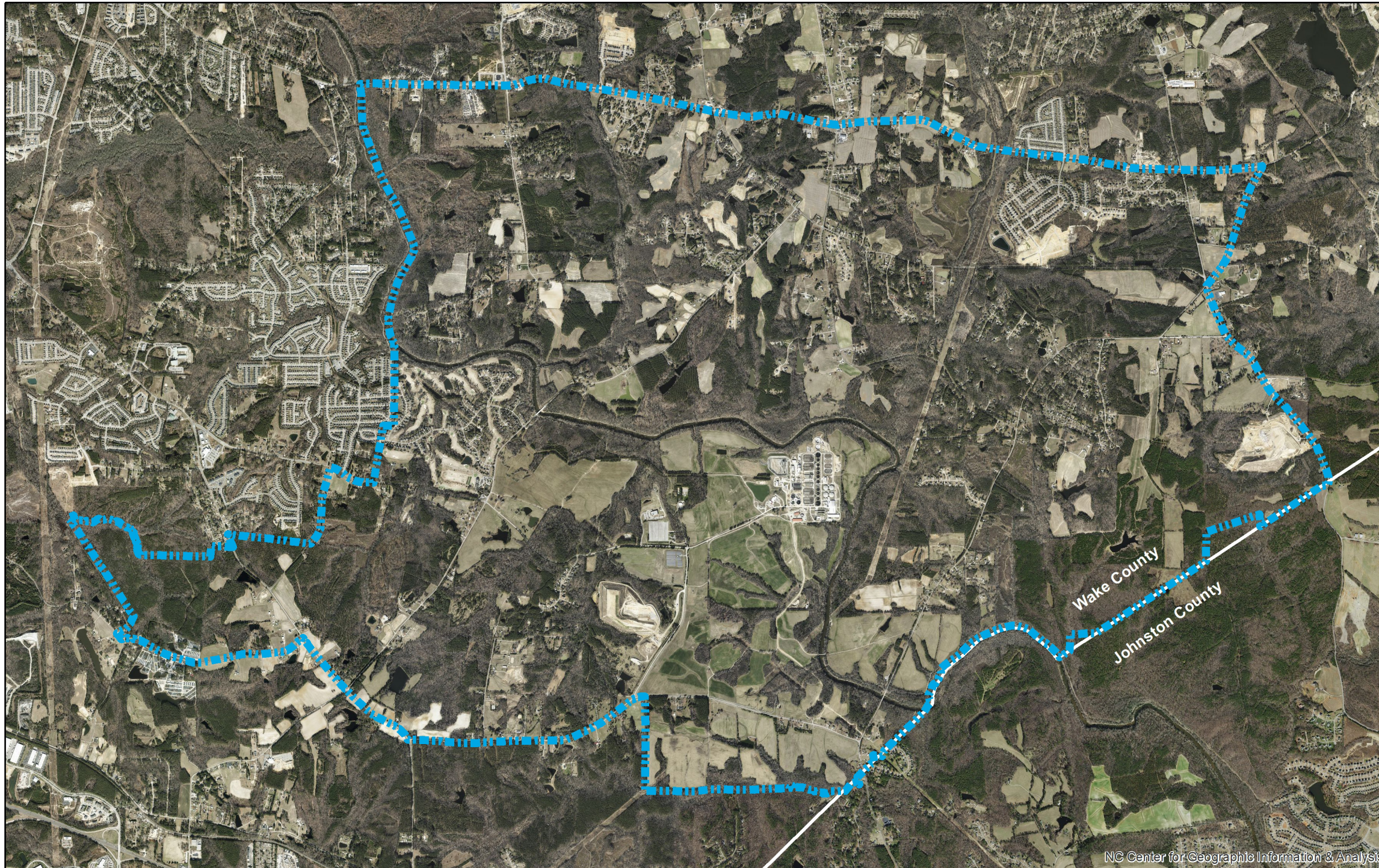


### Location

 Study Area Boundary

The study area is located in southeastern Wake County, adjacent to Johnston County. The extra-territorial jurisdictions of Raleigh, Knightdale, Garner, and Clayton abut the study area.





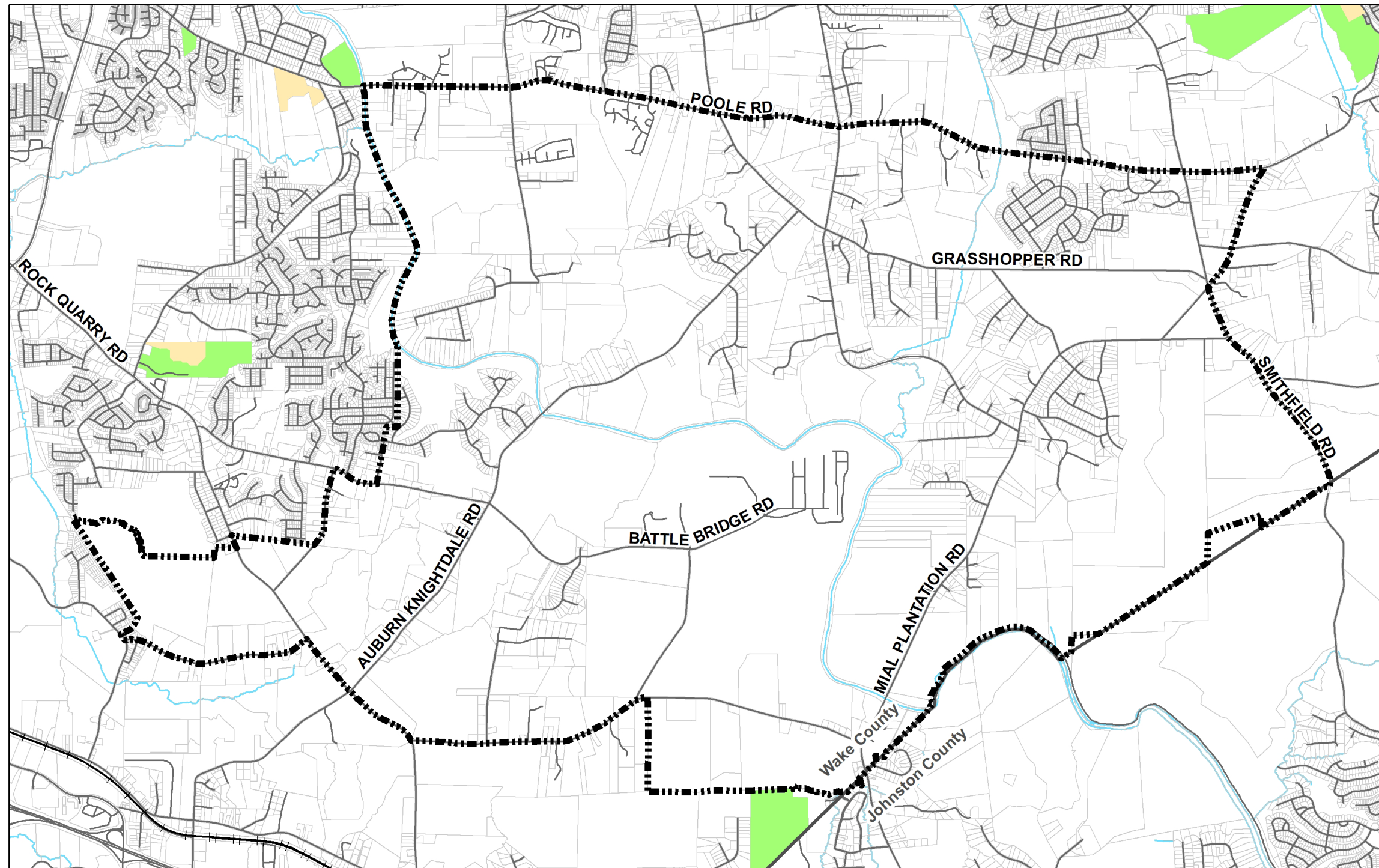
## Orthophoto

 Study Area Boundary

The study area is located in southeastern Wake County, adjacent to Johnston County.

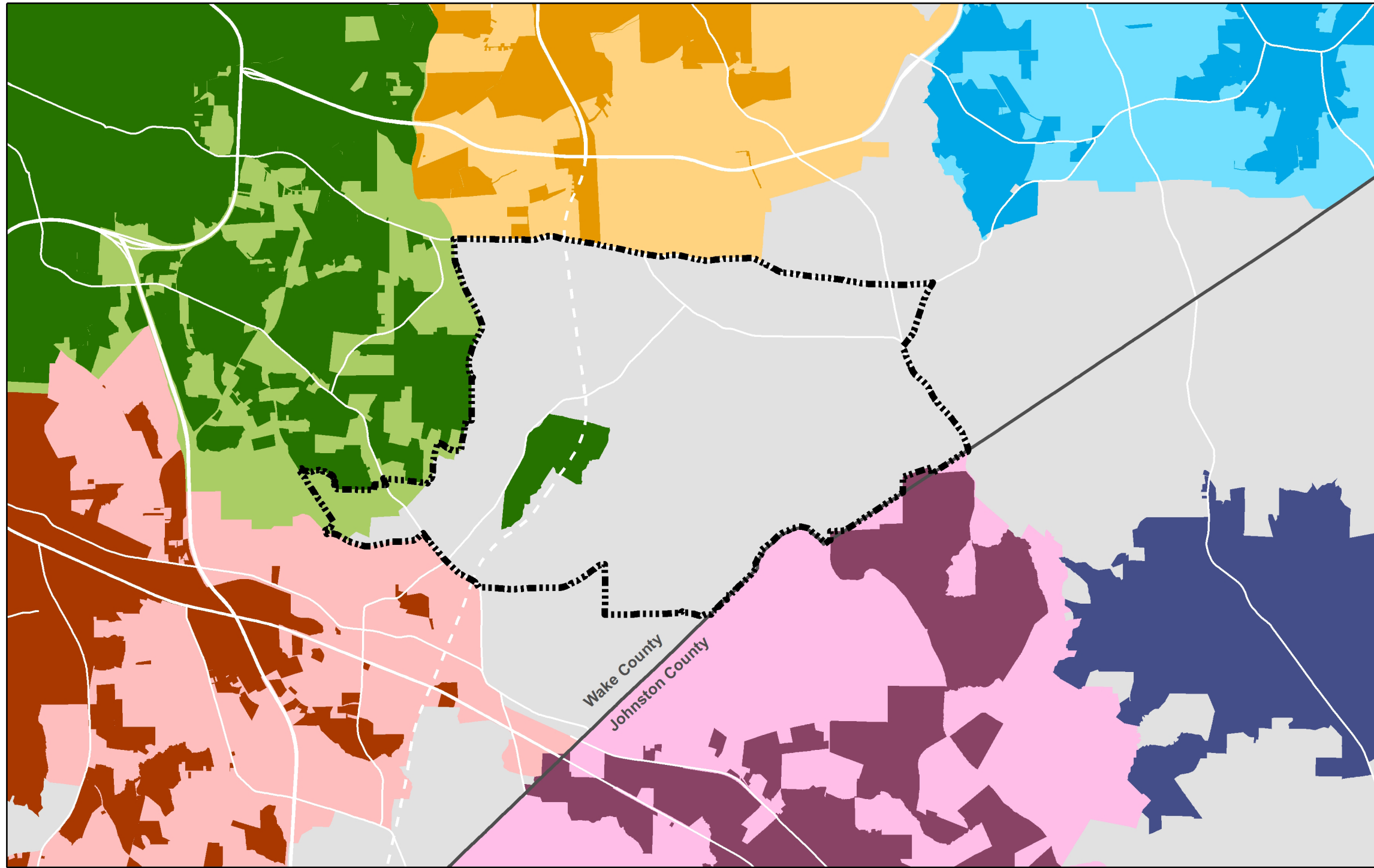


### Planimetric



- +— Railroad
- Park
- School
- Parcel
- Study Area Boundary

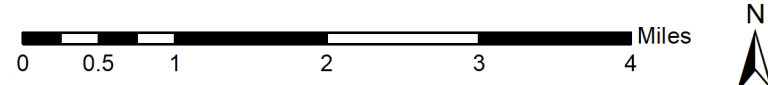
The study area is located in southeastern Wake County, adjacent to Johnston County.

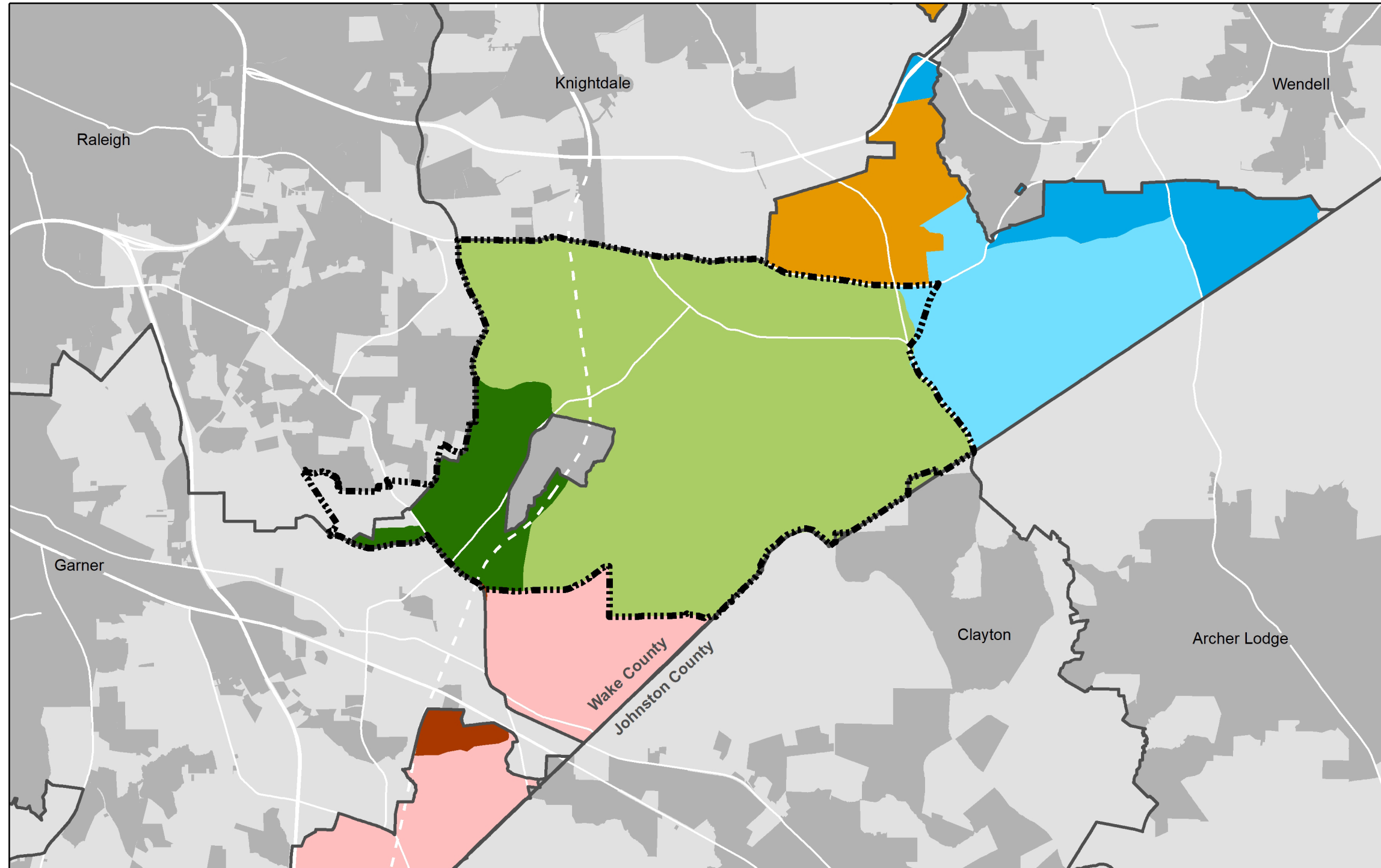


### Corporate Limits and Planning Jurisdictions









Corporate Limits	Planning Jurisdictions
Clayton	Clayton
Garner	Garner
Knightdale	Knightdale
Raleigh	Raleigh
Wendell	Wendell
Archer Lodge	Study Area Boundary

The study area contains a portion of the City of Raleigh and is adjacent to the planning jurisdictions (ETJ) of Garner, Clayton, and Knightdale.





## Urban Service Area

Short Range USA		Long Range USA	
	Garner		Garner
	Raleigh		Raleigh
	Wendell		Wendell
	Knightdale		Study Area Boundary

Urban service areas are those that are planned for utility service in the near and long-term. The study area contains Raleigh's short-range and long-range urban service area and is adjacent to Knightdale's short-range and Garner and Wendell's long-range urban service area.



# Demographic context

The study area contains all or a portion of five Census Block Groups that can be used to evaluate demographic information. These Block Groups have an estimated population of 17,631. The 2016 American Community Survey 5-year Estimates for these parcels show that there is a distinct difference in the racial makeup of residents (Table 1) compared with surrounding counties. For example, a greater proportion of residents in the study area are Black or African-American than both Wake County and Johnston County – over twice the percentage.

Economic indicators also show some notable differences between the study area and the surrounding counties. The area has a significantly lower proportion of both individuals with income under the poverty line and renter-occupied housing units than the surrounding counties overall. The average median income for the study area \$67,011 falls between the median income for Wake and Johnston Counties but significantly

closer to Wake County’s substantially higher median value. A similar pattern appears for education attainment for those aged 25 and older. Values fall between Wake and Johnston County’s averages. Over 40 percent of residents have a college degree, but a smaller proportion have graduate degrees compared with Wake County as a whole.

Of the estimated 6,000 housing units located in the study area block groups, around 24 percent were renter occupied, nearly ten percentage points lower than Wake County and five percentage points lower than Johnston County as a whole. In the context of the study area’s rural character, this may point towards less turnover in the residency of study area inhabitants. Nearly 70 percent of housing units, according to the American Community Survey, were built between 1990 and 2009. Nearly 400 housing units, around 4 percent, were built before 1960.

**TABLE 1. RACIAL DEMOGRAPHICS, MEAN PERCENTAGE**

	Study Area	Wake County	Johnston County
White	45.5	67.1	78.2
Black or African American	45.4	20.6	15.3
American Indian or Alaska Native	1.4	0.3	0.5
Asian	1.8	6.2	0.7
Native Hawaiian or Other Pacific Islanders	0.0	0.1	0.0
Some other race	3.9	3.1	2.8
Two or more races	1.9	2.7	2.5

**TABLE 2. HISPANIC POPULATION, MEAN PERCENTAGE**

	Study Area	Wake County	Johnston County
Hispanic	11.3	9.9	13.1

**TABLE 3. MEDIAN INCOME, 2016 DOLLARS**

	Study Area	Wake County	Johnston County
Median income	67,011	70,620	51,980

**TABLE 4. INDIVIDUALS IN POVERTY, MEAN PERCENTAGE**

	Study Area	Wake County	Johnston County
Individuals in poverty	4.7	10.8	14.6

**TABLE 5. RENTER OCCUPIED HOUSING UNITS, MEAN PERCENTAGE**

	Study Area	Wake County	Johnston County
Renter occupied	23.7	36.6	28.4

**TABLE 6. EDUCATIONAL ATTAINMENT, MEAN PERCENT**

	Study Area	Wake County	Johnston County
High school diploma or equivalent	21.5	16.2	30.2
Some college	23.8	17.8	22.1
Associate’s degree	10.9	8.2	11.4
Bachelor’s degree	24.2	31.9	15.5
Master’s degree	6.9	13.3	4.5
Professional school degree	0.4	2.4	0.8
Doctoral degree	0.2	2.5	0.5

# Environment

## TOPOGRAPHY, HYDROLOGY, FLOODPLAIN

The study area is intersected by Neuse River, Poplar Creek, and Walnut Creek. The topography gently slopes up from these main hydrological features. The floodplain for the 1% annual chance flood intersects the study area and is substantial in area, particularly on the northern side of Neuse River.

## PARKS FACILITIES AND PLANNING

Raleigh's Parks, Recreation, and Cultural Resources Department serves southeast Raleigh, including Barwell Road, Pearl Road and Anderson Point parks. In addition, the department's Capital Area Greenway Master Plan identifies several greenways through the study area. These follow Neuse River and other water features and would provide connections to parks in southeast Raleigh. Portions of the Neuse River greenway have been constructed.

## NATIONAL HERITAGE AREAS

The North Carolina Natural Heritage Program identifies natural areas across the state that are of special biodiversity significance due to the presence of rare species, unique natural communities, important animal assemblages, or other ecological features. The study area contains and is nearby several natural heritage areas, including the Neuse River Forests, Walnut Creek Sumac Site, and the Marks Creek Floodplain. The Neuse River Forests and Marks Creek Floodplain

have a Moderate rating, indicating they are among the 9-12th best examples in the state of the natural element it contains. The Walnut Creek Sumac Site has a High rating, indicating it is the 5-8th best example in the North Carolina.

There is also a significant presence of areas managed for conservation in and around the study area. Along the Neuse River is open space owned by Wake County. In addition, Clemmons State Forest facilities are south of the study area and Triangle Land Conservancy preserve and land associated with the Mountain-to-Sea trail are located east of the study area near the boundary with Johnston County. West of the study area is land owned by the Triangle Greenways Council.

In addition to the conserved land identified by the state, there is also a considerable amount of privately-owned open land, farmland, and forest in and around the study area.

## CULTURAL RESOURCES

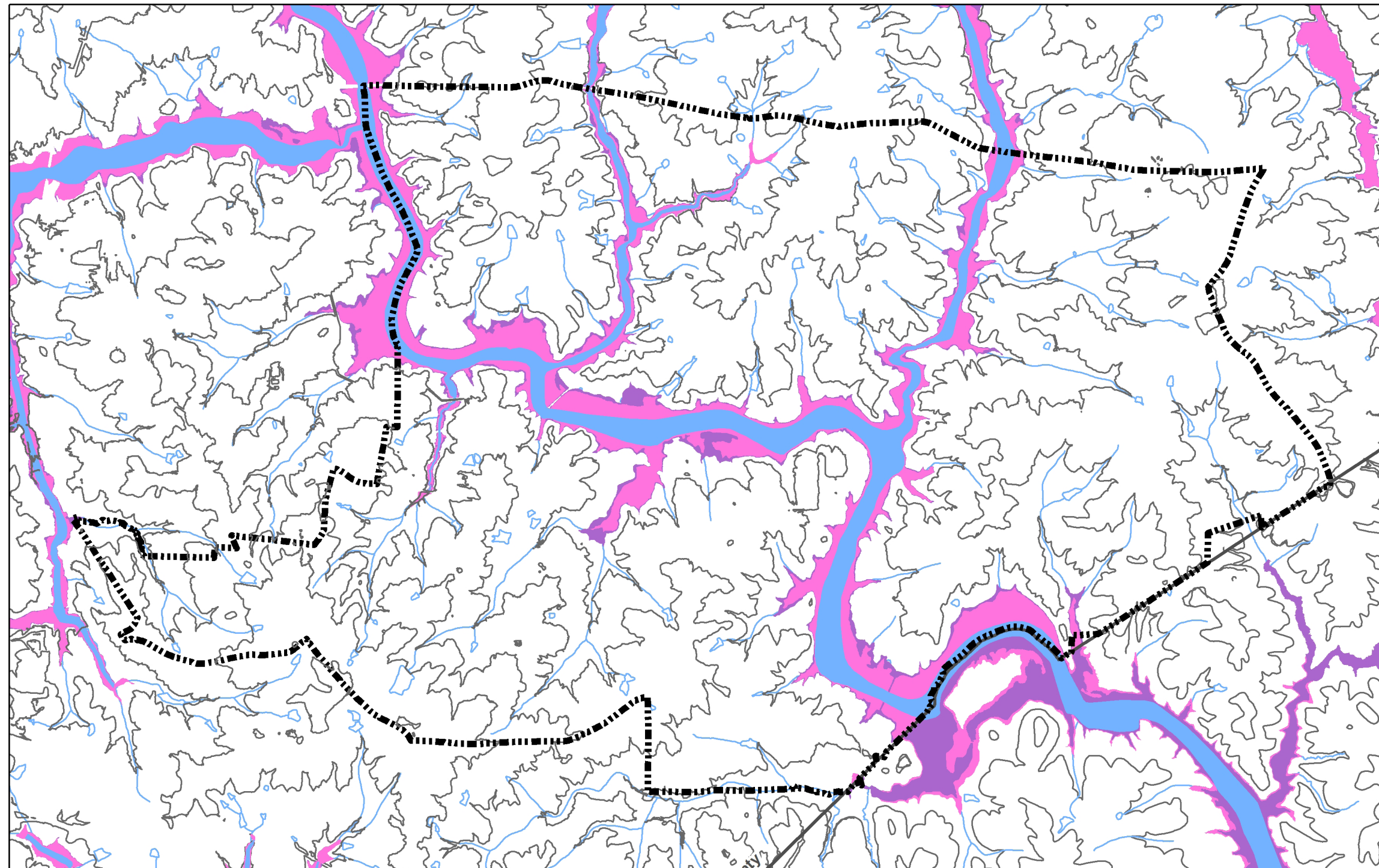
In addition to natural resources, the study area contains areas of historical significance. Walnut Hill Historic District is located at the intersection of Major Slade Road and South Smithfield Road, and was listed in the National Historic Register in 2000. It consists of approximately 157 acres of what were originally part of the Walnut Hill Plantation, founded in the late eighteenth century. Two structures associated with the district – Walnut Hill Cotton Gin and Oaky Grove – have also been listed in the National Register. Structures in the district are examples of mid-eighteenth century and early nineteenth century agricultural and agrarian architecture.



## EXISTING PLANS

Planning activity in the area includes:

- [Neuse River Mark's Creek Conservation Plan \(2008\)](#)
- [Mountains-to-Sea Trail Master Plan \(2015\)](#)
- [Triangle Farms for Food Strategy and Action Plan \(2016\)](#)

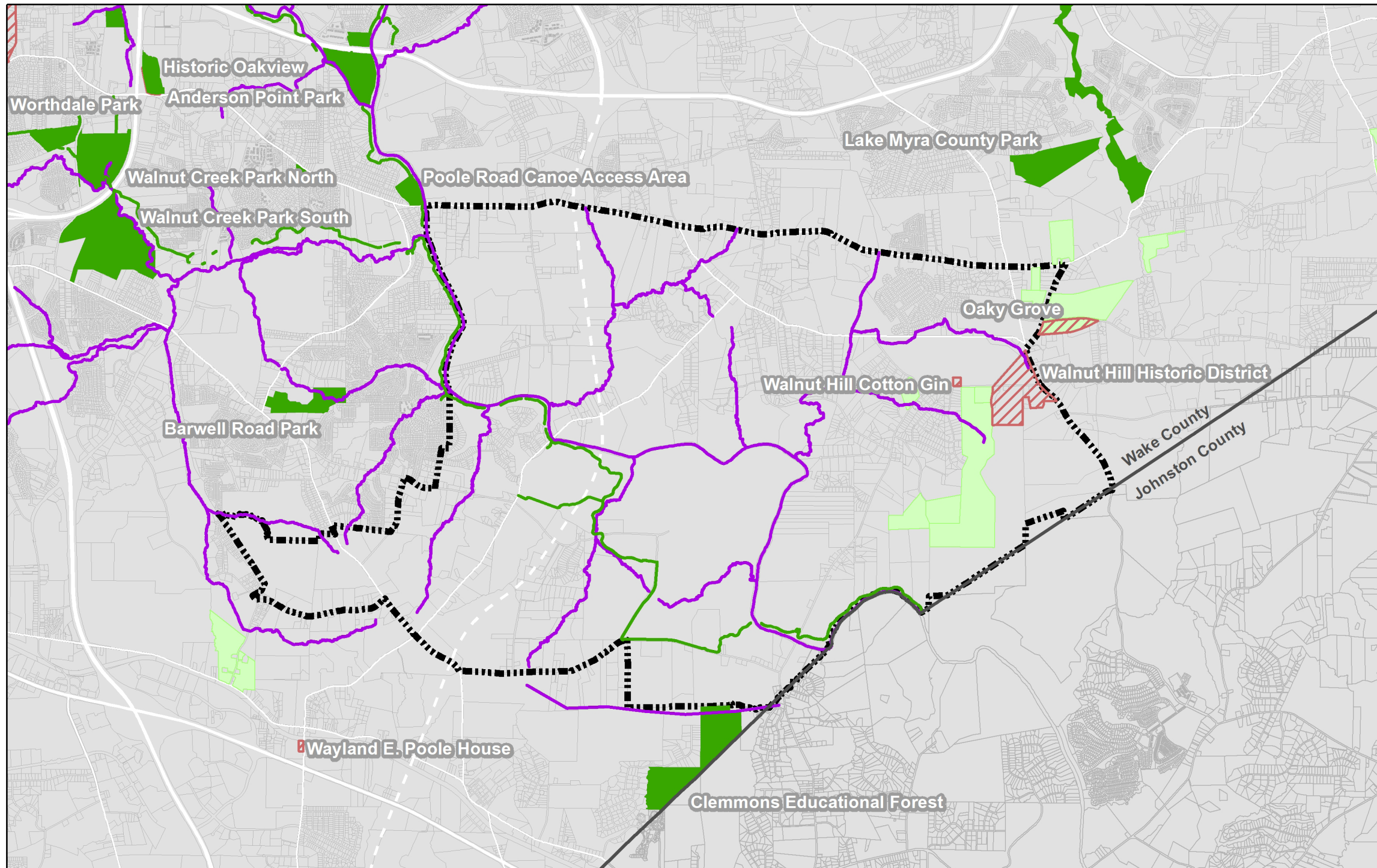


## Floodplain and Topography

- Topography (50' contour)
- 0.2% chance OR 1% (future conditions)
- 1% annual chance of flood
- Floodway - No encroachment
- Study Area Boundary

The study area is intersected by the Neuse River and associated floodplain.

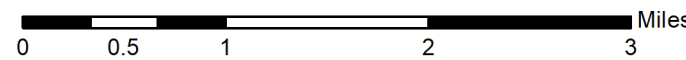


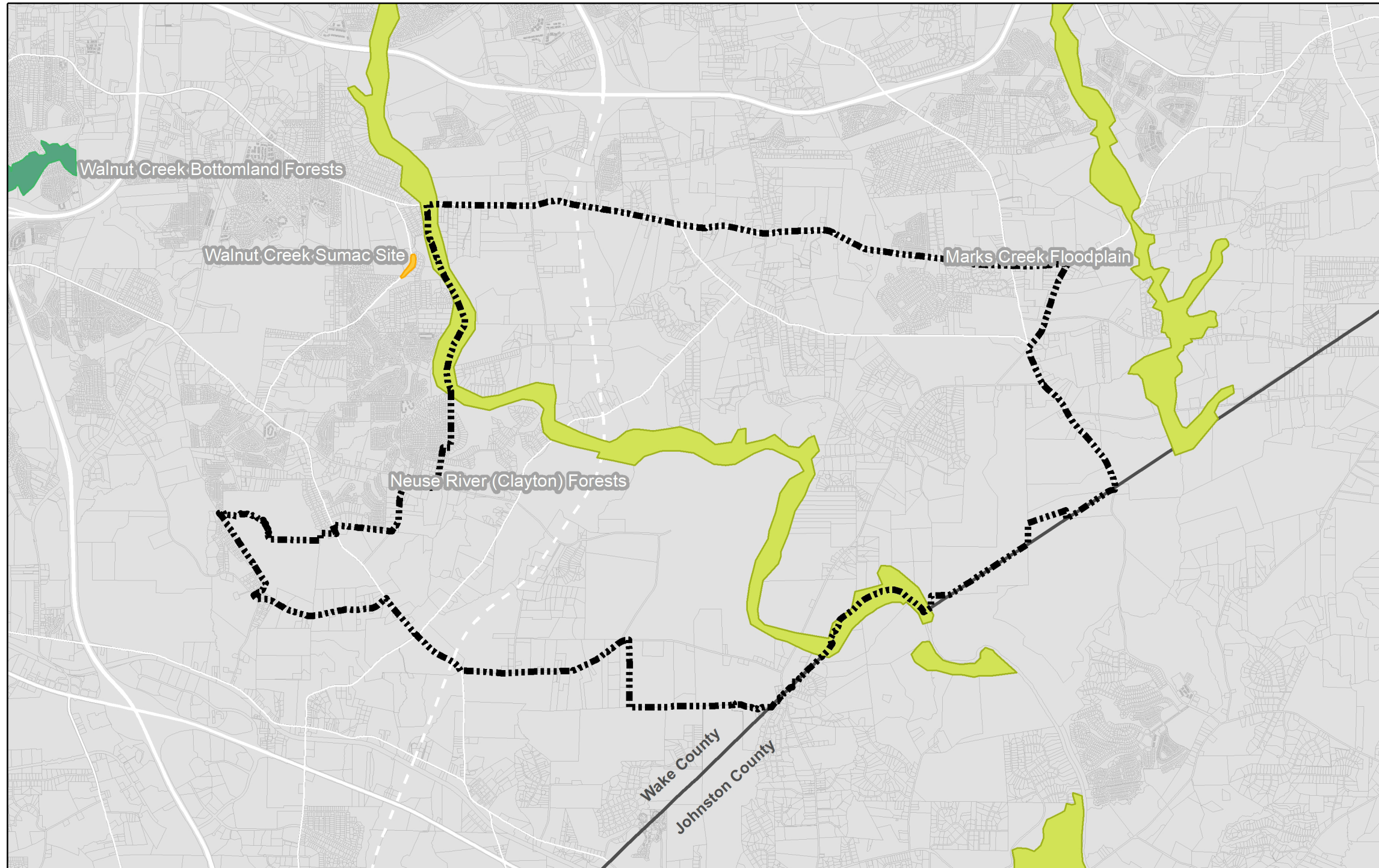


## Parks Facilities and Cultural Resources

- Raleigh Greenway Trails
- CAG Corridor Master Plan
- Parks
- National Register Historic District
- Voluntary Agriculture District
- Study Area Boundary

City of Raleigh parks exist adjacent and nearby the study area to the northwest. The Capital Area Greenway Corridor Master Plan identifies greenways throughout the study area. The study area contains several historic districts listed on the National Register.

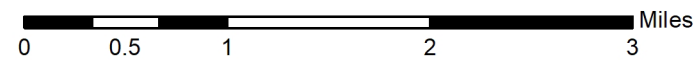


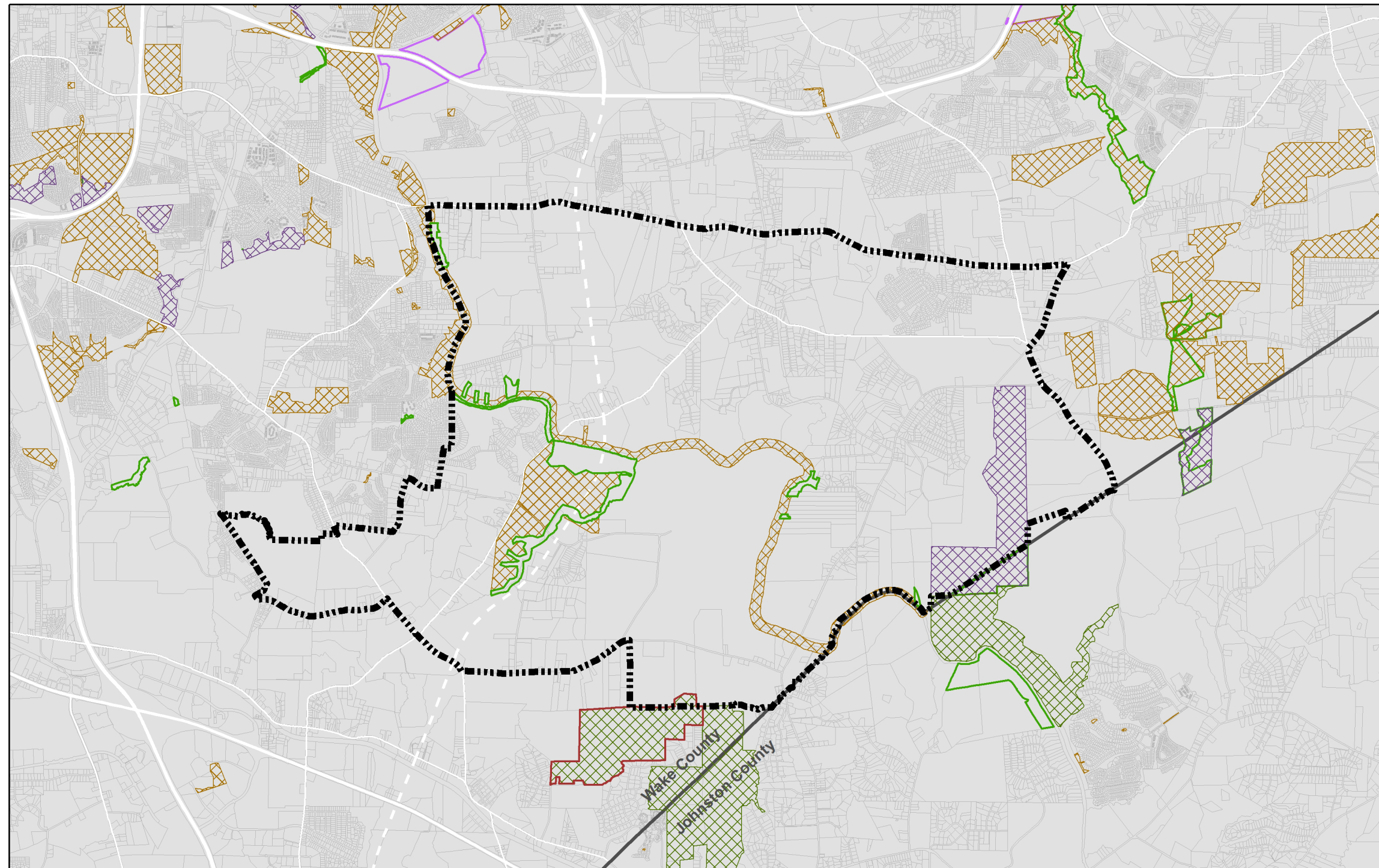


## Natural Heritage

- Exceptional
- Very High
- High
- Moderate
- General
- Unranked
- Study Area Boundary

The North Carolina Natural Heritage Program identifies natural areas that are of special biodiversity significance. The study area contains one NHNA, the Neuse River Forests, and is nearby the Walnut Creek Sumac Site and the Marks Creek Floodplain.





## Managed Areas

- Dedicated Nature Preserve
- Registered Heritage Area
- Conservation Easement
- Other Protection
- Federal Ownership
- State Ownership
- Local Government Ownership
- Private
- Study Area Boundary

The study area includes several areas managed for conservation, including open space along Neuse River and a Triangle Land Conservancy preserve.



# Land use & development

## CURRENT LAND USE

The study area includes a mix of current land uses, with a strong presence of residential, public and institutional, and vacant parcels.

## LAND USE POLICY

Land use decisions in Raleigh are guided by the 2030 Comprehensive Plan, which includes several policy maps. The most widely applicable is the Future Land Use Map, which envisions the future land use type and intensity of Raleigh's ETJ and USA. Much of the study area is designated as Rural Residential or Public Facilities, reflecting the large presence of low-density residential development and City of Raleigh facilities.

The 2030 Comprehensive Plan also includes an Urban Form Map that identifies areas and corridors where urban form guidance is applied. While there are no urban form designations in the study area, areas in southeast Raleigh are identified. Rock Quarry Road is identified as a Transit Emphasis Corridor and a Mixed-use Center is identified at the intersection with Battle Bridge Road.

These policies are implemented through rezoning requests and other matters where consistency with the Comprehensive Plan is considered.

## DEVELOPMENT ACTIVITY

Growth and interest in Southeast Raleigh is evident in recent rezoning activity in the area. Since the UDO remapping went into effect (February 2016), a handful of rezoning petitions have been filed near the study area, particularly around Rock Quarry Road and Poole Road. These requests show a renewed interest in development in southeast Raleigh, nearby the study area.

## ANNEXATION AGREEMENTS

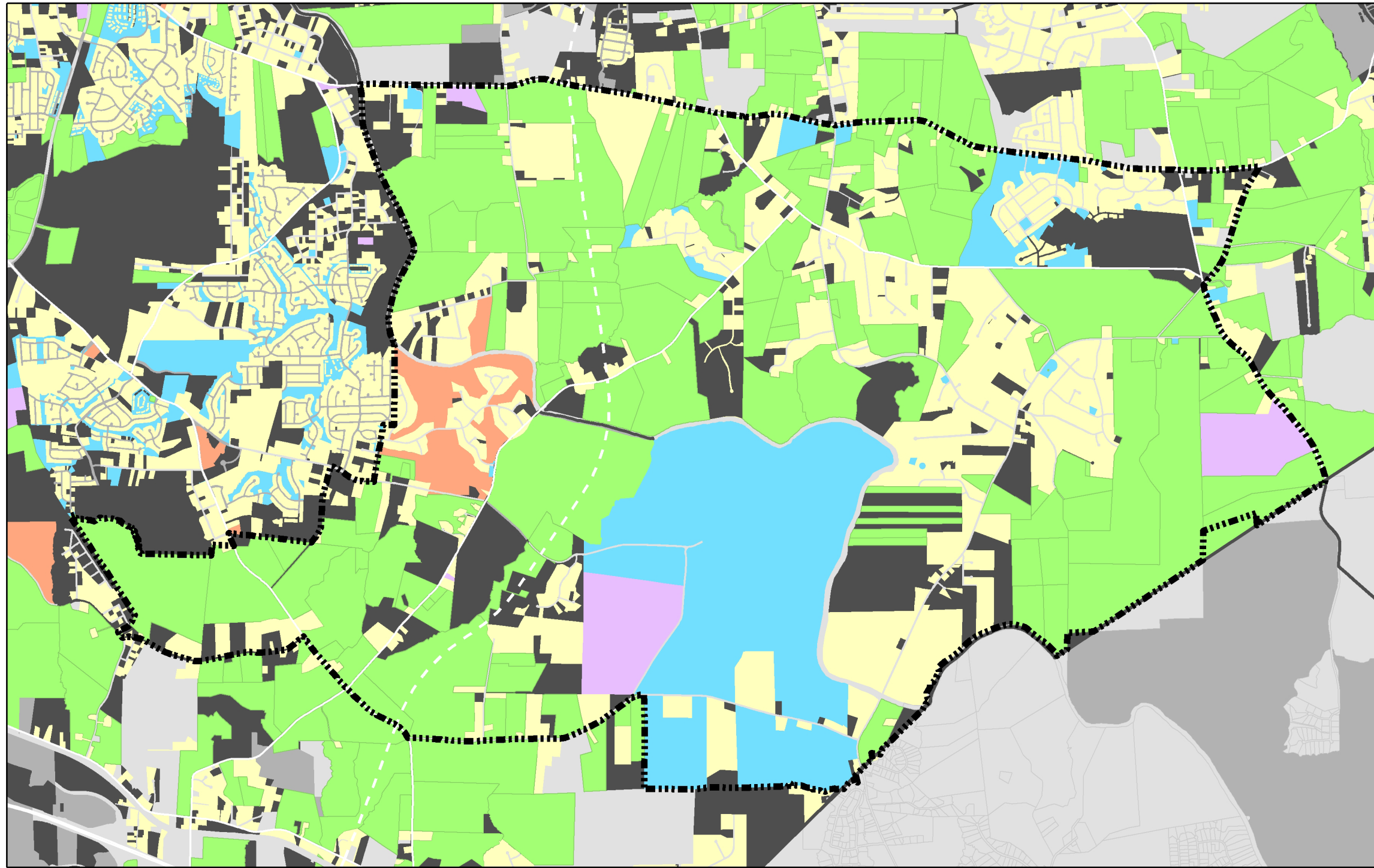
The City of Raleigh establishes annexation agreements with neighboring jurisdictions as a way to establish common understanding of future growth. The annexation agreement with Knightdale is established along the northern boundary of the study area and will expire in 2026. The annexation agreement with Garner, which the southern boundary of the study area roughly follows, expired in 2016 and is currently being updated.

## EXISTING PLANS


Planning activity in the area includes:

- [Southeast Wake Area Land Use Plan](#) (2010)
- [PLANWake](#) (Ongoing)
- [KnightdaleNext](#) (Ongoing)
- [Garner Forward](#) (2018)

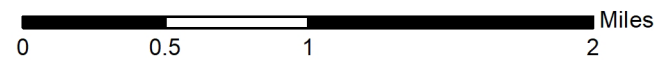




### Land Use

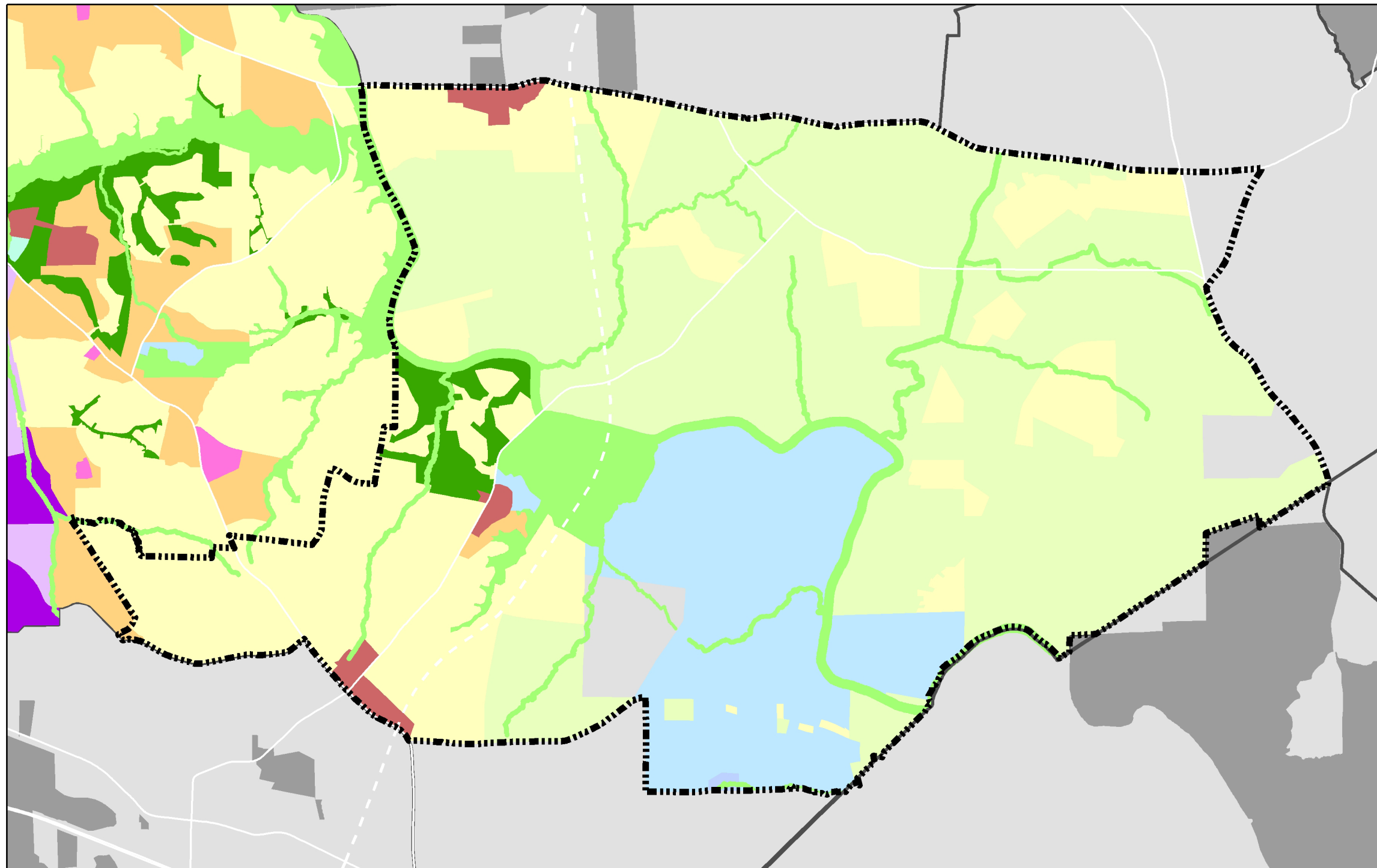
-  Commercial
-  Heavy Industry
-  Industrial
-  Mixed Use
-  Open
-  Public and Institutional
-  Residential
-  Vacant
-  Study Area Boundary

The study area includes a mix of current land uses, with a strong presence of residential, public and institutional, and open land uses such as agriculture and forestry.





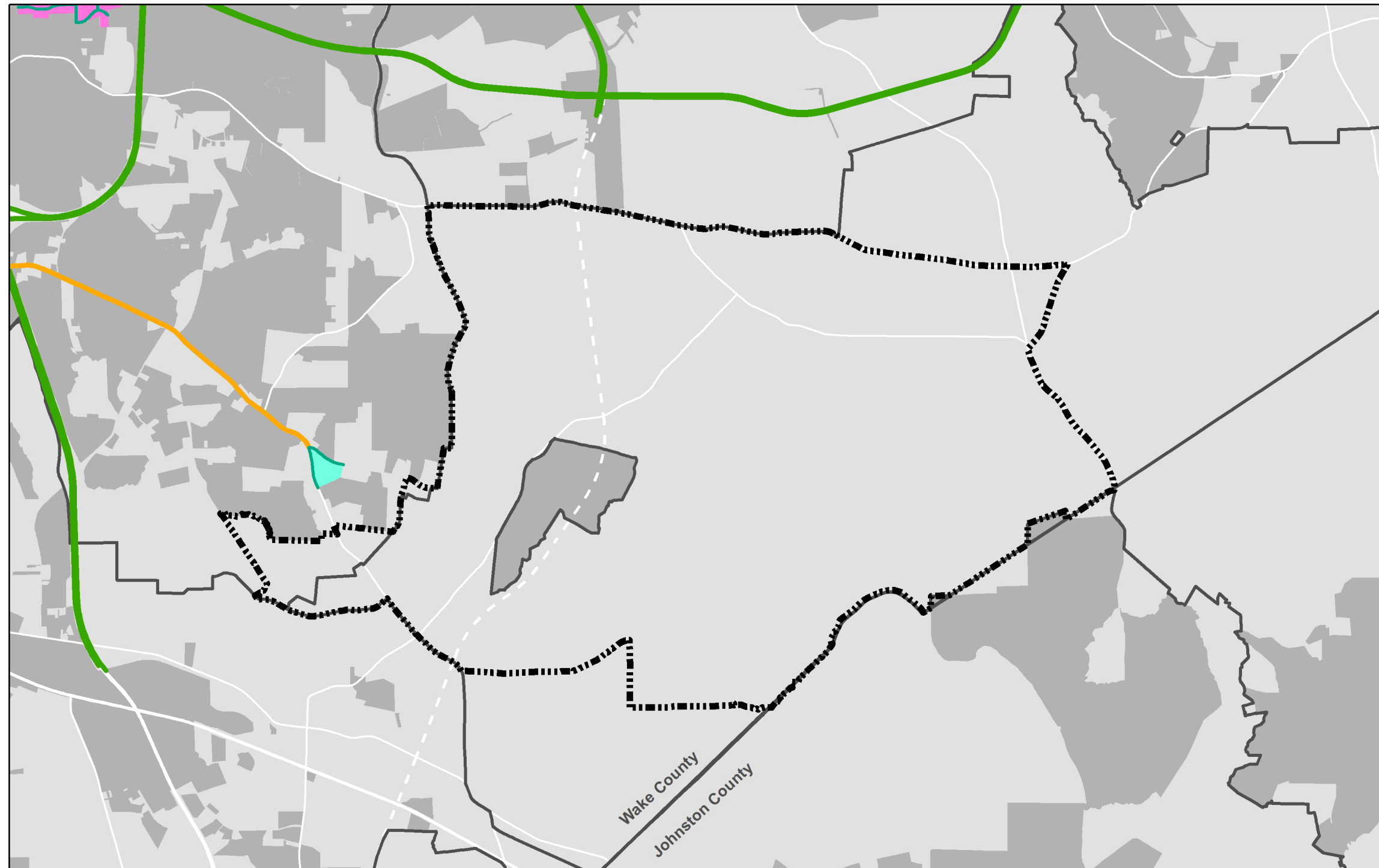




### Future Land Use

- Rural Residential
- Low Density Residential
- Moderate Density Residential
- Medium Density Residential
- High Density Residential
- Neighborhood Mixed Use
- Office & Residential Mixed Use
- Community Mixed Use
- Regional Mixed Use
- Business & Commercial Services
- Office/Research & Development
- Institutional
- Private Open Space
- Public Parks & Open Space
- Public Facilities
- General Industrial
- Study Area Boundary

The Future Land Use Map is a policy in the Comprehensive Plan that lays out the intended distribution and intensity of land in the next 20 years to achieve the plan's goals. The study area is largely designated as Rural Residential.

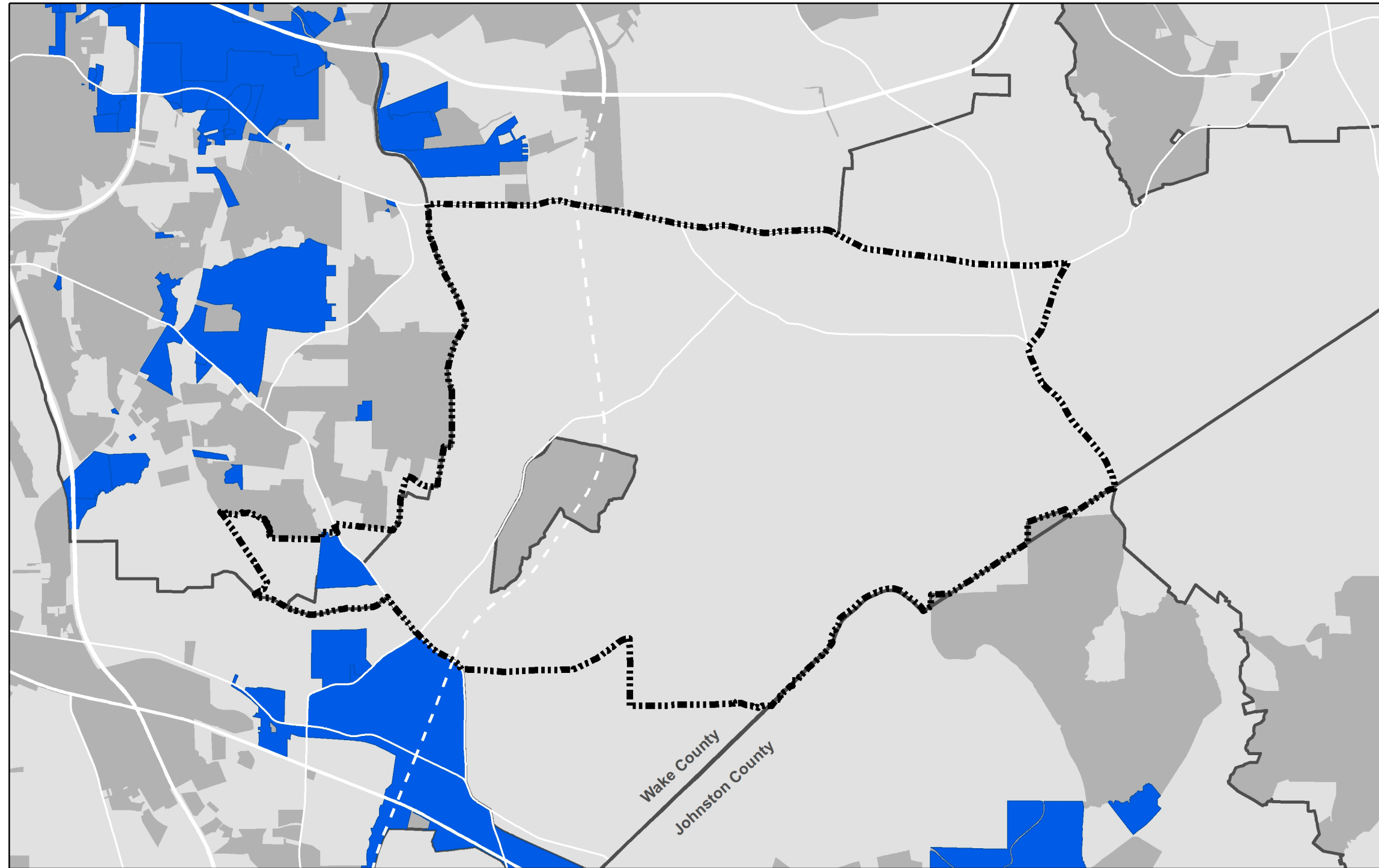


## Raleigh Urban Form



- Main Streets
- Parkway Corridors
- Transit Emphasis Corridors
- Urban Thoroughfares
- City Growth Centers
- Downtown
- Mixed-Use Centers
- Transit Oriented Districts (TODs)
- Study Area Boundary

The Urban Form Map establishes types of centers and corridors to provide guidance on various elements of urban form, including recommended frontage and building height. There are no Urban Form designations in the study area, but there is a Mixed-Use Center and Transit Emphasis Corridor on Rock Quarry Road.

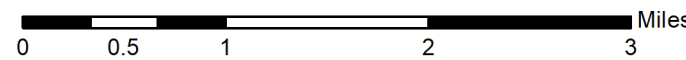


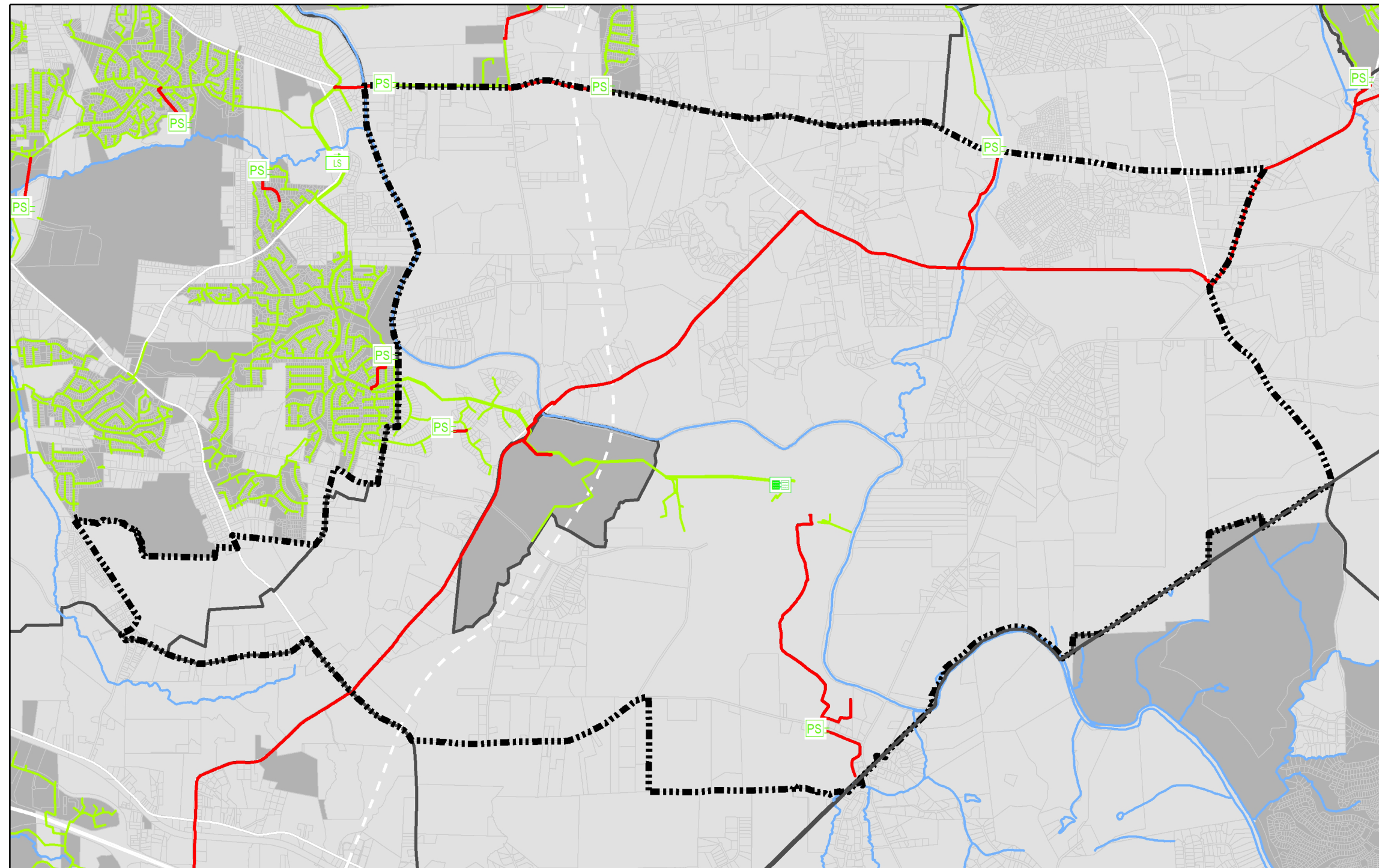


## Rezoning Activity Since 2016

-  Rezoned property
-  Study Area Boundary

Since 2016, a handful of rezoning petitions have been filed in southeast Raleigh, especially along Rock Quarry Road and Poole Road, as well as in east Garner, southwest Knightdale, and Clayton.

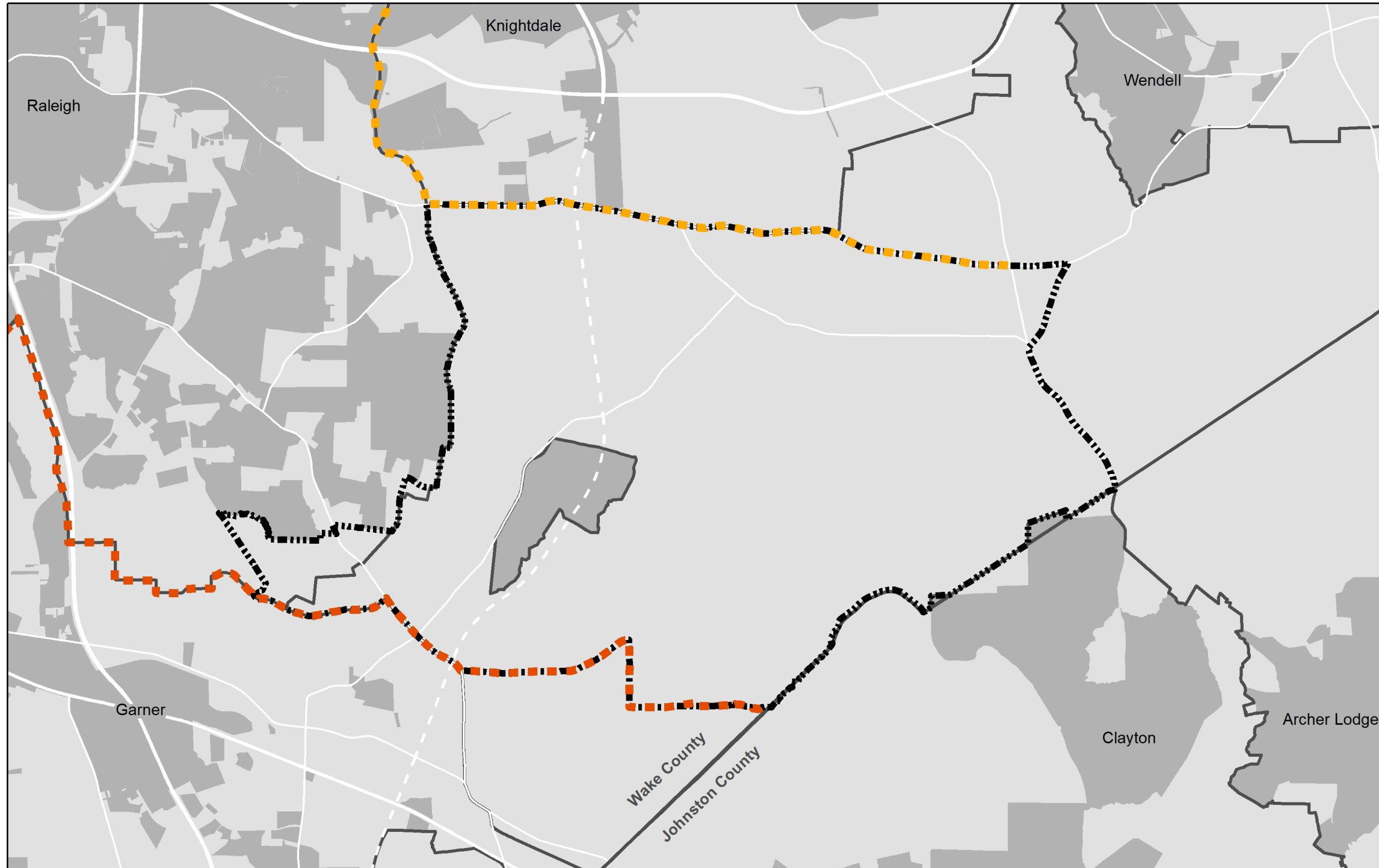




## Raleigh Public Utilities

- Chemical Feed Site
- Corrosion Control Facility
- Lift Station
- Odor Control Facility
- Pump Station
- Treatment Plant
- Sewer Force Mains
- Sewer Gravity Mains
- Study Area Boundary

The City of Raleigh Public Utilities Department provides sewer service to southeast Raleigh, Garner, and Knightdale. The Neuse River Wastewater Treatment Plant and Neuse River Resource Recovery Facility are located inside the study area.



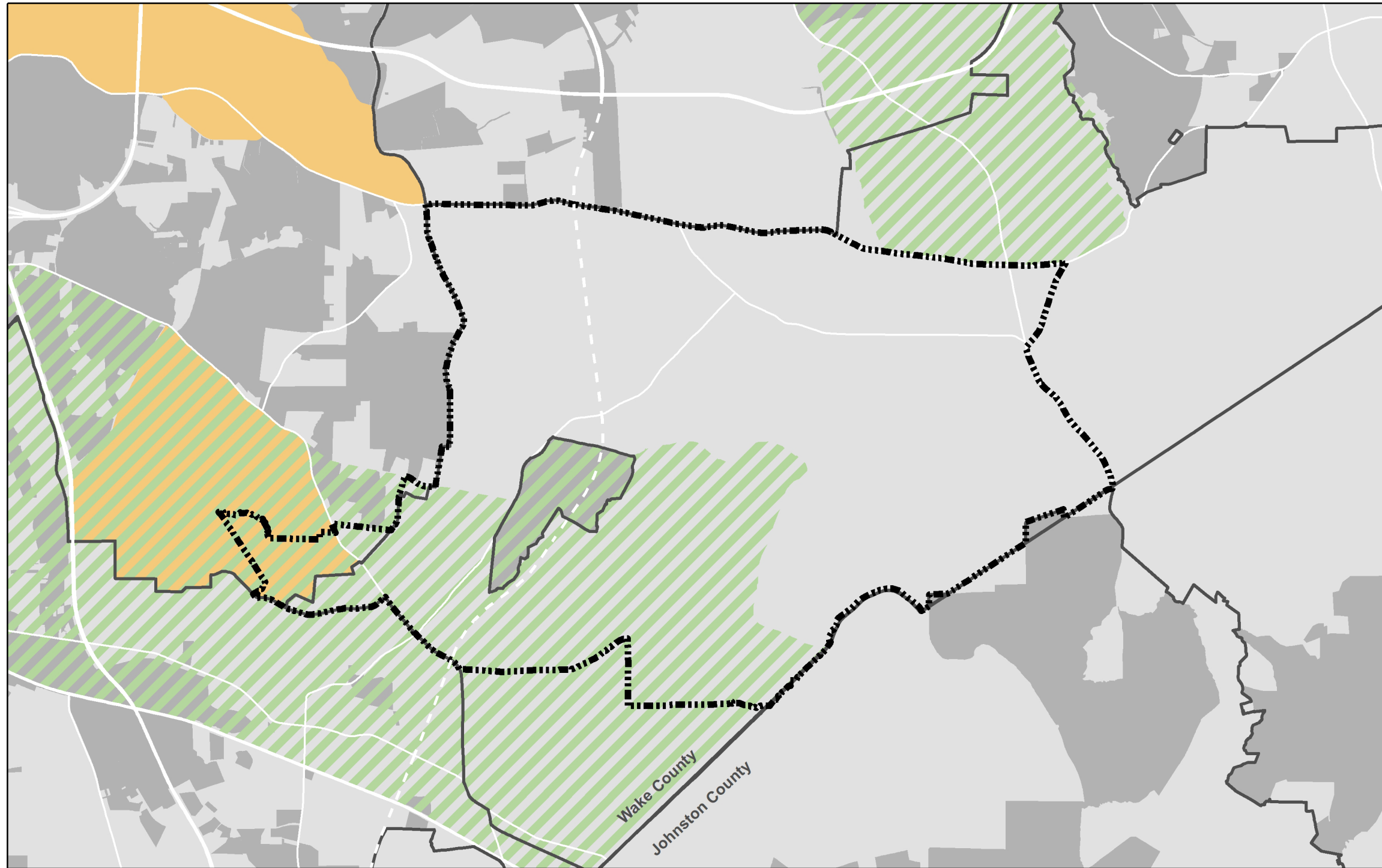
## Annexation Agreements


- Garner Annexation Agreement Line
- Knightdale Annexation Agreement Line
- Study Area Boundary

The southern boundary of the study area is along an annexation agreement line with Garner. This annexation agreement is currently being updated. The northern boundary of the study follows an annexation agreement line with Knightdale.



## Economic Development



-  North Carolina Opportunity Zone
-  Economic Development Priority Area
-  Corporate Limits
-  Study Area Boundary

Economic development priorities areas are areas highlighted by the Comprehensive Plan that present opportunity for or demonstrate a need for economic development intervention. The designation is applied to block groups that are either at least 40% zoned for industrial use or considered "high poverty" and are at least 40% zoned for non-residential use. North Carolina Opportunity Zones are those where the median family income is at or below 80% of the area median income or where the poverty rate is at least 20%.



# Transportation

## COMPLETE 540

The Complete 540 project is a project of NC Department of Transportation (NCDOT) that would extend I-540 from the NC 55 bypass in Apex to I-495 in Knightdale to complete the 540 Outer Loop. Construction is expected to be completed in segments, each with its own timeline. Between 2013 and 2016, several alternatives for alignment were closely considered, and in June 2018 a Record of Decision for the preferred alternative was published. NCDOT's project timeline includes award of design-build contracts for some segments starting in late 2018. More information can be found on NCDOT's website: <https://www.ncdot.gov/projects/complete-540/Pages/default.aspx>

## AREA PLANNING

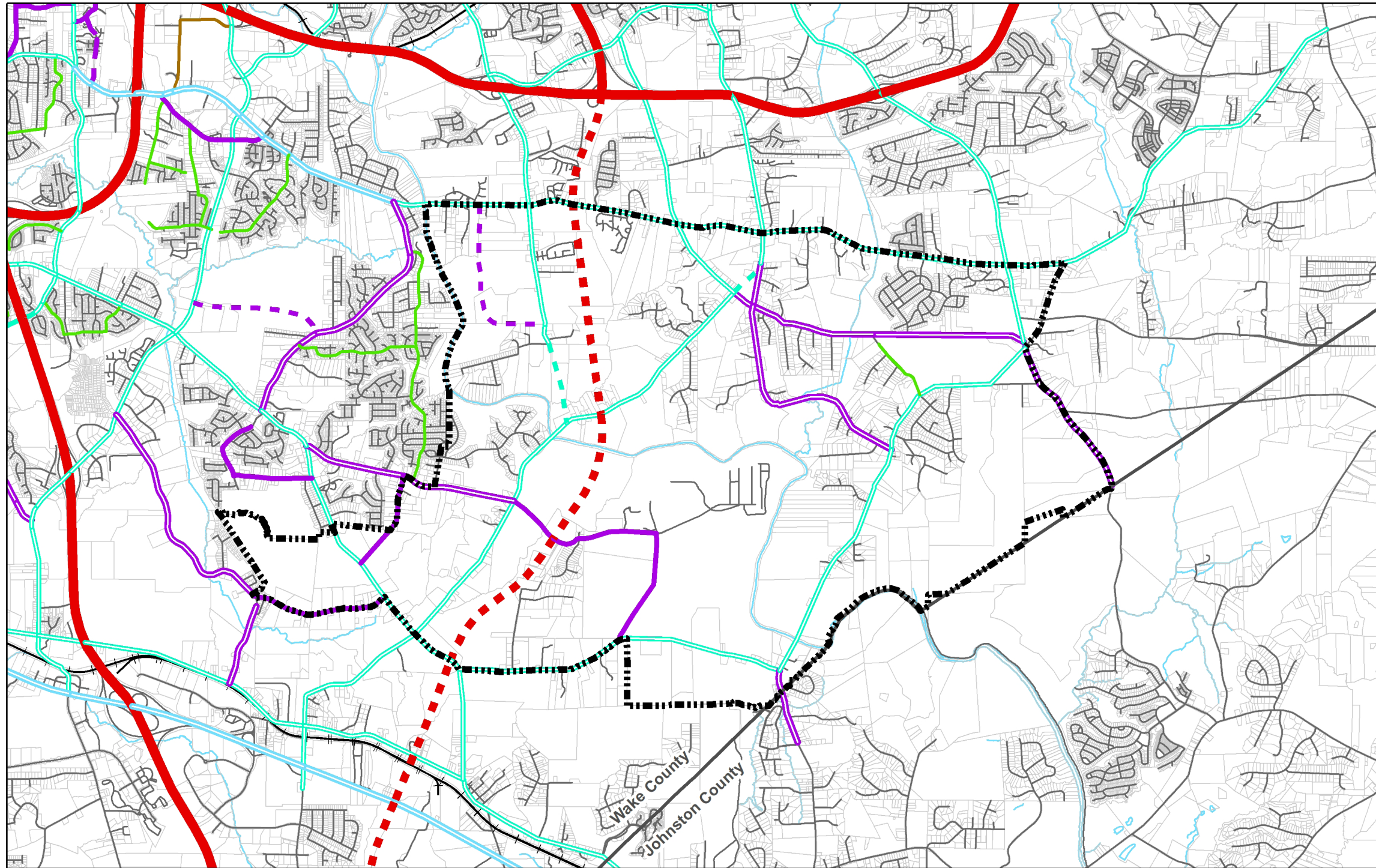
The Capital Area Metropolitan Planning Organization (CAMPO) is the regional transportation organization for the Raleigh area. CAMPO participates in area planning for sections of its jurisdiction that are experiencing unique constraints. The Southeast Area Study was completed in 2017 and included portions of both Wake and Johnston Counties. The plan aimed to identify a unified vision and a comprehensive transportation strategy to preserve the character of the area while addressing the transportation impacts of growth. The study examined several growth scenarios and identified a preferred scenario of concentrated growth in existing town centers and increased density closer to Raleigh. The study produced indicators for each scenario that helped inform stakeholders. More information can be found on CAMPO's website: <http://www.campo-nc.us/programs-studies/area-studies>

## WAKE COUNTY TRANSIT PLANNING

The Wake County Transit Plan was adopted in 2016 and includes recommendations for transit infrastructure in Wake County. Major recommendations include a bus rapid transit system serving Raleigh's urban core and connecting with lower-frequency service throughout the city. The study area is not adjacent to proposed BRT infrastructure. More information can be found on the plan's website: <http://goforwardnc.org/>



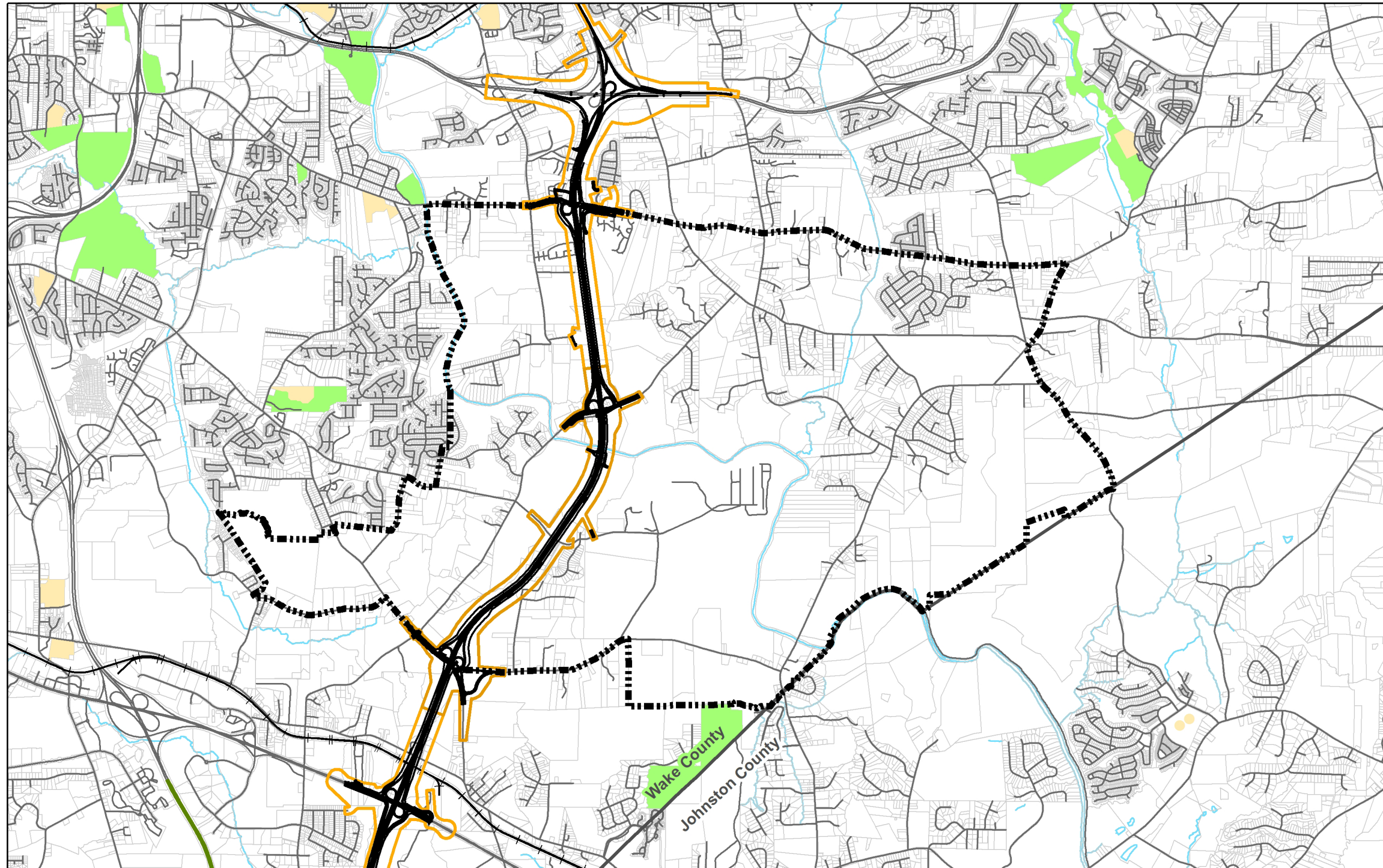




## Raleigh Street Plan

- Avenue 2-Lane, Divided
- Avenue 2-Lane, Undivided
- - - Avenue 2-Lane, Undivided Proposed
- Avenue 3-Lane, Parallel Parking
- Avenue 4-Lane, Divided
- - - Avenue 4-Lane, Divided Proposed
- Avenue 4-Lane, Parallel Parking
- Avenue 6-Lane, Divided
- Industrial Street
- - - Industrial Street Proposed
- Limited Access Highway
- - - Limited Access Highway Proposed
- Neighborhood Street
- Sensitive Area Avenue
- +— Railroad
- Parcel
- Study Area Boundary

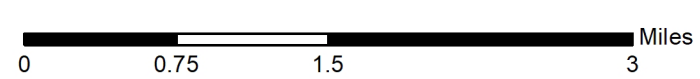
The Street Plan is a component of the regional Comprehensive Transportation Plan. New connections proposed in the Street Plan include the I-540 limited access highway connection and proposed 2-lane undivided avenues in southeast Raleigh.

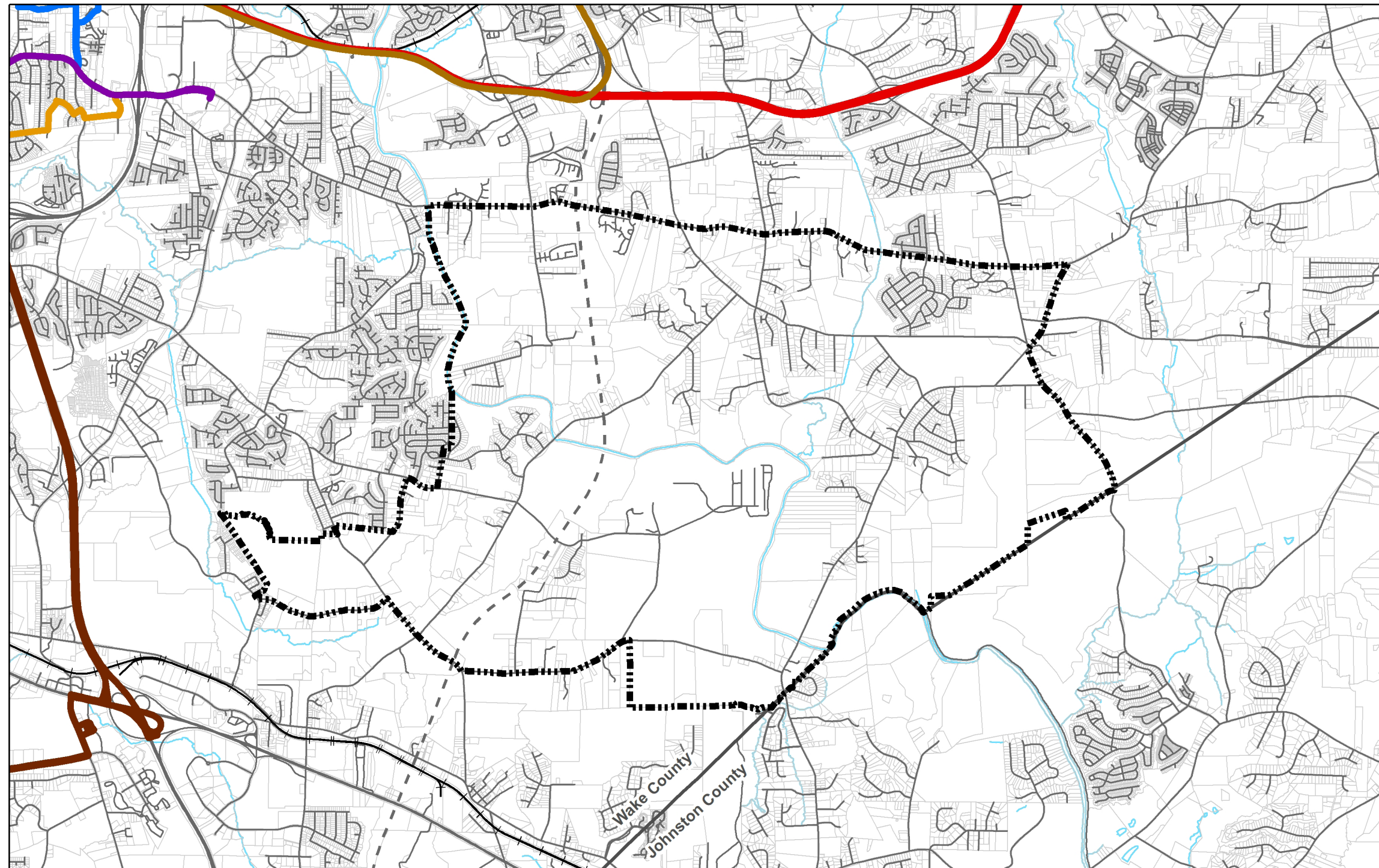


### Complete 540 Preferred Alternative

- +— Railroad
- Park
- School
- Parcel
- - - Study Area Boundary

The Preferred Alternative for the NCDOT Complete 540 project intersects the study area.





### Transit

- KRX Knightdale-Raleigh Express
- 15 WakeMed
- 19 Apollo Heights
- 55X Poole Road Express
- 102 Raleigh-Garner
- ZWX Zebulon-Wendell Express
- 18 Worthdale
- Study Area Boundary

The study area is not served by transit.  
GoRaleigh serves Poole Road, I-40 and I-87.



[raleighnc.gov/planning](http://raleighnc.gov/planning)

